

Committee: Strategic Development Committee	Date: 19 th July 2006	Classification: Unrestricted	Report Number:	Agenda Item Number: 9.4
Report of: Director of Development and Renewal		Title: Town Planning Application		
Case Officer: Renee Goodwin		Location: 4 Mastmaker Road, London, E14 9UB		
		Ward: Millwall		

1. SUMMARY

1.1 Registration Details

Reference No: PA/05/01781

Date Received: 20/10/2005

Last Amended Date:

1.2 Application Details

Existing Use: Commercial – South Point Mercedes Dealership

Proposal: Erection of buildings up to 21 storeys in height comprising 190 residential units, retail (Class A1) or food and drink (Class A3/A4) and community uses (Class D1/D2) together with new access arrangements, parking, open space and landscaping.

The application is accompanied by an Environmental Impact Assessment.

Applicant: Fortress Ltd (Part of the Ballymore Group of Companies) C/- GVA Grimley

Ownership: Daimler Chrysler UK Retail Ltd

Historic Building: N/A

Conservation Area: N/A

2. RECOMMENDATION:

2.1 That the Strategic Development Committee **grant** planning permission subject to the conditions outlined below:

2.1.1 The satisfactory completion of a legal agreement pursuant to Section 106 and 278 of the Town and Country Planning Act 1990 (and other appropriate powers) to include the matters outlined in Section 2.2 below, and the conditions and informatives outlined in Sections 2.3 and 2.4 below.

2.1.2 That if the Committee resolve that planning permission be granted, that the application first be **referred to the Mayor of London** pursuant to the Town and Country Planning (Mayor of London) Order 2000, as an application for a new building exceeding 30 metres in height.

2.1.3 That if the Committee resolve that planning permission be granted that the Committee **confirms** that they have taken the environmental information into account, as required by Regulation 3 (2) of the Town and Country Planning (Environmental Impact Assessment) Regulations 1999.

2.1.4 That the Committee **agree** that following the issue of the decision, a Statement be placed on the Statutory Register confirming that the main reasons and considerations on which the Committee's decision was based, were those set out in

the Planning Officer's report to the Committee (as required by Regulation 21(1)(c) of the Town and Country Planning (Environmental Impact Assessment) Regulations 1999.

Legal Agreement

2.2 Section 106 agreement to secure the following:

- (1) A total of 136 affordable housing units (516 habitable rooms). The affordable housing consists of 17 units (58 habitable rooms) provided onsite associated with the onsite private housing and 119 units (458 habitable rooms) provided onsite associated with the scheme at 1 Millharbour (PA/05/1782) and in accordance with the mix and type as specified in Section 7.7.7 of this report
- (2) The appropriate financial contribution of £291,650 (index linked from April 2002) towards the improvements and upgrades of the transport infrastructure, public realm and open spaces, provision of training and employment and securing community facilities and achieving the objectives of the Millennium as set out within the Millennium Quarter Master Plan
- (3) Provide £249,650 towards education to mitigate the demand of the additional population on education facilities
- (4) Provide £800,000 towards healthcare to mitigate the demand of the additional population on health care services
- (5) A Section 278 agreement for offsite highway works
- (6) A Section 72 agreement to widen Byng Street to provide a footpath along the site
- (7) A Travel Plan (for both the commercial and residential component) which promotes sustainable transport by reducing dependency on the private motor car and implements a shift towards more environmentally sustainable means of servicing the travel requirements of occupants and visitors
- (7) Compliance with a post construction Environmental Management Plan
- (8) The use of local Labour in Construction and the occupation of the development
- (9) A car free agreement to restrict the occupiers from applying for residents parking permits in the area
- (10) Secure the connection to and use the Barkentine Combined Heat and Power unit
- (11) The provision of a public route through the site as part of the 'East – West Link' in the Millennium Quarter
- (12) Improvements/ connection to the existing children's playspace at the west of the site adjoining Bosun Close

Conditions

2.4 That the following conditions be included:

- (1) Time limit for Full Planning Permission
- (2) Details and samples of materials to be used on the external surfaces of buildings
- (3) Details of treatment of all open space within the site, including hard and soft landscaping
- (4) Parking – maximum number of 82 cars and a minimum number of 150 cycle spaces
- (5) Details of compliance with Lifetime Homes Standards and access for people with disabilities
- (6) Hours of construction limits
- (7) Noise insulation – residential

- (8) Noise insulation – non-residential
- (9) Hours of operation limits – hammer driven piling (10am – 4pm)
- (10) Wheel cleaning during construction required
- (11) Details of site foundations
- (12) Land contamination study required to be undertaken
- (13) Implementation programme - archaeological works
- (14) Microclimate study
- (15) Bat Survey to be Undertaken
- (16) Black Redstart Survey to be undertaken
- (17) Construction Environmental Management Plan
- (18) Full particulars of the refuse/ recycling storage required
- (19) Submission of Air Quality Management Plan
- (20) Details of route for construction traffic and notices
- (21) Details of onsite construction parking and delivery arrangements
- (22) Details of monitoring control regime and Project Environmental Manager
- (23) Ground borne vibration limits
- (24) Details of east-west link
- (25) Details regarding the operation and use of barges for construction traffic required
- (26) Details of renewable energy measures
- (27) Details of residential elevations to the 'East/ West Link'

2.4 That the following informatives be provided to the applicant for information:

- (1) Requirements of Control of Pollution Act 1974
- (2) Confirmation that the EIA information has been taken into account in the decision
- (3) Compliance with Environmental Management Plan in legal agreement
- (4) Request to comply with MQ Code of Construction Practice
- (5) Thames Water advice
- (6) Environment Agency advice

3. EXECUTIVE SUMMARY

3.1 The proposal is for a mixed use development, consisting of linked buildings ranging in height from 3 up to 21 storeys, comprising 190 residential units, 68 square metres for retail, food or drink (A1/A3/A4) and 185 square metres of community uses (D1/ D2), together with new access arrangements, parking, open space and landscaping.

