

Pontoon Dock, North Woolwich Road, London, E16**in the London Borough of Newham****planning application no. 16/00224/FUL****Strategic planning application stage 1 referral**

Town & Country Planning Act 1990 (as amended); Greater London Authority Acts 1999 and 2007; Town & Country Planning (Mayor of London) Order 2008.

The proposal

Demolition of the existing ramp and associated structures and redevelopment of the site to deliver 236 residential units and 769 sq.m of flexible floorspace (Use Classes A1-A3, A5, B1, D1 and D2) over 15 floors, together with associated car and cycle parking, landscaping and pedestrian link route to Thames Barrier Park, and associated works.

The applicant

The applicant is **Bouygues Development Leadbitter Ltd** and the architect is **Assael**. The land is owned by **GLA Land and Property (GLAP)**

Strategic issues

The **principle** of a **residential-led mixed use** development within the **Royal Docks Opportunity Area** is supported, and there is no strategic concern with the loss of the existing car park use.

The **design, layout, massing** and **height** are supported, together with the **architectural approach** and **public realm** strategy.

The **housing mix** and **quality** are acceptable in strategic planning terms, and whilst the **affordable housing** offer is welcome, it will need to be confirmed through **viability appraisal** that it is the maximum reasonable amount.

Matters of **density, children's playspace** and **inclusive access** are broadly acceptable, subject to conditions.

Further discussion and information is required on matters of **transport, energy** and **flooding** to ensure compliance with London Plan policies.

Recommendation

That Newham Council be advised that the application broadly complies with the London Plan but that the issues set out in paragraph 91 of this report should be addressed before the scheme is referred back to the Mayor.

Context

1 On 3 February 2016 the Mayor of London received documents from Newham Council notifying him of a planning application of potential strategic importance to develop the above site for the above uses. Under the provisions of The Town & Country Planning (Mayor of London) Order 2008 the Mayor has until 16 March 2016 to provide the Council with a statement setting out whether he considers that the application complies with the London Plan, and his reasons for taking that view. The Mayor may also provide other comments. This report sets out information for the Mayor's use in deciding what decision to make.

2 The application is referable under Category 1A of the Schedule to the Order 2008:

Category 1A: *"Development which comprises or includes the provision of more than 150 houses, flats, or houses and flats".*

3 Once Newham Council has resolved to determine the application, it is required to refer it back to the Mayor for his decision as to whether to direct refusal; take it over for his own determination; or allow the Council to determine it itself.

4 The Mayor of London's statement on this case will be made available on the GLA website www.london.gov.uk.

Site description

5 The 0.69 hectare site is located within the London Borough of Newham. The site is currently used as a public car park, serving Thames Barrier Park which is located to the south. The raised concourse of Pontoon Dock DLR station is situated above the northern section of the site and the station is accessed from the site. There is a change in level across the site from 7.5 metres AOD at the boundary with the Thames Barrier Park to 2.7 metres AOD adjacent to the DLR station. There are two areas of stepped access from the rear of the site to the Thames Barrier Park, in addition to a ramped access which runs alongside the west of the site.

6 The site is located south of the A1020 North Woolwich Road, which forms part of the Strategic Road Network (SRN). Transport for London (TfL) has oversight responsibility for the SRN whilst the Council is the responsible highway authority. The nearest sections of the Transport for London Road Network (TLRN) are the A13 (with junctions at Prince Regent Lane 1 km to the north and at Canning Town 2 km to the west) and the A117 / A1020 at Albert Road/Gallions Roundabout 2 kilometres to the east.

7 Pontoon Dock is the nearest Docklands Light Railway (DLR) station located immediately to the north of the site. Only one bus route is within 400 metre walk of the site, the 474 which runs along North Woolwich Road. As such, it is estimated that the site currently records a relatively poor public transport accessibility level (PTAL) of 2, on a scale of 1-6, where 1 is the lowest. However, future increases in accessibility to transport are proposed including additional and enhanced bus and DLR services which are being sought to serve strategic development sites in the Royal Docks. Notwithstanding the low PTAL, journey times are feasible to Canning Town in 5 minutes, Woolwich in 8 minutes, Canary Wharf in 10 minutes, Stratford in 12 minutes, Bank in 19 minutes and Westminster in 20 minutes as an indication of the site's accessibility to facilities and employment locations.

8 The site is accessed from North Woolwich Road to the north. The site is bound to the east by the Barrier Park East residential-led development, and Thames Barrier Park to the south and west. The site is located in an area of significant regeneration, with a large-scale mixed-use development proposed on the 24 hectare Silvertown Quays site, to the north of North Woolwich

Road, the completed Barrier Park East development to the east and Royal Wharf development further to the west which is currently under construction.

