

<b>Committee:</b> Development	<b>Date:</b> 13 <sup>th</sup> July 2010	<b>Classification:</b> Unrestricted	<b>Agenda Item Number:</b>
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<b>Report of:</b> Director of Development and Renewal	<b>Title:</b> Town Planning Application
<b>Case Officer:</b> Ila Robertson	<b>Ref No:</b> PA/10/00123
	<b>Ward:</b> Millwall (February 2002 onwards)

## 1. APPLICATION DETAILS

<b>Location:</b>	Hammond House, Tiller Road, London, E14
<b>Existing Use:</b>	Residential (38 existing affordable units)
<b>Proposal:</b>	Demolition of existing residential building and development of a 6 storey building to provide 56 residential units (comprising 13 x one bedroom, 10 x two bedroom, 26 x three bedroom & 6 x four bedroom and 1 x five bedroom) with landscaping and boundary treatment.
<b>Drawing Nos/Documents:</b>	331-PL-100 Rev B, 331-PL-101 Rev C, 331-PL-110 Rev B, 331-PL-111 Rev B, 331-PL-112 Rev B, 331-PL-113 Rev B, 331-PL-114 Rev B, 331-PL-115 Rev B, 331-PL-116 Rev B, 331-PL-117 Rev C, 331-PL-118 Rev C, 331-PL-010 Rev B, 331-PL-011 Rev B, 331-PL-014 Rev B, 331-PL-005 Rev A, 331-PL-006 Rev B, 331-PL-105 Rev C, 331-PL-106 Rev C and D1801.L.200 Rev A.
	Impact Statement
	Design and Access Statement
<b>Applicant:</b>	East Thames Group
<b>Ownership:</b>	East Thames Group
<b>Historic Building:</b>	N/A
<b>Conservation Area:</b>	N/A

## 2. SUMMARY OF MATERIAL PLANNING CONSIDERATIONS

- 2.1 The Local Planning Authority has considered the particular circumstances of this application against the Council's approved planning policies contained in the London Borough of Tower Hamlets Unitary Development Plan, the Council's Interim Planning Guidance (2007), Tower Hamlets Core Strategy (Submission Version 2009), associated supplementary planning guidance, the London Plan and Government Planning Policy Guidance and has found that:
- a) Given the sustainable location, the proposal would be acceptable in terms of density and would result in 670 habitable rooms per hectare. The proposed development is considered to be sensitive to the context of the surrounding area, by reason of its site coverage, massing, scale and height. The development is therefore in accordance with Policy 3A.3 London Plan Spatial Development Strategy for Greater London (Consolidated with alterations since 2004) which seeks to ensure the maximum intensity of use, compatible with local context.

- b) The proposal provides an acceptable amount of affordable housing (83% by habitable room) and mix of units overall. In particular, the proposal would provide high quality re-provision of a suitable level of family housing. As such the proposal accords with the criteria set out in policies 3A.5 and 3A.9 of the London Plan (Consolidated with Alterations since 2004), policy HSG7 of the Council's Unitary Development Plan 1998, policies CP22, HSG2 and HSG3 of the Council's Interim Planning Guidance (2007) and policy SP02 in the Core Strategy (Submission Version 2009) which seek to ensure that new developments offer a range of housing choices and suitable levels of affordable housing.
- c) The height, scale and design of the proposed buildings are acceptable and in line with policy criteria set out in 4B.1 within the London Plan (Consolidated with Alterations since 2004), policies DEV1 and DEV2 of the Council's Unitary Development Plan 1998, policies DEV1 and DEV2 of the Council's Interim Planning Guidance (October 2007) and policy SP10 in the Core Strategy (December 2009) which seek to ensure buildings are of a high quality design and suitably located.
- d) The proposed development would improve the overall quality and quantum of amenity space provision for future residents. The development therefore accords with PPS3, policies 3A.6, 3D.13 and 4B.1 of the London Plan (Consolidated with Alterations since 2004), policies DEV1, DEV12 and HSG16 of the Council's Unitary Development Plan 1998, policies OSN2, DEV2, DEV 3, DEV4 and HSG7 of the Council's Interim Planning Guidance (2007) and policy SP02 and SP04 in the Core Strategy (Submission Version 2009) which seek to improve amenity and liveability for residents.
- e) Transport matters, including parking, access and servicing are acceptable and in line with policies DEV1 and T16 of the Council's Unitary Development Plan 1998, policies DEV17, DEV18 and DEV19 of the Council's Interim Planning Guidance (October 2007) and policy SP08 in the Core Strategy (December 2009) which seek to ensure developments can be supported within the existing transport infrastructure.
- f) The impact of the development on the amenity of neighbours in terms of loss of light, overshadowing, loss of privacy, sense of enclosure and noise is acceptable given the urban context of the development. As such, it accords with policies DEV1 and DEV2 of the Council's Unitary Development Plan 1998, policies DEV1 and DEV2 of Council's Interim Planning Guidance (2007) and policy SP02 in the Core Strategy (Submission Version 2009) which seek to ensure development does not have an adverse impact on neighbouring amenity.
- g) Sustainability matters, including energy, are acceptable and accord with policies 4A.4, 4A.6, 4A.7, 4A.14 and 4B.2 of the London Plan (Consolidated with Alterations since 2004), policies DEV5 to DEV9 of the Interim Planning Guidance (October 2007) and policy SP11 in the Core Strategy (December 2009) which seek to promote sustainable development.
- h) Planning contributions have been secured towards community facilities, in line with Government Circular 05/2005, policy DEV4 of the Council's Unitary Development Plan 1998, policy IMP1 of the Interim Planning Guidance (October 2007) and policy SP13 in the Core Strategy (December 2009) which seek to secure contributions towards infrastructure and services required to facilitate proposed development.

### **3. RECOMMENDATION**

- 3.1 That the Committee resolve to **GRANT** planning permission subject to:

- 3.2 A. The prior completion of a **legal agreement** to secure the following planning obligations:

Financial Contributions

- a) Provide a contribution of **£10,976** towards the provision of local community facilities

Non-financial Contributions

- b) Affordable Housing (83%) with a split of 71:29.
- c) Car Free Development for all new units, however existing residents that return will retain their entitlements to apply for parking permits.
- d) Employment Initiatives to use reasonable endeavours to employ local people during the construction of the development.
- e) Travel Plan
- f) TV reception
- g) Any other planning obligation(s) considered necessary by the Corporate Director Development & Renewal.

- 3.4 That the Corporate Director Development & Renewal is delegated authority to negotiate the legal agreement indicated above.