Relevant Background

3.2 In May 2001 (PA/99/1067) the Council was minded to approve a scheme to provide 31,364 square metres gross of B1 (office) floorspace within two interlinked buildings of 11 and 13 storeys, including a public pedestrian walkway/cycleway, landscaped areas and extension to the existing community play area adjoining Alpha Grove. Planning Permission was not issued as the S106 agreement was not signed.

3.3 Planning permission (PA/02/1605) was granted at 1 Millharbour on the **7th July 2006** for two new residential buildings (48 and 40 storeys high), linked at ground and 1st floor level, comprising a total of 790 residential units. The permission was subject to a Section 106 agreement which allowed the affordable housing to be located off-site within the ward. The application at 4 Mastmaker Road thus provides the majority of the affordable housing generated by the development at 1 Millharbour together with an element of open market housing.

3.4 Due to the affordable housing arrangements, the scheme at 4 Mastmaker Road (PA/05/1781) and the scheme at 1 Millharbour (PA/05/1782) are to be considered concurrently. The schemes are located approximately 180 metres apart in the northern portion of the Millennium Quarter Master Plan area.

Summary of the Assessment

3.5 The following is a summary of the assessment of the proposed scheme:

- The Environmental Impact Assessment is satisfactory, including the cumulative impact of the development, with mitigation measures to be implemented through conditions and

the Section 106 agreement;

- The Greater London Authority provided their First Stage Response (12th April 2006) and subsequent Updated First Stage Response (12th June 2006). The Mayor indicated that he is satisfied that the proposal is delivering a satisfactory affordable housing solution, when taking into account the previous planning permission for 1 Millharbour and the development specific characteristics such as the more appropriate setting for family housing at 4 Mastmaker Road and the high service charges and development form at 1 Millharbour;
- The proposed mix of uses comply with the UDP and in particular, the emerging LDF;
- The site has a Public Transport Accessibility Level (PTAL) of 4 on a scale of 1 – 6, where 6 is the highest);
- Improvements to the existing infrastructure capacity will be undertaken through the Millennium Quarter Master Plan Contributions Framework and the subsequent S.106 agreement which includes an additional contribution to health and education;
- 136 affordable housing units (516 habitable rooms) are provided onsite. This consists of a total of 17 units (58 habitable rooms) associated with the onsite private housing and 119 units (458 habitable rooms) associated with the scheme at 1 Millharbour. The affordable housing arrangement accords with the requirements of the previous S.106 agreement for the 1 Millharbour scheme; and
- The proposal incorporates a number of energy initiatives in accordance with the London Plan.

3.6 The proposed development is considered appropriate in terms of townscape, environmental and infrastructure considerations. The scheme accords with the Council's and the GLA's policy objectives.

4. BACKGROUND

Location and Description of the Site

- 4.1 The site is located south of Byng Street and west of Mastmaker Road in the Isle of Dogs. The total site area is 0.62 hectares. Marsh Wall forms the northern boundary of the site. The site is currently occupied by the South Point Mercedes dealership and consists of a two – three storey commercial building with open vehicle storage space at the southern part of the site. The current vehicle access to the site is from Mastmaker Road.
- 4.2 The site is approximately 450 metres south of Canary Wharf Station and approximately 100 metres from the South Quay DLR station.
- 4.3 The site is located within the Millennium Quarter which is the subject of the Millennium Quarter Masterplan (MQM), September 2000. The MQM provides a framework for the future of the Isle of Dogs as part of the strategic centre of the Borough, and aims to bring significant economic, social and environmental benefits.

Surrounding Land Use

- 4.4 A mix of commercial and residential uses surround the site. The area to the immediate north of the site is occupied by a commercial building (approximately 3 – 4 storeys). West of the site is the Barkentine Estate which comprises predominantly two to four storey residential buildings.
- 4.5 North of the site is West India Dock and development north of this dock is characterised by high-rise development up to 37 storeys. Further north is the 55 storey office tower of 1 Canada Square, the Citigroup and HSBC buildings, each of 48 storeys. The area to the north west of the site is characterised by small scale commercial uses and the recently approved scheme at 22 – 28 Marsh Wall which included four buildings, the largest of which is 40 storeys high.
- 4.6 West of the site are the medium-rise buildings such as Knighthead Point, Topmast Point, and Bowspirit Point. Amongst these are several two or four storey homes. East of the site, the area is characterised by two to three storey high business units, including offices and car dealerships.

