

Boatman's House
2 Selsdon Way, E14 9LA

in the London Borough of Tower Hamlets

planning application no. PA/15/03256

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 existing building and construction of a part 13/part 17 storey building to provide 196 sq.m. of retail floorspace (Class A1/A3 uses) and 664 sq.m. of office floorspace (Class B1 use) at ground and/or first floors and 78 residential units on the upper floors with associated amenity space. **(FULL APPLICATION)**

The applicant

The applicant is **Woodchester House (No.1) Limited** and the agent is **bptw partnership**. The architect is **Buckley Gray Yeoman**.

Strategic issues

The principle of the housing-led mixed-use redevelopment of this site is strongly supported. However, there are a number of outstanding strategic planning concerns relating to **housing, urban design, climate change** and **transport**.

Recommendation

That Tower Hamlets Council be advised that whilst the principle of the proposal is supported, the application does not comply with the London Plan, for the reasons set out in paragraph 91 of this report; but that the possible remedies set out could address these deficiencies.

Context

1 On 24 December 2015 the Mayor of London received documents from Tower Hamlets 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 3 February 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 1C of the Schedule to the Order 2008:

Category 1C: Development which comprises or includes the erection of a building in respect of which one or more of the following conditions is met: a) the building is more than 30 metres high and is outside the City of London.

3 Once Tower Hamlets 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 0.096 hectare application site is located on the Isle of Dogs peninsula in Crossharbour. It is currently occupied by a seven-storey building from the late 1980s/early 1990s that accommodates 4,478 sq.m. of office space (Class B1). One part of the building is currently occupied, the rest of the building has been vacant for a number of months.

6 The site sits within a mixed commercial and residential cluster around Crossharbour station, north of the site. The site fronts Selsdon Way to the east, which provides vehicle access to East Ferry Road. It is also bounded to the north by the Turnberry Quay/Lanark Square development site, and to the west by a footpath along Millwall Inner Dock Basin. The southern frontage of the site faces the forecourt square of the adjacent Northern Shell building (also known as Merchant House).

7 The site lies within the Isle of Dogs Opportunity Area where capacity for a minimum of 10,000 new homes and 110,000 new jobs has been identified over the London Plan period to 2036. The site is also located 100 metres to the west of Crossharbour town centre and as part of Cubitt Town described in the Council's Core Strategy as a residential area experiencing some housing growth in the north.

8 The site is in the Mayor's strategic view 5A.1 Greenwich Park as identified in the Mayor's London View Management Framework, and is in the wider setting of the Greenwich Maritime World Heritage Site.

9 In terms of transport the nearest section of Transport for London Road Network (TLRN) is the A1261 Aspen Way at the Preston's Road Roundabout, located approximately 1.4 kilometres north of the site, whilst the closest section of Strategic Road Network is located approximately 3.5 kilometres northeast of the site at Silvertown Way. The entrance to Crossharbour DLR station is 50 metres to the east of the site, whereas the nearest London Underground Station is located 1.5 kilometres north of the site at Canary Wharf. The nearest cycle hire docking station is at East Ferry Road. The area is served by four bus services (135, D6, D3, & D8) with the nearest stop located at Crossharbour DLR station serving the D3, D6 and D8. As such, the site records a good Public Transport Accessibility Level (PTAL) rating of 4, where 1 is the lowest and 6 is the highest. Although Crossrail will serve Canary Wharf from 2018, this will not affect the PTAL of this site.

Details of the proposal

10 The proposal seeks to redevelop the site to provide a residential-led mixed use development to include a part 13 and part 17 storey building and 196 sq.m. of retail floorspace (Class A1/A3 uses) at ground floor, 664 sq.m. of office floorspace (Class B1 use) at ground and first floors, and 78 self-contained residential units on the upper floors, in addition to associated amenity space, basement refuse and recycling storage and cycle storage.