- 3.5 That the Corporate Director Development & Renewal is delegated power to impose conditions and informatives on the planning permission to secure the following matters:

**Conditions**

1. Time Limit
2. Contaminated land survey
3. Construction Management Plan
4. Scheme of Highways improvements (S.278 agreement)
5. Protection measures for existing street trees
6. Hours of construction (08.00 until 17.00 Monday to Friday; 08.00 until 13:00 Saturday. No work on Sundays or Bank Holidays)
7. Full details of external materials, including samples / pallet board of all external facing materials and typical details.
8. Full details of refuse stores
9. Full details of cycle parking
10. Secure by Design
11. Full landscaping details and treatment to be approved and Details of any fencing / boundary treatments prior to erection.
12. Scheme for communal satellite and aerials provision.
13. All residential accommodation to be completed to lifetimes homes standards
14. At least 10% of homes wheelchair accessible or easily adaptable
15. Code for Sustainable Homes Assessment (level 4)
16. Energy Strategy to be agreed.
17. Biodiversity enhancement measures
18. Flood Mitigation Measures
19. Piling
20. Any other planning condition(s) considered necessary by the Corporate Director Development & Renewal

### **Informatives**

1. Contact Building Control
2. S278 Highways Agreement
3. Environment Agency information
4. Any other informative(s) considered necessary by the Corporate Director Development & Renewal

3.6 That, if by 17<sup>th</sup> August 2010 the legal agreement has not been completed, the Corporate Director Development & Renewal is delegated power to refuse planning permission.

## **4. PROPOSAL AND LOCATION DETAILS**

### **Proposal**

- 4.1 This application is made by the RSL East Thames Homes. They seek consent to demolish the existing four storey residential block known as Hammond House. This existing building comprises of 38 residential units which comprise of 2 x 3 bedroom, 24 x 4 bedroom and 12 five bedroom units. These units are 100% social rent.
- 4.2 The proposal seeks to replace this existing building with a six storey residential block that would comprise of 56 units, being, 13 x one bedroom, 10 x two bedroom, 26 x three bedroom, 6 x four bedroom and 1 x five bedroom.

### **Site and Surroundings**

- 4.3 Hammond House is located on the north side of Tiller Road. Tiller Road is located between Westferry Road and Millharbour on the Isle of Dogs.
- 4.4 The existing site comprises of a four storey brick building with a steep pitched roof. The building runs 120m along the length of the southern boundary and was constructed in the 1920's. The flats are accessed via shared walkways to the rear and the footprint of the building is in the form of a 'double T' that projects to the northern boundary.
- 4.5 To the north of Hammond House is Mellish Street which is defined by a set of two storey terraced houses numbered from 115-159 Mellish Street. To the north west is the Barkentine Docklands Medical Centre.
- 4.6 To the south of the site is Kedge House which is a ten storey residential tower block and Winch House which comprises a number of two to three storey dwelling houses located around the Omega Close cul-de-sac. Parts of these sites are under the ownership of East Thames Homes and recent works have been completed to upgrade the landscaping and children's play areas provided in these locations.
- 4.7 To the southwest of the site is the existing Tiller Centre which is a local leisure and community facility.
- 4.8 To the east of the site is 61 Millharbour which is a three to four storey residential building. To the west is Alexander House which is a four storey residential mansion block.
- 4.9 The site is not located within a Conservation Area nor are the buildings listed. However, it is located in close proximity to the Millennium Quarter Masterplan Area which is located 50-100m to the east on Millharbour.
- 4.10 The site has a PTAL of 2-3. It is located approximately 450m from the South Quay DLR station and 370m from the Cross Harbour DLR Station. It is well served by buses along

Westferry Road which is approximately 330m from the site.

## **Background**

- 4.11 The existing Hammond House is not fit for purpose and raises a number of management issues and concerns about the quality of accommodation, being,
- There is poor security as the existing flats are accessed from the rear by two cores and long rear access decks.
  - There is limited amenity space provision on the site given the layout of the building with the majority of flats having nominal balconies or no provision.
  - The internal arrangements for the existing flats result in substandard living conditions with poor internal spaces standards (below Council standards), limited wheelchair accessibility and limited storage.

The proposals being considered by the Committee seek to reverse this situation.

- 4.12 The applicant has undertaken a number of consultations events with the existing Hammond House residents on the 31<sup>st</sup> July 2007 and 12<sup>th</sup> August 2009. In addition, a wider community event was held at the Alpha Grove Centre on the 25<sup>th</sup> July 2009.

## **Planning History**

- 4.13 This application was originally put before members of the Strategic Development Committee on the 20<sup>th</sup> April 2010. However, members requested to defer the application for further information on the following points:

- (a) Impact on the levels of sunlight and overshadowing to Mellish Street properties.
- (b) Clarification on the height of the proposed and existing buildings.
- (c) Clarification on the provision of family accommodation proposed and existing.

These concerns are addressed and discussed in more detail in section 8 of the report.

- 4.14 Given the 20<sup>th</sup> April 2010 meeting was the last of the committee prior to the Council Elections the application could not be deferred and was subsequently withdrawn from the agenda on the evening by Mr Owen Whalley the Head of Planning and Building Decisions.

## **5 POLICY FRAMEWORK**

- 5.1 For details of the status of relevant policies see the front sheet for “Planning Applications for Determination” agenda items. The following policies are relevant to the application:

### **Government Planning Policy Guidance/Statements**

- 5.2
- |       |   |
|-------|---|
| PPS1  | Delivering Sustainable Development            |
| PPS3  | Housing                                       |
| PPS22 | Renewable Energy                              |
| PPS23 | Planning and Pollution Control                |
| PPG13 | Transport                                     |
| PPG17 | Planning for Open Space, Sport and Recreation |