- 4.7 A number of redevelopment schemes have been approved in the surrounding area. These include the following:
- Lanterns Court: Outline planning permission granted for 651 residential units arranged in a building of 4 – 21 storeys;
 - Indescon Court: Outline application for a mixed use development up to a maximum height of 19 storeys (78.5 metres) comprising residential and commercial floorspace; and
 - Arrowhead Quay: planning permission for a 16/ 25 storey office building, including retail/ restaurant use on part of the ground floor.

Description of the Proposal

- 4.8 The proposal consists of linked buildings ranging in height from 3 to 21 storeys (up to a maximum height of 73.25 metres). The scheme includes the following elements:
- A total of 190 residential units (631 habitable rooms) including 136 affordable housing units (516 habitable rooms).
 - A mix of non-residential floorspace, including retail (A1) and food and drink (A3/ A4) floorspace usage, comprising of 68 square metres and a total of 185 square metres of community floorspace (D1/ D2).
 - A total of 5,412 square metres of open space consisting of private and communal gardens, balconies, green roofs, a courtyard with a mix of hard and soft landscaping, a community garden and a playground.
 - Creation of a new east to west pedestrian link connecting Alpha Grove/ Bosun Close to Mastmaker Road. This serves to connect the Barkentine Estate to the Millennium Quarter.
 - Carparking for 82 vehicles provided at basement level with access from Byng Street. Provision is also made for cycle parking.
- 4.9 The tallest element of the scheme (21 storeys) is located at the north eastern portion of the site with frontage to Byng Street and Mastmaker Road. It includes café/ retail space at level 1 and community space for the intermediate units at level 3. Interlinked with the 21 storey tower is a 17 storey tower that includes private units and social rented units with community space at level 1. The remainder of the scheme consists of four interlinked buildings ranging in height from six to four storeys. All contain social rented units.
- 4.10 The scheme incorporates 5,412 square metres of open space, in the form of courtyards, balconies and roof gardens. The open space proposals include:
- Tree lined avenue to Mastmaker Road;
 - Planted courtyard;
 - Balconies with planters;
 - Roof gardens;
 - Private terraces to roof top units;
 - Planters to the façade of the building;
 - Children's under 5's play area;
 - Balconies; and
 - Gardens over basement; and
 - Planted buffer to Bosun Court.

The scheme has been designed to allow for the opportunity to provide improvements and linkages to the existing play space at the western boundary of the site, which is under separate ownership. Within this area (279 square metres), the applicant has also identified 13.6 square metres as an under 5's play area.

5. PLANNING POLICY FRAMEWORK

- 5.1 The development plan for the application is the adopted Tower Hamlets Unitary Development Plan (1998) and the Mayor's Spatial Development Strategy for Greater London: The London Plan (February 2004). The emerging Local Development Framework is also a material consideration.

5.2 The following Unitary Development Plan **proposals** are applicable to this application:

- (1) Flood Protection Areas

5.3 The following Unitary Development Plan **policies** are applicable to this application:

- DEV1 Design Requirements
- DEV2 Environmental Requirements
- DEV3 Mixed Use Development
- DEV4 Planning Obligations
- DEV5 High Buildings
- DEV6 Buildings Outside the Central Area and Business Core
- DEV18 Art and Development Proposals
- DEV50 Noise
- EMP6 Employing Local People
- HSG2 New Housing Development
- HSG3 Affordable Housing
- HSG7 Dwelling Mix
- HSG8 Access for People with Disabilities
- HSG9 Density
- HSG13 Internal Standards for Residential Developments
- HSG16 Amenity Space
- T16 Impact of Traffic
- T17 Parking Standards
- T19 Pedestrians
- T21 Pedestrians
- T23 Cyclists
- T26 Use of Waterways for movement of Bulky Goods
- S6 New Retail Development
- OS0 Children's Play Space
- U2 Tidal and Flood Defences
- U3 Flood Protection
- U9 Sewerage Network

Millennium Quarter Master Plan

5.4 The Millennium Quarter Master Plan (MQMP) was agreed by the council's Policy and Implementation Committee on 13th September 2000 as interim policy pending the formal alteration of the UDP. The MQMP sets out the principles and guidelines for development, including delivery and implementation mechanisms. The Master Plan was subject to extensive consultation with landowners, statutory authorities and the local community.

5.5 The following Draft LDF **proposals** are applicable to this application:

- (1) Flood Protection Areas
- (2) Development Sites – See AAP for more details

5.6 The following Draft LDF Core Strategy Development Plan Policies/ IOD Area Action Plan **policies** are applicable to this application:

- IOD3 Millennium Quarter
- IOD4 Leisure and Entertainment
- IOD5 New Housing
- IOD6 Community Facilities
- IOD7 Open Space
- IOD9 Connectivity
- IOD10 Environmentally Sustainable Design
- IOD11 Transport Improvements
- IOD13 Infrastructure and Services
- IOD17 Tall Buildings and Views
- EE5 Mixed Use Development
- EE6 New Office Development
- HSG1 Housing Density

