

## Aberfeldy Estate

London Thames Gateway Development Corporation

(in the London Borough of Tower Hamlets)

planning application no.PA/11/02716

### 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

Estate renewal comprising the erection of 1,176 residential units and 1,743 sq.m. retail uses, 826 sq.m. community/faith uses, 960 sq.m. healthcare use and 389 sq.m. for a marketing suite. The proposals also include new landscaping, basement and surface vehicular and cycle parking.

### The applicant

The applicant is **Poplar HARCA**, and the architect is **Levitt Bernstein**.

### Strategic issues

The application raises strategic matters regarding **estate renewal, proximity of the site to operational gas storage holders (hazardous installation), re-provision of existing affordable housing stock, housing mix, density, urban design and access, detailed design coding, climate change and transport.**

### Recommendation

That London Thames Gateway Development Corporation be advised that the application does not comply with the London Plan, for the reasons set out in paragraph 101 of this report; but that the possible remedies set out in paragraph 103 of this report could address these deficiencies.

## Context

1 On 1 November 2011, the Mayor of London received documents from Tower Hamlets Council on behalf of the London Thames Gateway Development Corporation (the Corporation) 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 12 December 2011 to provide the Corporation with a statement setting out whether he considers that the application complies with the London Plan, and his reasons for taking that view. The Mayor may also provide other comments. This report sets out information for the Mayor's use in deciding what decision to make.

2 The application is referable under Category 1A, 1B1c) and 1C1c) 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 1c) *"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 outside Central London and with a total floorspace of more than 15,000 square metres."*

1C1c) *"Development which - comprises or includes the erection of a building where...the building is more than 30 metres high and is outside the City of London."*

3 Once the LTGDC 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 or allow the Corporation to determine it itself, unless otherwise advised. In this instance if the LTGDC resolves to refuse permission it need not refer the application back to the Mayor.

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](http://www.london.gov.uk).

## **Site description**

6 The site covers 8.69 hectares and is located in Poplar, East London. The site is bounded by the multi-lane A12 Blackwall Tunnel approach to the west, and A13 East India Road to the south. Abbott Road links the two, bounding the east and northern parts of the estate, effectively creating an island development within these roads. Within the estate are a series of local roads, within which lie residential flats and houses, a school, community facilities and open spaces.

7 The proposed application site covers the majority of the above uses, but excludes the primary school. The estates shopping parade is identified as a Neighbourhood Centre in the Council's Core Strategy.

8 To the north of the site are industrial and residential developments adjacent to the River Lea. This includes the operational Poplar gas holders along Leven Road. To the south are substantial commercial developments on the fringe of the Isle of Dogs including existing and under-construction data centres, offices and vacant land. To the east lies the River Lea as it approaches the River Thames, and beyond that the Leamouth Peninsula, which has been and is the subject of strategic planning applications for substantial residential-led mixed use development. To the west is the existing Brownfield estate, which includes the Grade II listed Balfron Tower, designed by Erno Goldfinger.

9 Both the A12 and A13 form part of the Transport for London Road Network (TLRN). East India Docklands Light Railway (DLR) station is located 400 metres to the south. Canning Town station (Jubilee Line and DLR services) lies some 550 metres to the east. Four bus routes can be accessed within 400 metres, including route 309, which runs through the site, via Abbott Road. The public transport accessibility level (PTAL) of the site varies between 3 and 4 (out of a range of between 1 and 6, where 6 is excellent).

Figure 1 existing layout (source: design and access statement)



## Details of the proposal

10 In terms of the quantum of development, the proposals are similar to the planning application validated on 1 July 2010 and reported to the Mayor at the consultation stage in August 2010 (PDU/2469/01). The key differences relate to the scale of buildings and location of density across the site in the context of the gas holders.

11 The revised application proposes the demolition of 297 residential units along with retail units and the existing Aberfeldy Neighbourhood Centre and erection of up to 1,176 residential units in a range of buildings between 2 and 10 storeys in height. The proposals also include a mix of new commercial, community uses (community centre, faith building and health centre) and public open space.

12 As with the previous submission the revised scheme proposals seek to relocate the main shopping frontage further south towards East India Dock Road. The rest of the blocks comprise a mix of perimeter blocks with a number of new open spaces.

