

Sainsbury's, Fulham Wharf

in the London Borough of Hammersmith & Fulham

planning application no. 2010/02481/FUL

Strategic planning application stage 1 referral (new powers)

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

The proposal

Mixed use redevelopment ranging in height from three to seventeen storeys, comprising a 9,395 sq. m. supermarket, 472 residential units, 731 sq. m. cafe/restaurant (A3/A4), 398 sq. m. community/gym (D1/D2), a riverside walk, landscaped gardens and public open space, use of the jetty as a landscaped ecological area, and associated car and cycle parking, servicing and access.

The applicant

The applicants are **Sainsbury's Supermarkets Ltd** and **Helical Bar plc**, and the architect is **Lifschutz Davidson Sandilands**.

Strategic issues

The principle of **residential-led** redevelopment of this site is acceptable, subject to resolution of the relationship with the **safeguarded wharf** and justification of the proposed quantum of **retail** floorspace.

In **urban design** terms, the scheme is of a high quality. Outstanding issues relating to **inclusive design, children's play space, affordable housing, the blue ribbon network, climate change mitigation** and **transport** need to be addressed.

Recommendation

That Hammersmith & Fulham Council be advised that the application does not comply with the London Plan, for the reasons set out in paragraph 108 of this report; but that the possible remedies set out in paragraph 110 of this report could address these deficiencies.

Context

1 On 26 August 2010 the Mayor of London received documents from Hammersmith & Fulham 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 6 October 2010 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 Categories 1A, 1B, 1C and 3F of the Schedule to the Order 2008:

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

1B: Development (other than development which only comprises the provision of houses, flats, or houses and flats) which comprises or includes the erection of a building or buildings –

(c) outside Central London and with a total floorspace of more than 15,000 square metres.

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 25 metres high and is adjacent to the River Thames.

3F: Development for a use, other than residential use, which includes the provision of more than 200 car parking spaces in connection with that use.

3 Once Hammersmith & Fulham 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 environmental information for the purposes of the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 1999 has been taken into account in the consideration of this case.

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

Site description

6 The 3.15 hectare application site is located on the north bank of the River Thames in the Sands End area of South Fulham. It is in the Sands End Riverside conservation area and is bounded to the north by Townmead Road and William Morris Way, to the west by Comley's Wharf, a safeguarded wharf in the London Plan, and to the east by several 4-storey blocks of flats. The area to the north of the site across Townmead Road is dominated by two-storey terraced housing.

7 The closest part of the Transport for London road network is the Wandsworth gyratory, located south of the river from the site. The A217 Wandsworth Bridge Road, approximately 0.3 kilometres west of the site, forms part of the strategic road network. The site is served by three bus routes, the C3 (Clapham Junction to Earls Court), the 391 (Sands End to Richmond via Hammersmith) and the 424 (Putney Heath to Fulham football club). The routes 28 and 295 can also be accessed a short walk from the site. The site is also within one kilometre (equivalent to a twelve minute walk) of the recently opened Imperial Wharf overground station. The closest underground stations are Parsons Green and Fulham Broadway; however, these lie more than 1 kilometre from the site, which may deter walking. It is considered that the majority of trips from this site to the underground network would be made with an initial bus trip. The site has a public transport accessibility level of between 2 and 3 (on a scale of 1 to 6 where 1 is lowest and 6 is highest).

8 In its current form, the site is in two distinct parts. The eastern half is occupied by an existing single-storey supermarket providing 6,046 sq. m. of retail floorspace, and a surface level

car park providing 309 spaces. The supermarket is accessed from a mini roundabout on Townmead Road. A riverside path of varying width (one to four metres) runs along this part of the site and terminates at the western end of the supermarket car park. The western half of the site is known as Fulham Wharf and is occupied by a series of derelict former warehouse buildings. At the north-west corner of the site is the 4-storey Fulham Wharf warehouse, which dates back to the 1890s and was part of the original Kops Brewery on the site. The warehouse is in a poor condition but is on the Council's local list of buildings of merit.

9 The other notable feature of the site is a large disused jetty of concrete construction. It runs along approximately a third of the site's river frontage. It is disconnected from the riverside and there is no pedestrian access to it from the riverside path.

Details of the proposal

10 The proposed development comprises a replacement supermarket of 9,395 sq. m. gross, on the Fulham Wharf part of the site. The trading space would be located at first floor level, with car parking provided in an enclosed semi-basement level. The new store would front Townmead Road, with a fully glazed facade providing views in and out. The frontage of Fulham Wharf Warehouse is retained and integrated into the design of the new store. Residential development comprising three storey homes with two-storey maisonettes above would be wrapped around the store, screening the car parking and servicing from view. Further flats would be provided above the store, in blocks varying in height between three and seven storeys above podium level on the roof of the store, which also provides a communal landscaped garden for residents. Two towers, one of twelve storeys and one of seventeen storeys, are also proposed, fronting the river. A new riverside square is also proposed at the end of a new pedestrian street connecting Townmead Road with the riverside. This part of the scheme forms the first phase of development.

11 The second phase is the eastern part of the site, which involves the demolition of the existing store and its replacement with residential development in the form of four, seven and nine storey blocks and two further towers of twelve storeys. The blocks are arranged around communal gardens and public open space. A second new pedestrian route through the site will connect William Morris Way to the riverside. Parking is located at basement level.

12 The existing disused jetty is proposed to be used as a landscaped ecological area for wildlife. It is not proposed to be accessible to the public.

Case history

13 The eastern half of the site benefits from an extant planning permission granted in 2008 for a 2,484 sq. m. extension to the existing store. If implemented this would result in a total floorspace of 8,530 sq. m.