HSG2	Lifetime Homes
HSG3	Affordable Housing Provisions
HSG4	Calculating Affordable Housing
HSG5	Social Rented/ Intermediate Ratio
HSG6	Housing Mix
HSG13	Housing Amenity Space
HSG14	Eco-homes
SCF1	Social and Community Facilities
TR1	High Density Development in Areas of Good Public Transport Accessibility
TR2	Parking
TR3	Transport Assessments
TR4	Travel Plans
TR5	Freight, Water Transport and Distribution
TR7	Walking and Cycling
UD1	Scale and Density
UD2	Tall Buildings
UD3	Public Art
UD4	Accessibility and Linkages
UD5	High Quality Design
UD6	Important Views
SEN1	Disturbance from Noise Pollution
SEN2	Air Pollution/ Quality
SEN3	Energy Efficiency
SEN4	Water Conservation
SEN5	Disturbance from Demolition and Construction
SEN6	Sustainable Construction Materials
SEN7	Sustainable Design
SEN8	Waste Management Sites/ Facilities
SEN9	Waste Disposal and Recycling
SEN10	Contaminated Land
SEN11	Flood Protection and Tidal Defences
OSN3	Landscaping and Trees
IM3	Securing Benefits
IM2	Social Impact Assessment

5.7 The following Community Plan **objectives** are applicable to this application:

- (1) Creating and sharing prosperity
- (2) A better place for living well
- (3) A place for living safely

6. **CONSULTATION**

6.1 The following were consulted regarding this application:

- (1) **Greater London Authority Group (including Transport for London and London Development Agency)**

The Mayor considered the application on the 5th April 2006 and then again on the 7th June 2006. In summary, the Mayor indicated that:

- He is satisfied with the affordable housing provided, when taking into account the previous planning permission for 1 Millharbour and the development specific characteristics and concluded that 4 Mastmaker Road is a more appropriate setting for family housing;
- Pleased that the proposal includes a connection to the Barkentine CHP unit (although further clarification is required regarding the other renewable energy systems);
- Satisfied with the design of the east-west link and inclusive design issues;
- The level of cycle parking should be increased to provide one space per residential unit;

- The proposed children's play space be identified on the plan; and
- Local training and employment, including childcare facilities, should be secured within the legal agreement.

(2) **Environment Agency**

Following the submission of the Flood Risk Assessment and breach analysis on the 10th May 2006, the Environment Agency removed their initial objection. Recommended that a condition regarding site foundations be included.

(5) **English Heritage**

The application should be determined in accordance with national and local policy guidance, and on the basis of the London Borough of Tower Hamlets conservation advice.

(6) **British Waterways**

No objection

(7) **Thames Water**

Recommended that a number of conditions be included.

(8) **City of London**

No comment

(9) **London Borough of Greenwich**

No comment

(10) **London Borough of Newham**

No comment

(11) **CABE**

No comment due to lack of resources

(12) **Countryside Agency**

No comment

(13) **English Nature**

No comment

(15) **London City Airport**

Recommended that there was no safeguarding objection, subject to a condition for the use of cranes and scaffolding during construction.

(16) **Head of Highways Department**

No objection to the development subject to:

- A Section 278 agreement for off site highway works;
- A Section 72 agreement to wide Byng Street to provide footpath along the site;
- A Section 106 contribution of £175K to improve pedestrian linkage via alpha Grove to the riverside walkway; and
- The Millennium Quarter Master Plan contributions framework.

(17) **Environmental Health**

Wind Assessment

Satisfied with the wind conditions. It is recommended that the wind mitigation measures identified in the wind report are implemented, including evergreen trees on ground floor and porous screens at 4th and 5th floor to mitigate wind.

Sunlight/ Daylight

Satisfied with the Sunlight/ daylight conditions to adjoining residential properties, including Bosun Place.

Satisfied with the overshadowing conditions.

(18) **Housing Development**

Refer to analysis section of this report

(19) **Head of Building Control**

No objections in principle

(20) **Corporate Access Officer**

Satisfied with the proposed layouts

6.2 Responses from neighbours of surrounding development and other interested parties were as follows:

No. Responses: 1

In Favour: 1

Against: 2

Petition: 0

6.3 Comments:

Height

- 21 storeys is inappropriate adjacent to the existing 2 storey homes
- The development should be no higher than 6 to 8 storeys

7. ANALYSIS

7.1 Land Use

7.1.1 The site is currently occupied by the South Point Mercedes dealership and occupies the northern half of the site. The southern portion is dominated by a hard stand area that is used to store vehicles.

7.1.2 The site is also included in the Millennium Quarter Masterplan (MQM). The MQM is a material consideration for developments within this area and sets out a series of guidelines for development including building height, open space, access and linkages. The Millennium Quarter is broadly split into three 'zones'. The northernmost zone is predominantly commercial and relates to the existing Canary Wharf uses. The southern part of the Quarter is intended as residential with the intermediate zone combining both residential and commercial uses.

7.1.3 The proposal includes a total of 253 square metres of commercial and community floorspace, comprising 68 square metres of café/ retail unit at ground level on the corner of Byng Street and Mastmaker Road. In addition, 85 square metres of community floorspace is provided at level 3. The community space is located within the development and is accessed from the communal roof garden and residential lobby. The "active" use at ground floor serves the occupiers of the development. In addition, the proposals incorporate gardens, communal open space at ground floor and an east-west link which serves to link the development to the Barkentine Estate.

7.1.4 The proposal provides 190 residential units, and is therefore consistent with the

requirements of Policy HSG1 and Draft Core Strategy CS6 of the LDF which seeks to ensure that the Borough's housing targets are met. The London Plan housing target for Tower Hamlets is set at a minimum of 41,280 new homes to 2016. The revised Draft London Plan targets (late July 2005) propose to increase Tower Hamlets housing target for 1997 – 2016 to 51,850.