11 The scheme is proposed to be 'car free' with the exception of eight blue badge spaces.

Case history

12 The application considered here was subject to formal pre-planning application discussions with GLA officers on 18 September and 12 November 2014. GLA officers welcomed the opportunity to engage with the applicant at an early stage in the development process, which resulted in significant improvements to the scheme. The principle of development of the residential-led mixed use redevelopment of the site was supported, however a number of issues were raised with regard to the scale of the development and the amount of public realm proposed, housing, urban design, inclusive design, sustainable development and transport.

Strategic planning issues and relevant policies and guidance

13 The relevant issues and corresponding policies are as follows:

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|---------------------------|---|
| • Mix of uses | <i>London Plan; Town Centres SPG</i> |
| • Housing | <i>London Plan; Housing SPG; Housing Strategy; draft Interim Housing SPG; Shaping Neighbourhoods: Play and Informal Recreation SPG; Shaping Neighbourhoods: Character and Context SPG</i> |
| • Affordable housing | <i>London Plan; Housing SPG; Housing Strategy; draft Interim Housing SPG</i> |
| • Density | <i>London Plan; Housing SPG; draft Interim Housing SPG;</i> |
| • Urban design | <i>London Plan; Shaping Neighbourhoods: Character and Context SPG; Housing SPG; Shaping Neighbourhoods: Play and Informal Recreation SPG</i> |
| • Tall buildings/views | <i>London Plan;</i> |
| • Inclusive access | <i>London Plan; Accessible London: achieving an inclusive environment SPG;</i> |
| • Sustainable development | <i>London Plan; Sustainable Design and Construction SPG; Mayor's Climate Change Adaptation Strategy; Mayor's Climate Change Mitigation and Energy Strategy; Mayor's Water Strategy</i> |
| • Transport and parking | <i>London Plan; the Mayor's Transport Strategy.</i> |

14 For the purposes of Section 38(6) of the Planning and Compulsory Purchase Act 2004, the development plan in force for the area is the 2010 Tower Hamlets Core Strategy, the 2013 Tower Hamlets Managing Development Document and Adopted Policies Map, 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 National Planning Practice Guidance.
- Minor Alterations to the London Plan: Housing Standards and Parking Standards (Draft 2015)
- City in the East (2015)
- The Council's South Quay Masterplan Supplementary Planning Document (2015)

Principle of development

16 The site lies within the Isle of Dogs Opportunity Area, as identified in the London Plan. London Plan Policy 2.13 and Table A1.1 states that the Isle of Dogs Opportunity Area is capable of accommodating at least 10,000 homes, and 110,000 jobs up to 2031. The London Plan recognises that the north of the Isle of Dogs forms a strategically significant part of London's world city offer for financial, media and business services. It also makes clear that parts of the area have significant potential to accommodate new homes, and that there is scope to convert surplus business capacity south of Canary Wharf to housing and to support a wider mix of services for residents, workers and visitors. The London Plan also identifies the potential at Crossharbour for less car dependent more sustainable development providing a wide range of uses. It also acknowledges the need to address barriers to the delivery of development within the Opportunity Area, including through the need for more effective coordination of social infrastructure. London Plan Policy 2.13 states that development in Opportunity Areas is expected to optimise residential and non-residential densities, provide necessary social and other infrastructure to sustain growth, and contain a mix of uses.

17 The site is also 100 metres west of Crossharbour town centre which is identified in the London Plan as a 'potential District Town Centre'. As set out in London Plan Policies 2.15 and 4.7 areas in and around town centres are most appropriate for higher density development and development proposed in edge of centre locations should be well integrated with the town centre.

Loss of office space

18 The proposal involves the loss of 4,478 sq.m. of existing B1 office space to be replaced with 664 sq.m. of new office floorspace (Class B1) at ground and first floor levels. As stated in paragraph 16 above, the London Plan recognises that there is scope to convert surplus business capacity south of Canary Wharf to housing. Local policy objectives also direct new larger scale office premises to be located in Preferred Office Locations (POL) and the Tower Hamlets Activity Area around Canary Wharf, with smaller flexible office space to be provided on the edge of centre sites.