Case history

9 Pre-planning application meetings were held on 26 March and 9 September 2015 to discuss the scheme now the subject of this planning application. Pre-planning application meeting reports were issued on 14 April and 23 September 2015 respectively, where the principle of a residential-led scheme was supported.

Details of the proposal

10 The application proposes the demolition of the existing ramp and associated structures on the site, and a comprehensive redevelopment to provide three blocks of five and fifteen storeys comprising a total of 236 residential units, and 769 sq.m of flexible commercial floorspace (ranging Use Classes A1-A3, A5, B1, D1 and D2).

11 The three buildings will be 15 storeys in height and the two eastern-most buildings also include six storey pavilion blocks that step down to address the park to the south. The buildings will be set on a five storey podium, taking advantage of the change in levels of the site. The podium will address the public realm of Pontoon Dock DLR Station concourse with flexible use retail units and residential entrances. The flexible commercial uses will be located at ground level along the northern elevation, with one unit at first floor level on the southern elevation to address the park. The podium will be accessed from street level on the northern elevation and will conceal residents parking, servicing and plant areas. 53 residential car parking spaces are proposed within the podium, of which 24 will be accessible, and a further 6 blue badge spaces are proposed to be located externally.

12 The residential accommodation will comprise of 82 affordable units, located in the west building, and 154 build-to-rent units that will be professionally-run, institutional grade units for the private rented sector (PRS), located within the two eastern-most buildings.



Image 1 (above): First floor/podium level plan



Image 2: View from DLR concourse to Thames Barrier Park

Strategic planning issues and relevant policies and guidance

13 The relevant issues and corresponding policies are as follows:

- Opportunity Area *London Plan;*
- Land use principles *London Plan;*
- Housing *London Plan; Draft Interim Housing SPG; Housing Strategy; Shaping Neighbourhoods: Play and Informal Recreation SPG;*
- Affordable housing *London Plan; Draft Interim Housing SPG, Housing Strategy;*
- Density *London Plan; Draft Interim Housing SPG;*
- Urban design *London Plan; Shaping Neighbourhoods: Character and Context Draft SPG;*
- Inclusive access *London Plan; Mayor's Accessible London SPG;*
- Sustainable development *London Plan; Sustainable Design and Construction SPG; Mayor's Climate Change Adaptation Strategy; Mayor's Climate Change and Energy Strategy; Mayor's Water Strategy;*
- Transport and parking *London Plan; the Mayor's Transport Strategy;*
- Crossrail *London Plan; Mayoral Community Infrastructure Levy.*

14 For the purposes of Section 38(6) of the Planning and Compulsory Purchase Act 2004, the development plans in force for the area are the Newham Core Strategy (2012), the 'saved' policies of the Unitary Development Plan (originally adopted 2001 and reviewed in 2012) and the 2015 London Plan (Consolidated with Alterations since 2011).

15 The following are also relevant material considerations:

- The National Planning Policy Framework, Technical Guide to the National Planning Policy Framework and the National Planning Policy Guidance;

- Draft Minor Alterations to the London Plan (2015);
- Working Draft of the Royal Docks and Beckton Riverside Opportunity Area Planning Framework (February 2016);

Land use principles

Loss of existing use

16 As noted at pre-application stage and earlier in this report, the site lies within the Royal Docks and Beckton Riverside Opportunity Area and is currently used as a car park. The car park was originally provided as part of the Thames Barrier Park development which was conceived as being more than a local facility and was designed to function both as a district open space for the area south of A13 and a tourist/visitor facility that would attract people from further afield. Until the opening of the King George V Dock extension of the DLR in 2005, public transport accessibility was poor and there were no rail stations within reasonable walking distance and nearby bus services were limited to a couple of routes. Whilst many comparable parks elsewhere in London had little or no parking, at the time it was decided that Thames Barrier Park needed some provision for cars and coaches because of its relative isolation.

17 In practice, the car park has been under-used by park visitors, especially since the DLR extension has opened which brings people right to the door-step of the park at Pontoon Dock station. In addition the immediate and walking catchment has increased significantly as adjacent sites have begun to be developed for residential-led schemes and this local demand will continue to grow with the developments such as Royal Wharf and Silvertown Quays underway and commencing in the near future. Furthermore the Queen Elizabeth Olympic Park has provided major new parkland in East London which attracts people from further distances. These factors mean that the role of Thames Barrier Park is fundamentally different from that originally envisaged in the mid/late nineties.

18 The principle of redeveloping the car park is therefore acceptable. At pre-application stage, GLA officers commented that some provision for visitor parking (coach and blue badge) would need to be suitably re-provided, and this has been included in the scheme with six blue badge spaces located externally within the public realm and a coach loading space on North Woolwich Road.