14 Pre-planning application meetings were held with the applicant on 17 September 2009 and 3 December 2009.

15 The applicant also attended two TfL pre-application meetings, on 18 November 2009 and 28 June 2010.

Strategic planning issues and relevant policies and guidance

16 The relevant issues and corresponding policies are as follows:

- Mix of uses *London Plan*

- Retail *London Plan; PPG13, PPS4*
- Urban design *London Plan; PPS1*
- Tall buildings/views *London Plan; RPG3A, Revised View Management Framework SPG*
- Access *London Plan; PPS1; Accessible London: achieving an inclusive environment SPG; Planning and Access for Disabled People: a good practice guide (ODPM)*
- Safeguarded wharves *London Plan; London Plan Implementation Report "Safeguarded Wharves on the River Thames"*
- River Thames/flooding *London Plan; Mayor's draft Water Strategy; PPS25, RPG3B*
- Housing *London Plan; PPS3; Housing SPG; Providing for Children and Young People's Play and Informal Recreation SPG, Housing Strategy; Interim Housing SPG; Housing SPG EiP draft*
- Affordable housing *London Plan; PPS3; Housing SPG, Housing Strategy; Interim Housing SPG; Housing SPG EiP draft*
- Density *London Plan; PPS3; Housing SPG; Interim Housing SPG; Housing SPG EiP draft*
- Climate change *London Plan; PPS1, PPS1 supplement; PPS3; PPG13; PPS22; draft PPS Planning for a Low Carbon Future in a Changing Climate; the Mayor's Energy Strategy; Mayor's draft Climate Change Mitigation and Adaptation Strategies; Mayor's draft Water Strategy; Sustainable Design and Construction SPG*
- Transport *London Plan; the Mayor's Transport Strategy; PPG13;*
- Parking *London Plan; the Mayor's Transport Strategy; PPG13*

17 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 Hammersmith & Fulham Unitary Development Plan 2003 (saved policies) and the London Plan (Consolidated with Alterations since 2004).

18 The following are also relevant material considerations:

- The draft replacement London Plan, published in October 2009 for consultation.
- The Hammersmith & Fulham Core Strategy (Pre-Submission Stage).

Principle of development

19 The site is not subject to any strategic designations, but is located in the South Fulham Riverside Regeneration Area as identified in the Council's pre-submission draft Core Strategy. Draft policy SFR states that "*most development sites should be developed for predominantly residential purposes and contribute to the South Fulham Riverside target of 2,200 additional dwellings by 2032*" and that "*the Council will provide more detailed guidance within a Supplementary Planning Document.*" The Fulham Wharf part of the site was previously designated as a local employment zone, but the relevant policies were deleted as part of the Unitary Development Plan policy saving exercise in 2007 and this designation no longer applies.

20 In accordance with the Council's aspirations for the regeneration area, the principle of residential-led redevelopment of this site will make effective use of previously developed under-utilised land and is acceptable in spatial planning terms, subject to a satisfactory relationship with the adjacent safeguarded wharf which is protected for cargo-handling uses; this issue will be considered later in this report. The acceptability of replacing the existing Sainsbury's store with a larger quantum of retail floorspace and its associated impacts need to be fully considered and justified in relation to retail planning policy, in particular the tests set out in PPS4.

Retail

21 London Plan policy 3D.1 seeks to strengthen the role of London's town centres and secure a sustainable pattern of retail provision by encouraging retail, leisure and other related uses in town centres and discouraging them outside town centres. London's strategic town centre network is illustrated on map 3D.1 and in Annex 1. Policy 3D.2 states that the scale of retail, commercial and leisure development should be related to the size and role of a centre and its catchment, and that retail and other service provision should be managed in line with the sequential approach, seeking to reduce car dependency and traffic generation and to improve public transport access to promote more sustainable forms of development. These principles are reflected in draft replacement London Plan policy 4.7 *Retail and town centre development*.

22 National planning policy guidance for retail, leisure and entertainment, offices, arts, culture and tourism and other main town centre uses is provided by Planning Policy Statement 4 (PPS4) *Planning for Sustainable Economic Growth*. PPS4's main objectives include promoting the vitality and viability of town and other centres as important places for communities, delivering more sustainable patterns of development, reducing the need to travel, especially by car, responding to climate change, and promoting the vitality and viability of town and other centres as important places for communities.

23 At the sub-regional level, chapter 5F of the London Plan sets out specific policies for the West London. Policy 5F.1, states that a strategic priority for the sub-region will be to enhance the attractiveness of town centres and manage their restructuring where necessary. Paragraph 5.168 of the London Plan recognises that West London is likely to experience significant growth in consumer expenditure which could generate demand for 145,000 to 227,000 sq. m. of extra comparison goods floorspace to 2016 and that this should be accommodated in town centres in line with policy 2A.8 and chapter 3D.

24 The application proposes 9,935 sq. m. (gross floor area) of retail floorspace. This would provide 7,246 sq. m. net sales area, broken down as 4,459 sq. m. of convenience and 2,787 sq. m. of comparison goods floorspace. The site is not located in an existing or proposed town centre and under the definitions set out in Annex B to PPS4 represents an 'out of centre' location and as such needs to satisfy the sequential and impact tests of PPS4. The applicant has submitted a retail planning statement, which GLA officers are currently in the process of assessing. It seeks to justify the proposed quantum of retail floorspace against the PPS4 tests and local and strategic planning policy and partly relies on the quantum of floorspace already approved by virtue of the extant 2008 permission. It also relies to a degree on the findings of the West London Joint Retail Needs Study Update (May 2010). The GLA has recently raised concerns about the findings of the study update with the Council. These and other aspects of the retail planning statement, including the arguments against disaggregation and the impact of the increase in comparison goods floorspace on Fulham town centre, are potentially of concern. GLA officers will continue to scrutinise the retail planning statement and are likely to seek further information and discussions with the Council and applicant in due course.

25 The applicant is also advised that draft replacement London Plan policy 4.9 is relevant to the proposed development. This states that "*in considering proposals for large retail development, the Mayor will seek contributions through planning obligations where appropriate, feasible and viable, to support the provision of affordable shop units suitable for small independent retailers.*" Clarification is sought as to the applicant's intentions in this regard.