19 The site is not within a POL but is situated at the edge of Crossharbour town centre. To respond to local policy DM15, the applicant has provided an assessment of the current market demand for similar office floorspace in the vicinity of Boatman's House which shows that the existing office building in its current state no longer presents a viable prospect for continued employment use. The applicant therefore proposes to deliver 664 sq.m of new employment floorspace as flexible units to meet the needs of Small and Medium Enterprises.

20 The re-provision of flexible workspace for small and medium sized businesses is consistent with London Plan 4.2. However, this is subject to the Council being satisfied with the applicant's justifications and quantum of office re-provision.

Retail use

21 In addition to the B1 floorspace, the proposal includes the provision of a flexible A1/A3 unit of 196 sq.m. at ground level. London Plan Policy 4.7 states that the scale of any retail provision should be related to the size, role and function of the existing town centre and its catchment.

22 The inclusion of the retail unit in this edge of centre location would not raise any strategic issues given its size.

Housing

23 London Plan Policy 3.3 seeks to increase London's supply of housing and in doing so sets borough housing targets, of which Tower Hamlets' minimum annual target is 3,931 additional homes per year between 2015 and 2025, which the proposals will contribute towards.

24 Given the strategic support for the provision of housing and the site's location within an Opportunity Area, the principle of the redevelopment of this site for predominantly housing secures the implementation of London Plan policy and is supported.

Open space

25 In accordance with London Plan Policy 7.18, and in light of the significant potential for substantial change within the Isle of Dogs, it is important that sufficient publicly accessible open space is provided as part of emerging development proposals in the area.

26 The application includes an amenity space for both residents and the public along the dockside of the development. This space accounts for 25% of the total size area.

27 The provision of an area of public open space on site is strongly supported in accordance with London Policy 7.18. However, some concern is raised with regards to the landscaping design and appearance of this space, and how it links with its wider context as explained in the urban design section of this report.

Summary

28 The proposal for a residential-led mixed use development is broadly consistent with the policy aspirations for the area and has strong strategic support, subject to the provision of a high quality open space to contribute towards the provision of necessary social and other infrastructure to sustain growth in accordance with the emerging Isle of Dogs Opportunity Area Planning Framework (OAPF).

Housing and affordable housing

29 The application includes a total of 78 residential units. A detailed housing schedule is provided below:

	Private	Affordable rent	Total
1 bed	24	2	26 (33.3%)
2 bed	24	2	26 (33.3%)
3 bed	24	2	26 (33.3%)
Total	72 (92%)	6 (8%)	78 (100%)

Table 1: Residential unit breakdown of size and tenure

Affordable housing

30 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. Policy 3.12 also states that affordable housing should normally be provided on site.

31 The proposal currently includes six affordable housing units on the second and third floors, which represents 8% of overall housing provision. The applicant has submitted a viability appraisal in support of its proposals which is being independently assessed by the Council. It is therefore not possible at this stage to determine whether the application provides the maximum reasonable amount of affordable housing in accordance with London Plan Policy 3.12. However, GLA officers consider that the overall initial offer is low compared to other schemes in the area and the applicant is asked to re-visit and increase its offer before the scheme is referred back at stage 2.

32 London Plan Policy 3.11 establishes a strategic target that 60% of affordable housing provision be for social housing (comprising affordable rent and social rent) and 40% for intermediate provision. The Council, in its Managing Development Document, requires proposals to provide affordable housing on a 70:30 social housing to intermediate housing split. It is proposed that all of the affordable units are for affordable rent. Whilst the proposed tenure is not in accordance with the strategic tenure split target established in London Plan Policy 3.10 or the local tenure split, if it can be confirmed by the Council that the provision of affordable rent units meets local needs, a variation from strategic policy would be acceptable.

33 Both the Council's independent viability assessment should be shared with GLA officers before the application is referred back to the Mayor at stage 2 in order to assess compliance with London Plan Policy 3.12, notably that the maximum reasonable amount of affordable housing is being achieved on site.

Housing choice

34 London Plan Policies 3.8, 3.9 and 3.11, together with the Mayor's Housing SPG and the Housing Strategy, seek to promote housing choice and to ensure that mixed and balanced communities are created in new development through, for example, the provision of a mix of tenures and unit sizes across the development, including the priority need for affordable family sized units.