Proposed land uses

Residential

19 The site has an emerging land use allocation for residential uses and is identified as Barrier Park North (ref: CFS31) in the Newham Council's Draft Detailed Sites and Policies Development Plan Document, which is due to be examined by an Inspector in an inquiry next month (April 2016). The site is also identified as part of a key development area suitable for mixed uses within the early draft Royal Docks Opportunity Area Planning Framework (February 2016) although this document has no weight at present.

20 In line with London Plan Policy 3.3 which provides explicit strategic support for the provision of housing within London, the principle of a residential use on this site is fully supported.

Retail

21 The proposal also includes some 769 sq.m of non-residential floorspace with a good range of Use Classes (A1-A3, A5, B1, D1 and D2), which is welcome as part of a mixed-use offering as required by London Plan Policy 2.13. At pre-application stage, GLA officers noted that a retail impact assessment may be required if the extent of retail to be provided in this out-of-town location could detract from the retail offer of nearby centres and go beyond that expected to purely serve resident's everyday amenity. While currently out-of-town, the site is located adjacent to a new local centre that will emerge within the Silvertown Quays development, but given the risk with delivery of large scale development, there is no guarantee that the local centre will be delivered within the expected timeframe. In the meantime, the growing residential population in the area currently lack local walk-to services. The mix of uses and flexibility sought limit the risk of vacant units, and are intended to activate the routes and provide a mixed use development. As such, it is unlikely that the retail provision alone would be significant and highly unlikely to compete with existing and emerging centres. Therefore, while the quantum of non-residential floorspace is acceptable from a strategic perspective, the Council may wish to consider conditions to restrict the overall quantum of retail floorspace and sizes of units to ensure that the commercial provision remains as a local amenity only.

Housing

22 The development will deliver a total of 236 residential units, with the following unit mix:

Unit type	PRS	Affordable rent	Shared ownership	TOTAL
1 bed flat	62	16	13	91 (38%)
2 bed flat	65	14	13	92 (39%)
3 bed flat	27	13	13	52 (23%)
TOTAL	154 (65%)	43 (18%)	39 (17%)	236 (100%)

Table 1: Unit schedule

Housing choice and mixed and balanced communities

23 London Plan Policies 3.8, 3.9 and 3.11 and the Mayor's Housing SPG all accord priority to affordable family housing in new residential development, promote housing choice and seek a balanced mix of unit sizes and tenures in new developments in order to promote mixed and balanced communities, which can be achieved by providing a mix of tenures across the development and ensuring that the scheme is tenure blind. Policy 3.8 also recognises the contribution and importance of the private rented sector (PRS) to addressing housing needs, increasing housing delivery, but also to diversify and improve the range of housing products available to the market. Newham Council's Core Strategy requires 39% of new units to have three or more bedrooms (Policy H1).

24 GLA officers recognise that through large-scale, institution-backed rented developments such as this, there is the potential for a new evolution of the PRS, a more professional rented sector with a single owner for a whole block who is committed to the local area instead of an array of absent landlords. It is also recognised that the emerging PRS offers valuable choice for Londoners that are caught between ownership and social housing.

25 As set out in table one, the scheme will provide a range of unit sizes, with a good proportion of family sized units at 23%, with 11% of the units being both affordable and family sized. Whilst this proportion of family sized units is welcome from a strategic perspective, it falls short of Newham Council's policy requirement for 39% so further discussion will be required on the unit mix.

26 The layout of the scheme separates these units, with the PRS units located in the two eastern-most buildings and the affordable rent/shared ownership units located in the western building. Whilst it would be preferable for the tenures to be mixed across the development, it is recognised that the maintenance and management of the different tenures makes this difficult.

Affordable housing and tenure

27 London Plan Policies 3.11 and 3.12 require the maximum reasonable amount of affordable housing to be delivered in all residential developments above ten units, taking into account; the need to encourage rather than restrain development; the housing needs in particular locations; mixed and balanced communities, and; the specific circumstances of individual sites. The tenure split suggested by the London Plan is 60% social/affordable rent and 40% shared ownership. The NPPF, the Mayor's Housing SPG and the London Plan clearly state that to maximise affordable housing in London and provide a more diverse offer for the range of people requiring an affordable home, the affordable rent product should be utilised in the affordable housing offer in residential developments. Newham Council's Core Strategy requires between 35% and 50% affordable housing provision on individual developments, with 60% for social rent.

28 GLA officers recognise that the mechanisms for assessing viability are not sufficiently refined to differentiate PRS developments from those built for sale. As PRS schemes derive their profit in a different way from houses built for sale, it is recognised that any initial financial contributions and affordable housing obligations required can have significant financial burdens on build-for-rent schemes, potentially making them financially unviable because PRS cannot yield the same short-term financial gains as build-to-sell. The NPPF and the London Plan both make it clear that viability considerations in decision-taking should take account of the distinct economics of PRS schemes. The NPPF also states that a different approach to planning obligations or an adjustment of policy requirements may be necessary, and flexibility should be applied.

