

Committee: Strategic Development	Date: 21 st June 2007	Classification: Unrestricted	Agenda Item No: 8.3
Report of: Corporate Director of Development and Renewal		Title: Planning Application for Decision	
Case Officer: Tim Porter		Ref No: PA/07/00241	
		Ward(s): Blackwall and Cubitt Town	

1. APPLICATION DETAILS

Location:	Alberta House, Gaselee Street, R Boyle Motor Engineering Ltd Site, Blackwall Way, And Brunswick Arms Public House, 78 Blackwall Way, London, E14
Existing Use:	Alberta House, Brunswick Arms Public House and Boyle Motors
Proposal:	Demolition of existing buildings for redevelopment to provide 133 residential units in buildings up to 25 storeys plus roof plant, 47sq.m of retail (A1/A3) use and 26sq.m of community (D1) use at ground floor level, with associated car parking, servicing & landscaping.
Drawing Nos:	P000, P001, P002, P100, P101, P102, P300, P301(A), P302, P303, P304, P305, P306, P307, P308, P309, P310, P311, P312, P313, P314, P315, P316, P317, P318, P319, P320, P321, P322, P323, P324, P325, P326, P330, P331, P332, P333, P334, P335, P340, P341, P342, P343.
Applicant:	Swan Housing Group
Owner:	Swan Housing
Historic Building:	N/A
Conservation Area:	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 emerging Local Development Framework Submission Document, associated supplementary planning guidance, the London Plan and Government Planning Policy Guidance and has found that:

- a) In principle, the proposed development is acceptable, subject to an appropriate planning obligations agreement and conditions to mitigate against the impact of the development.
- b) The proposed development would result in a sustainable, high quality, high density, affordable housing scheme, including a good level and mix of market housing, that would contribute to the regeneration of the wider area and that is considered to be in the interests of good strategic planning in London.
- c) It is considered that the proposed uses would not have an adverse impact on the residential amenity of any nearby properties. A number of conditions are recommended to secure submission of details of materials, landscaping, external lighting and to control noise and hours of construction.

LOCAL GOVERNMENT ACT 2000 (Section 97) LIST OF BACKGROUND PAPERS USED IN THE DRAFTING OF THIS REPORT

Brief Description of background papers:	Tick if copy supplied for register	Name and telephone no. of holder:
Application, plans, adopted UDP. draft LDF and London Plan		Eileen McGrath 020 7364 5321

- d) The proposed development would deliver regeneration benefits comprising: improved townscape; open space; community facilities; modern employment facilities; and new residential accommodation.

3. RECOMMENDATION

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

A. Any **direction** by **The Mayor**

B. The prior completion of a **legal agreement**, to the satisfaction of the Chief Legal Officer, to secure the following:

1. Affordable housing provision of 54% of the proposed habitable rooms with an 66/34 split between rented/ shared ownership to be provided on site
2. A contribution of £30,000 towards improvements to the Blackwall Way Park Bridge Link.
3. A contribution of £165574 to mitigate the demand of the additional population on health care facilities.
4. A contribution of £64426 to mitigate the demand of the additional population on education facilities.
5. Provide £40,000 towards open space improvements to relieve the pressure that will arise from the new dwellings on existing open space and recreational facilities within the Borough.
6. Completion of a car free agreement to restrict occupants applying for residential parking permits.
7. TV reception monitoring and mitigation;
8. Commitment towards utilising employment initiatives such as the Local Labour in Construction (LliC) in order to maximise the employment of local residents.
9. Preparation of a Travel Plan

3.2 That the Head of Development Decisions be delegated power to impose conditions on the planning permission to secure the following:

Conditions

1. Permission valid for 3 years.
2. Details of the following are required:
 - Samples of materials for external fascia of building;
 - Mock up of external cladding system module to be assembled on site;
 - Roof level parapet wall details (1:10 scale);
 - Typical balcony and cladding details (1:20 scale);
 - Ground floor public realm (including children's play space and cycle parking/ storage);
 - All external landscaping (including roof level amenity space) including lighting and security measures, finishes, levels, walls, fences, gates and railings, screens/ canopies, entrances, seating and litter bins; and
 - The design of the lower floor elevations of commercial units including shop fronts;
 - The storage and collection/disposal of rubbish

3. Landscape Management Plan
4. Parking – 5 car parking spaces (minimum 2 disabled spaces) and a minimum of 133 cycle spaces
5. Details of insulation of the ventilation system and any associated plant required
6. Archaeological investigation.
7. Investigation and remediation measures for land contamination (including water pollution potential).
8. Impact study of water supply infrastructure required.
9. Full particulars of the following:
 - Surface/ foul water drainage plans/ works; and
 - Surface water control measures.
10. Details of finished floor levels required.
11. No soakaways to be constructed in contaminated ground.
12. Details of the site foundations works.
13. Construction Environmental Management Plan,
14. The D1 use is to be limited to Class XV and XVI
15. Details of the proposed D1 uses, including hours of operation and delivery hours.
16. Details of the proposed A1/A3 use, including hours of operation and delivery hours.
17. Details of the A3 fume extraction system.
18. Detailed design and method statement for all ground floor structures, foundations and any other structures below ground level, including piling
19. No works below ground level shall be carried out when a tunnel boring machine (associated with Crossrail) within 100 metres of the site.
20. Air Quality Assessment
21. Biomass heating and renewable energy measures to be implemented
22. Implementation of noise control measures as submitted.
23. Implementation of micro-climate control measures as submitted.
24. Limit hours of construction to between 8.00 Hours to 18.00 Hours, Monday to Friday and 8.00 Hours to 13.00 Hours on Saturdays.
25. Limit hours of power/hammer driven piling/breaking out to between 10.00 Hours to 16.00 Hours, Monday to Friday.
26. Ground borne vibration limits.
27. Submission of details of brown and/or green roof systems.
28. All residential accommodation to be built to Lifetime Homes standard, including at least 10% of all housing being wheelchair accessible.
29. Access and circulation
30. 278 agreement to be entered into for Highway works surrounding the site
31. Any other condition(s) considered necessary by the Head of Development Decisions

Informatives

1. Section 106 agreement required.
2. Section 278 (Highways) agreement required.
3. Site notice specifying the details of the contractor required.
4. Construction Environmental Management Plan Advice.
5. Means of fire escape and relevant Building Regulations.
6. Environment Agency Advice.
7. Ecology Advice
8. Environmental Health Department Advice.
9. Metropolitan Police Advice.
10. Thames Water Advice.
11. Transport Department Advice.
12. Advertising signs and/or hoardings consent.
13. Contact the GLA regarding the energy proposals.

- 3.3 That, if by 21 September 2007 the legal agreement has not been completed to the satisfaction of the Chief Legal Officer, the Head of Development Decisions be delegated

power to refuse planning permission.

4. PROPOSAL AND LOCATION DETAILS

Proposal

- 4.1 Planning permission is sought for the demolition of Alberta House, Brunswick Arms Public House and Boyle Motors to provide 133 residential units in buildings up to 25 storeys plus roof plant, 47sq.m of retail (A1/A3) use and 26sq.m of community (D1) use at ground floor level, with associated car parking, servicing & landscaping (It is to be noted that during the course of assessment the applicant requested the flexibility of securing the commercial space for both A1 and A3 use. Any potential impacts from the A3 use are not considered to be greater than the previous A4 use that existed on this site. The use will be condition appropriately to minimise any potential harm upon the surrounding neighbours).
- 4.2 The Council previously received a similar proposal for redevelopment of Alberta House (by the same applicant) which was received 18 August 2006 (ref. PA/06/01501), for the demolition of existing buildings for redevelopment to provide 173 residential units in buildings up to 18 storeys in height with 298sq.m of retail (A1) and 80sq.m of community uses (D1) at ground floor level, car parking and associated servicing & landscaping.
- 4.3 There were a number of concerns with the scheme and as such, the applicant withdrew the application to amend the scheme accordingly. The current scheme is a new application that proposes various changes to the design, layout and overall unit numbers, in order to address the concerns raised.
- 4.4 The proposal will be split as three blocks, A, B and C. Block C, in the southern part of the site, will comprise a 7-storey building on the Boyle Motor Site. Block B, in the middle, is a part 8, part 9-storey residential building on the existing Alberta House site and block A, to the north, is a 25-storey tower with plant at the roof. The height of the tower will be approximately 75 metres. Residential accommodation will be located in all three blocks with the majority of social rented accommodation in blocks B and C. Block A (the tower) will accommodate private and shared ownership units and include ground floor retail and community uses.
- 4.5 The new accommodation can be summarised by number of units as follows:

	1-bed	2-bed	3-bed	4-bed	5-bed	total
social rent	8	15	13	4	2	42 (31%)
intermediate	9	9	5	1	1	25 (19%)
Market	25	25	16	0	0	66 (50%)
Total	42 (32%)	49 (37%)	34 (25%)	5 (4%)	3 (2%)	133 (100%)

- 4.6 The proposal will provide a mix of amenity space, including a toddler's playground and formalised communal open space areas, including a barbecue area. Two parking spaces are allocated on site for disabled users. There will also be 133 secure cycle parking spaces on site.