35 Table one provides the indicative unit mix at this stage, which shows that the development will provide an equal split of one, two and three bedroom dwellings. The number of family dwellings equates to 33% of the overall housing provision which is positive; however only 2 of the 26 family apartments are affordable accommodation. This does not accord with local policy DM3 or with London Plan Policy 3.11, which establishes that strategic priority be afforded to the provision of affordable family homes. The applicant has explained that the mix of affordable housing has largely been determined by the need to keep the affordable units on the same floors of the building for building management purposes. Whilst the issues related to the management of the affordable units are understood, as the affordable units share the same core over two floors, GLA officers are of the view that the number of affordable family housing could be increased. Tower Hamlets Council should satisfy themselves that the proposed mix meets local needs for family housing.

Taking into account the new national housing standards and the draft Minor Alterations to the London Plan (MALP), the applicant has advised that eight dwellings (10%) would be wheelchair adaptable units to meet the relevant Building Regulations Part M4(3) requirements and that the remaining 90% of units would meet the Building Regulations Part M4(2) requirements. This is in line with London Plan Policy 3.8, however, it is not clear from the submitted documents which are the wheelchair accessible dwellings. A condition should be secured by the Council to secure the M4(2) and M4(3) requirements, with a plan to identify which units will be 'wheelchair user dwellings', prior to commencement. The inclusive design section of this report provides further detailed comments on the accessibility of the units.

Residential density

36 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.

37 As noted in paragraph 9, the site has a public transport accessibility level (PTAL) of four; it has also the characteristics of an urban area. However it is acknowledged that the setting is changing, and becoming more central in character. The London matrix therefore suggests a residential density of between 200 and 700 habitable rooms per hectare (hr/ha) for this site. This rises to 650-1,100 hr/ha for central sites.

38 The applicant proposes a density of 2,711 habitable room per hectare. This has been calculated proportionally as per the methodology set out in the London Plan for mixed-use development. The applicant proposed density therefore significantly exceeds the upper density range of the London Plan.

39 While there is not an in-principle objection to high density developments, as the London Plan now gives a greater emphasis on the need for high density housing developments in appropriate locations such as opportunity areas, the Mayor's Housing SPG is clear that in assessing the appropriateness of the proposed density, it is vital that the development accords with the design principles of the London Plan, that the residential units are of a high standard, that sufficient and quality amenity space and play provision is provided and that there is sufficient community, health and education provision in the immediate area. The development should also be compatible with the local context and public transport accessibility, and should not exhibit the symptoms of an over development.

40 Concerns are raised in the relevant sections of this report regarding a number of these elements which will need to be addressed if a high density proposal is to be acceptable.

Residential quality

41 London Plan Policy 3.5 promotes quality in new housing provision, with further guidance provided by the Mayor's Housing SPG, draft interim Housing SPG, and the Mayor's Housing Standards Policy Transition Statement. As set out in the Mayor's Housing SPG, proposals above the London Plan density matrix should be exemplary. Key factors such as floor-to-ceiling heights, orientation, maximising ground-floor individual access points, and number of units per core, are all essential to achieving high residential quality, and are of particular importance when assessing residential quality.

42 The residential quality proposed is generally high. It is noted that the units meet or exceeds the minimum space standards within Table 3.3 and that each residential unit within the scheme is provided with a private balcony, which is welcomed. Further comments on residential quality and the aspects mentioned in the above paragraph are made in the urban design section of this report.

Children's play space

43 London Plan Policy 3.6 seeks to ensure that development proposals include suitable provision for play and recreation. Further detail is provided in the Mayor's Shaping Neighbourhoods: Play and Informal Recreation Supplementary Planning Guidance. Based on the proposed number of units and tenure mix and the GLA calculation set out in the SPG, it is anticipated that the development will be home to 17 children, requiring 170 sq.m. of dedicated play space to be delivered on site across all age ranges.