**Spatial Development Strategy for Greater London (London Plan) Consolidated with alterations since 2004.**

5.3	2A.1	Sustainability Criteria
	2A.2	Spatial Strategy for Development
	3A.1	Increasing London's Supply of Housing
	3A.2	Borough Housing Targets
	3A.3	Maximising the Potential of Sites
	3A.5	Housing Choice
	3A.6	Quality of New Housing Provision
	3A.7	Large Residential Developments
	3A.8	Definition of affordable Housing
	3A.9	Affordable Housing Targets
	3A.10	Negotiating Affordable Housing
	3A.11	Affordable Housing Thresholds
	3A.13	Special needs and Specialist Housing
	3A.15	Loss of Housing and Affordable Housing
	3A.17	Addressing the Needs of London's Diverse Population
	3C.1	Integrating Transport and Development
	3C.2	Matching Development to Transport Capacity
	3C.3	Sustainable Transport in London
	3C.20	Improving Conditions for Busses
	3C.21	Improving Conditions for Walking
	3C.22	Improving Conditions for Cycling
	3C.23	Parking Strategy
	3D.11	Open Space Provision
	3D.12	Open Space Strategies
	3D.13	Play and Informal Recreation Strategies
	3D.14	Biodiversity and Nature Conservation
	4A.1	Tackling Climate Change
	4A.2	Mitigating Climate Change
	4A.3	Sustainable Design and Construction
	4A.4	Energy Assessment
	4A.5	Provision of Heating and Cooling Networks
	4A.6	Decentralised Energy; Heating, Cooling and Power
	4A.7	Renewable Energy
	4A.9	Adaptation to Climate Change
	4A.12	Flooding
	4A.13	Flood Risk Management
	4A.16	Water Supplies and Resources
	4A.18	Water Sewerage and Infrastructure
	4A.19	Improving Air Quality
	4A.20	Reducing Noise
	4B.1	Design Principles for a Compact City
	4B.3	Enhancing the Quality of the Public Realm
	4B.4	London's Buildings: Retrofitting
	4B.5	Creating an Inclusive Environment
	4B.6	Safety, Security and Fire Prevention and Protection
	4B.8	Local context

**Unitary Development Plan 1998 (as saved September 2007)**

5.4	Proposals:	Flood Risk Zone 2 and 3
	Policies:	ST1 Deliver and Implementation of Policy
		ST12 Cultural and Leisure Facilities
		ST15 Encourage a Wide Range of Activities
		ST23 Quality of Housing Provision
		ST25 Provision of Social and Physical Infrastructure

ST26	Protect existing residential accommodation
ST28	Restrain Private Car
ST30	Safety and Movement of Road Users
ST37	Improve of Local Environment
ST49	Provision of Social and Community Facilities
ST51	Public Utilities
DEV1	Design Requirements
DEV2	Environmental Requirements
DEV3	Mixed Use Development
DEV4	Planning Obligations
DEV12	Landscaping
DEV15	Retention/Replacement of Mature Trees
DEV50	Noise
DEV51	Contaminated Land
DEV55	Development and Waste Disposal
HSG4	Loss of Housing
HSG7	Dwelling Mix
HSG13	Internal Standards for Residential Development
HSG15	Preserving Residential Character
HSG16	Amenity Space
T10	Traffic Management
T16	Impact on Traffic
T18	Pedestrians
T21	Pedestrians
OS7	Loss of Open Space
OS9	Children's Play Space

### **Interim Planning Guidance for the purposes of Development Control**

5.5	Proposals:	Isle of Dog APP
		Flood Risk Zone 2 and 3
	Core Strategies:	IMP1 Planning Obligations
		CP1 Creating Sustainable Communities
		CP3 Sustainable Environment
		CP4 Good Design
		CP5 Supporting Infrastructure
		CP19 New Housing Provision
		CP20 Sustainable Residential Density
		CP21 Dwelling and Mix Type
		CP22 Affordable Housing
		CP23 Efficient Use and Retention of Existing Housing
		CP24 Special Needs and Specialist Housing
		CP25 Housing Amenity Space
		CP27 Social and Community Facilities to Support Growth
		CP29 Improving Education and Skills
		CP30 Improving the Quality and Quantity of Open Spaces
		CP31 Biodiversity
		CP38 Energy Efficiency and Production of Renewable Energy
		CP39 Waste Management Plan
		CP40 Sustainable Transport Network
		CP41 Integrating Transport with Development
		CP42 Streets for People
		CP43 Better Public Transport
		CP46 Accessible and Inclusive Environments
		CP47 Community Safety
	Policies:	DEV1 Amenity

DEV2	Character and Design
DEV3	Accessibility and Inclusive Design
DEV4	Safety and Security
DEV5	Sustainable Design
DEV6	Energy Efficiency and Renewable Energy
DEV7	Water Quality and Conservation
DEV8	Sustainable Drainage
DEV9	Sustainable Construction Materials
DEV10	Disturbance from Noise Pollution
DEV11	Air Quality and Air Pollution
DEV12	Management of Demolition and Construction
DEV13	Landscaping and Tree Preservation
DEV15	Waste and Recyclable Storage
DEV16	Walking and Cycling Routes and Facilities
DEV17	Transport Assessments
DEV18	Travel Plans
DEV19	Parking for Motor Vehicles
DEV20	Capability of Utility Infrastructure
DEV22	Contaminated Land
DEV24	Accessible Amenities and Services
DEV25	Social Impact Assessment
HSG1	Determining Residential Density
HSG2	Housing Mix
HSG3	Affordable Housing Provisions
HSG4	Varying the Ratio of Social Rented to Intermediate Housing
HSG7	Housing Amenity Space
HSG9	Accessible and Adaptable Homes
HSG10	Calculating the Provision of Affordable Housing
SCF1	Social and Community Facilities
OSN2	Open Space
PS1	Noise
PS2	Residential Water Refuse and Recycling Provision
PS3	Parking
PS4	Density Matrix
PS5	Lifetime Homes

**Core Strategy Development Plan Document (Submission version December 2009)**

5.6 Policies

SP02	Housing and sustainable communities
SP03	Healthy Lifestyles
SP04	Open Space
SP05	Waste Management
SP08	Transport Network
SP09	Pedestrians and Streets
SP10	Heritage and Good Design
SP11	Sustainability and Climate Change
SP12	Placemaking
SP13	Planning Obligations

**Supplementary Planning Guidance/Documents**

5.7

- Residential Space
- Designing Out Crime
- Landscape Requirements

**Community Plan** The following Community Plan objectives relate to the application:



- 5.8                    A better place for living safely  
                          A better place for living well  
                          A better place for creating and sharing prosperity  
                          A better place for learning, achievement and leisure

## **6. CONSULTATION RESPONSE**

- 6.1 The views of officers within the Directorate of Development and Renewal are expressed in the MATERIAL PLANNING CONSIDERATIONS section below.

The following were consulted regarding the application:

### **London Borough of Tower Hamlets - Environmental Health**

- 6.2 Contaminated Land – The site and surrounding area have been subjected to former industrial uses. A contamination condition requiring contamination risk to be fully identified and appropriately mitigated prior to development should be attached to any permission granted.