Urban design

26 Good design is central to all objectives of the London Plan and is specifically promoted by the policies contained within Chapter 4B which address both general design principles and specific design issues. London Plan Policy 4B.1 sets out a series of overarching design principles for development in London. Design policies elsewhere in this chapter and the London Plan include specific design requirements relating to tall and large-scale buildings, built heritage, the quality of new housing provision, and the Blue Ribbon Network. Chapter 7 of the draft replacement London Plan sets out design related policies.

27 The proposal has benefited from pre-application design advice from GLA and local authority officers. This has included discussion of a number of options for the development of the site, particularly in terms of its layout, and these have sought to take full account of the constraints and opportunities bearing on the site.

28 The proposed layout reflects this informed discussion and would create two well-defined urban blocks, one on the site of the existing supermarket and one containing the new supermarket to the west. The latter would successfully integrate the potentially recalcitrant box form of supermarket into the local townscape.

29 The prominent entrance frontage of the supermarket on Townmead Road would retain the warehouse facade of the former Kops Brewery building, identified as a building of merit in the conservation area, and maintain the alignment of this facade in the new building. This would allow the creation of a new public space between the supermarket and Townmead Road. The entrance frontage would also successfully interpret the architectural language of this industrial building, notably the saw-tooth roof form, scale and mass, which is well suited to the design requirements of the supermarket. The result is a built form that echoes the present character of the conservation area in this location, given the present condition of comparably scaled industrial buildings immediately opposite two storey Victorian terraces. In this manner the proposal would preserve, and arguably enhance, the character of the conservation area.

30 The otherwise blank eastern and southern sides of the supermarket would be entirely wrapped with residential and other uses, such that the supermarket would be imperceptible from the surrounding public routes. The plant and other back of house functions would be appropriately located on the western elevation adjacent to the safeguarded wharf. The area above the supermarket would accommodate further residential accommodation arranged in a perimeter block. This would be set back from the northern and eastern edges of the block beneath to avoid overbearing the surrounding routes, and also from the western elevation in an effort to mitigate the amenity issues associated with operations on the adjacent safeguarded wharf. However, concerns remain over the relationship between blocks B and T1 and the wharf; these are addressed in paragraphs 49 and 50 below and need to be resolved before the application is referred back to the Mayor at stage two.

31 The proposed layout would enhance the existing route network in the area by providing a new avenue between the riverside and the roundabout junction of William Morris Way and Townmead Road. It would also widen and extend the riverside path along the length of the development. Both the new avenue and riverside path would be lined with residential entrances and active uses, which would promote their vitality and riverside recreation.

32 The merits of opening up a route between the new section of riverside walk and Townmead Road on the western edge of the site, adjacent to Comley's Wharf, have been carefully considered. The creation of an acceptably designed route, especially in terms of security and amenity, in this location is complicated by the retention of the building of merit and the by the irregular boundary

of the adjacent wharf. That being the case this has been omitted but links westwards from the proposed termination of the riverside path could be brought forward in the future. Until such time as that is realised the proposed layout demands that the intuitive way finding at the southern end of the new avenue is supported by signage to ensure that the Thames Path from between the eastern edge of the site and Wandsworth Bridge would be easily navigated.

33 The distribution of scale and massing across the site is well handled. As identified above the scale of development immediately on the Townmead Road frontage reflects that which exists at present. The scale and enclosure in this area is such that the recessed residential development above the supermarket would generally not be perceived in the immediate vicinity of the site. In views from further away, where this would be visible, it would read as a progressive increase in scale towards the river frontage. This approach is also successfully employed on the eastern block.

34 The maximum height proposed on the site is reached in a series of taller buildings of nine, twelve and seventeen storeys that bookend the residential blocks and would, in particular, counter balance the horizontal scale of the podium block. The scale of these blocks are compatible with the width of the river at this point and the character of the riverside development in this area, which already includes a number of buildings of comparable scale and far greater mass, particularly on the southern bank. The slender proportions and architecture of the taller buildings, which retains an element of the industrial architectural language employed elsewhere on the site, is consistent with the high standard demanded by the relevant London Plan policies.

35 The overall architectural approach across the site offers a varied but harmonious modern interpretation of the sites industrial history. The approach to landscape across the site is equally well considered with the design of the various areas of public and communal space carefully developed in response to the particular character and functional requirement of each. The consideration given to the lighting strategy in conjunction with this is welcomed.

36 The architect has given extensive consideration to residential design quality and comprehensively demonstrated that the proposed residential accommodation would largely meet and in many areas exceed the existing and emerging strategic standards. This is welcomed. There remain, however, opportunities to further improve this, notably in the configuration of the units in eastern block on the supermarket podium. These units should be split into two clustered arrangements with each served by one or more access cores rather than the lengthy 68 metre corridor serving fourteen units that is currently proposed.

37 In summary, the proposal is generally very well designed and consistent with the design policies of the London Plan cited above, although opportunities remain to further improve the design through the minor amendments identified in this report. The relationship between blocks B and T1 and the safeguarded wharf also requires further attention.

Inclusive design

38 London Plan policy 4B.5 and draft replacement London Plan policy 7.2 require all future development to meet the highest standards of accessibility and inclusion, and requires design and access statements submitted with planning applications to explain how the principles of inclusive design, including the specific needs of disabled people, have been integrated into the proposed development and how inclusion will be managed and maintained. London Plan policy 3A.5 requires all new housing to be built to Lifetime Homes standards and ten per cent to be wheelchair accessible or easily adaptable for residents who are wheelchair users.

39 The design and access statement explains how the principles of inclusive design have been incorporated into the scheme, including the public realm, retail store, parking and residential

accommodation. All apartments have been designed to Lifetime Homes standards and ten per cent will be suitable for adaptation for wheelchair users. Large scale layout plans of typical Lifetime Home and wheelchair adaptable units have been provided; this is welcomed. The applicant states that the wheelchair units will be spread across both the market and affordable tenures and that there will be a choice of location and house types designed to meet the needs of wheelchair users. Whilst this is acceptable in principle, further information should be provided to demonstrate the location of the wheelchair units and their distribution by tenure, bedroom mix and unit type.