7.2 Flood Protection Area

7.2.1 Both the UDP and the Draft LDF Proposals Map designate the site within a "Flood Protection Area". The Council has consulted with the Environment Agency in relation to tidal and flood defences, in accordance with Policy U2 of the UDP. The Environment Agency have indicated that they are satisfied with the submitted Flood Risk Assessment and breach analysis.

7.3 EIA

7.3.1 The Environmental Statement was prepared jointly for both the application for 4 Mastmaker Road and the application for amendments in 1 Millharbour. The Council's consultants, Casella Stanger undertook a review of the Environmental Statement. The review highlighted a number of areas where additional information or clarification should be provided. Further to the Council's request, the applicant submitted information under Regulation 19, which was re-advertised in accordance with the legislation and again reviewed by both Casella Stanger and the Council's Environmental Health Department.

7.3.2 The Environmental Statement has been assessed as satisfactory, with mitigation measures to be implemented through conditions and/ or Section 106 obligations.

7.4 Height and Design

Height

7.4.1 In terms of scale, UDP Policy DEV6 specifies that high buildings may be acceptable subject to considerations of design, siting, the character of the locality and their effect on views. Policy UD1 of the Draft LDF Core Strategy specifies that the bulk, height, and density of the development must consider the surrounding building plots, scale of the street, building lines, roof lines, street patterns and the streetscape. The development must also respond in a sustainable manner to the availability of public transport, community facilities and environmental quality. Policy UD2 of the Draft LDF Core Strategy states that tall buildings will be permitted in identified clusters as detailed in the Area Action Plans subject to a number of criteria. Further, the site is included in the "Proposed Tall Buildings Areas" in the Draft AAP.

7.4.2 The Council's Urban Design Officer considered the height of the scheme as follows:

- The proposals represent an intelligent and imaginative response to the challenge of designing a high density residential scheme in the particular context of the Millennium Quarter. The design approach shown is bold and fresh and should lead to a high quality product on the ground.
- Street frontages are active with front doors or building entrances providing animation.
- The basic site development strategy and blocking of the scheme, with firm built frontages to Byng Street and to Mastmaker Road, two south facing courtyards and high rise buildings located in the north-east corner of the landblock has been developed logically through a sequence of studies. Proposed building heights are acceptable in the context of emerging proposals for this sector of the Millennium Quarter.
- The architects have exploited with imagination the potential of a variety of unit types, setbacks, rooftop terraces and projecting elements to create an unusual and lively architecture, notably in the skyline profile for the two towers, which graduate successfully upwards to achieve a more open appearance.

7.4.3 It is recommended that a condition requesting that samples of all materials are submitted for approval to ensure that the quality of the current scheme.

7.4.4 The GLA also considered the urban design aspects of the scheme and stated

“It will provide spacious flats with a very high standard of design with a pleasing arrangement of mass and bulk in a block that will define the street. The upper floors, which will have protruding balconies and canopies, give the building an eye-catching quality emphasising its residential nature. It will also relate well to the surrounding built form in terms of height”.

Density

- 7.4.5 Policy 4B.3 of the London Plan requires Borough’s to maximise the potential of sites.
- 7.4.6 Policy HSG1 of the Draft LDF Core Strategy Document requires the Council to seek the highest reasonable delivery of housing provision for the Borough within sustainable development constraints and with consideration of the character of the local area. In achieving this, the Council will consider both the sites accessibility to, and capacity of the physical and social infrastructure intended to service the site.
- 7.4.7 The Draft LDF IOD AAP states that the density to apply to the site is 435 dwellings per hectare. The London Plan Density Matrix specifies a range of 650 – 1100 hr/ ha or 240 – 435 units/ ha.
- 7.4.8 In this instance, proposed density is 306 units per hectare (190 units/ 0.62ha) or 1018 habitable rooms per hectare (631 habitable rooms/ 0.62ha). The site has a Public Transport Accessibility Level (PTAL) level of 4. The proposed density thus accords with the requirements of the London Plan and the emerging LDF.

7.5 Privacy and Overlooking

- 7.5.1 With regard to the sunlight and daylight into the buildings and the impact on the amenity space in terms of overshadowing, the applicant has demonstrated that the scheme passes the relevant BRE guidelines. The scheme has been designed to ensure that it has no adverse affect on the amenity of surrounding premises in terms of overlooking.

7.6 Open Space

- 7.6.1 Policy HSG16 of the UDP requires that new developments should include adequate provision of amenity space, and they should not increase pressure on existing open space areas and playgrounds. The Council’s Residential Space SPG includes a number of requirements to ensure that adequate provision of open space is provided.
- 7.6.2 A total of 5,412 square metres of open space is provided in the form of private (including private gardens for family houses, terraces at upper floors and balconies) and communal gardens, balconies, green roofs, a courtyard area with a mix of hard and soft landscaping, a community garden and a play ground. The proposal complies with the Council’s residential space SPG. In addition the scheme allows for improvements and connections to the existing playground at the west of the site adjoining Bosun Close. Provision is also included for indoor play space as part of the community areas.
- 7.6.3 The GLA strongly support the open space provisions onsite and commend the application in this respect.