Site and Surroundings

- 4.7 The most recent proposed development directly adjacent to the site is that of New Providence Wharf, a new high-rise development of flats and commercial space including a 38 storey hotel with flats at upper level and an office block. Other high-density residential schemes are coming forward in this location including the Reuters communication site (proposed 17 storey tower), Virginia Quay and the Elektron residential development (3 tower scheme ranging from 21 to 24 storeys) and New Providence Wharf building C.

- 4.8 The application site forms an area of approximately 0.3 hectares located to the east of the Isle of Dogs. The majority of the site is currently occupied by the existing 5-storey residential block that is Alberta House. The remainder is occupied by a 2-storey public house (The Brunswick Arms) to the north of Alberta House and a garage repair unit to the south.
- 4.9 Alberta House was originally an entirely social housing block which has subsequently seen a reduction in the number of social rented tenants under the right to buy options. The current block is now vacant due to the relocation program conditioned to the sale of the site.
- 4.10 To the west of the site is a row of 2-storey Victorian terraces along St. Lawrence Street, which are locally listed. To the west comprises a 3 to 6-storey residential development on Gaselee Street. To the north of the site is the purpose built 6-storey 'Ibis' Hotel. To the east side by the New Providence Wharf development, a new high rise development of flats and commercial space, including a 38 storey hotel block. Whilst this is still under construction, the main residential blocks A (13 to 19 storeys) and B (8 to 11 storeys) have been completed. Block B sits adjacent to Alberta House on the eastern side of Blackwall Way. To the south is the recently completed 'light house' residential scheme. A 7 to 13-storey development, with commercial units at ground level. The 7-storey element immediately abuts the site to the south.
- 4.11 The site benefits from a public transport accessibility level of 4, being a few minutes walk (250 metres) from Blackwall Docklands Light Rail station providing connections to the West End, the City, Stratford and City Airport. Bus stops exist on Prestons Road (2 minute walk) running in both directions providing connections around the borough to Canary Wharf, Mile End, Wapping, Whitechapel, Bethnal Green and Canning Town.

Planning History

- 4.12 The following planning decisions are relevant to the application:

TH7424/1071 The current buildings on the Boyle Motor site originally received outline permission on 29th July 1968 for the erection of a single storey repair workshop'. This appears to have been superseded by a further full planning permission for the 'erection of a single storey building to be used as a repair workshop on the site at the corner of St. Lawrence Street and Blackwall way' dated 13th June 1969.

PA/03/01611 On the 14th April 2004, the Development Committee resolved to grant planning permission for the demolition of existing motor repair workshop shed and erection of a four to six storey building consisting of 11 residential units and car parking. The ground floor unit contains a 52 sqm work studio for B1 use. The S106 legal agreement was not completed and the planning permission was not issued.

5. POLICY FRAMEWORK

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

Unitary Development Plan

Proposals:

Flood Protection Area
Strategic Riverside Walk
Road Safeguarding

Policies

DEV1
DEV2

Design Requirements
Environmental Requirements

DEV3	Mixed Use development
DEV4	Planning Obligations
DEV6	High Buildings Outside the Central Area Zone
DEV12	Provision of Landscaping in Development
DEV18	Art and Development Proposals
DEV48	Strategic Riverside Walkways
DEV50	Noise
DEV55	Development and Waste Disposal
DEV51	Contaminated Land
DEV55	Development and Waste Disposal
DEV69	Water Resources
EMP1	Encouraging New Employment Uses
EMP2	Retaining Existing Employment Uses
HSG1	Housing Targets
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
T2	Bus Priority Measures
T3	Provision of Additional Bus Services
T15	Transport and Development
T16	Impact of Traffic
T17	Parking Standards
T18	Pedestrian Safety and Convenience
T20	Pedestrian Movements Along Canals
T21	Existing Pedestrians Routes
T23	Safety and Convenience for Cyclists
S6	New Retail Development
S7	Public House
S10	New Shopfronts
OS2	Access to Open Space
OS9	Child Play Space
U2	Consultation Within Areas at Risk of Flooding
U3	Flood Defences
U9	Sewerage Network

Emerging Local Development Framework Core Strategy Document November 2006

Proposals: Flood Risk Area
Draft Crossrail Boundary

Policies: IMP1 Planning Obligations
CP1 Creating Sustainable Communities
CP2 Equal Opportunity
CP3 Sustainable Environment
CP4 Good Design
CP5 Supporting Infrastructure
CP7 Job Creation and Growth
CP11 Sites in Employment Use
CP15 Range of Shops
CP19 New Housing Provision
CP20 Sustainable Residential Density
CP21 Dwelling Mix
CP22 Affordable Housing

CP25	Housing Amenity Space
CP27	Community Facilities
CP30	Improving the Quality and Quantity of Open Space
CP31	Biodiversity
CP37	Flood Alleviation
CP38	Energy Efficiency and Production of Renewable Energy
CP39	Sustainable Waste Management
CP41	Integrating Development with Transport
CP42	Streets for People
CP43	Better Public Transport
CP46	Accessible and Inclusive Environments
CP47	Community Safety
CP48	Tall Buildings
DEV1	Amenity
DEV2	Character & Design
DEV3	Accessibility & Inclusive Design
DEV4	Safety & Security
DEV5	Sustainable Design
DEV6	Energy Efficiency & Renewable Energy
DEV10	Disturbance from Noise Pollution
DEV11	Air Pollution and Air Quality
DEV12	Management of Demolition and Construction
DEV13	Landscaping
DEV14	Public Art
DEV15	Waste and Recyclables Storage
DEV16	Walking and Cycling Routes and Facilities
DEV17	Transport Assessments
DEV18	Travel Plans
DEV19	Parking for Motor Vehicles
DEV20	Capacity of Utility Infrastructure
DEV21	Flood Risk Management
DEV22	Contaminated Land
DEV24	Accessible Amenities and Services
DEV27	Tall Buildings
EE2	Redevelopment /Change of Use of Employment Sites
HSG1	Determining Residential Density
HSG2	Housing Mix
HSG3	Affordable Housing
HSG4	Social and Intermediate Housing ratio
HSG7	Housing Amenity Space
HSG9	Accessible and Adaptable Homes
HSG10	Calculating Provision of Affordable Housing
CON2	Conservation Area
CON4	Archaeology and Ancient Monuments
CON5	Protection and Management of Important Views
IOD2	Transport and Movement
IOD3	Health Facilities
IOD4	Education Provision
IOD5	Open Space
IOD7	Flooding
IOD8	Infrastructure Capacity
IOD9	Waste
IOD10	Infrastructure and Services
IOD23	East India South sub-area

Supplementary Planning Guidance/Documents

Designing Out Crime
Residential Space
Landscape Requirements

Spatial Development Strategy for Greater London (London Plan)