40 There are step-free routes to all building entrances and lift access to all apartments and the basement car park. The only part of the scheme which raises a concern is the level change between the upper and lower podium level, which is necessary due to the headroom requirements of the loading bay below. The applicant should explore options for providing a ramp from the lower to the upper level to enable direct access for wheelchair users, although it is recognised that this may be difficult to achieve.

Children's play space

41 Policy 3D.13 of the London Plan sets out that *"the Mayor will and the boroughs should ensure developments that include housing make provision for play and informal recreation, based on the expected child population generated by the scheme and an assessment of future needs."* This is supported by Policy 3.6 of the draft replacement London Plan.

42 The applicant has estimated that there will be approximately 135 children in the development, expected to be broken down by age group as 61 x 0-4 year olds, 46 x 5-11 year olds, and 28 x 12-17 year olds. A breakdown of this calculation should be provided in order to demonstrate that it has been calculated according to the methodology in the Mayor's supplementary planning guidance 'Providing for Children and Young People's Play and Informal Recreation.' This is required before the proposed quantum of play space in the scheme can be accepted.

Blue ribbon network, safeguarded wharves and flood risk

Blue ribbon network

43 The policies contained within chapter 4C of the London Plan seek to capitalise on the water as an asset and enhance the Blue Ribbon Network in order to improve the quality of life for Londoners. Policy 4C.3 seeks to protect and enhance the biodiversity value of the blue ribbon network. Policy 4C.7 encourages development of new facilities that increase use of the blue ribbon network for passenger and tourist traffic. Policies 4C.10 and 4C.11 collectively seek to increase sport and leisure use on the blue ribbon network and improve access to and alongside it. Policy 4C.13 also seeks to protect and improve mooring facilities particularly in basins or docks. Draft replacement London Plan policies 7.25, 7.26 and 7.27 seek to increase the use of the Blue Ribbon network for passengers and tourism and freight transport, and improve supporting infrastructure and recreational use.

44 The site is in an area that has favourable navigation characteristics to enable river borne freight to be delivered to the site. Furthermore, Sainsbury's are actively seeking to deliver goods to a range of supermarkets by water from distribution centres in East London and Kent. The current proposal makes no provision for such deliveries and the site is clearly of sufficient size to have enabled this. Furthermore the site is only a short distance from the strategic road network, making onward delivery to other stores relatively convenient. The proposal should be revised to incorporate a river borne delivery facility of a scale at least capable of meeting Sainsbury's needs in west London in line with London Plan policy 4C.8 and draft replacement London Plan policy 7.26.

45 The jetty is proposed to be planted as an ecological feature but with no public access. Whilst enhancements to the biodiversity of the blue ribbon network are welcomed in line with London Plan policy 4C.3, the development does not incorporate any uses of the river; this does not comply with London Plan policies 4C.1, 4C.6, 4C.10 or 4C.12, or draft replacement London Plan policies 7.24 and 7.27. The applicant should investigate the need for additional uses of the Thames such as visitor/emergency moorings, sports and recreational uses. In this respect it is recommended that the applicant consults the Thames Strategy Kew-Chelsea appraisal for any particular needs that have been identified.

46 The application should be conditioned to ensure that the removal of bulk demolition waste and delivery of bulk construction materials should be by barge, in line with London Plan policy 4C.8 and draft replacement London Plan policy 7.26.

Safeguarded wharves

47 London Plan policy 4C.9 *Safeguarded wharves on the blue ribbon network* protects safeguarded wharves for cargo-handling uses such as inter-port or transshipment movements and freight-related purposes and the transport of waste. It states that development next to or opposite safeguarded wharves should be designed to minimise the potential for conflicts or use and disturbance. Paragraph 4.166 states that new development next to or opposite wharves should utilise the layout, use and environmental credentials of buildings to design away potential conflicts.

48 The application site is immediately adjacent to the safeguarded Comley's Wharf, which is an active aggregates wharf operated by Cemex. Cemex has recently applied for planning permission for replacement concrete plant, aggregate storage facility, transfer building and transfer conveyor. This application was reported to the Mayor on 1 September 2010 (report reference PDU/2668/01) and was supported in principle as an appropriate use of the site and improved operation and modernisation of a safeguarded wharf.

49 At pre-application stage, the relationship with the safeguarded wharf and the need to minimise the potential for conflict between the two sites was raised with the applicant. GLA officers appreciate the applicant's work in seeking to resolve the treatment of the western boundary of the site; however, concerns remain over the relationship between the single-aspect flats in block B and those at the lower levels of T1 which overlook the wharf at a distance of approximately 25 metres.

50 The applicant has submitted a noise assessment which considers this relationship, in the context of the high industrial noise levels from the wharf. The noise assessment concludes that in order to meet internal noise criteria, the use of openable windows to provide ventilation will need to be avoided, and that an alternative means of ventilation will be required to ensure that the acoustic protection afforded by the glazing is not compromised. It also concludes that the podium courtyard immediately adjacent to the south-western site boundary, and the balconies overlooking the concrete batching plant, are likely to exceed the recommended guidance levels. These conclusions do not appear to have been addressed in the design of blocks B and T1 and as such the relationship is unsatisfactory and the application cannot be deemed compliant with London Plan policy 4C.9, or draft replacement London Plan policy 7.26. Further discussions are necessary to address these concerns in advance of stage two.

Flood risk

51 In accordance with London Plan policy 4A.12, a flood risk assessment has been submitted. The site is located within flood zone 3a and benefits from the protection of the River Thames flood

defences. However, a site-specific assessment of the flood defences along the southern site boundary concluded that much of the flood wall adjacent to the site will likely need to be either replaced or strengthened in order to meet contemporary stability standards over the lifetime of the development.

52 In the event of a breach of the flood defences, the inundation level on Townmead Road would be 4.81 metres to 5 metres AOD. Particular attention should be paid to residual flood risk, and consideration should be given to how the buildings (ground level/ basement which will contain parking and plant) will remain safe during a flood and how the buildings would recover from a flood - this would include ensuring that plant rooms, utilities and lifts remain operational and the ability to pump out the basement level. This should be addressed before the application is referred back to the Mayor at stage two.