7.7 Housing

- 7.7.1 The scheme provides a total of 190 residential units. The table below summarises the overall mix of units by type:

	Total	% of Total
Studio	8	4%
1 Bed	51	27%
2 Bed	67	35%
3 Bed	31	16.5%
4 Bed	33	17.5%
TOTAL	190	100%

Affordable Housing

Affordable Housing Provision

- 7.7.2 In accordance with the S106 agreement for the previously approved 1 Millharbour scheme (PA/02/1605), the proposal at 4 Mastmaker Road provides a proportion of the affordable housing of the 1 Millharbour site. The affordable housing elements are as follows:
- 17 units (58 habitable rooms) associated with the 54 market housing units (115 habitable rooms);
 - 119 units (458 habitable rooms) associated with the 1 Millharbour scheme. These units contribute to satisfying the requirement of the previous legal agreement for 1 Millharbour, which allowed for the affordable housing to be provided offsite.

Social Rented/ Intermediate Ratio

- 7.7.3 Policy HSG5 of the Draft LDF Core Strategy document states that the Council will require a social rented to intermediate housing ratio split of 80:20 for all grant free affordable housing. Policy 3A.7 of the London Plan specifies a London wide objective of 70% social housing and 30% intermediate housing.
- 7.7.4 The affordable housing provision includes 94 socially rented units and 42 intermediate rented units.
- 7.7.5 The proposal is considered to satisfy this policy as a split of 69% of the units are provided as social rented and 31% of the units are provided as intermediate housing.

Housing Mix

- 7.7.6 Policy HSG7 of the UDP specifies that new housing developments will be expected to provide a mix of unit sizes where appropriate, including a substantial proportion of family dwellings of between 3 and 6 bedrooms. In accordance with the approved S106 affordable housing mechanism, the 4 Mastmaker scheme includes a significant proportion of family sized units.
- 7.7.7 The table below summarises the proposed affordable housing units in comparison to the Council's Housing Needs Survey:

Proposed Affordable Housing Unit Mix Overall (4 Mastmaker Road):

	Total Number of Units	% of Total (Unit Basis)	Total Number of Habitable Rooms	% of Total (Habitable Room Basis)	LBTH Housing Needs Survey
Studio	0	0%	0	0%	0%
1 Bed	20	30%	40	17%	20%
2 Bed	52	35%	156	31%	35%
3 Bed	31	17.5%	155	26%	30%
4 Bed	33	17.5%	165	26%	15%
TOTAL	136	100%	516	100%	100%

- 7.7.8 The proposal is thus in accordance with the Council's Housing Needs Survey, in particular, 52% of the units (calculated on a habitable room basis) are provided as family housing (i.e. 3 and 4 bedroom units).
- 7.7.9 The applicant provided further justifications as requested by the Mayor using the GLA's Three Dragons modelling and values of the 1 Millharbour development. The toolkit was used to assess the scenario of providing a proportion of onsite social housing at the Millharbour site, as sought by the Mayor, to allow for a better mix of units and tenure in line with London Plan aspirations. The information provided demonstrated to the GLA that increasing affordable housing on the 1 Millharbour site would reduce the affordable housing output in both quantitative and qualitative terms, by reducing the family size affordable units by

51% and increasing the amount of smaller units.

7.7.10 According to the GLA, the information provided by the applicant confirms that by focusing the rented provision on the 4 Mastmaker site, more family homes will be delivered. The original proposal for mostly offsite affordable housing to be provided at 4 Mastmaker is an opportunity for the provision of family rented accommodation on the Isle of Dogs.

7.7.11 The Mayor concluded that he is

“now satisfied that the proposal is delivering a satisfactory affordable housing solution, when taking into account the previous planning permission for 1 Millharbour and the development specific characteristics such as the more appropriate setting for family housing at 4 Mastmaker Place and the high service charges and development form at 1 Millharbour”.

7.8 Access and Transport

Access

7.8.1 Pedestrian access to the apartments within the proposed Tower 1 is at ground floor level at the north eastern corner of the building. Access to the retail element is taken from the north facing corner of the building. Proposed Tower 2 includes both private and affordable housing and separate entrances are provided for each on the north facing corner of the building on Byng Street. Pedestrian access to the housing element of the development is taken from the street facing side of the houses on Mastmaker Road and Byng Street respectively.

7.8.2 There are two pedestrian accesses to the proposed development from the north side of Byng Street, which provide access to the community centre and a small cluster of houses within the development. Further pedestrian accesses are from Mastmaker Road to the east and through to Alpha Grove to the west, opening up to the east-west corridor.

7.8.3 In addition to the above, the scheme includes a 125m east to west link along the southern boundary of the site in accordance with the Millennium Quarter Master Plan. This will increase pedestrian connections from the Barkentine Estate to the west and new developments east of the site. It is recommended that a condition be included to ensure that the residential elevation adjacent to the east – west link enhances visibility and allows for natural surveillance of the access route.

Parking

7.8.3 Vehicular access for drop offs/ pickups will be from Mastmaker Road and Byng Street. Parking is proposed to be provided in the basement via a ramp leading from Byng Street on the north west corner of the site.

7.8.4 The application proposes a total of 82 car parking spaces provided at basement level. It is recommended that the S106 agreement include a clause to ensure that the development is ‘car free’, ensuring that no controlled parking permits are issued to the new residents of the development and thus alleviating additional pressure on the surrounding streets.