2A.1	Sustainability Criteria
3A.1	Housing Supply
3A.2	Borough Housing Targets
3A.4	Housing Choice
3A.7	Affordable Housing Target
3A.8	Negotiating Affordable Housing
3A.15	Social Infrastructure and Community Facilities
3A.24	Floor Targets
3C.1	Integrating Transport and Development
3C.2	Matching Development to Transport Capacity
3C.22	Parking
4A.7	Energy Efficiency and Renewable Energy
4A.8	Energy Assessment
4A.9	Providing for Renewable Energy
4A.10	Supporting the provision of renewable energy
4A.14	Reducing Noise
4B.1	Design Principles for a compact city
4B.2	Promoting world class architecture and design
4B.3	Maximising the potential of sites
4B.4	Enhancing the Quality of the Public realm
4B.5	Creating an inclusive environment
4B.6	Sustainable Design and construction
4B.7	Respect Local context and communities
4B.8	Tall Buildings
4B.9	Large scale buildings, design and impact
5C.1	The Strategic Priorities for East London

Government Planning Policy Guidance/Statements

PPS1	Delivering Sustainable Development
PPS3	Housing
PPG13	Transport
PPS22	Renewable Energy
PPG24	Planning & Noise

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

- 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
- A better place for excellent public services

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:

LBTH Highways

6.2 The car parking levels for this site are acceptable. Cyclists are adequately provided for in this

development, the cycle spaces are at 1:1 according to the LDF and there is additional space for visitor parking.

6.3 The service area off Gaselee Street is acceptable for refuse storage collection and for servicing of the site. Refuse from other areas in the scheme is in acceptable locations.

6.4 Section 106 to include:

- Car Free (OFFICER COMMENT: PCOP supported this agreement).
- £30,000 to TFL for bus stop on Blackwall Way (OFFICER COMMENT: The GLA stage 1 report does not identify a contribution towards this and as such, is not considered reasonable. This was supported by PCOP).
- A contribution to Blackwall Park Bridge Link (OFFICER COMMENT: PCOP supported the provision of £30,000 to this project).

6.5 Section 278 to include:

- Paving reinstatement and new provision around all frontages of the site, to include drainage, lighting columns, kerbs
- Provision of crossovers for parking and service turning circle on Gaselee Street
- reinstatement and provision of parking bays , including signage, street markings and necessary Traffic orders
- provision of loading bay near to local shop

(OFFICER COMMENT: This has been addressed by condition).

LBTH Environmental

Contaminated land

6.6 The proposal is acceptable subject to conditions.

Air Quality

6.7 The proposal is acceptable subject to conditions.

Noise

6.8 The proposal is acceptable as the applicant has advised that the site is on NEC "B". However Environmental Health will still require the glazing specification to be provided to internal standards of BS8233

Sunlight

6.9 Environmental Health is satisfied that the conclusions on made within the sunlight/daylight report, including the shadow analysis for 21st June, 21st September and APSH, are acceptable for planning permission.

Microclimate

6.10 The micro-climate study is acceptable subject to conditions.

LBTH Housing

6.11 The scheme exceeds the policy requirement for 35% affordable housing with 54% of affordable housing being provided by habitable room measurement.

- 6.12 The proposed tenure split is below the requirement for 80% social rented within the LDF policies. The current proposed split is 66% rented and 34% intermediate rent, which is more in line with the mayor of London's optimum split of 70/30. The high level of affordable housing compensates for the slightly skewed mix.
- 6.13 The scheme provides a good match with the Council's preferred unit mix for affordable housing (social rented and intermediate) housing specified in the LDF. The scheme provides 44.5% family units (3 bedrooms or larger) within the affordable rented housing, against the Council's target of 45%. 28% of the units in the intermediate element of the scheme are family units. In terms of the provision of three bed accommodation within the private mix, 16 three bed flats are provided (24%) against a target of 25%. Overall the scheme provides 31% of family housing.
- 6.14 A total of thirteen units are adaptable for wheel chair users which equates to 10% of the scheme. All the units are designed to "Life Time Homes" standard.
- 6.15 The developer, Swan Housing Association, has received a funding allocation to develop affordable housing on this site.

LBTH Cleansing

- 6.16 No response received.

LBTH Horticulture & Recreation

- 6.17 The provision for open space and for the play and informal recreation needs of the children and young people is much improved. However, this development will only exacerbate the existing open space and play / informal recreation deficiencies of the area. As such a development on this proposed scale cannot meet our planning requirements for open space and the play and informal recreation needs of children and young people of the development.
- 6.18 The site is within 750 metres of various parks. The London Plan and Council's Open Space Strategy and open space access standards call for new residential accommodation to comply with the 400 m (5 minutes walk) access standard to a local park.
- 6.19 The problem of accessibility to local parks is made much worse in this location than normal given the severance factors caused by the location of the site behind major roads and the DLR. The site is isolated within an area bounded by Prestons Road, Aspen Way and the river.
- 6.20 With access only to the proposed new pocket park at Virginia Quay Estate, residents of this proposed dense development, as well as other nearby developments, will be severely deficient in open space terms (OFFICER COMMENT: A contribution of £40,000 has been secured towards open space).

LBTH Corporate Access Officer

- 6.21 The Access Statement needs to state what good practice it was drawn up using (OFFICER COMMENT: This has been address by condition).
- 6.22 The Access Statement states that units could be built to life time homes standard at detailed stage. The statement should read that they will be (OFFICER COMMENT: This has been address by condition).
- 6.23 They should provide indicative plans of wheelchair units and examples of the different unit types so that an assessment can be made (OFFICER COMMENT: The revised plans show one unit has been design for wheel chair access. This is considered to be acceptable).

LBTH Ecology

- 6.24 Satisfied that the proposed development poses little risk to local biodiversity.
- 6.25 Opportunities should be taken however, to promote biodiversity through inclusion of features such as Flower beds with nectar-rich plants, bird boxes and bat bricks, this is also, recommended in the Ecological Survey. Where feasible, habitats and features to enhance the proposed development for utilisation by black redstarts should be incorporated into the design. For example, the installation of black redstart nest boxes and the creation of suitable ledges or nesting holes. (OFFICER COMMENT: Included as an informative).

LBTH Education

- 6.26 The education department identified a contribution towards the provision of 14 additional primary school places @ £12,342 = £172,788 (OFFICER COMMENT: Due to viability restrictions on the scheme, a value of £64426 has been allocated to education. This was agreed to by PCOP).

Tower Hamlets PCT

- 6.27 Based on 2 years revenue contribution, the PCT calculates that the proposal would generate a revenue and capital contribution requirement of £369,305 + £75,450 (respectively) = £444,755 (OFFICER COMMENT: Due to viability restrictions on the scheme, a value of £165574 has been allocated to health. This was agreed to by PCOP).

Greater London Authority (Statutory)

- 6.28 The application was considered as part of stage 1 referral by the Mayor 10 April 2007. The Mayor raised the following strategic concerns that require further consideration:
- *“The applicant is required to undertake further technical analysis regarding combined heat and power technology. The residential component of the scheme suggests it should be technically feasible to appropriately size a combined heat and power system to meet the baseline heat and electricity requirements for the site. Clarification regarding a cooling load is also required. In addition to these points, the applicant should discuss the options for linking the heating network into the proposed development at New Providence Wharf, Building C. Discussions, and an analysis into the feasibility of providing a linked network, with an energy centre, should be undertaken before this application is referred back to the Mayor.*
 - *TfL have provided detailed comments set out in report. The applicant will need to consider these and open discussions with the Council regarding section 106 contributions.*
 - *Further detailed work and clarification is also required on the design and provision of open space for the development. These matters are also set out report, in particular, a contribution to the upgrade of land north of New Providence Wharf to provide a new park, is sought. In this respect, Tower Hamlets Council should ensure that the section 106 funds would contribute to this upgrade”.*
- 6.29 (OFFICER COMMENT: The details of the GLA stage 1 referral report have been addressed under the relevant headings in this report).

Transport for London (Statutory)

- 6.30 Transport for London welcomes the car free approach to the development, save for the

provision of two disabled bays.