Table 1 Landuse summary

Use	sq.m.
Residential	113,722 (1,176 units)
Retail	1,743
community/faith	826
marketing suite	389
Healthcare	960

## Housing proposals

13 The application seeks to demolish 297 residential units. Of these 86 units (316 habitable rooms) are private (purchased under the right to buy) and 211 (741 habitable rooms) are affordable social rented units. The proposed bedroom size mix is set out below:

Table 2 indicative bedroom size mix

	Studio	1-bed	2-bed	3-bed	4-bed	5-bed	6-bed	total
Social rent	0	10	60	40	15	36	9	170
Intermediate	0	8	11	1	0	0	0	20
Market	78	195	713	0	0	0	0	986
Total	78	213	784	41	15	36	9	1,176

Table 3 change from previous submission

	Studio	1-bed	2-bed	3-bed	4-bed	5-bed	6-bed	total
Social rent	-	-20	-33	-63	-27	-13	-9	-165
Intermediate	-	-19	-12	-14	-15	-5	-	-65
Market	+ 78	-50	+387	-157	-5	-	-	+253
Total	+ 78	-89	+342	-234	-47	-18	-9	+23

Table 4 total proposed habitable rooms/units

	Habitable rooms	Units
Social rent	814 (23%)	170 (15%)
Intermediate	54 (1.5%)	20 (2%)
Market	2,607 (75.5%)	986 (83%)
Total	3,475 (100%)	1,176 (100%)

Table 5 comparison from previous application

	Habitable rooms	Units
Social rent	-567	-165
Intermediate	-234	-65
Market	+486	+253
Total	-315	+23

Table 6 net loss/gains to affordable housing provision

	Existing	proposed	Net loss/gain
Social rent	211 (741)	170 (814)	-41 (+73)
Intermediate	-	20 (54)	+20 (+54)
Total	211 (741)	190 (868)	-21 (+127)

14 The proposal will be constructed over six phases across 15 blocks ranging in height from 2 – 15 storeys. The decant process of those existing residents in the 297 units to be demolished will be housed either as part of the new proposals or in other nearby stock managed by the applicant. The existing block layout is shown in figure 1. The new proposed layout of blocks is set out below along with the phasing programme.

Figure 2 masterplan layout and building heights (source: design and access statement)