7.8.5 The following are also proposed in the basement:

- 9 disabled carparking spaces (10% of the units); and
- 150 secure cycle spaces (ratio of 0.5 spaces per unit, with the balance allocated for commercial and retail uses)

Visitor cycle parking is provided at ground level within the landscaping.

7.8.6 The Council’s Highways officer and TFL support the car parking provision for the proposed development. However, the proposed cycle parking is not in line with the London Cycle Network Design Manual. TFL require a minimum of 1 cycle space per unit for the residential component of the development. The applicant has stated that it disagrees that more cycle parking should be provided as it provides 150 cycle spaces, at a ratio of 0.5 spaces per unit

with the balance being allocated to the commercial space. TFL thus consider that this matter remains unresolved. Nevertheless, the Council do not believe that this alone will sustain a reason for refusal.

Public Transport

- 7.8.7 The site is well served by public transport and has a public transport accessibility level (PTAL) of 6a. The GLA note that as the high density proposed is above those set out in Table 4B.1 of the London Plan. TFL will seek contributions towards transport improvements to compensate for this. TFL have determined that contributions for transport infrastructure improvements are required via the S106 agreement to ensure that the development can be accommodated within the transport network. This is covered as part of the Millennium Quarter Mast Plan Contributions Framework.

Servicing and Refuse Provisions

- 7.8.9 The Council's Highway officer has assessed the servicing and refuse provisions and concluded that they are satisfactory. It is recommended that a condition be included to ensure the adequate provision of storage of refuse and recycling facilities.

7.10 Access and Inclusive Design

- 7.10.1 Policy HSG8 of the UDP requires the Council to negotiate some provision of dwellings to wheelchair standards and a substantial provision of dwellings to mobility standards. LDF Policy HSG2 of the Draft Core Strategy Document requires all new residential development to meet the Lifetime Homes Standard and that 10% of the proposed new housing is design to wheelchair/ mobility standards.
- 7.10.2 It is recommended that a condition be included to ensure that details of compliance with Lifetime Homes Standards and access for people with disabilities is provided.
- 7.10.3 The proposal achieves an Echo Homes rating of 'very good' and therefore satisfies Policy HSG14 of the Draft LDF Core Strategy Document.

7.11 Sustainable Development/ Renewable Energy

- 7.11.1 Policy SEN3 of the Draft Core Strategy Document requires that all new development should incorporate energy efficiency measures. Policy 4A.7 of the London Plan seeks to reduce carbon dioxide emissions, improve energy efficiency, and increase the proportion of energy used generated from renewable sources. The proposal includes a connection to the Combined Heat and Power scheme at the Barkentine Estate. This measure is supported by the GLA. However, officers have sought confirmation of the costs of connection and whether the scheme still includes the provision of renewable energy measures.
- 7.11.2 It is recommended that a S106 clause be included to secure the connection to and use of the CHP. A condition should also be included to ensure that the inclusion of the renewable energy measures is addressed and/ or implemented.

7.12 Construction Programme

- 7.12.1 Environmental measures to be adopted during the construction phase are outlined in the Construction Environmental Management Plan (CEMP). The CEMP will include all details of demolition and construction proposals, and describe the provisions for environmental and amenity protection and will include the effects on traffic, air quality and noise.
- 7.12.2 It is recommended that a condition be included to ensure that a Construction Environmental Management Plan is submitted to the Council for approval, and shall incorporate appropriate mitigation measures during the demolition and construction phase.

7.13 Planning Obligations

- 7.13.1 The Millennium Quarter Master Plan Planning Contributions Framework establishes a requirement for essential infrastructure works, including improvements to public transport,

well designed public realm and open spaces, new social and community facilities including coordinated training and employment schemes to ensure that the impacts of the development are mitigated.