29 Given the above, the 35% overall proportion of affordable housing, with 52% of those units for affordable rent, is welcome. Nonetheless, as the London Plan requires the maximum reasonable amount and Newham Council's policy requires between 35% and 50% provision, the applicant was advised at pre-application stage that a financial viability appraisal would be required to demonstrate that the offer is indeed the maximum reasonable amount that can be delivered.

30 A financial viability appraisal conducted by Montagu Evans, on behalf of the applicant, has been provided which confirms that the 35% affordable housing offer is the maximum reasonable amount. It is expected that the Council will appoint a consultant to independently review the applicant financial appraisal. GLA officers expect the independent assessment to scrutinise the development finances and toolkit modelling to understand the financial constraints inputted into the toolkit and how this has impacted on affordable housing provision, in particular any abnormal costs and the manner in which the benchmark land value has been generated.

Residential quality

31 London Plan Policy 3.5 and the draft interim Housing SPG set out requirements for the quality and design of housing developments, including minimum space standards for new development. The draft interim Housing SPG also states that new residential development should generally not provide more than eight units per core, in order to promote a sense of community

and ownership over one's home. In addition, in order to achieve a quality internal environment in terms of light and cross-ventilation, the SPG states that dual aspect units should be maximised and single aspect units facing north should be avoided altogether.

32 The application documents demonstrate that the minimum floor space and floor-to-ceiling height standards would be met or exceeded, together with compliance with the Lifetime Homes standard, which is welcomed and should be secured by condition.

33 The residential quality of the scheme appears is high. There is a good ratio of flats to cores which generates a good proportion of dual aspect flats, and limits the number of people sharing the buildings common parts which is welcomed. Given the distinct unit design for the PRS market, units are generously sized with large room sizes and en-suite bedrooms to suit sharers. The design and access statement confirms that there are no north-facing single aspects units because of the east-west configuration, and there are no more than eight units per core which is welcome.

34 Every unit will benefit from a private balcony meeting the minimum space standard, and there is a good proportion of external communal amenity space/courtyard between the buildings, which will also include 0-5 playspace. The improved access to Thames Barrier Park will also be a significant open space asset for residents. As part of the PRS model, communal internal amenity is included within buildings B and C including a gym, club room and entertaining suite.

Density

35 London Plan Policy 3.4 requires development to optimise housing output for different locations taking into account local context and character, design principles set out in London Plan Chapter 7 and public transport capacity. Table 3.2 provides the density matrix in support of this policy.

36 As described in paragraphs 5-8, based on the characteristics of the location and the relatively low PTAL rating of 2, in its current form it could be argued that the setting is 'urban' based on the definitions of Policy 3.4, for which the density matrix suggests a residential density in the region of 200-450 habitable rooms per hectare. However, as noted earlier, the site is within an Opportunity Area and part of a wider area regeneration where densities are expected to be optimised, as they have in some of the emerging development sites. Following the Further Alterations, the London Plan 2015 gives greater emphasis on the need for high densities in appropriate locations such as town centres, opportunity areas and around transport hubs. Paragraph 3.28 of the London Plan also states that it is not appropriate to apply Table 3.2 mechanistically and that account should be taken of other factors relevant to optimising potential – such as local context, design and transport capacity, as well as social infrastructure, open space and play.

37 It is appropriate that the site is described as having an emerging 'central' setting where high densities can be accommodated, in line with improvements to public transport infrastructure. For a 'central' setting, the density matrix suggests a residential density up to 1,100 habitable rooms per hectare.

38 The planning statement confirms that the density of the development is 274 units per hectare or 779 habitable rooms per hectare. This exceeds the range for an 'urban' setting but is within the range for a 'central' setting, which as set out above, is appropriate for this opportunity area.

39 Where high densities are accepted as being appropriately located, the test is whether the density is acceptable in qualitative terms, which is discussed in more detail in the urban design

section. High density development must be of exemplary design quality, with good residential quality, public realm and playspace.

Children's play space

40 Children and young people need free, inclusive, accessible and safe spaces offering high-quality play and informal recreation opportunities in child-friendly neighbourhood environments. Policy 3.6 of the London Plan states that development proposals that include housing should make provision for play and informal recreation, based on the expected child population generated by the scheme and an assessment of future needs.

41 Applying the methodology within the Mayor's Play and Informal Recreation SPG (2012), and based on the unit types and tenures set out in table one, the development will generate a child yield of 68 requiring a total of 685 sq.m of playspace, with 343 sq.m of which should be door-stop play for under-five's and the remainder for older children.

42 The application documents confirm that 616 sq.m of dedicated play space will be provided on site, which exceeds the requirement for the 0-5 and 5-11 age groups. Given the site's immediate proximity to the park, there is adequate local provision for older children. The Council must ensure that suitable conditions are included to secure finer detail on landscaping, planting and play equipment for these areas.