Housing

53 London Plan policy 3A.1 seeks to increase London's supply of housing and sets a London-wide target of 30,500 additional homes per year between 2007/8 and 2016/17. Table 3A.1 sets borough housing targets, of which Hammersmith & Fulham's is 450 additional homes per year between 2007/8 and 2016/17. Draft replacement London Plan policy 3.3 seeks provision of at least an annual average of 33,400 additional homes across London up to 2015/16. Table 3.1 sets annual average housing provision monitoring targets for London boroughs, of which Hammersmith & Fulham's is 615 units.

54 The proposed development includes 472 residential units, which represents 105% of the borough's existing annual homes target and 77% of its draft replacement London Plan target. This is welcomed in line with London Plan policy 3A.1 and draft replacement London Plan policy 3.3.

Affordable housing

55 London Plan Policy 3A.10 requires borough councils to seek the maximum reasonable amount of affordable housing when negotiating on individual private residential and mix-use schemes. In doing so, each council should have regard to its own overall target for the amount of affordable housing provision. Policy 3A.9 states that such targets should be based on an assessment of regional and local housing need and a realistic assessment of supply, and should take account of the London Plan strategic target that 35% of housing should be social and 15% intermediate provision, and of the promotion of mixed and balanced communities. In addition, Policy 3A.10 encourages councils to have regard to the need to encourage rather than restrain residential development, and to the individual circumstances of the site. Targets should be applied flexibly, taking account of individual site costs, the availability of public subsidy and other scheme requirements.

56 Policy 3A.10 is supported by paragraph 3.52, which urges borough councils to take account of economic viability when estimating the appropriate amount of affordable provision. The 'Three Dragons' development control toolkit is recommended for this purpose. The results of a toolkit appraisal might need to be independently verified.

57 Where borough councils have not yet set overall targets as required by policy 3A.9, they should have regard to the overall London Plan targets. It may be appropriate to consider emerging policies, but the weight that can be attached to these will depend on the extent to which they have been consulted on or tested by public examination. Hammersmith & Fulham's submission draft Core Strategy proposes a boroughwide target of 40% affordable housing.

58 The application proposes 20% affordable housing, equivalent to 96 units. A viability report has been submitted and is currently being scrutinised by consultants on behalf of the Council. The consultants' conclusions will inform the acceptability of the affordable housing offer, particularly in relation to the requirement of policy 3A.10 to deliver the maximum reasonable amount of affordable housing.

59 The applicant's affordable housing offer has been made on the basis that HCA grant funding will not be available. The applicant has not, however, engaged with the HCA to determine the likelihood of securing an allocation of funding, and has instead proposed an 'upward' cascade mechanism which would allow the amount of affordable housing to increase in future if grant became available. It is unclear what incentive the applicant would have to seek grant funding to provide additional affordable housing in future. Whilst the current uncertainties surrounding the availability of grant funding are recognised, in the absence of discussions with the HCA or any prospective registered social landlords, this approach is unlikely to be acceptable. Further discussions are required in advance of stage two.

60 The distribution of the affordable housing across the site is reasonable and appears to provide some integration of tenures. However, it is disappointing that the affordable housing is entirely away from the river frontage and predominantly on the northern edge of the site, and that many of the units have predominantly northern aspects for habitable and living rooms. The HCA has advised that it would wish to understand better the arrangements for access and control of the communal external space on the podium deck.

Tenure

61 London Plan Policy 3A.9 states that affordable housing targets should be based on an assessment of regional and local housing need and a realistic assessment of supply, and should take account of the London Plan strategic target that within the affordable element 70% of housing should be social and 30% intermediate provision, and of the promotion of mixed and balanced communities.

62 Policy 3.12 of the draft replacement London Plan states that within the 13,200 affordable homes per year target, the Mayor will, and boroughs and other partners should, seek to ensure that 60% is social housing and 40% is intermediate.

63 Within the proposed 20% affordable housing, 60% (59 units) would be intermediate and 40% (37 units) would be social rented. This is a reversal of the draft replacement London Plan target for 60% social rented and 40% intermediate affordable housing. The applicant has sought to justify this with reference to the existing tenure profile in the local area, citing a higher than average proportion of social rented accommodation in the ward and super output area in which the site is located. London Plan policy 3A.9 makes reference to the promotion of mixed and balanced communities and paragraph 3.51 seeks an appropriate balance between social and intermediate housing, having regard to the circumstances of the area. This is reinforced by draft replacement London Plan policy 3.10B, which seeks a more balanced mix of tenures particularly in neighbourhoods where social renting predominates. In this instance, the proposed tenure split is justified by local circumstances and the deviation from the strategic target is therefore acceptable.

Mix of units

64 London Plan Policy 3A.5 encourages a full range of housing choice. This is supported by the London Plan Housing Supplementary Planning Guidance, which seeks to secure family accommodation within residential schemes, particularly within the social rented sector, and sets strategic guidance for councils in assessing their local needs. Policy 3.12 of the draft replacement

London Plan states that within affordable housing provision, priority should be accorded to family housing. Recent guidance is also set out in the London Plan Interim Housing Supplementary Planning Guidance (April 2010) and draft replacement London Plan policy 3.8, which seeks to widen housing choice. Also relevant is policy 1.1C of the London Housing Strategy, which sets a target for 42% of social rented homes to have three or more bedrooms.