Daylight and Sunlight – No objections raised the Daylight/Sunlight and Overshadowing Report by Drivers Jonas dated 24th November 2009 has been reviewed. The contents of the report show that it meets the BRE Criteria. Whilst there are a few marginal failures in winter sunlight these would not be noticeable. In addition, there are no overshadowing concerns.

Noise – No objections.

### **London Borough of Tower Hamlets - Highways**

- 6.3 Raise the following relevant comments

1. The proposed disabled parking space will need to be agreed with the Parking services team under a separate application.
2. The proposed provision of 66 cycle spaces to be provided on site in connection with the 56 residential units is welcomed by the Highway Department. The design, location, maintenance and security of the store should be secured by condition.
3. A construction management plan should be conditioned to ensure that there are no adverse highways impacts during construction.
4. It is not clear from the submitted ground floor plan where the bin stores or collection points are located. It is recommended that a condition is included to secure this.
5. In respect to the existing sub station the gates should open inwards and a sufficient reservoir space should be provided so that vehicles can wait in an off-street position while the gates are opened. (Officer Comment: It is considered that the details of the treatment of this reservoir should be dealt with under the condition relating to the scheme of highways improvements).
6. The submitted Travel Plan should be included as part of the s106 agreement to ensure implementation.
7. A condition to secure a scheme of highway improvement works necessary to serve

the development should be included.

8. The proposal should be subject to a s106 agreement to restrict parking permits for future residents.

#### **London Borough of Tower Hamlets – Waste Management**

- 6.4 No comments received.

#### **London Borough of Tower Hamlets – Landscaping and Trees**

- 6.5 No objections to work proceeding provided provisions of Arboriculture method statement are met.

#### **London Borough of Tower Hamlets – Communities Leisure and Culture**

- 6.6 Given the limited increase on the existing population the only contribution sought would be for £10,976 towards the provision of community facilities in the local area.

#### **London Borough of Tower Hamlets – Education**

- 6.7 No contributions required in this instance due to relatively small number of units net gain.

#### **Tower Hamlets Primary Care Trust**

- 6.8 No contributions required in this instance due to relatively small number of units net gain.

#### **Environment Agency (Statutory Consultee)**

- 6.9 No objections to the proposal, subject to the imposition of two conditions in respect of finishes floor levels and piling methodology.

### **7. LOCAL REPRESENTATION**

- 7.1 A total of 204 neighbouring properties within the area shown on the map appended to this report were notified about the application. The application has also been publicised within the local press and on site via a number of site notices.

The following local groups/societies were consulted:

- Alpha Grove Tenants Association
- Association of Island Communities
- Mill Quay Residents Association
- Barkantine Residents Association
- Millwall Tenants Association

The total number of representations received in response to notification and publicity of the application were as follows:

No of individual responses:	2	Objecting:	2	Supporting:	0
No of petitions received:	0	objecting containing	0	signatories	
		0 supporting containing	0	signatories	

- 7.2 The following **objections** were raised in representations that **are material** to the

determination of the application, and they are addressed in the next section of this report:

### Amenity

- Loss of light to surrounding residents
- Overshadowing to surrounding residents

## **8. MATERIAL PLANNING CONSIDERATIONS**

8.1 The main planning issues raised by the application that the committee must consider are:

1. **Density** - The acceptability of the proposed density
2. **Housing** - The acceptability of the proposed housing mix and tenure and level of affordable housing.
4. **Design and scale** - Impact on the amenity of the surrounding area including amenity space.
5. **Amenity** - Impact on the amenity of the surrounding area.
6. **Highways and parking** - Transport and highways implications from the development.
7. **Sustainability** - Sustainability principles of the development.
8. **Impacts on local infrastructure / S106** - Any required mitigation from the additional population.

### Land Use

- 8.2 The existing land use of the Hammond House site is residential. There are no specific land use designations in the adopted Unitary Development Plan 1998 (UDP) or Interim Planning Guidance October 2007 (IPG). The application proposes housing, which, in principle, is acceptable in land use terms as this is the existing land use on the site.
- 8.3 Council saved policy HSG4 of the UDP and IPG policy CP23 seek to prevent the loss of existing housing in particular family housing. This is supported by policy 3A.15 of the London Plan Consolidated with Alterations February 2008.
- 8.4 The Core Strategy Submission Document December 2009 (Core Strategy) policy SP02 of the Core Strategy sets Tower Hamlets a target to deliver 43, 275 new homes (2, 885 a year) from 2010 to 2025. An important mechanism for the achievement of this target is reflected in London Plan Consolidated with Alterations February 2008 (London Plan) policy 3A.2 and 3A.3 which seek to maximise the development of sites and thereby the provision of family housing to ensure targets are achieved.
- 8.5 Policy SP02(1) also identifies the importance and need to upgrade existing housing stock to decent homes standards by working with local housing partners.
- 8.6 As detailed in paragraph 4.11 of the report the existing Hammond House is not fit for purpose and currently provides a poor standard of accommodation. The application

proposes the demolition of the existing buildings and the construct of 56 new build residential units. The existing block provides 38 affordable units and the new scheme will re-provide 44 affordable units on the site. Therefore, it is considered that the proposal accords with UDP saved policy HSG4 and IPG policy CP23, which seeks to prevent the loss of housing in particular affordable housing. This point is also discussed further in the housing section.

- 8.7 Taking into account the demolition, a net gain of 23 units would actually be achieved on the site. The provision of private housing to facilitate the provision of higher quality affordable family housing is supported. This would provide two important benefits in that the new accommodation would be of a higher standard thereby providing improved living conditions for existing families and more importantly providing a more sustainable community by the provision of a mix of housing types and tenures on the site.
- 8.8 These proposals accords with the aims of London Plan Policy 3A.3 and IPG policies CP19 and CP20, which seek to maximise the supply of housing; and the aims of IPG policy CP23, which seeks to improve all existing housing stock. This is further reinforced by policy SP02 of the Core Strategy. As such the proposed demolition and redevelopment in principle is considered acceptable and is supported by the London Plan and local policy objectives.

### **Density**

- 8.9 London Plan density matrix within policy 3A.3 suggests that densities within urban sites with good transport links should be within the range 300-650 habitable rooms per hectare. This is reinforced by Policy SP02 (2) of the Core Strategy which seek to correspond housing density to public transport accessibility and proximity town centres.
- 8.10 The density of the proposal is very similar to the existing density of Hammond House, with the existing building comprising 610 habitable rooms per hectare and the proposed density of the scheme being is 670 habitable rooms per hectare. It is considered that the proposed density is appropriate to the site context and the scheme does not exhibit symptoms of over development.
- 8.11 The proposed density thereby accord with the policy 3A.3 of London Plan and IPG policies HSG1 and policy SP02(2) of the Core Strategy which seek to ensure that density is appropriate to a location.