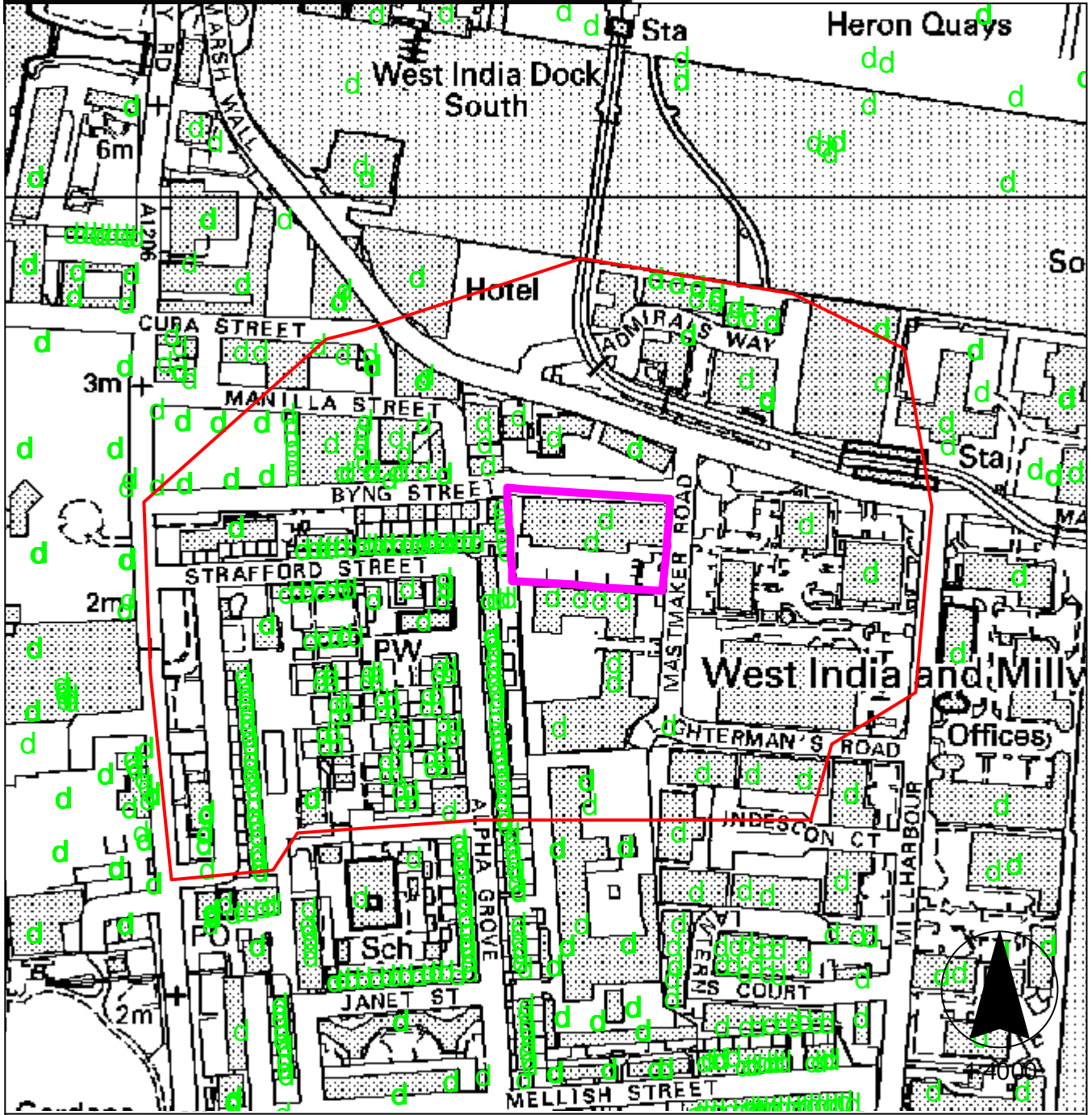
- 7.13.2 The identified planning obligations meet all of the following tests:
- (i) relevant to planning;
 - (ii) necessary to make the proposed development acceptable in planning terms;
 - (iii) directly related to the proposed development;
 - (iv) fairly and reasonably related in scale in kind to the proposed development; and
 - (v) reasonable in all other respects.
- 7.13.3 A contribution of £291,650 is sought in accordance with the MQMP Contributions Framework (April 2002). This figure is calculated based on the ‘tariff’ of £1,535 per residential unit as outlined in the MQMP Contributions Framework.
- 7.13.4 The applicant has acknowledged that the issues of health and education are also of priority in the Borough. Consequently, the applicant has offered to make a supplementary contribution towards health and education. A separate contribution towards health was calculated using the HUDU model. A separate contribution was also calculated for education based on the anticipated child yield generated by the housing mix. A summary of the contributions is outlined in the table below:

Planning Obligation Heads of Terms	Contribution
Millennium Quarter Master Plan Contributions Framework	£291,650
Education	
Mitigate the demand of the additional population on education facilities	£249,650
Healthcare Contribution	
Mitigate the demand of the additional population on health care facilities	£800,000
Totals	£1,341,300

8. SUMMARY

- 8.1 The varied unit types and setbacks, and projecting elements of the scheme incorporate access to private gardens, balconies and roof terraces. It is considered that the scheme will provide a high quality residential design outcome.
- 8.2 The proposal includes the majority of the affordable housing component from the 1 Millharbour scheme. The affordable housing arrangement is in accordance with the Section 106 agreement for the approved scheme which allows for the affordable housing at 1 Millharbour to be provided offsite provided that 33% of the total housing provision of the Millharbour site (calculated by habitable rooms) is maintained. The resultant mix of the offsite affordable housing ensures that a larger proportion of family sized housing is provided. The offsite affordable housing will benefit from generous private gardens, roof gardens and public amenity space, including children’s playspace.
- 8.3 An Environmental Statement was submitted with the application, which was reviewed by the Council’s independent consultants. Following this, further information was submitted, which together with the Environmental Statement is considered to satisfactorily identify the likely impacts and the necessary mitigation measures.
- 8.4 The proposed development is considered appropriate in terms of townscape, environmental and infrastructure considerations. The proposal includes appropriate contributions in accordance with the MQM Contributions Framework and the identified needs of the scheme.

Site Map



Legend

- Planning Application Site Boundary
- Consultation Area
- d Land Parcel Address

This Site Map displays the Planning Application Site Boundary and the neighbouring Occupiers / Owners who were consulted as part of the Planning Application process. The Site Map was reproduced from the Ordnance Survey mapping with the permission of Her Majesty's Stationery Office © Crown Copyright. London Borough of Tower Hamlets LA086568

4 Mastmaker Road, London, E14 9UB