- 6.31 Access to on-street resident parking permits should be prevented by s106 agreement.
- 6.32 Given the limited parking availability in the area, TfL expect monitoring arrangements and mitigation measures to be put forward and included as part of the travel plan (OFFICER COMMENT: This is considered reasonable).
- 6.33 Further information regarding the number and routing of construction vehicles together with hours of working during the construction period is required.
- 6.34 All cycle parking should be covered and protected, as well as having security measures such as CCTV. TfL considers that a contribution should be made towards a new cycle lane along Blackwall Way. (OFFICER COMMENT: TfL did not identify a figure, and given the limited available funds, this request is not considered to be appropriate in light of more pressing needs within the Borough. This decision was supported by PCOP)
- 6.35 A contribution should be made to improve the pedestrian crossing at Preston's Way, in order to better accommodate desire lines (OFFICER COMMENT: Schedule 5 of the New Providence Wharf s106 (PA/00/267) agreement identifies a number of agreed highway works. In particular, reconfiguration of the road junctions of Preston Road and Yabsley Street and Baffin Way to accommodate the increase in pedestrian and vehicular traffic flows, including any consequent amendments to the existing Automatic Traffic Control Systems equipment at those junctions. Given the limited available funds for the proposed development towards s106, it would not seem reasonable to allocate funds to this work, given the existing allocated works. This decision was supported by PCOP).
- 6.36 Bus route 277 is being diverted to serve development in the area, although via Balfin Way rather than Yabsley Street. The developer should therefore consider repositioning the loading bay to the proposed retail store to avoid conflict with traffic (OFFICER COMMENT: This has been addressed).
- 6.37 The introduction of another bus service from South Quay via Balfin Street to Blackwall Way is being considered. To prevent rat running, Balfin Way may have to be made bus only and bus stops could be provided adjacent to the development. TfL requests a contribution towards feasibility work on this proposal (OFFICER COMMENT: The applicant has designated an area along Blackwall Way, adjacent to the site, for a future bus stop if required. A contribution towards feasibility work is therefore not considered to be reasonable. This decision was supported by PCOP).
- 6.38 TfL suggest that the developer be required to make a capped contribution towards improving the current subway as it will be an important route for the residents of the site (OFFICER COMMENT: PCOP advised that it would be more reasonable to allocate funds toward the proposed Blackwall Way Bridge Link).
- 6.39 In addition TfL request a capped contribution of £20,000 towards the installation of Docklands Arrival Information System (DAISY) boards which provide future Alberta House residents with real time information on DLR services departures from nearby Blackwall Station (OFFICER COMMENT: Given the residential nature of the development and the limited available funds, this request is not considered to be appropriate in light of more pressing needs within the Borough. This decision was supported by PCOP)

Docklands Light Railway

- 6.40 No comment received.

Greenwich Council

6.41 No objection.

Crossrail

6.42 No objection subject to appropriate conditioning.

National Air Traffic Service

6.43 No safeguarding objections

London City Airport

6.44 No safeguarding objections

BBC

6.45 The issue of television and radio reception for nearby residents is not mentioned in the application. Though the BBC would like to see this matter considered, they suspect that surrounding properties are already shielded from terrestrial transmissions by the taller developments nearby. There is a reasonable chance that the surrounding residents are connected to cable. If this can be established, the matter may need little further investigation.

Thames Water Utilities

6.46 No Comment

Metropolitan Police

6.47 The recessed stairwells on the western boundary, and the lack of active frontages, may assist crime problems in this area.

6.48 Anything that is not secured within the amenity area will be ruined.

6.49 The building design may block any potential views in or out of the development.

London Fire and Civil Defence Authority

6.50 No comment received.

Environment Agency

6.51 No objection subject to appropriate conditioning.

CABE

6.52 No comment received.

7. LOCAL REPRESENTATION

7.1 A total of 13 neighbouring properties within the area shown on the map appended to this report were notified about the application and invited to comment. [The application has also been publicised in East End Life and on site.] The number of representations received from neighbours and local groups in response to notification and publicity of the application were as follows:

No of individual responses: 257 (including petition reps.) Objecting: 257 Supporting: 0
No of petitions received: 1 objecting containing 251 signatories

7.2 The following local groups/societies made representations:

- Coldharbour Residents Association
- Blackwall Way Residents Association

7.3 The following issues were raised in representations that are material to the determination of the application, and they are addressed in the next section of this report:

- The proposed density is in excess of both current and future policy guidelines and is out of context with the area.
- The scale and height of the proposed development is out of context with the surrounding environment.
- The level of parking is insufficient
- There will be a significant impact on the right to daylight and sunlight for existing neighbouring properties
- The design of the proposed building is out of context with the existing surrounding streetscape.
- There are potentially risks of structural damage to the north bound Blackwall Tunnel, which is located directly underneath the proposed site.
- The applicant has failed to demonstrate any market-led need or demand for the retail units, leading to the loss of a successful public house that was in demand and visited by the local community.
- There is insufficient open space for the residents in this area
- The amenity space will not be available for use by surrounding residents.
- The vehicles trafficking the footpath will clash with the vehicles parked outside 11 & 12 Gaselee Street
- Additional pressure on medical facilities
- Poor pedestrian access to Blackwall Station
- The development will result in anti-social behaviour, lead to congestion, and breach privacy.

7.4 The following issues were raised in representations, but they are not material to the determination of the application:

- The deliveries numbers during the construction phase is questionable.
- Bus routes should be reconsidered
- There are concerns regarding the enforcement of the car free section 106 agreement.
- Impose a section 106 agreement specifying that weekend work is not permitted.
- Impose a section 106 agreement to be part of the Considerate Constructors scheme.
- Impose a section 106 agreement to include permanent restrictions to allowable delivery hours.
- The Blackwall Way Residents Association has submitted representations to Council in respect of the Local Development Framework Isle of Dogs Area Action Plan. The content of the submission seeks to amend the DPD to include part of the subject site as a communal green area or communal centre.

8. MATERIAL PLANNING CONSIDERATIONS

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

- Land Use
- Building Height and Design
- Density

- Amenity
- Housing
- Open Space
- Transport
- Energy
- Biodiversity
- Planning Obligations

Land Use

- 8.2 Planning permission is sought for the demolition of Alberta House, Brunswick Arms Public House and Boyle Motors to provide 133 residential units, 47sq.m of retail (A1) use and 26sq.m of community (D1) use.
- 8.3 In accordance with the Proposals Map associated with Adopted UDP and emerging LDF, the entire Site is undesignated.
- 8.4 The Adopted UDP and emerging LDF also identify the Site within Flood Protection Areas.
- 8.5 The Adopted UDP identifies part of the site for Strategic Riverside Walk and Road Safeguarding. However, the emerging LDF, which reflects the Council's up-to-date emerging policy basis, does not identify these designations within the Site boundary. However, part of the site to the north falls within the Crossrail boundary.
- 8.6 Set out below is a summary of the adopted and emerging local planning policies that should be considered when assessing the merits of the proposal, particularly in relation to the abovementioned designations.

Housing

- 8.7 The proposal would provide 133 residential units, and is therefore consistent with the requirements of Policy HSG1 and Draft Core Strategy CP19 of the LDF which seeks to ensure that the Borough's housing targets is met. The London Plan housing targets (December 2006) for Tower Hamlets from 2007 to 2016 is 31,500 new homes.

Employment

- 8.8 Policy EMP2 of the UDP opposes development which results in a loss of sites currently in employment use, except where the loss is made good by replacement with good quality buildings likely to generate a reasonable density of jobs.
- 8.9 Policy RT6 of the emerging LDF opposes the loss of a public houses unless it can be demonstrated that:
- the loss will not create a shortage of public houses within easy walking distance (300m) of residential areas; and
 - following an active marketing exercise there is no reasonable prospect of reuse or refurbishment for an appropriate A class use, particularly on the ground floor of the site.
- 8.10 The proposed development accords with policy EMP2 by providing A1/A3 floorspace, which will serve the local community, as well as create new jobs.
- 8.11 With regards to local public houses, there continues to be local provision at the refurbished 'The Gun' public house and 'The Steamship' in Naval Row. Both are within 250m radius of the site. The Ibis Hotel opposite the Brunswick Arms also has a public bar. A site visit confirmed that the public house is currently vacant.