### **Housing**

#### **Affordable Housing**

- 8.12 Policy 3A.9 of the London Plan states that Boroughs should seek the maximum reasonable amount of affordable housing, taking into account the Mayor's strategic target that 50% of all new housing in London should be affordable and Boroughs' own affordable housing targets. IPG policies CP22 and HSG3 and CS policy SP02(3) seek to achieve 50% affordable housing provision from all sources across the Borough, and specify that individual developments should provide a minimum of 35% affordable housing.
- 8.13 The existing building provides 38 affordable family units. As detailed at paragraph 8.6 above the quality of these existing units is below standard. The situation is unique on this site given it does not form part of a larger site and the deficiencies in the existing buildings.
- 8.14 This scheme seeks to re-provide higher quality affordable housing on the site within the constraints of the local. This necessitates the need to provide a level of private market housing on the site to provide a cross subsidy for the construction of the new affordable units. The proposed scheme thereby provides a total of 44 affordable units out of 56 units on

site. This is six more affordable units than is presently provided on site by a unit basis.

- 8.15 In respect to habitable rooms there is a slight reduction in terms of the existing provision. The previous committee raised concerns about this point and requested clarity on this.
- 8.16 Table 1 below identifies that in terms of affordable housing provision there is a decrease in habitable rooms. However, there is an overall increase in the amount of affordable floor area by (375 sqm GIA and 1303 sqm GEA) on the site which highlights the improved quality of accommodation being provided and the poor quality of the existing stock. It also highlights that the refurbishment option would result in less affordable habitable rooms than the proposed scheme.

	Units	Hab Rooms	Bed Spaces	Area (m2)	
				GIA	GEA
Existing Building	38	200	250	GIA	3,842
				GEA	4,796
Refurbished Building	36	156	180	GIA	3,672
				GEA	4,607
Proposed Building	44	182	210	GIA	4,217
				GEA	6,099

**Table 1: Provision of affordable housing compared with the existing building and the refurbished building**

- 8.17 In addition to the 44 affordable units proposed on the site. The applicant East Thames Homes have also secured funding to purchase 12 family sized properties off the open market to allow for the decant of existing Hammond House residents. The applicant has confirmed that to date 11 properties have been purchased, with 10 families from Hammond House already relocated. Given these properties were previously in private ownership they are an additional affordable housing gain for the borough.
- 8.18 Overall, it is considered that the quantum of affordable housing on the site is acceptable in this instance given the constraints of the site, the quality of the existing accommodation and given the additional family dwellings purchased for the decant. As such it is considered that the proposal is in accordance with the Council and London Plan policy requirements.

#### Tenure Split of Affordable Housing

- 8.19 Policy SP02 (4) in the Core Strategy seeks a tenure split of 70% social rented and 30% intermediate within affordable housing provision. Overall, the scheme delivers 71% social rented and 29% intermediate which is considered acceptable and closely in line with policy SP02 in the Core Strategy.

#### Housing Mix

- 8.20 London Plan policy 3A.5 promotes housing choice including the provision of a range of dwelling sizes. Saved UDP policy HSG7 requires new housing schemes to provide a mix of unit sizes including a substantial proportion of family dwellings of between 3 and 6 bedrooms. To reflect the local need for family sized accommodation within the borough, policies CP21 and HSG2 in IPG specify that a mix of unit sizes should be provided with 45% family sized (3 or more beds) accommodation within the social rented sector and 25% within the intermediate and market housing. Policy SP02 in the Core Strategy reinforces that 30% of new housing should be family sized, including 45% of new social rented homes.
- 8.21 The existing provision of family units on site equates to 38 flats and the proposal seeks to re-

provide 33 family sized flats. This is a reduction in the provision of family sized units on site despite it still achieving an impressive 59% of family units across the scheme.

- 8.22 It is considered that this application is an exceptional and unusual case, as the existing buildings are in a poor state of repair and the quality of accommodation whilst being dominated by larger family sizes is substandard and not fit for purpose. It is therefore considered that the benefits provided by improved family accommodation outweigh any slight loss, as the only other option is maintaining the status quo which would not benefit any residents given the poor quality of the accommodation.
- 8.23 In addition, the option of refurbishing the building would address the lack of a dining area in the internal layout it would require the loss of a higher number of habitable rooms and bed spaces than the proposed scheme (as identified in table 1). This option would also not overcome fundamental deficiencies in the building in terms of security, lack of private open space and most importantly it would still not be able to meet decent home standards.
- 8.24 The reduction of family units was a concern of members at the previous committee meeting. However, it is clear that the refurbishment option would not deliver the quality or quantum of affordable accommodation on site or bring the properties up to decent home standards.
- 8.25 Furthermore, East Thames Homes have secured HCA funding for the Hammond House project to purchase off the open market 12 private family units for use as socially rented family dwellings in the Borough. As detailed at paragraph 8.17 this accommodation will be used to re-house any families decanted from Hammond House that do not choose to move back into the new development. Consequently, all existing families will either be re-housed in the new scheme or in the newly purchased dwellings therefore there would be no loss in family housing with a total of 40 family units provided by both the decant and within the proposed new building.
- 8.26 The application proposes the following mix of unit sizes for the new build. The target percentages given reflect those specified by policy HSG2 in the IPG:

		Affordable social rent			Intermediate			Market		
Unit	Total units	Units	%	Target	Units	%	Target	Units	%	target
Studio	0	0	0	0	0	0	25	0	0	25
1 bed	13	1	4	20	7	44	25	5	42	25
2 bed	10	4	14	35	4	25	25	2	16	25
3 bed	26	16	57	30	5	31	25	5	42	25
4 bed	6	6	21	10	0					
5 bed	1	1	4	5	0					
Totals	56	28	100%	100%	16	100%	100%	12	100%	100%

- 8.27 Overall, the scheme provides 59% family sized units (3 beds or more) across the entire scheme. The proposal would provide 82% family sized social rented units and 31.25% of the proposed dwellings would be family sized within the intermediate sector. In addition, 12 properties have been purchased off the open market in the Borough for the decant process. Furthermore, the quality of the new family houses that would be provided on site is of the highest quality. As such the overall housing mix is considered acceptable and responds to local need in accordance with policy HSG2 in Interim Planning Guidance (October 2007) and policy SP02 in the Core Strategy (Submission Version 2009).