Urban design

43 The development proposals have been commented on extensively at pre-application stage. Whilst the overall design concept was supported, a number of amendments were suggested, many of which have been incorporated into the scheme.

44 At pre-application stage, the approach of creating three tall blocks in a parallel, linear arrangement was supported, and it was noted that the podium concept provides a good opportunity for an animated frontage to the station forecourt which was welcome. The height, mass and architectural detailing was also broadly supported subject to further refinement and detailing. GLA officers also welcomed the inclusion of a replacement route through the site to Thames Barrier Park replacing the existing ramp arrangement along the western boundary.

45 However, the applicant was advised that the new route needed to be prominent, wide enough and animated to ensure it is welcoming and easy to read as a public route to the park. Officers asked the applicant to look at commercial uses along the building edges to both the new public route and the existing low level route to the west (outside the site), and landscaping. GLA officers also raised concern with the apparent lack of activity on the southern edge of the development on to the park, and commented that the opportunity should be taken to improve the current lack of activity which the park suffers from. Officers suggested either an increase in height of the podium to provide a stronger or more animated edge to the park, or the inclusion of front doors to maisonettes.

46 On the eastern edge of the site, whilst GLA officers welcomed the inclusion of a further route to the park, the applicant was asked to widen this route to improve its legibility so it clearly reads as a public route to the park and does not feel dominated by the access to the carpark.

47 Overall the design response is strongly supported, and GLA officers are pleased to see that majority of the suggestions made at pre-application stage have been taken on board. The animation of the western route has been incorporated with the café at street level with the landscaping and seating area extended to the far western boundary to try to counteract the CHP and boiler plant in this location and help improve the existing western route outside the site. A

dual aspect commercial unit is included on the south-eastern end of block A that will help to animate both the new public route and the southern edge to Barrier Park. The new eastern route to the park has been realigned to a straight route instead of a meandering one to assist with public wayfinding to the park. Landscaping has been incorporated to minimise the impact of the car park access adjacent to this route.

48 The opportunity has not been taken to raise the podium or introduce front doors to maisonettes on the southern edge to the park, or to introduce some form of active frontage to the eastern route. However, GLA officers recognise that a balance need to be struck between animating the edges and public routes through the scheme and ensuring that the quantum of retail/commercial floorspace is both viable and controlled because of the out-of-town location (see comments made in paragraph 21 of this report). With the introduction of two new public routes, a desire to improve the edge onto a third existing route (outside the site), and with two long edges onto public areas (station forecourt and Barrier Park), it is accepted that animating all of these area with active frontage is not possible. In this context, the relative limitation on the internal configuration and model of PRS units is also recognised to a certain degree. The strategy taken forward prioritises the station forecourt as the main public area requiring animation and activity, and GLA officers agree that this is the correct order of priority, as the park is naturally a quieter space. As noted above, the cafe in block A will provide a degree of activity to improve the existing route outside the site on the western boundary, and similarly the commercial unit on the southern end of the block will provide a degree of activity onto the main public route to the park. Officers are satisfied therefore that the right balance has been struck.

49 The Council should ensure that suitable conditions or section 106 obligations are included to secure the finer detail of landscaping, surface treatments, planting and street furniture, to animate the public areas and routes.

50 The materials and detailing strategy includes masonry finishes with a light coloured brick with white mortar on building A and the pavilion elements of buildings B and C, and a dark buff brick with grey mortar on the taller parts of buildings B and C. This simple masonry composition is strongly supported.

Inclusive design

51 The aim of London Plan Policy 7.2 is to ensure that proposals achieve the highest standards of accessibility and inclusion. Inclusive design principles if embedded into the development and design process from the outset help to ensure that all of us, including older people, disabled and deaf people, children and young people, can use the places and spaces proposed comfortably, safely and with dignity.

Residential units

52 The design and access statement demonstrates how the development responds to the principles of inclusive design. The scheme proposes to include 24 units that are easily adaptable for wheelchair use (10%) to comply with Approved Document M4(3) of the Building Regulations, 90% will comply with Approved Document M4(2), and typical floor plans have been include demonstrating compliance. The access statement does not show however where these units will be located in the scheme, so further information is required on this point.

Commercial and public realm

53 Inclusive design in the public realm can help to ensure that the parking areas, the routes to the site and links to adjacent public transport and local services and facilities are also designed to be accessible, safe and convenient for everyone, particularly disabled and older people.

54 The design and access statement includes details showing how disabled people access each of the entrances safely, and includes details of levels, gradients, widths and surface materials of the paths, and how any level changes on the routes will be addressed. These features should be secured by condition by the Council.

Parking

55 The design and access statement confirms that 24 accessible parking spaces will be provided, which equates to one for every wheelchair adaptable unit. A plan has been provided in the access statement showing the location of accessible spaces within the podium. An addition six accessible parking spaces will be provided in the area of public realm for visitors to the park.