8.12 The GLA Stage 1 report make the following statement:

“The development requires the demolition of all existing buildings currently on site. This includes the loss of the Brunswick Arms public house to the north of the site. This loss is regrettable given it provides a community facility bringing activity to this part of Blackwall Way. On balance, however, the overall scheme will provide significant strategic planning benefit. The loss of the pub would be difficult to substantiate as a reason, on its own, for the refusal of this application”.

8.13 In considering the loss of the existing motor repair workshop shed (Boyles Motors), planning permission was previously given for its demolition for residential units. It was determined under Policy EMP2 of the UDP that, although development that will result in a loss of employment generating uses will be opposed, EMP2 (4) provides an exception to this requirement where the development will eliminate a use that cannot be made compatible with adjoining residential uses.

New Retail Development

8.14 Policy S6 states that planning permission for new retail development will normally be granted where it meets the policy criteria. The proposed development complies with the relevant criteria as follows:

- The proposed retail floorspace would not detrimentally affect the vitality and viability of District Shopping Centres.
- The development is in accordance with the Planning Standard No.3 (Parking, Loading, Circulation and Access Requirements).
- The development will be adequately served by public transport and includes safe and convenient access for pedestrians and cyclists as demonstrated in the Transport Assessment.

8.15 Policy IOD23 of the IOD Area Action Plan, retail use in this area is supported where it forms part of a residential-led development and of a scale and kind intended to serve the needs of the local resident population.

8.16 The applicant has advised that the retail unit is designed to accommodate a local convenience store which will not undermine the local retail provision. It has been demonstrated later in this report that the site is well serviced by public transport and encourages safe and convenient access for pedestrians and cyclists

8.17 Details of the retail and frontage in relation to materials and design cannot be finalised until a tenant is secured. In accordance with Policy S10 of the Adopted UDP, it is recommended that this is conditioned appropriately.

8.18 In light of the above, it is clear that the Proposed Development will accord with the Council's policy and long-term land use aspiration for the Application Site.

Community Facility

8.19 Policy SCF11 of the Adopted UDP states that the 'provision of new meeting places will be encouraged and promoted in association with appropriate redevelopment or refurbishment schemes in accordance with policy DEV4. The council will require meeting places to accord with the policies DEV1 and DEV2.

8.20 When determining the location of new social and community facilities, Policy SCF1 of the

Adopted LDF states that consideration should be given to:

- the likely catchment area of the facility;
- the accessibility of the site; and
- the needs of the area and the quality of the proposal.

8.21 The community space is considered appropriate in accordance with the above mentioned policies. Swan has advised that they will support local residents to support a community led organisation, which will facilitate the development of community activities from within the community space.

Tidal and Flood Defences Policy

8.22 Policy U3 states that the Council (in consultation with the Environment Agency) will seek appropriate flood protection where the redevelopment of existing developed areas is permitted in areas at risk from flooding. A Flood Risk Assessment and Flood Risk Breach Analysis are provided in support of the application. This assessment concludes that although the site is in an indicative floodplain, the existing ground levels are below the existing defence level of +5.18m OD, thus the site is protected by the Thames Barrier.

8.23 In accordance with DEV 21 of the emerging LDF, the development is not expected to increase the risk of flooding to the site, its surroundings and downstream.

8.24 The Environment Agency raised no objection to the scheme subject to appropriate mitigation measures. These will be enforced via planning conditions.

Building Height and Design

Tall Building

8.25 The site forms part of emerging group of tall buildings, with Ontario tower at its apex to the east. There are number of other tall residential buildings consented or at pre-application stage. Within this group, the tall building would be in line with this established cluster. Given this, the Council's Urban Design Officer has noted:

8.26 *"height by itself is not a concern. The articulation of this mass has been partly successful with distinct roof form, softening of edges with balconies and reduced foot-print. Applying English Heritage and CABE criteria for tall buildings and also DEV 27 (LDF submission document) the proposed design is broadly policy compliant, but needs further work at detail stage to translate planning drawings to a piece of excellent architecture".*

8.27 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. Considerations include, overshadowing in terms of adjoining properties, creation of areas subject to wind turbulence, and effect on television and radio interference (DEV1 and DEV2).

8.28 CP48 of the emerging LDF permits the Council to consider proposals for tall buildings in locations outside the tall building cluster locations identified in this policy if adequate justification can be made for their development.

8.29 Policy DEV27 of the emerging LDF Core Strategy provides a suite of criteria that applications for tall buildings must satisfy. Inline with comments made with the previous scheme, the proposal satisfies the relevant criteria of Policy DEV27 as follows:

- the architectural quality of the building is considered to be an appropriate design

- quality;
- it contributes to an interesting skyline;
- the site is not within a strategic or local view corridor;
- Ground floor plan creates useable communal amenity space, which would be accessible for various age groups and secure. The amenity space arrangements are considered to satisfy the Council's requirements;
- it meets the Council's requirements in terms of micro-climate;
- the proposal satisfies the Council's requirements in terms of impact on privacy, amenity and overshadowing;
- the design standards for each unit are mostly double aspect with ample private amenity space for most units;
- the proposed building footprint and layout reinforces the present East-West pedestrian routes along St Lawrence Street which continues onto New Providence Wharf. The proposed massing continues building edges with active frontage on either side;
- the London City Airport has assessed the proposal in terms of conformity with the Civil Aviation Requirements and concluded that they have no safeguarding objection;
- impacts of the development on the telecommunications and radio transmission networks should be mitigated via an appropriate clause in the S106 agreement;
- the Site is located in an area with good public transport accessibility;
- the Council's Highways Authority have concluded that the transport assessments submitted satisfy the Council's requirements;
- the mix of uses proposed are considered appropriate;
- the design strategy is supported with an 'excellent' EcoHomes standard;
- appropriate planning obligations are included to mitigate the impact of the development on the existing social facilities in the area.

Design and External Appearance

8.30 The scheme maximises the opportunity to provide high - density, mixed-use development of a high architectural and urban design quality. The ground floor layout and building design has evolved dramatically in incorporating comments received from the Council.

8.31 Policy DEV1 of the UDP states that all development proposals should:

- Take into account and be sensitive to the character of the surrounding area in terms of design, bulk, scale and the Use of materials;
- Be sensitive to the development capabilities of the site, not result in over-development or poor space standards; be visually appropriate to the site and its setting;
- Normally maintain the continuity of street frontages, and take account of existing building lines, roof lines and street patterns; and
- Include proposals for the design of external treatments and landscaping.

8.32 Policy DEV2 of the LDF requires that all new development is required to be designed to the highest quality standards, incorporating principles of good design.

8.33 The GLA have made the following comments on the design of the scheme:

"The proposal is generally of high quality however there are a number of detailed issues that could be improved. The proposal creates a good quality open space given context but more could potentially be done to deter the potential for anti-social behaviour caused by the presence of blank walls on the ground floor facing public space. If an inactive frontage is unavoidable special care must be taken with the proposed materials, as some are more vulnerable than others.

The architecture is somewhat systematic but includes sufficient variety as a result of the use of balconies to provide a suitable townscape. More work is urged to demonstrate that the

proposal would be attractive to look at, as required by policies 4B.1 and 4B.9 of the London Plan”.

- 8.34 The proposal has been assessed by the Council’s conservation and design team who note that the design proposal has been negotiated after number of revisions and the current proposal will provide a high quality scheme, where it is appropriately conditioned. The existing new buildings in the area, irrespective of building style, are of a high quality design. To ensure the design quality of this group skyline is not affected, Council’s Urban Design officer has recommend a number of details to be conditioned and assessed prior to construction on site:
- 8.35 To this end, the proposal takes into account and respects the local character and setting of the development site, through:
- the provision of a scale and form of development that it appropriate for this area;
 - the buildings adjacent to the locally listed cottages have been amended to minimise potential impacts from overlooking, bulk and scale;
 - a strong building form within the streetscape that provides definition to the block upon which it is located;
 - provision of good quality open space;
 - conditions requiring details of building materials and external finishes; and
 - the provision of flexible employment space and retail frontage to create bustle and activity.
- 8.36 In consideration of the above, height, design, bulk and scale of the development is considered appropriate subject to appropriate planning conditions.