### Internal Space Standards

- 8.28 Policy HSG13 in the UDP 1998 requires all new development to provide adequate internal space. Supplementary planning guidance note 1: residential space sets minimum internal flat and room sizes. The proposed residential units within this application have acceptable internal space standards in line with policy HSG13 in the UDP 1998 which is further supported by policy SP02 in the Core Strategy (Submission Version 2009).

### Amenity Space Provision

- 8.29 Policy HSG7 in the Interim Planning Guidance (October 2007) and policy SP02 (6) in the Core Strategy (Submission Version 2009) seeks adequate external amenity space for new dwellings.
- 8.30 All units have balconies, terraces or rear gardens, which range from 6sqm to 88sqm. The total provision of private open space is 1,679sqm which exceeds Council standards. Given that the units have private amenity space and the provision of communal and play space to the rear of the site of 334sqm, the amenity space provision is considered acceptable in this instance.
- 8.31 Overall, taking into account the provision of communal amenity space and private amenity space provision, the proposal meets the requirement of policy HSG13 in the UDP 1998 which is further supported by policy SP02 in the Core Strategy (Submission Version 2009) and amenity space provision for the proposed units is acceptable.
- 8.32 The applicant has proposed a landscaped scheme for the rear communal areas and identified the provision of play space for under 5's. To ensure that the quality of these spaces is maintained and that the delineation between private and communal areas is appropriately treated it is recommended that a condition is included regarding the final design of these spaces and the long term management of the spaces.

### Lifetime Homes and Accessible Units

- 8.33 London Plan policy 3A.5 and Interim Planning Guidance policy HSG9 require housing to be designed to 'Lifetime Homes' standards and for 10% of all new housing to be wheelchair accessible. This is reinforced by policy SP02 (6) in the Core Strategy (Submission Version 2009).
- 8.34 In line with policy, a total of 6 fully wheelchair accessible units are proposed comprising 10.7% overall which is in accordance with the above policy. In addition, all of the units would be constructed to Lifetimes Homes standards and the details of both of these requirements would be required by condition.

### Design

- 8.35 Good design is central to all objectives of the London Plan and is specifically promoted by the policies contained in Chapter 4B of the London plan. Saved policy DEV1 in the UDP 1998 and Policy CP4 and DEV2 of the IPG states that developments are required to be of the highest quality design, incorporating the principles of good design. These principles are further supported by policy SP10 in the Core Strategy.
- 8.36 The principles of the design of the building have been based on preventing the problems and issues exhibited by the existing Hammond House buildings being recreated. As detailed in section 4.11 of the report the buildings suffer from poor security, poor levels of amenity and

substandard living accommodation.

8.37 Consequently, the design brief for the scheme sought to achieve the following principles:

1. All entrances would front on Tiller Road.
2. All ground floor dwellings facing Tiller Road would have their own individual private entrances.
3. Access to upper floor units would be from individual cores shared by a modest number of dwellings.
4. Maximise the number of ground floor units with a garden.
5. Provide as much outdoor space as possible for upper level homes.
6. Individual homes are to be easily identifiable from the exterior.
7. The building would be laid out on a modular pattern to enable future reconfiguration.

The building has been designed to take account of these core principles in the evolution of the design. It is noted that the scheme has been subject to pre-application advice and the massing and bulk of the building has been significantly reduced during this process.

8.38 The building follows a linear block pattern similar to the existing Hammond Street that addresses Tiller Street. However, the layout of the building does not replicate the existing 'double T' shaped layout of the existing Hammond House, thereby it is pulled further away from the Mellish Street terraces to the north. The building line has taken account of the building lines of adjacent properties both to the front and rear.

8.39 All access to the building is to the front, with the upper floors accessed via four separate stair and lift cores and the garden dwellings having individual front doors. There is clear definition of the public realm and the private entrance along the street frontage to both delineate the ownership of the space and strengthen the street scene. These design measures and access arrangements would maximise the security of the building and make efficient use of the internal floor area.

8.40 The massing of the building is generally six storeys in height. However, roof terraces punctuate the height of the building at regular intervals along the elevation thereby reducing the height to five storeys in part. The height proposed is taller than the existing building by approximately 4.8 to 1.8 metres with the difference occurring where the roof terraces are provided. It is considered that given the high quality of the design and fenestration pattern that this height is appropriate for the location and it would be a positive addition to the Tiller Road streetscape.

8.41 The design incorporates maisonettes for the majority of the family units, which allows for large spacious unit sizes and large private terraces or rear gardens.

8.42 The Council's design team have reviewed the proposal and have confirmed that they consider the scheme to be well designed, providing good quality residential accommodation for families. The proposed layout and unit plans reflect generous space standards, being both double aspect and providing private amenity space for family units. The scheme is considered to represent a significant enhancement to the street scene.

8.43 The proposed material palette for the building features white render with coloured reveals in part, dark grey eternity strip cladding and dark grey hewn masonry. Given the importance of the materials in terms of the success of the building in the street scene it is considered that conditions should be included to ensure that the materials are both of a high quality and robust.

8.44 Furthermore, given the importance of the fenestration of the façade for the design and



appearance it is considered that conditions should be included to ensure that this quality is maintained during construction.

- 8.45 Overall, the proposal is acceptable in design terms. The proposal provides a high quality development that is an appropriate design and would contribute to providing high quality housing for local residents. A large number of family sized units would be maintained within the proposals and whilst a small proportion of units (12) would be for general market need, this helps to create a balanced community.

### **Amenity**

- 8.46 Saved Policy DEV2 in the UDP 1998 and Policy DEV1 of the Interim Planning Guidance seek to ensure that development where possible protects and enhances the amenity of existing and future residents as well as the amenity of the public realm.

### **Overlooking**

- 8.47 Given the location, distance and orientation of windows and the existing situation from Hammond House it is not considered that there would be any unacceptable overlooking or loss of privacy to neighbouring occupiers.

### **Daylight, Sunlight and Overshadowing**

- 8.48 A report carried out by Driver Jonas November 2009 has been submitted in support of the application. This report considers the impact on the adjacent residential properties. Following, the last committee the applicant has also provided further studies on the impact in terms of overshadowing to the gardens
- 8.49 This study identified that any impacts were limited to Mellish Street properties and it tested 81 windows at the 21 properties identified along 115 to 155 Mellish Street.