56 The provision and future management of the blue badge parking bays for the residents should be in line with the advice in the Wheelchair Housing Design Guide. A car parking management plan should be secured by condition, and should identify how bays will be allocated to residents of the wheelchair accessible units and should include a mechanism to ensure that the supply and demand of the blue badge bays are regularly monitored and the provision reviewed. This ensures that the provision going forward equates to the demand from disabled residents and visitors, and also ensures that the bays are effectively enforced.

Flooding

Flood risk

57 A flood risk assessment has been prepared by Pell Frischmann, confirming that the site is within flood risk zone 3a but is well protected by existing flood defences. The FRA also confirms that the site has a very low risk of surface water flooding, although parts of North Woolwich Road close to the site are at significant risk of surface water flooding.

58 The FRA has examined breach events and identified that even in a breach the site is not likely to be severely flooded.

59 The FRA confirms that all residential accommodation will be at first floor level and above, which is above any foreseeable flood level.

60 Given the site's location which is surrounded by a large area of flood zone 3a, in the unlikely event of a flood there is not likely to be a safe means of evacuation. Therefore residents and anyone else at the premises may need to remain in the building for some time. To do so safely and comfortably, basic building services need to be capable of functioning in a flood. Therefore the applicant should ensure that the building utility services are located in a flood proof room or enclosure.

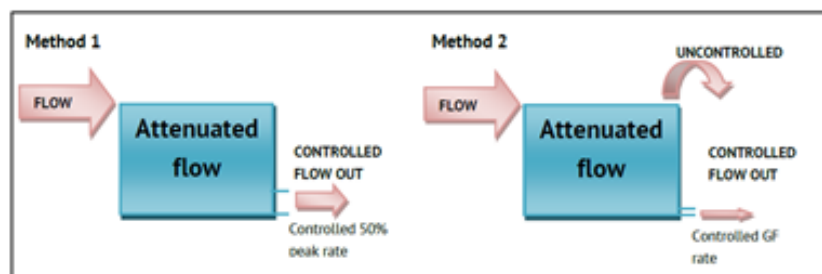
61 Subject to confirming the ability to locate building utility services in a flood proof enclosure, the proposals be an acceptable approach to the level of risk present at the site London Plan Policy 512.

Sustainable drainage

62 Although the site itself is not at risk of surface water flooding, there are surface water flood risks in the wider local area, and London Plan Policy 5.13 is therefore relevant to this proposal.

63 The FRA sets out that the development will achieve a run-off rate of 3x greenfield rates up to the 1 in 100 +CC storm. This will be achieved by the use of geo-cellular storage tanks of 225cu.m capacity. The site will also have green roofs and landscaping, which will reduce surface water run-off rates but have not been allowed for in the calculation of the attenuation volume.

64 While this approach is acceptable in terms of London Plan Policy 5.13, the applicant must ensure that attenuation tanks should be designed to the Method 2 design shown below:



From Susdrain Factsheet "Designing attenuation storage for redeveloped sites", by Anthony McCloy
http://www.susdrain.org/files/resources/fact_sheets/01_15_fact_sheet_attenuation_for_redeveloped.pdf

Climate change adaptation

Overview of proposals

65 The applicant has broadly followed the energy hierarchy and provided sufficient information to understand the strategy. Further revisions and information are required before the proposals can be considered acceptable and the carbon dioxide savings verified.

Energy efficiency standards

66 A range of passive design features and demand reduction measures are proposed to reduce the carbon emissions of the proposed development. The heat loss parameter will be improved beyond the minimum backstop values required by Building Regulations, and other features include low energy lighting and mechanical ventilation with heat recovery. The applicant is also proposing a very low air permeability rate. Whilst this is supported, the applicant should explain the processes in place in order to achieve this challenging performance level.

67 The demand for cooling will be minimised through external shading, optimised glazing openings and solar control glazing, which the applicant has stated has been determined through a shading analysis. The applicant should provide further details on how the shading analysis has been undertaken, including what type of external shading has been included in the design and what g-value has been determined for the solar control glazing. It was noted that the SAP sheets include the default value for the g-value, which is not considered solar control glazing. The applicant should update the SAP modelling and carbon emission figures to include for the g-value that will be used within the scheme.

68 The applicant is proposing mechanical ventilation due to local air quality issues. The applicant should provide evidence to demonstrate that the residential units will not be a risk of overheating with the proposed ventilation strategy. Dynamic overheating modelling in line with CIBSE Guidance TM52 and TM49 is required.

69 The development is estimated to achieve a reduction of 61 tonnes per annum (22%) in regulated carbon dioxide (CO₂) emissions compared to a 2013 Building Regulations compliant

development. Sample SAP calculation worksheets (both DER and TER sheets) for efficiency measures alone (i.e. before CHP) should be provided to support the savings claimed.