Access and Inclusive Design

- 8.37 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 HSG9 of the emerging LDF 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.
- 8.38 Paragraph 4.12 of the applicants planning report states that *a “total of 13 units are adaptable for wheelchair users, which equates to 10% of the scheme. All units are designed to ‘Lifetime Homes’ standard and the scheme has been assessed to an Eco-Homes rating of ‘Excellent.’* An appropriate condition is recommended to ensure the abovementioned is implemented, should planning consent be granted.

Density

- 8.39 The site has a net residential area of approximately 0.3 hectares. The proposed residential accommodation would result in a density of 410 habitable rooms or 1367 habitable rooms per hectare.
- 8.40 Both the London Plan 2004 and the Council’s emerging LDF involve the implementation of a density, location and parking matrix that links density to public transport availability that is defined by PTAL scores. The site has a high level of accessibility – PTAL 4 on a scale of 1-6. For ‘urban’ sites’ with a PTAL range between 4 to 6 within 10 minutes walking distance of a town centre, appropriate density for residential developments of flats with low parking provision should be within the range 450 – 700 habitable rooms to the hectare (hrph).
- 8.41 In general terms, the scheme would appear to be an overdevelopment of the site. However, recent high density developments to the east of the site would suggest that higher densities may be considered in this area. The key issue, in this case, is whether the scheme is

appropriate within the local context and meets the Council's policies for the environment.

- 8.42 Policy HSG9 of the Adopted UDP sets out a number of circumstances where higher densities may be acceptable, particularly, where the development will provide affordable housing and where it is located within easy access to public transport, open space and other local facilities.
- 8.43 Emerging LDF Policy CP20 seeks to maximise residential densities on individual sites; taking into consideration: the local context; site accessibility; housing mix and type; achieving high quality, well designed homes; maximising resource efficiency; minimising adverse environmental impacts; the capacity of social and physical infrastructure and open spaces; and to ensure the most efficient use of land within the Borough.
- 8.44 Policy 4B.3 of the London Plan seeks to ensure that development proposals achieve the highest possible intensity of use compatible with local context, the design principles in Policy 4B.1 and with public transport capacity. The GLA has assessed the scheme in terms of density and determined that:
- 8.45 *"In this instance the density falls above the matrix guidance within the London Plan. Whilst this is the case the scheme will deliver a significant proportion of affordable housing of a good design in a location close to Blackwall Docklands Light Rail station and Canary Wharf town centre".*
- 8.46 It is pertinent to note that the previous application (which was withdrawn) proposed a higher level of unit delivery than now proposed. The applicant has, however, responded to concerns raised by Council regarding overdevelopment of the site. The density originally proposed exceeded 1,800 habitable rooms per hectare. The current application seeks to bring this to a more appropriate level at just over 1,300 habitable rooms per hectare. The GLA state that this reduction is a *"considered approach by the applicant, which remains consistent with housing policy objectives and has helped to deliver a greater provision of open space"*.
- 8.47 In consideration of the above, the density of the development is considered to be appropriate subject to the delivery of sufficient services infrastructure and social infrastructure.

Amenity

Privacy

- 8.48 The development has been designed to overcome any potential adverse impact on the amenities of neighbouring properties. The blocks are arranged to respect minimum privacy distances between facing windows and to ensure there is satisfactory outlook by minimising over-dominance. The minimum boundaries where neighbouring habitable rooms are present is approximately 16.5m to 30m in line with DEV2 of the UDP.
- 8.49 The St. Lawrence Street cottages are within 18m of the development, however, they do not have windows in the facing elevation. The windows in the proposed elevation facing the Cottages have been designed in such a way as to minimise direct overlooking into private amenity space on ground level.

Daylight /Sunlight Access

- 8.50 Daylight is normally calculated by two methods - the vertical sky component (VSC) and the average daylight factor (ADF). The latter is considered to be a more detailed and accurate method, since it considers not only the amount of sky visibility on the vertical face of a particular window, but also window and room sizes, plus the rooms use.

- 8.51 The change in sky visibility or VSC method only provides an indication as to whether there will be changes in lighting levels. It does not necessarily reveal whether the predicted quantity and quality of light is adequate, following the construction of a new development. However, the ADF method provides a means for making such an analysis.
- 8.52 Sunlight is assessed through the calculation of what is known as the annual probable sunlight hours (APSH). This method of assessment considers the amount of sun available in the summer and winter, for each window within 90 degrees of due south or, in other words, windows that receive sunlight.
- 8.53 The Council's Environmental Health officer has assessed the scheme and advised that they are satisfied that the impact of the proposed scheme on to itself and the surrounding existing buildings is acceptable. The shadow analysis and the APSH assessment are also acceptable for planning permission.

Sense of Enclosure/ Outlook

- 8.54 Unlike, sunlight and daylight assessments, this impact cannot be readily assessed in terms of a percentage or measurable loss of quality of light. Rather, it is about how an individual feels about a space. It is consequently far more difficult to quantify and far more subjective. Nevertheless, in the opinion of officers, this proposal does not create an unacceptable increase in the sense of enclosure or loss of outlook to habitable rooms, particularly because of its high density cluster location. In these circumstances, a reason for refusal based on these grounds is not sustainable.

Wind/ Microclimate

- 8.55 The Council's Environmental Health officer has assessed the scheme and advised that the micro-climate study is acceptable. The winds speeds at pedestrian areas used for strolling or recreation do not exceed the pedestrian comfort criteria subject to the following remedial measures being implemented.
- 8.56 Use of historical wind data has shown that wind speeds exceeding 5m/s at pedestrian level occur less frequently than the benchmark used by the Lawson Criteria. If suitable trees/shrubs are used, the proposed garden areas on the west side of Alberta House development will help mitigate against the prevailing south westerly winds at pedestrian level.

Noise

- 8.57 Planning Policy Guidance 24 (PPG24) sets out Noise Exposure Categories (NECs) ranging from A to D, to assist local planning authorities in their consideration of applications for residential development near transport-related noise resources.
- 8.58 The applicant's comparisons of the results of the noise measurements with the NECs in PPG24 indicate that the Alberta House site falls within NEC B during both daytime and night-time. The Council's Environmental Health officer has advised that this is acceptable; however Environmental Health will still require the glazing specification to be provided to internal standards of BS8233.
- 8.59 Should planning permission be granted, consideration should be given to including design measures within the proposed development to provide adequate ventilation and control of summertime temperatures when windows are closed.

Housing

Affordable Housing

- 8.60 According to London Plan policy 3A.12, loss of housing and affordable housing, requires that estate regeneration and redevelopment schemes should be undertaken on the basis that there is no net loss of housing provision and no net loss of affordable housing provision. Paragraph 20.3 of the Mayor's housing SPG states that *"to achieve 100% replacement of demolished social rented units, development at significantly increased density may be necessary to generate sufficient value from market development to support replacement of affordable housing provision or to achieve a mixed and balanced community objective."* The GLA observed that:
- 8.61 *"In such cases, the net gain in total provision need not achieve the usual proportion of affordable housing provision expected from a new build (i.e. the Mayors 50% target). This policy was designed to be tested against large-scale estate regeneration and in this case it is not unreasonable to expect affordable housing over and above that which exists on site at present"*.
- 8.62 Against London Plan Policy 3A.7, the affordable housing target is set that 50% of residential units be secured for affordable housing.
- 8.63 Policy HSG3 of the UDP states that the Council will seek a reasonable provision of affordable housing consistent with the merits of each case and with the strategic target of 25%.
- 8.64 Policy CP22 of the emerging LDF Core Strategy document states that the Council will seek to maximise all opportunities for affordable housing on each site, in order to achieve a 50% affordable housing target across the Borough, with a minimum of 35% affordable housing provision (based on habitable rooms according to HSG10).
- 8.65 The proposal provides 67 affordable housing units, which equates to the following:
- 54% on habitable room basis
 - 50% on unit basis
- 8.66 The proposal therefore meets the strategic target for overall affordable provision given that 50% (54% by habitable rooms) of the overall development will be for affordable housing.