44 The applicant has identified an area for children to play on the 13th floor of the building. The landscaping strategy suggests that 258 sq.m. of that space is used as 'integrated' play for all ages and 31 sq.m. for 0-11 years old. The same area is also allocated as a communal roof top amenity space for the use of residents. For children over 12, the applicant has shown in its landscape strategy that areas of play space exist within the Mayor's recommended safe travel distances from the site and provide suitable play provision for this age group.

45 Whilst it is accepted that suitable play provision for children aged 12+ may be within a reasonable walking distance from the development, the applicant has not clearly identified a 'dedicated' play area on site for children aged 0 to 11. From the submitted drawings, it does not seem either that children from the affordable units will be able to access the roof top space. Furthermore, based on the findings of the wind micro climate assessment and the landscape strategy submitted with the application, officers are unconvinced that the proposed play space on the 13th floor of the building will be a suitable in terms of wind, safety and quality and that it will be used by residents.

46 As the development should be exemplary given the proposed density of the scheme, the applicant is advised to review its play strategy to provide suitable play provision for all children that is of quality and stimulating for children. As part of its public realm strategy, ways of integrating some play space at ground floor should be explored.

Urban Design

47 Good design is central to the objectives of the London Plan and is specifically promoted by the policies contained within chapter seven which address both general design principles and specific design issues. The Mayor's Housing SPG sets out guidance for residential design.

48 The proposal has been subject to a number of positive design amendments following pre-application discussions and this has resulted in an increase of public realm (25% of the site area) and a simplified massing configuration. The applicant has also worked from the outset to set back the building enough from the dock edge to create a public space and to maximise the extent of commercial active frontage onto the public realm which is welcomed.

49 As discussed at pre-application stage, and notwithstanding the above positive factors of the proposals, the applicant should provide further detail to demonstrate how the scheme will be designed to link successfully with its wider context, in terms of aligning with pedestrian routes, established and emerging sequences of public realm and open space. Officers note that the site's immediate context is currently made up of a disparate sequence of residential blocks, office buildings and car parks and the proposals should therefore include a more extensive public realm strategy that links with neighbouring sites and provides an indication on how this could contribute towards establishing a consolidated public realm strategy for the wider dockside. An indicative plan should be provided before the application is referred back at stage 2 showing how the surrounding developments will/may be laid out to create quality public spaces with active frontages and active routes to the waterfront, particularly because the site to the south of the application site is likely to be redeveloped.

50 Officers welcome the intention to create a defined area of public realm along the dockside, and this has the potential to set a precedent for a more extensive sequence of open spaces further to the north along the dockside. Nevertheless, some concern is raised with regards to the landscaping design and appearance of this space which is currently at risk of displaying corporate type characteristics that would detract from the need to establish a welcoming residential environment, in line with the changing character of the site's context which includes the emerging (under construction) Turnberry Quay development.

51 Similarly, further consideration should be given to providing an alternative access point to the residential core along the northern edge of the block to provide more activity along this edge and also to respond to the likely high levels of footfall from Crossharbour DLR station via Lanark Square. The entrance area to the affordable core should also be designed to provide a welcoming and legible route into the building, and the applicant is advised to enlarge its opening accordingly to form a more generous lobby area.

52 The efficient footprint of the block provides the potential for a high standard of residential accommodation, with cores positioned along the northern edge of the building to optimise the number of south facing and dual aspect units while also achieving efficient core to unit ratios on each floor. The applicant should however be mindful of the need to avoid overheating to single aspect south facing units and mitigation measures should be designed into the building's south facing façade to address this. It is noted that the residential layout has been reconfigured following pre-application discussion to remove north facing single aspect one bed units, which is welcomed. In addition, floor to ceiling heights should achieve a minimum of 2,600mm to optimise daylight/sunlight penetration to all units.

53 The part 13/part 17 storey massing configuration is supported in the context of this well connected location, and the removal of a third massing element has resulted in a more refined and elegant building form, which is further enhanced by the simple grid-like articulation that successfully links the two massing elements together. The applicant has submitted a series of key townscape views which indicate that the scale and massing of the proposal would sit comfortably in relation to the emerging larger scale residential development in the wider Isle of Dogs. As set out above, further consideration should however be given to the securing the highest possible quality of public realm at the base of the block, taking into account the wind and daylight/sunlight studies submitted by the applicant, particularly given the relatively narrow separation distances with neighbouring blocks.