65 The proposed mix of units is as follows:

| Unit size | Total | Mix (%) |
|-----------|-------|---------|
| 1-bed | 153 | 32% |
| 2-bed | 205 | 43% |
| 3-bed | 84 | 18% |
| 4-bed | 22 | 5% |
| 5-bed | 8 | 2% |
| Total | 472 | 100% |

66 96 affordable units are proposed, of which 37 are social rented and 59 are intermediate. Within the social rented tenure, sixteen units are 1-bed or 2-bed and 21 are 3-bed or 4-bed, including four 4-bed, 8-person houseplexes. This is equivalent to 57% family-sized (3-bed and 4-bed) units in the social rented tenure, which exceeds the strategic target for 42% of social rented homes to have three or more bedrooms; this is welcomed. However, the provision of intermediate family housing is lower than would be sought. The difficulty in providing large intermediate homes is acknowledged; however, it is a local and regional priority and the proposed mix will need further justification.

67 Whilst the unit size mix within the private residential accommodation is heavily skewed towards 1-bed and 2-bed units, the scheme also provides a significant proportion of 3-bed and 4-bed units as well as some 5-bed houses, which are a welcome contribution towards the supply of family-sized housing. The Council should be satisfied that the proposed mix properly reflects local need.

Housing density

68 London Plan Policy 3A.3 outlines the need for development proposals to achieve the highest possible intensity of use compatible with local context, the design principles of the compact city, and with public transport accessibility. Table 3A.2 of the London Plan provides guidelines on density in support of policy 3A.3. Draft replacement London Plan Policy 3.4 states that density should be optimised within the relevant density range shown in Table 3.2.

69 The site has a public transport accessibility level of 2-3 and for the purposes of the density matrix is in an urban setting. Based on total site area, the proposed density is 446 habitable rooms per hectare. As set out in preceding paragraphs, the design of the scheme is generally well considered, produces good quality residential accommodation in a good mix of sizes and is well related to its context. The density of the development is therefore considered to be acceptable; however, taking account of the mixed use nature of the development, the applicant should specify scheme density based on net residential site area (i.e. excluding non-residential floorspace) using the 'Greenwich' method.

Climate change

70 The London Plan climate change policies as set out in chapter 4A collectively require developments to make the fullest contribution to the mitigation of and adaptation to climate change and to minimise carbon dioxide emissions (Policy 4A.1). Chapter 5 of the draft replacement London Plan also requires developments to make the fullest contribution to minimising carbon dioxide emissions.

Climate change mitigation

71 London Plan policies 4A.4-11 focus on mitigation of climate change and require a reduction in a development's carbon dioxide emissions through the use of passive design, energy efficiency and renewable energy measures. The London Plan requires developments to make the fullest contribution to tackling climate change by minimising carbon dioxide emissions, adopting sustainable design and construction measures and prioritising decentralised energy, including renewables.

Energy efficiency standards

72 In accordance with London Plan policy 4A.3, 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 requirements set by building regulations. Other features include energy efficient lighting, the use of natural ventilation where possible and use of mechanical ventilation with heat recovery in select apartments.

73 The development is estimated to emit 2,113 tonnes of regulated carbon dioxide emissions per annum after the application of passive design and energy efficiency measures. Based on the information provided, the proposed development is unlikely to achieve any carbon savings from energy efficiency alone compared to a 2010 Building Regulations compliant development. However, a reduction in regulated carbon dioxide emissions of 17.5% compared to the target emissions rate of a 2006 Building Regulations compliant development will be achieved through this first element of the energy hierarchy. On a whole energy basis, i.e. including regulated and unregulated, a reduction of 13% from energy efficiency is proposed.

74 Using 2010 Building Regulations compliant software, the applicant should investigate additional measures that could be adopted to enable the development to exceed 2010 Building Regulations compliance through energy efficiency alone.

District heating

75 London Plan policy 4A.6 requires all developments to demonstrate that their heating, cooling and power systems have been selected to minimise carbon dioxide emissions. It states that heating and cooling infrastructure should be designed to allow the use of decentralised energy (including renewable generation) and for it to be maximised in the future.

76 No information has been provided on the potential to connect to external district heating systems. The applicant should investigate whether there are any existing or planned district heating networks within the vicinity of the development. Where a connection is not available at the present time or timescales are not compatible, the applicant should commit to ensuring the development is designed to allow future connection to heat networks should they become available.

77 The applicant has, however, made a commitment to implementing a single site wide energy network served by a single energy centre serving all phases of the development. This accords with London Plan policy.

78 The applicant should provide a schematic drawing showing all dwellings and building uses connected to the heat network. The applicant should also show how the development will evolve during phasing. The location and indicative layout of the energy centre should also be provided on a drawing.

Combined heat and power

79 A 412kWe combined heat and power (CHP) unit has been proposed and has been sized to meet the base heating loads. The applicant should ensure that the CHP is optimised to provide the base domestic hot water heating and a proportion of space heating requirements. The applicant indicates that the electrical output will be used for landlord systems on site, including the Sainsbury's store, thus replacing grid electricity.

80 The development is estimated to emit 1,517 tonnes of regulated carbon dioxide emissions per annum after the application of CHP. A further reduction in regulated carbon dioxide emissions of 28% will be achieved through this second part of the energy hierarchy. Expressing this on a whole energy basis, a reduction of 15% from CHP is planned.

Renewable energy

81 London Plan policy 4A.7 and draft replacement London Plan policy 5.7 require the inclusion of complementary on-site renewable energy technologies. A 200 sq. m. photovoltaic (PV) roof array is proposed to serve the development. The applicant should provide roof drawings showing the amount of roof space potentially available for PV.

82 The development is estimated to emit 1,504 tonnes of regulated carbon dioxide emissions per annum after the application of renewable energy. A reduction in regulated carbon dioxide emissions of approximately 1% will be achieved through this third element of the energy hierarchy. On a whole energy basis, a reduction of 0.3% from renewable energy is proposed.

Summary

83 The estimated regulated carbon emissions of the development are 1,504 tonnes of carbon dioxide per year after the cumulative effect of energy efficiency measures, CHP and renewable energy has been taken into account.

84 The tonnes of carbon dioxide per year reduction compared to a 2010 Building Regulations compliant development should be provided, along with the overall percentage reduction in regulated emissions.