### **Loss of Daylight**

- 8.50 Daylight is normally calculated by three methods - the vertical sky component (VSC), daylight distribution/No Sky Line (NSL) and the average daylight factor (ADF). BRE guidance in relation to VSC requires an assessment of the amount of daylight striking the face of a window. The VSC should be at least 27%, or should not be less than 20% of the former value, to ensure sufficient light is still reaching windows. If there are failures to VSC these figures should be read in conjunction with other factors including the NSL and ADF. The NSL calculation takes into account the distribution of daylight within the room, and again, figures should not exhibit a reduction beyond 20% of the former value. The ADF calculation takes account of the size and reflectance of room surfaces, the size and transmittance of its window(s) and the level of VSC received by the window(s).
- 8.51 The VSC results identifies that any loss would be within the 20% allowed by the BRE Guidelines. This demonstrates that there would be no noticeable losses in daylight to any of the properties along Mellish Street.

### **Loss of Sunlight**

- 8.52 Building Research Establishment (BRE) guidance states that a window facing within 90 degrees of due south receives adequate sunlight if it receives 25% of annual probable sunlight hours including at least 5% of annual probable hours during the winter months. The Sunlight figures have been compared between the 'proposed scheme' and the '2006 scheme'.

- 8.53 The study identified that of the 81 windows tested 14 windows would have marginal failures to winter sunlight. However, the overall annual probable sunlight hours for all properties would exceed BRE Guidelines. Councils Environmental Health Officer has advised that these losses would be acceptable and are marginally in nature.
- 8.54 In addition, the study also found that four properties would actually see improvements in the level of sunlight and daylight received.

#### Overshadowing

- 8.55 BRE Guidance states that open spaces should receive not less than 40% of available annual sunlight hours on the 21<sup>st</sup> March. Furthermore, any additional loss must be within 20% of the former conditions.
- 8.56 The submitted studies shows that any loss to the rear gardens of 21 properties tested would be less than 20% which accords with the BRE guidelines and would ensure that the gardens continue to receive high levels of direct sunlight.
- 8.57 In addition, given the existing layout of Hammond House in terms of the depth of the block along the northern boundary a number of properties along Mellish Street would experience improved sunlight levels given the retraction of the rear building line.

#### Sense of enclosure

- 8.58 Given the location and orientation of the proposed buildings and the existing buildings on site, it is not considered that the proposals would result in an unacceptable sense of enclosure to neighbouring residential occupiers.

#### Noise

- 8.59 Given the scale of the development, the applicant would be required to adhere to an approved construction management plan to minimise noise and disturbance to nearby residents caused by construction noise, debris and traffic. A comprehensive construction management plan secured by condition, would ensure that the level of disturbance and disruption within the locality during construction is minimised and kept to an acceptable level.
- 8.60 It is not considered that the proposed residential uses would cause unacceptable noise and disturbance as they would be compatible with the existing character of the area.
- 8.61 Overall, the proposal is considered acceptable and would not cause unacceptable harm to residential amenity in terms of overlooking, overshadowing, loss of light and noise in accordance with policy DEV2 and DEV50 in the UDP 1998 and policy DEV1 and DEV10 in the Interim Planning Guidance (October 2007).

#### Transport & Highways

- 8.62 Both the Unitary Development Plan and the Interim Planning Guidance contain a number of policies which encourage the creation of a sustainable transport network which minimises the need for car travel, and supports movements by walking, cycling and public transport.
- 8.63 The existing Hammond House building has no on-site parking or formal cycle storage areas for residents. The proposal does not seek to introduce new parking on site, but does propose 66 cycle spaces for residents.

- 8.64 The provision of 66 secure cycle parking spaces represents a provision in excess of 1 space per residential unit, and is therefore in excess and in accordance with Planning Standard 3: Parking and policy DEV16 of the IPG.
- 8.65 The location and position of the refuse stores appears satisfactory. However, it is recommended that a condition is included to ensure that the final detailed decision and proposed collection points are agreed by the Councils Waste Management Team.
- 8.66 The scheme is proposed by the applicant to be a car free development for all new units. However, existing residents that return will retain their entitlements to apply for on street parking permits. This is considered to be appropriate and in accordance with Council policies which seek to minimise journeys by car.
- 8.67 Given the small increase in the number of persons on site it is not considered that the proposed development would give rise to adverse highways impacts. It is recommended that during construction that an appropriate management scheme is secured by condition to ensure that there are no adverse impacts on the surrounding roading network.
- 8.68 The proposals are considered acceptable in highways terms in accordance with policies DEV1 and T16 in the UDP 1998, policies DEV17, DEV18 and DEV19 of the Council's Interim Planning Guidance (October 2007 and policy SP08 in the Core Strategy (Submission Version 2009). A Travel Plan, Servicing Management Strategy, Construction Logistics Plan and the car free agreement are to be secured by planning conditions and via the S.106 agreement.

### **Sustainability**

- 8.69 The London Plan has a number of policies aimed at tackling the increasingly threatening issue of climate change. London is particularly vulnerable to matters of climate change due to its location, population, former development patterns and access to resources. IPG and the policies of the UDP also seek to reduce the impact of development on the environment, promoting sustainable development objectives.
- 8.70 Policy 4A.3 (Sustainable Design and Construction) of The London Plan states that boroughs should ensure future developments meet the highest standards of sustainable design and construction, seeking measures that will among other matters will:
- Reduce the carbon dioxide and other emissions that contribute to climate change;
  - Minimise energy use by including passive solar design, natural ventilation and vegetation on buildings;
  - Supply energy efficiently and incorporate decentralised energy systems and renewable energy; and
  - Promote sustainable waste behaviour in new and existing developments, including support for local integrated recycling schemes, CHP and CCHP schemes and other treatment options.
- 8.71 Policies 4A.4 (Energy Assessment), 4A.5 (Provision of heating and cooling networks) and 4A.6 (Decentralised Energy: Heating, Cooling and Power) of the London Plan further the requirements for sustainable design and construction, setting out the requirement for an Energy Strategy with principles of using less energy, supplying energy efficiently and using renewable energy; providing for the maximising of opportunities for decentralised energy networks; and requiring applications to demonstrate that the heating, cooling and power systems have been selected to minimise carbon dioxide emissions. Policy 4A.7 (Renewable Energy) of the London Plan goes further on this theme, setting a target for carbon dioxide emissions as a result of onsite renewable energy generation at 20%. Policy 4A.9 promotes

effective adaptation to climate change.

8.72 The applicant submitted an Energy Strategy with the application. The applicant proposes two options for the reduction in carbon dioxide emissions to be achieved:

(1) Connection to the Barkantine district heating system that results in carbon savings of 44%

(2) A central gas boiler with Photovoltaic panel (PV) and solar thermal panels to produce 25% carbon savings.