54 The simple architectural response to the site which includes the intention to use varying tones of high quality brickwork to differentiate between the two elements, along with a clear vertical emphasis achieved by the regular spacing of brick piers is supported. The Council is encouraged to secure key details of ground/first floor curtain walling, balconies and window reveals to ensure the highest quality of architecture is built through.

Strategic views

55 The development proposal would appear in strategic view point 5A.1, which is the London Panorama from the General Wolfe statue in Greenwich Park as set out in the Mayor's London View Management Framework (LVMF) SPG. It would also lie in the wider setting of the Greenwich Maritime World Heritage Site.

56 The applicant has submitted a townscape and visual impact assessment. This assessment shows that the development would be barely discernible within the already consolidated backdrop of modern development on the Isle of Dogs and that the building would be concealed by the mature trees in Island Gardens.

57 Having reviewed the information submitted by the applicant, and in accordance with the LVMF guidance, GLA officers are satisfied that the proposals will not distract from the Panorama as a whole and that there will be no detrimental impact on the character and wider setting of the Greenwich Maritime World Heritage Site or its outstanding universal value.

58 The assessment provided by the applicant also shows that although the proposed development will be seen from Mudchute Park (designated Metropolitan Open Land) and will make a change to the composition of the urban skyline beyond the park, it will not detrimentally impact on the open character of the MOL.

Inclusive design and access

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

60 As stated in the housing section of this report, it should be clear on plans where the wheelchair accessible/ adaptable flats are located and how many there are. These should be distributed across tenure types and flat sizes. The flats should also have a kitchen and bathroom layout that shows that an M4(3) compliant kitchen / bathroom is possible and that Part M 4(2) 2.25 can be met as it does not appear that there is a clear route 70mm wide to the window from the door in some bedrooms. M4(3) 3.35 also has a similar requirement for a 750mm wide route to the windows from the bedroom door. A plan should be submitted and secured by the Council, prior to commencement, to ensure the design of the scheme has considered the M4(2) and M4(3) standards.

61 The public realm should also provide the highest standards of accessibility and inclusion. Seating should therefore be provided at regular intervals and some of this should incorporate back rests and arm rests to ensure as many people as possible can use the public space. The proposed small ball lights are also a concern and should be avoided in the main path routes; grass options would be better. If the lights were to remain on the path they should have a tactile warning around them so they are not a trip hazard.

62 The application provides the right number of accessible car parking spaces, however, they do not include a 1200mm hatched zone at the side and end of the bays. The transport section of this report also includes comments on the location of the blue badge parking bays.

Blue Ribbon Network

48 London Plan Policy 7.30 seeks to protect and promote the vitality, attractiveness and historical interest of London's remaining docks. The applicant's proposal to create an area of public realm for residents and the public on the dockside of the development and to make the waterfront active contributes to this objective and is strongly supported. However, as mentioned in other sections of this report the quality of this space should be of the highest design quality and the routes/spaces to and along the waterfront comprehensively planned out.

Climate change mitigation

Energy efficiency standards

63 A range of passive design features and demand reduction measures are proposed to reduce the carbon emissions of the proposed development. Both air permeability and heat loss parameters will be improved beyond the minimum backstop values required by building regulations. Other features include low energy lighting and mechanical ventilation with heat recovery.

64 The demand for cooling will be minimised through solar control glazing and shading from balconies.

65 The development is estimated to achieve a reduction of 2 tonnes per annum (1%) in regulated CO₂ emissions compared to a 2013 Building Regulations compliant development. Sample SAP calculation worksheets (both DER and TER sheets) and BRUKL sheets including efficiency measures alone should be provided to support the savings claimed.

District heating

66 The applicant has identified that the Barkantine district heating network is within the vicinity of the development, however connection is not currently being investigated as the distance is greater than 500 metres. The applicant should contact the network operator to determine whether the network operator has proposals for the network to be expanded towards the development now or in the future. Evidence of correspondence should be provided.