Climate change adaptation

85 London Plan policy 4A.3 seeks to ensure future developments meet the highest standards of sustainable design and construction, and policy 4A.9 identifies five principles to promote and support the most effective adaptation to climate change. These are to minimise overheating and urban heat island effects; minimise solar gain in summer; incorporate sustainable drainage systems; minimise water use; and protect and enhance green infrastructure. Specific policies relate to overheating (4A.10), living roofs and walls (4A.11) and sustainable drainage (4A.14). Further guidance is provided in the London Plan Sustainable Design and Construction SPG. Policies 5.3, 5.9 to 5.12, 5.15 and 6.13 of the draft replacement London Plan are also relevant.

86 The applicant has submitted a sustainability statement which provides a satisfactory response to the above policies and the standards in the Sustainable Design and Construction SPG. Specific sustainability measures include incorporating sustainable urban drainage systems such as

green roofs and rainwater harvesting. 100% of surface water will be discharged to the River Thames, which accords with London Plan policy 4A.14. Water consumption will be reduced to a maximum of 105 litres of water per person per day. In accordance with London Plan policy 4A.10, the risk of overheating has been minimised by balancing the proportions of solid and glazed areas to limit solar gains in summer and heat loss in winter. Overall, the development is acceptable in relation to London Plan climate change adaptation and sustainability policies.

Transport

Background

87 The development site is located within the Fulham Riverside Regeneration Area, for which a transport study is being undertaken by the Council. TfL has been involved in discussions with the Council in relation to the study and understand that the findings may be used to assist in determining the appropriate levels of development and associated mitigation measures for applications within the study area. This development should not compromise the wider objectives of the study area and TfL encourages the applicant to liaise closely with the Council regarding this.

Trip generation and mode split

88 TfL agrees with the overall approach taken to calculate the retail trip generation and that the proposed supermarket extension will result in a lesser net increase in trips than would be created by a newly built store of equivalent size. The methodology in the transport assessment assumes that for every 1% increase in floor area, there will be a 0.22% increase in trips. TfL requests that the applicant provides further evidence of comparable sites from the TRAVL and TRICS databases including those within the Greater London area in order to validate this assumption. This is necessary to ensure compliance with London Plan policy 3C.2 *Matching development to transport capacity* and draft replacement London Plan policy 6.3 *Assessing transport capacity*.

89 TfL considers that the trip generation for the residential part of the development is acceptable. The overall mode split and distribution of trips is also acceptable.

Highways impact

90 TfL considers that mitigation measures are likely to be needed to relieve anticipated traffic impact at the Wandsworth Bridge Road / Townmead Road junction. The proposed development would further worsen the congestion encountered at this junction particularly during the PM peak. Therefore, the applicant will need to contribute towards junction capacity improvements at this junction. The exact scope and cost of this work will need to be agreed between TfL and the council, having regard to the Fulham Riverside transport study. The above measures will ensure compliance with London Plan policies 3C.2 *Matching development to transport capacity* and 3C.17 *Tackling congestion and reducing traffic* and draft replacement London Plan policies 6.3 *Assessing transport capacity* and 6.11 *Smoothing traffic flow and tackling congestion*.

Car parking

91 There are currently 309 spaces serving 6,024 sq.m. of retail floorspace, a ratio of one space per 20 sq. m. Car parking for the retail and residential elements proposed will be separate and self contained.

92 460 car parking spaces are proposed for the retail element of the site, of which 23 will be disabled bays and ten will be equipped with electric vehicle charging points. This equates to a ratio of one space per 20 sq. m. of retail floorspace. Although this is within the London Plan maximum

standards for retail developments with a public transport accessibility level of 2/3, it is considerably higher than the standard in the Hammersmith & Fulham UDP which allows a maximum of one space per 75 sq. m. retail floorspace for customers plus one space per 600 sq. m. for staff.

93 TfL agrees that the vehicular trip generation should not be calculated on a pro-rata basis for the extension of the store. Therefore it is deemed inappropriate that the car parking proposed represents a pro-rata increase, leading to retaining a car parking ratio of one space per 20 sq. m.

94 As raised at pre-application stage, the car parking has been calculated using a predict and provide approach, catering for the absolute busiest scenario, rather than a restrictive approach, requiring the minimum necessary car parking level as advocated in the London Plan. Any excess car parking provision will encourage unnecessary car journeys, causing congestion on the road network, in particular on Wandsworth Bridge Road. In addition, this will undermine travel plan measures to increase trips to the store by sustainable modes of transport, with the aim to achieve a 9% mode shift over five years. TfL therefore requests that retail car parking provision is reduced in accordance with objectives set out in the London Plan.

95 235 parking spaces are proposed for the residential units, which will include 27 disabled bays, 6 car club bays and 47 spaces will be equipped with electric vehicle charging points. This represents a ratio of 0.5 spaces per unit which TfL considers appropriate for a site with a public transport accessibility level of 2/3 and is considered compliant with London Plan standards.

Buses

96 The development proposals would result in a significant increase in bus passengers. The transport assessment predicts approximately 100 additional trips on the bus network during the peak periods. Therefore TfL requests £1.7m to be paid over a five year period subject to a Route Sponsorship Agreement. It is expected that this would be used to convert the existing 391 route to double deck operation in order to mitigate the increased demand as a result of this proposal.

97 In order to encourage the use of buses to and from the site, and to promote inclusive accessibility to all users of the proposed development, TfL considers that five bus stops in the vicinity of the development should be upgraded, and accordingly, requests a contribution of £54,000. These contributions will ensure consistency with London Plan Policy 3C.20 *Improving conditions for buses* and draft replacement London Plan policy 6.7 *Buses, bus transits, trams*.

Cycling

98 The cycle parking proposed for all elements of the development are satisfactory and meet the relevant standards. TfL expects the applicant to deliver improvements to the cycling environment in order to encourage and enable trips by bicycle in line with London Plan policy 3C.22 *Improving conditions for cycling* and draft replacement London Plan policy 6.9 *Cycling*.