District heating

70 The applicant has carried out an investigation and stated that there is no existing district heating network within the vicinity of the site. However, the site is located within close proximity to the existing Excel energy centre which has been identified as having potential for extension to the development site. The applicant should therefore prioritise connection and provide evidence of correspondence with the operator, including confirmation or otherwise from the network operator that the network has the capacity to serve the new development, together with supporting estimates of installation cost and timescales for connection.

71 The applicant is proposing to install a site heat network to be supplied from a single energy centre. The applicant should confirm that all apartments and non-domestic building uses will be connected to the site heat network and provide further information on the floor area and location of the energy centre.

Combined heat and power (CHP)

72 Connection to an external heat network should be prioritised. However, if this is not possible the applicant is proposing a 70 kWe /109 kWth gas fired CHP unit as the lead heat source for the site heat network. The CHP is sized to provide the domestic hot water load, as well as a proportion of the space heating. A reduction in regulated CO₂ emissions of 38 tonnes per annum (14%) will be achieved through this second part of the energy hierarchy.

Renewable energy technologies

73 The applicant has investigated the feasibility of a range of renewable energy technologies but is not proposing to install any renewable energy technology for the development.

Overall carbon savings

74 A reduction of 99 tonnes of CO₂ per year in regulated emissions compared to a 2013 Building Regulations compliant development is expected, equivalent to an overall saving of 36%.

75 The carbon dioxide savings exceed the target of Policy 5.2 of the London Plan. However, the comments above should be addressed before compliance with London Plan energy policy can be verified.

Transport

Car and cycle parking

76 53 residential (including 24 blue badge spaces) and 3 car club spaces are proposed, with a proportion of electric vehicle charging points (EVCPs), all of which are in accordance with London Plan standards. Six blue badge spaces are also proposed in the public realm for park visitors. A total of 406 long stay and short cycle parking spaces are proposed, in line with the London Plan 2015. Visitor parking will be located throughout the site and it will need to be determined how any cycle parking for the DLR station will be provided in the vicinity of the station entrance.

77 Conditions should be secured for a car park management plan, EVCPs, blue badge and cycle parking facilities. Section 106 obligations should be secured to restrict occupiers from applying for an on-street parking permit (should a controlled parking zone be implemented) and for free car club membership for three years.

Impact and mitigation

78 The impact of the development upon the bus and strategic highway network is not expected to be significant. However, a contribution for station improvements at Pontoon Dock DLR station is necessary. There are proposals to undertake station upgrade works to meet expected demand from the substantially increased number of passengers using the station in the peak periods in particular, including those generated by this development. A contribution of £380,000 towards the upgrade work is proportionate to the impact of this development to the overall demand and cost of the scheme, and is in line with the approach taken for other developments in the Royal Docks.

79 The traffic impact of the development is not significant enough to require site specific mitigation, but there will also need to be ongoing discussions and agreement about the approach for the whole of North Woolwich Road and also how pedestrians and cyclists will be safely accommodated in this corridor. TfL is generally supportive of the proposed changes to the highway on North Woolwich Road to accommodate a bus stop, on-street coach parking bays and footway enhancements. The detailed layout and costs will need to be secured through appropriate in-kind works or legal agreements with the highway authority.

Public realm

80 There are ongoing discussions with the applicant regarding the legal agreements for the area of land within the application site boundary that is required for the station upgrade works (in construction and/or completed phases). In addition, the proposal requires removal of the ramp between the DLR station and the park and other changes to station infrastructure. These proposals are also subject to ongoing discussions on appropriate legal agreements (additional to any planning permission) between TfL (DLR) and the applicant, as will the timing of works and the treatment and completion of the public realm improvements beneath the station and DLR viaduct and conditions applied to this application.

81 The landscaping of the street level public realm space has been carefully designed to take account of the significant constraint of the five metre protection zone around the DLR. The requirement for a flat surface to allow vehicular access to the DLR infrastructure has meant that the significant level change across the site has had to be addressed in a smaller area than might otherwise be the case. The proposed landscaping scheme has been able to incorporate accessible and inclusive routes across the site and into the park including from the DLR station and local bus stops.

82 The applicant should make a contribution towards the paving under the DLR station equivalent to the costs had the station works not been contemplated. It is however possible that DLR works would be completed sufficiently to allow repaving by the applicant in line with the applicant's development programme. The third scenario is that the DLR station upgrade works are not required at this stage due to the build-up in demand being slower than currently anticipated. In this circumstance there would need to be permanent treatment by the applicant.

83 The applicant is strongly encouraged to share designs with DLR as they progress for the area adjacent to and underneath the DLR viaduct, prior to submission of detailed design applications. This would enable agreement of a design solution that is acceptable to both parties, which should be in line with the Royal Docks Local Transport Design Guidance and the TfL Station Public Realm Guidance. The details of the scheme and subsequent management and maintenance should be secured by condition.