67 The applicant has, however, provided a commitment to ensuring that the development is designed to allow future connection to a district heating network should one become available.

68 The applicant is proposing to install a site heat network. However, the applicant should confirm that all apartments and non-domestic building uses will be connected to the site heat network.

69 The site heat network will be supplied from a single energy centre. This will be 187sq.m. in size and located in the basement.

Combined Heat and Power

70 The applicant is proposing to install a 100 kWe 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 50 tonnes per annum (29%) will be achieved through this second part of the energy hierarchy.

71 The size of the CHP appears very large for the number of units within the scheme, for instance for a development of 78 units a CHP in the order of 20-40kWe would be expected (dependent on the heat demand of the dwellings). Further still, the electrical output of the CHP quoted in the energy strategy suggests the operation of the CHP is in the region of 1,000 hours, which is significantly below the 4,000-5,000 operational hours considered to be required for financial viability. The applicant should therefore review the size of the CHP. The applicant should provide suitable monthly demand profiles for heating, cooling and electrical loads, an estimate of the total running hours for the CHP and further commentary on how the heat demands have been determined. The carbon emission figures should be updated to reflect any changes to the size of the CHP proposed as the emission savings from CHP are likely to be reduced with a smaller CHP engine.

72 The applicant should ensure that CHP is appropriate for this particular development. Information on the management arrangements proposed for the system should be provided, including anticipated costs, given that the management and operation of small CHP systems can significantly impact their long term financial viability.

Renewable energy technologies

73 The applicant has investigated the feasibility of a range of renewable energy technologies and is proposing to install 90sq.m. of photovoltaic (PV) panels on the roof of the development. A roof layout has been provided.

74 A reduction in regulated CO₂ emissions of 5 tonnes per annum (3%) will be achieved through this third element of the energy hierarchy.

Overall carbon savings

75 A reduction of 57 tonnes of CO₂ per year in regulated emissions compared to a 2013 Building Regulations compliant development is expected, equivalent to an overall saving of 33%. The on-site carbon dioxide savings fall short of the targets within Policy 5.2 of the London Plan. While it is accepted that there is little further potential for carbon dioxide reductions onsite, in liaison with the Council the applicant should ensure the short fall in carbon dioxide reductions, equivalent to 3.26 tonnes of CO₂ per annum, is met off-site.

Flood risk and surface water run-off

76 A flood risk assessment (FRA) has been carried out by LBH Wembley. This confirms that the site is located within Flood Zone 3 and benefits from a high standard of flood defence. The FRA has examined a number of modelled breach event and found that in none of those scenarios would the site be inundated. The site is stated as being at medium risk of surface water flooding.

77 The FRA states that finished floor levels should be a minimum of 300mm above the future potential flood levels and that flood resilient construction should be considered. Given the low risk level and the proposed mitigation measures the proposals take an acceptable approach to the risks present at the site and are therefore acceptable in respect of London Plan Policy 5.12

78 Whilst the site itself is not at significant risk of surface water flooding, other areas in the local vicinity are at risk, therefore the application of London Plan Policy 5.13 will be an important consideration for this application.

79 The FRA states that the development will include a green roof and that the residual drainage from the roof should optimally be discharged to the Millwall Dock. Permeable paving with sub surface attenuation will also be considered.

80 The above three sustainable drainage measures are considered to be good practice for this site given its location and the nature of development. There does not however appear to be clear commitment to these measures and it is noted that consent from the Canals and Rivers Trust is required for the discharge to the Dock, such consent has been agreed for other dockside proposals on the Isle of Dogs.

81 Given this uncertainty, a suitable planning condition requiring the agreement of a sustainable drainage strategy to be agreed prior to construction should be applied to any planning permission in order to comply with London Plan Policy 5.13.

Transport

82 The scheme is proposed to be 'car free' with the exception of 8 blue badge spaces. This is welcomed and in accordance with London Plan policy, however, the applicant should also provide appropriate level of blue badge parking within a suitable distance from the affordable entrances. Electric vehicle charge points should also be provided as required by London Plan policy. Tower Hamlets Council should also ensure the scheme will be permit-free through the section 106 agreement.