Pedestrian environment

99 Overall, the proposals will deliver improvements to the pedestrian environment, including natural surveillance and an improved link to the river. The transport assessment identifies issues with both pedestrian crossing facilities and legibility in close proximity. These and other pedestrian improvements may also be delivered in line with the outcomes of the Fulham Riverside transport study where appropriate.

100 The transport assessment identifies poor quality crossing facilities for pedestrians at the Wandsworth Bridge / Townmead Road junction, TfL expects these crossings to be upgraded to a

high standard in accordance with TfL guidelines. These works must be secured through a Section 278 or Section 106 or benefits in kind. Pedestrian signage should be developed based on the principles of the Legible London wayfinding system.

101 The above measures will ensure compliance with London Plan policy 3C.22 *Improving conditions for walking* and draft replacement London Plan policy 6.10 *Walking*.

Construction, freight and deliveries

102 A framework servicing management plan has been submitted with the application. TfL welcomes the measures outlined to minimise highway and traffic impact from servicing activities. TfL recommends that a full servicing management or delivery and servicing plan is secured by planning condition, to be submitted and agreed prior to occupation.

103 TfL requests submission of a construction logistics plan, which should seek to minimise impact on the highway network during the course of construction. The river should be used for transporting construction materials. These measures will ensure general conformity with London Plan policy 3C.25 *Freight strategy* and draft replacement London Plan policy 6.14 *Freight*.

Travel plan

104 Both the retail and residential travel plans submitted with this application have passed the ATTrBuTE assessment and are considered acceptable in their current form. TfL requests that both travel plans are secured, enforced, monitored, reviewed and funded through the section 106 agreement. This will ensure compliance with London Plan policy 3C.3 *Matching development to transport capacity* and draft replacement London Plan policy 6.3 *Assessing transport capacity*.

Conclusion

105 To conclude, TfL requires further validation for the trip generation and a reduction in car parking for the retail element, a contribution of £1.7m towards bus service improvements, £54,000 towards bus stop upgrades and a legal agreement should be secured excluding residents from eligibility for on-street parking permits. A delivery and servicing plan, construction logistics plan, travel plans and an agreement regarding bus driver facilities and bus standing provision need to be secured by planning obligation or condition. Appropriate junction capacity, pedestrian and cycling improvements should also be agreed between TfL, the council and the applicant in order to mitigate the impact of this development.

Local planning authority's position

106 As yet unknown.

Legal considerations

107 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

108 There are no financial considerations at this stage.

Conclusion

108 London Plan policies on retail, urban design, inclusive design, children's play space, blue ribbon network, safeguarded wharves and flood risk, housing, climate change and transport are relevant to this application. The application complies with some of these policies but not with others, for the following reasons:

- **Principle of development:** the principle of residential-led mixed use development is acceptable, subject to full justification of the proposed quantum of retail floorspace and a satisfactory relationship with the adjacent safeguarded wharf.
- **Retail:** the proposed quantum of retail floorspace is in the process of being considered; further information and discussions may be sought in order to ensure compliance with London Plan retail policies.
- **Urban design:** the scheme is of a high quality and broadly complies with London Plan design policies. However, there are opportunities to further improve the scheme through minor amendments and the relationship of blocks B and T1 with the adjacent safeguarded wharf require further attention.
- **Inclusive design:** the provision of 100% Lifetime Homes and 10% wheelchair accessible units complies with London Plan policy 3A5, but further information on the distribution of wheelchair accessible units should be provided. The applicant should also explore options for providing ramped access between the lower and upper podiums.
- **Children's play space:** the applicant should demonstrate that the estimated child yield has been calculated according to the methodology in the Mayor's supplementary planning guidance 'Providing for Children and Young People's Play and Informal Recreation' before the quantum of play space can be considered acceptable against London Plan policy 3D.13.
- **Blue ribbon network, safeguarded wharves and flood risk:** in the absence of any river-related uses, and given concerns over the relationship of blocks B and T1 to the safeguarded wharf, in its current form the application does not comply with London Plan policies 4C.1, 4C.6, 4C.8, 4C.9, 4C.10 or 4C.12.
- **Housing:** the application cannot be considered compliant with London Plan policy 3A.10 until the affordable housing consultants' report is received. The proposed approach to an 'upward' cascade mechanism is unlikely to be acceptable. The proposed tenure split is acceptable in relation to London Plan policy 3A.9 and draft replacement London Plan policy 3.10. The proposed mix of units is also acceptable.
- **Climate change:** the energy strategy requires further work to ensure compliance with London Plan climate change mitigation policies. The sustainability strategy demonstrates compliance with London Plan climate change adaptation policies.
- **Transport:** the transport aspects of the scheme do not currently comply with the full range of London Plan transport policies.

109 On balance, the application does not comply with the London Plan.

110 The following changes might, however, remedy the above-mentioned deficiencies, and could possibly lead to the application becoming compliant with the London Plan:

- **Retail:** further information and discussions may be necessary prior to stage two.
- **Urban design:** further work is required to address concerns over the relationship of blocks B and T1 with the adjacent safeguarded wharf.
- **Inclusive design:** further information on the distribution of wheelchair accessible units should be provided and the applicant should explore options for providing ramped access between the lower and upper podiums.
- **Children's play space:** the applicant should demonstrate that the estimated child yield has been calculated in accordance with the methodology in the in the Mayor's supplementary planning guidance 'Providing for Children and Young People's Play and Informal Recreation' in order to ensure that the proposed quantum of play space is sufficient to meet anticipated need.
- **Blue ribbon network, safeguarded wharves and flood risk:** river-related uses should be incorporated into the scheme and further work should be undertaken to address concerns around the relationship with the safeguarded wharf.
- **Housing:** further discussions around the level of affordable housing and the potential for securing HCA grant funding will be required.
- **Climate change:** the additional information requested in the 'climate change mitigation' section of this report should be provided.
- **Transport:** the issues raised in the transport section of this report should be addressed, including further validation of the trip generation, a reduction in car parking for the retail element, a contribution of £1.7m towards bus service improvements and £54,000 towards bus stop upgrades.

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