Relationship to Silvertown Quays and mitigation

84 It should be noted that following the resolution to grant permission for Silvertown Quays, discussions continue on the legal agreements and phasing for the mitigation of that scheme. These improvements include vertical capacity works at Pontoon Dock DLR station which will interface with this development site. Consequently the applicant and GLA as landowner of the development site have been involved in these discussions and will be party to some of the legal agreements.

DLR property/infrastructure

85 As noted above, there are ongoing discussions between DLR and the applicant regarding the potential interface between the site and DLR property/infrastructure and specifically its construction. Information was not provided prior to the application being submitted, and the applicant will need to clarify if any plans have subsequently been updated to reflect these ongoing discussions and to respond to DLR's requirements.

86 In addition, in the event of permission being granted, the standard condition should be imposed which requires the applicant to obtain DLR's approval for all works within the protection zone, i.e. five metres from the outer edge of the railway ownership, prior to the commencement of those works, together with further infrastructure protection conditions relating to windows, construction, demolition, security, access for maintenance, mitigation of any impacts on DLR's radio signals, lighting, noise and wind.

Travel plan, construction and servicing

87 The framework travel plan and construction management plan (CMP) submitted with the application is acceptable. The full CMP and a delivery and servicing plan (DSP) should be secured by a condition, and the travel plan should be secured, enforced, monitored and reviewed as part of the section 106 agreement.

Local planning authority's position

88 It is understood that the applicant has had a number of pre-application meetings with Newham Council officers, although the Council's formal position on the planning application is unknown at this stage.

Legal considerations

89 Under the arrangements set out in Article 4 of the Town and Country Planning (Mayor of London) Order 2008 the Mayor is required to provide the local planning authority with a statement setting out whether he considers that the application complies with the London Plan, and his reasons for taking that view. Unless notified otherwise by the Mayor, the Council must consult the Mayor again under Article 5 of the Order if it subsequently resolves to make a draft decision on the application, in order that the Mayor may decide whether to allow the draft decision to proceed unchanged, or direct the Council under Article 6 of the Order to refuse the application, or issue a direction under Article 7 of the Order that he is to act as the local planning authority for the purpose of determining the application and any connected application. There is no obligation at this present stage for the Mayor to indicate his intentions regarding a possible direction, and no such decision should be inferred from the Mayor's statement and comments.

Financial considerations

90 There are no financial considerations at this stage.

Conclusion

91 London Plan policies on **land use principles, housing, urban design, inclusive access, energy, and transport** are relevant to this application. The application complies with the majority of these policies and is broadly supported but some further information is needed in order to fully comply with the London Plan. The potential remedies to issues of non-compliance are set out below:

- **Land use principles:** The loss of the existing car park is acceptable given the change in role of Thames Barrier Park, and the emerging aspirations for this part of the Royal docks. Replacement public access to the park and visitor parking spaces have been included. The provision of a residential-led mixed use development adjacent to Pontoon Dock DLR station and within an Opportunity Area is strongly supported.
- **Housing:** The mix and quality of the residential accommodation is supported, and the density and playspace strategy are acceptable in strategic terms, subject to conditions. The scheme includes 35% affordable housing with both affordable rent and shared ownership with the remainder of units for PRS. Whilst this is welcome, the applicant's financial viability appraisal needs to be independently verified by the Council's consultant to ensure the maximum reasonable amount is being delivered.
- **Urban design:** The design, layout and massing of the proposal has been discussed extensively through pre-application, and is strongly supported. The layout of the blocks creates an area of public realm in front of the DLR station, and seeks to promote and activate public routes through the site and other public edges as far as practicable. The height and materials strategy is supported.
- **Inclusive access:** The scheme generally responds well to the principles of inclusive design, subject to conditions.
- **Energy:** A reduction of 99 tonnes of CO₂ per year in regulated emissions compared to a 2013 Building Regulations compliant development is expected, equivalent to an overall saving of 36%. Whilst the indicative carbon dioxide savings exceed the target of Policy 5.2 of the London Plan, further information is required to verify the savings and ensure compliance with London Plan energy policies.
- **Transport:** The following issues need to be addressed to ensure compliance with the London Plan: further clarification on the interface of the development with DLR property, highway and public realm mitigation; discussions over the funding of the required improvements to Pontoon Dock DLR station and how to secure contributions and/or Grampian conditions to mitigate the impacts of the development. Conditions should be secured for: DLR infrastructure protection; car park management plan, blue badge and EVCP provision; cycle parking; delivery and servicing plan; construction management plan and associated documents; public realm and open space management. In addition the section 106 agreement should secure the travel plan preparation, approval and monitoring, car club membership, and restriction on occupiers obtaining CPZ parking permits.

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