83 180 cycle spaces are provided for all uses of the site. This complies with London Plan standards and is therefore acceptable. However, further detail should be provided on the location of all cycle parking. The applicant should also clarify why a lower ratio of cycle parking is associated with the affordable units.

84 The applicant has undertaken a multimodal trip impact assessment; however, the modal split has not included public transport modes. In accordance with TfL's Best Practice Guidance, trips should be assigned to public transport modes so that the impacts on the transport network can be determined. Subject to the outcome of this assessment, TfL may seek a contribution to mitigate the impact on the bus network as many of the routes that serve the Westferry Road corridor are already at capacity.

85 The East Ferry Road cycle docking station has limited capacity but scope for extension. TfL expects that these proposals will put pressure on that facility and welcomes discussion with Tower Hamlets Council about the allocating of CIL funding.

86 A delivery and servicing plan (DSP) should be secured by condition prior to occupation of the site. In addition, the applicant should provide a construction logistics plan (CLP) prior to any demolition and construction works commencing. Given the site's location, the applicant should explore the possibility to use water freight during construction. A final travel plan should also be secured by condition and should include a baseline modal split.

Mayoral Community Infrastructure Levy

87 Tower Hamlets Council adopted a CIL on April 1st 2015 and the relevant rates in this instance are £200 per square metre of GIA residential and £70-90 per square metre of GIA retail dependent on the eventual occupier. In addition the Mayor has adopted a CIL and the relevant charge for the London Borough of Tower Hamlets is £35 per square metre GIA.

Local planning authority's position

88 The Council has yet to consider a report on this application at its planning committee.

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. 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 principle of development, Opportunity Areas, housing, urban design, inclusive access, sustainable development and transport are relevant to this application. Whilst the scheme is broadly supported in principle, the application does not comply with the London Plan for the following reasons:

- **Principle of development:** The proposal for a residential-led mixed use development is broadly consistent with the policy aspirations for the area and has strong strategic support. This is subject to the provision of a high quality area of open space and contributions to other social infrastructure in accordance with the emerging Isle of Dogs OAPF.
- **Housing:** Pending the independent assessment of the applicant's viability appraisal, it is not possible at this stage to determine whether the proposal provides the maximum reasonable amount of affordable housing in accordance with London Plan Policy 3.12. The initial offer at 8% is considered to be low and should be increased. The Council should be satisfied with the proposed tenure and unit mix. The M4(2) and M4(3) requirements should be secured by condition. The applicant should review its play strategy to provide suitable provision for all children to play.
- **Urban design:** The applicant should provide further detail to demonstrate how the scheme will be designed to link successfully with its wider context, in terms of aligning with pedestrian routes and established and emerging sequences of public realm and open space. The creation of a defined area of public realm along the dockside is strongly supported, however concerns are raised with regards to the landscaping design and appearance of this space. Further consideration should be given to this space to secure the highest possible quality of public realm at the base of the block. The applicant should seek to provide an alternative access point to the residential core along the northern edge of the block. The entrance area to the affordable core should be reviewed. Mitigation measures should be designed into the building's south facing single aspect units. Key details of ground/first floor curtain walling, balconies and window reveals should be secured by the Council.
- **Inclusive access:** The M4(2) and M4(3) requirements should be secured by condition and a plan should be submitted to identify the units that will be wheelchair user dwellings. Seating with back and arm rests should be provide to make the proposed amenity space inclusive.
- **Climate change:** The on-site carbon dioxide savings fall short of the London Plan targets. The applicant should ensure the short fall in carbon dioxide reductions is met off-site. Further information should be provided on the Barkantine district heating network and to support the energy efficiency savings claimed before compliance with London Plan energy policy can be confirmed. A planning condition requiring the agreement of a sustainable drainage strategy to be agreed prior to construction should be secured by the Council.
- **Transport:** The car-free development is welcomed however further information should be provided on the location of the disabled car parking bays, cycle parking, and on the impact of the development on the bus network and the East Ferry Road docking station. A DSP, CLP and travel plan should also be secured by condition.

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