Social Rented/ Intermediate Ratio

- 8.67 Against London Plan policy 3A.7 affordable housing target of 50%, 70% should be social rent and 30% should be intermediate rent.
- 8.68 Policy CP22 of the emerging 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.
- 8.69 The social/intermediate split within the affordable component is set at 66/34 in terms of habitable rooms. By considering the overall housing delivery in habitable rooms the following numbers and percentages would be generated:

Tenure	Units	Habitable Rooms	London Plan
social rent	42 (31%)	145 (35%)	35%
shared ownership	25 (19%)	76 (19%)	15%
market	66 (50%)	189 (46%)	50%
total	133 (100%)	410 (100%)	100%

8.70 On consideration of the Mayors Housing SPG, the GLA advised that, “*whilst technically this case is estate renewal, the proposal remains consistent with the strategic targets of 50% affordable and 35% social rent across the whole of the development with no net loss in affordable or housing provision*”.

8.71 The Council’s Housing Department also commented by saying that “*the proposed split is more in line with the mayor of London’s optimum split of 70/30. The high level of affordable housing compensates for the slightly skewed mix*”.

8.72 On balance of the policy objectives and comments made above, the social rented/intermediate housing ratio is considered to be acceptable.

Housing Mix

8.73 The scheme provides a total of 133 residential units. The table below summarises the overall mix of units by type:

Units	Total	% of Total
1 Bed	42	31.6%
2 Bed	49	36.9%
3 Bed	34	25.6%
4 Bed	5	3.6%
5 Bed	3	2.3%
TOTAL	133	100

8.74 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.

8.75 The table below summarises the proposed housing mix against HSG2 of the emerging LDF:

Unit size	Total units in scheme	affordable housing						market housing		
		social rented			intermediate			private sale		
		units	%	target %	units	%	target %	units	%	target %
1 bed	42	8	19	20	9	36	37.5	25	38	37.5
2 bed	49	15	36	35	9	36	37.5	25	38	37.5
3 bed	34	13	30	30	5	28	25	16	24	25
4 bed	5	4	10	10	1			0		
5 Bed	3	2	5	5	1			0		
TOTAL	133	42	100	100	25	100	100	66	100	100

8.76 The GLA have made the following comment in response:

“The mix guidance set out in the Mayor’s Housing SPG, based on the GLA’s housing requirements study, requires an even distribution of units overall between 1, 2 and 3, and 4 bed accommodation. The proposal provides a good provision of larger family 3, 4 and 5 bed units. Whilst this is the case the overall mix is still heavily skewed to 1 and 2 beds. The applicant should substantiate this overall approach across the development”.

8.77 According to paragraph 11.3 of the Mayor’s Housing SPG, the GLA housing requirements study is estimated on the London-wide net housing requirement over the next 15 years, which is shown below:

Overall housing mix	% of Units
1 bedroom household	32%
2/3 bedroom household	38%
4 bedroom or larger household	30%

8.78 Paragraph 11.4 goes on to say that *“these proportions set a regional background to local housing needs requirement and housing market studies. However, paragraph 11.5 states that “local housing needs requirements should not be the single determinant of housing mix sought on individual developments. Sub regional nomination arrangements place an expectation on boroughs to have regard to housing needs beyond their own boundaries. Boroughs should consider the development of housing types, which meet wider housing needs”.*

8.79 In response, the explanatory note to Policy HSG2 of the LDF, paragraph 12.8, considers the trend of over-supply of smaller dwellings reflected in the East London sub-region. Paragraph 12.9 goes on to say that there is a significant need to increase the provision of family housing through out the borough. Paragraph 12.11 also notes that the Mayors Housing SPG seeks to greatly increase the proportions of family housing. However, on balance of these supplementary policy directions, paragraph 12.11 concludes that the proposed housing mix in HSG2 is appropriate.

8.80 On review of the above, the proposed housing mix is considered acceptable where it meets the housing mix targets set out in the LDF.

Amenity Space

8.81 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.

SPG Requirement

- 8.82 • 50sqm of private space per family unit
- 50sqm plus an additional 5sqm per 5 non-family units;

Proposal Would Generate:

- 8.83 • 42 family units (42 x 50sq.m) = 2100sqm
- 91 non-family units (91 x 50sq.m) = 4550sqm
- The GLA calculated that the scheme would yield 86 child bed spaces (86 x 3sqm) = 258sqm

- This equates to a total requirement for 2499sqm in accordance with the SPG.

8.84 Following is an assessment against the residential amenity space requirements under policy HSG7 of the emerging LDF Core Strategy document.

Units	Total	Minimum Standard (sq.m)	Required Provision (sq.m)
1 Bed	42	6	252
2 Bed	49	6	294
3 Bed	32	10	320
4 Bed	4	10	40
TOTAL	127		906 sqm
Ground Floor Units			
3 Bed	2	50	100
4 Bed	1	50	50
5 Bed	3	50	150
Total	6		300
Grand Total	133		1206sqm
Communal amenity		50sqm for the first 10 units, plus a further 5sqm for every additional 5 units	173sq.m (50sq.m plus 123sqm).
Total Housing Amenity Space Requirement			1379sqm

8.85 The proposal provides the following housing and communal amenity space:

- 1870sqm private amenity space (including private gardens, terraces and balconies). The applicant has advised that all units have access to private balcony space with an average area between 8 and 18sq.m. Family dwellings at ground level have access to private gardens with an average area of 32 sq.m.
- 2270sq.m of communal space at ground level, including a green roof terrace on Block B and the following child play space:
 - Toddlers Playground @ 100 sq.m
 - Older age group Play Area @ 210 sq.m

8.86 The proposed amenity space is considered acceptable. However, as mentioned above, the implementation of the ground floor landscaped area should be conditioned appropriately to ensure a high quality outcome is achieved.

Open Space

8.87 When considering appropriate residential densities for a site, the provisions of adequate open space; including private, communal and public open space is a key consideration. HSG1 Policy OS2 of the UDP and CP30 of the LDF seek to improve access to open spaces. Whilst the provision for open space and for the play and informal recreation needs of the children and young people is much improved from the previous scheme, the Councils Parks Department believe that the development will exacerbate the existing open space and play / informal recreation deficiencies of the area.

8.88 The nearest park (Robin Hood Gardens) is a 300-metre walk to the north of the A1261 Aspen Way, but is of poor quality and crossing the Aspen Way is an additional difficulty.

Others exist but at fairly significant distances such as the 750-metre walk to Poplar recreation ground and All Saints Church public gardens. As such, the Parks Department believe that development on this proposed scale cannot meet our planning requirements for open space and the play and informal recreation needs of children and young people of the development.

- 8.89 The GLA identified that this area has come forward with a number of high-density developments none of which have delivered, to date, any meaningful, high quality, open space, that a comprehensive approach is needed to identify and deliver a substantial area of open space between the collective schemes.
- 8.90 Given the identified shortfall of open space, a section 106 contribution has been sought to mitigate the impacts that could arise from the additional demand this development would place on the existing open space.

Transport

Parking and Access

- 8.91 A total of 5 off-street car parking spaces are provided within the proposed development, including 2 disabled spaces.
- 8.92 In accordance with the Government's advice in PPS3: Housing and PPG13: Transport, the UDP has no minimum parking standards. As such, 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. Overall, the car parking provisions are in accordance with the standards set out within the UDP and are at a level, which supports current Government guidance on encouraging trips by other means. The GLA supports the low level of parking proposed. Nevertheless, given the limited parking availability in the area, TfL would expect monitoring arrangements and mitigation measures to be put forward and included as part of the travel plan to avoid overspill parking and suppress parking pressure that may arise in future.
- 8.93 Policy DEV48 of the UDP identifies the site as a Strategic Riverside Walkway. The site is not immediately adjacent to the Thames, however in this location the UDP indicates the continuation of the walkway along Blackwall Way. The proposed development will not affect the functioning of this Riverside Walkway connection along Blackwall Way, now largely facilitated by the new walkway provided at New Providence Wharf. This new route is supported by the emerging LDF.