8.73 Both of these options exceed the 20% requirement of the London Plan. However, the London Hierarchy places a higher importance on connecting to a local energy system. Consequently, it is considered that the energy strategy should be conditioned for further discussions with the applicant.

8.74 In addition, the applicant is seeking to achieve Code for Sustainable Homes 4, which is welcomed by the Council. It is recommended that this is secured by condition.

### **S106 Contributions**

8.75 Policy DEV4 of the adopted UDP and Policy IMP1 of the Tower Hamlets Core Strategy and Development Control Plan September 2007 say that the Council will seek to enter into planning obligations with developers where appropriate and where necessary for a development to proceed.

8.77 The Community Infrastructure Levy Regulations 2010 state that any s106 planning obligations must be:

- a) necessary to make the development acceptable in planning terms;
- b) directly related to the development; and
- c) fairly and reasonably related in scale and kind to the development

8.78 The general purpose of s106 contributions is to ensure that development is appropriately mitigated in terms of impacts on existing social infrastructure such as education, community facilities, health care and open space and that appropriate infrastructure to facilitate the development i.e. public realm improvements, are secured.

8.79 The proposed heads of terms are:

#### Financial Contributions

- a) Provide a contribution of £10,976 towards the provision of local community facilities

#### Non-financial Contributions

- b) Affordable Housing (83%) with a split of 71:29.
- c) Car Free Development for all new units, however existing residents that return will retain their entitlements to apply for parking permits.
- d) Employment Initiatives to use reasonable endeavours to employ local people during the construction of the development.
- e) Travel Plan

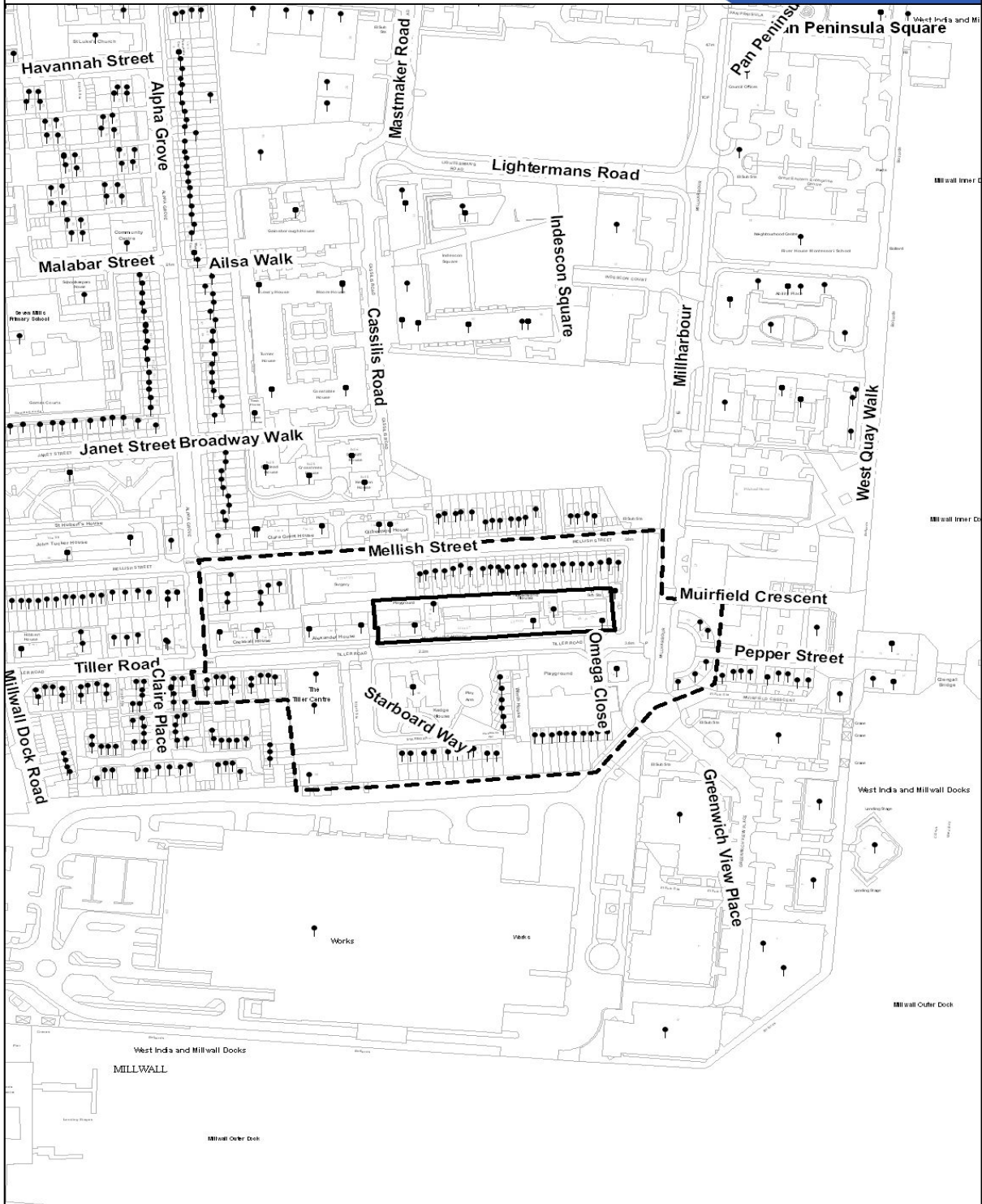
f) TV reception






- 8.80 The proposal is an exceptional case with the existing Hammond House Building catering for 250 occupants and the proposed new building designed to cater for 253 occupants. Therefore, any net gain in the population in this instance is very limited and therefore impacts on existing infrastructure would be almost negligible. Consequently, financial contributions are limited.
- 8.81 However, it is important to note that the offer of affordable housing on this site is exceptionally high at 83% per habitable room which is well above the Council's policy requirements.
- 8.82 For the reasons identified above it is considered that the package of contributions being secured is appropriate, relevant to the development being considered and in accordance with the tests of circular 05/05 and the relevant statutory tests.

## **9.0 CONCLUSIONS**

- 9.1 All other relevant policies and considerations have been taken into account. Planning permission should be granted for the reasons set out in the SUMMARY OF MATERIAL PLANNING CONSIDERATIONS and the details of the decision are set out in the RECOMMENDATION at the beginning of this report.

# Planning Application Site Map



	Planning Application Site Boundary		Statutory Listed Buildings	
	Consultation Area		Land Parcel Address	

1:3,250

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