Cycle Parking

- 8.94 TFL welcomes the provision of 133 cycle parking spaces. Wash down facilities has also been provided.
- 8.95 An appropriate condition is recommended to ensure that the provision of cycle spaces and facilities are satisfactory.

Public Transport

- 8.96 The PTAL rating for the site is 4. Blackwell DLR station and bus stops along Preston's Road are within short distance from the site. Aspen Way is approximately 150 metres north of the site and is part of the Transport for London Road Network.
- 8.97 The GLA note that as the high density proposed is above those set out in Table 4B.1 of the London Plan. Contributions for pedestrian infrastructure improvements have been requested

via the S106 agreement to ensure that the development can be accommodated within the transport network.

Servicing

- 8.98 The developer has allowed for a delivery bay to be provided for a transit van adjacent to the local shop provided. The Council's Highways Department considered this to be an acceptable location and still maintains more than adequate pavement widths.
- 8.99 Notwithstanding this, TFL have advised that the bus route 277 is being diverted to serve development in the area, although via Balfin Way rather than Yabsley Street. The developer has removed the loading bay in response to TfL's concerns that it will conflict with traffic.
- 8.100 The service area off Gaselee Street is acceptable for refuse storage collection and for servicing of the site. Refuse collection from other areas in the scheme was considered by the Highways Department to be an acceptable location.

Energy

- 8.101 The London Plan energy policies 4A.7-4A.9 aim to reduce carbon emissions by requiring the incorporation of energy efficient design and technologies, and renewable energy technologies where feasible. Policy DEV6 of the emerging LDF also requires that all new development should incorporate energy efficiency measures.
- 8.102 The applicant has submitted an energy strategy setting out how they intend to reduce likely carbon dioxide emissions. The efficiency measures include high insulation and high performance glazing, low energy lighting and provision of outdoor drying space. The majority of the units are double aspect, allowing good access to natural daylight and ventilation. A brief analysis of combined heat and power has also been provided. This concludes that large scale combined heat and power is not appropriate given there is no year round heating demand to meet the level of heat and electricity that would be generated. The applicant also advises that there are no options to link up with adjacent sites. Despite this the applicant has, however, considered a small-scale 22Kw CHP sized to serve electricity needs for the communal areas and provide additional heat to the community heating network proposed.
- 8.103 The heating will therefore be biomass, with top up gas fired heating. Other renewable options could work, including solar water heating and photovoltaic panels, however the applicant claims these options prove to be less cost effective and do not provide the same level of carbon savings as the biomass option. The savings from the community biomass heating will deliver 23% carbon reduction.
- 8.104 The GLA have advised that it is not clear whether the carbons savings of 23% are set against 2006 building regulations. They advised that the applicant needs to provide detail regarding the source and supply for the biomass. In addition delivery arrangements should be provided and evidence of adequate storage capacity. The applicant sought to address these matters with the GLA by letter dated 23 May 2007, including justification rejecting a district approach to energy, and the option of linking in with New Providence Wharf to the east.
- 8.105 Whilst the GLA still consider that a district combined heat and power (CHP) approach should be utilised, it is clear that the proposed development would meet and exceed the Mayor's current and declared future intentions as to the use of renewable energy in developments in London. The approach taken is considered to comply with the above-mentioned London Plan and emerging LDF policies, the implementation of which should be conditioned appropriately to ensure that the energy strategy is complied with as proposed.

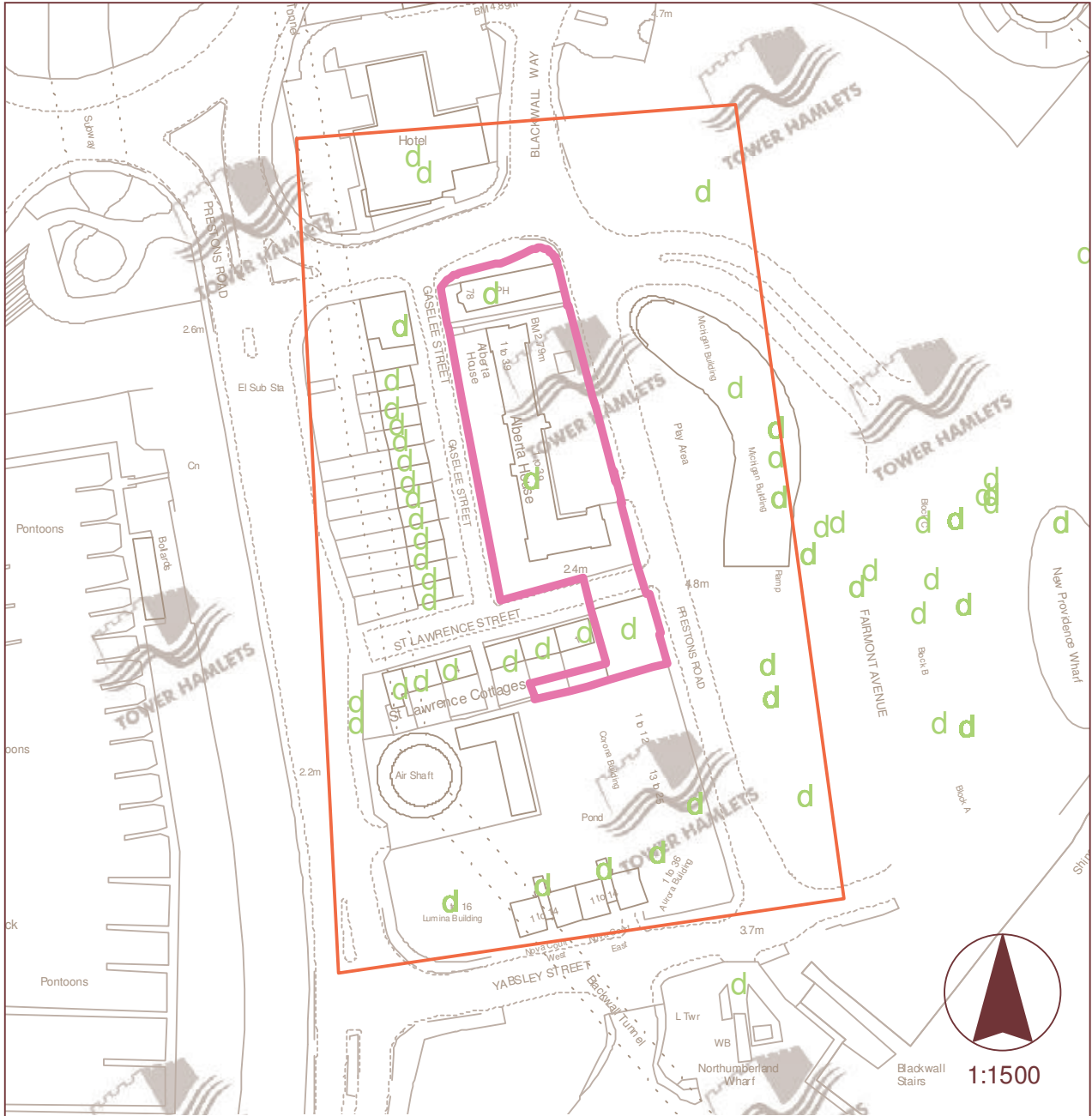
Biodiversity

- 8.106 The applicant provided an ecological assessment for the site. The Council's Ecology Department was satisfied that the Proposed Development poses little risk to local biodiversity.
- 8.107 Notwithstanding, where feasible, habitats and features to enhance the proposed development for utilisation by black redstarts should be incorporated into the design. For example, the installations of black redstart nest boxes and the creation of suitable ledges or nesting holes.

9. 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.

Site Map



Legend

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

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