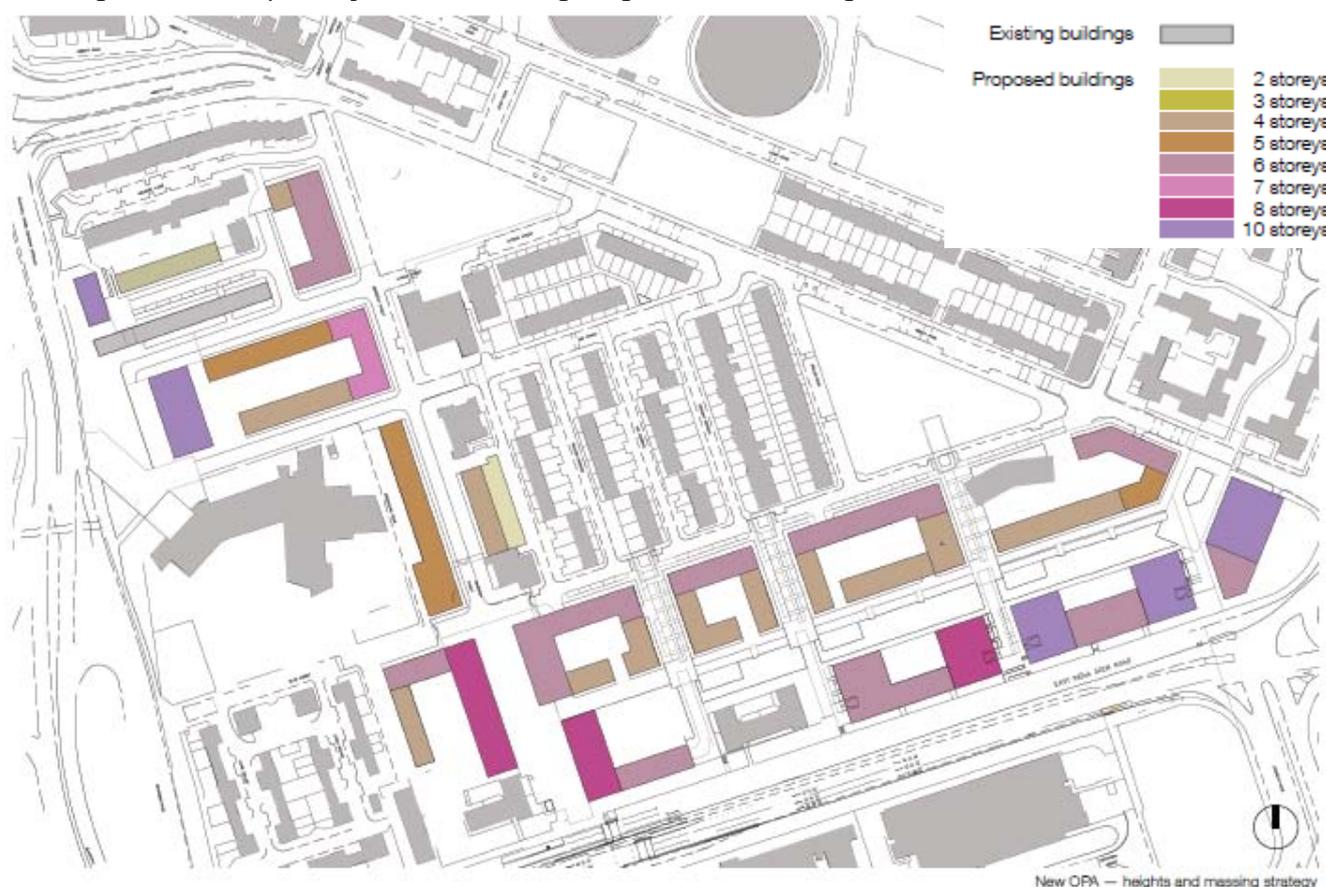


Figure 3 phasing plan (source: design and access statement)



## Case history

15 The site has been subject of pre-application discussion since early 2010. A formal application was made in July 2010 for the original outline planning permission (PDU/2469/01). On 26 August 2010, acting under delegated authority, Sir Simon Milton, Deputy Mayor and Chief of Staff considered the application at the consultation stage. He raised a number of matters including the principle of development in proximity to a hazardous installation, housing, density, design, climate change and transport. The original application remains in abeyance.

16 Since then the applicant has appointed a new design team and has been working on various amendments to the form massing and layout of the masterplan. As part of this re-working of the scheme a series of pre-application meetings were held with Tower Hamlets and the Corporation covering mainly design matters. The masterplan approach has been amended and the current submission seeks to address a number of key concerns raised with the original submission. These changes are considered in this report.

## Strategic planning issues and relevant policies and guidance

17 The relevant issues and corresponding policies are as follows:

- Housing *London Plan; PPS3; Housing SPG; Providing for Children and Young People's Play and Informal Recreation SPG, Housing*

- Affordable housing *Strategy; Assembly draft Revised Housing Strategy; Interim Housing SPG; Housing SPG EiP draft*
- Density *London Plan; PPS3; Housing SPG, Housing Strategy; Assembly draft Revised Housing Strategy; Interim Housing SPG; Housing SPG EiP draft; Affordable Rent draft SPG; Assembly draft Early Minor Alteration to the London Plan*
- Urban design *London Plan; PPS1*
- Mix of uses *London Plan*
- Regeneration *London Plan; the Mayor's Economic Development Strategy*
- Transport *London Plan; the Mayor's Transport Strategy; PPG13;*
- Crossrail *London Plan; draft Mayoral Community Infrastructure Levy; Crossrail SPG*
- Parking *London Plan; Assembly draft Early Minor Alteration to the London Plan; the Mayor's Transport Strategy; PPG13*
- Retail/town centre uses *London Plan; PPG13, PPS4*
- Access *London Plan; PPS1; Accessible London: achieving an inclusive environment SPG; Planning and Access for Disabled People: a good practice guide (ODPM)*
- Equal opportunities *London Plan; Planning for Equality and Diversity in Meeting the spatial needs of London's diverse communities SPG; Diversity and Equality in Planning: A good practice guide (ODPM); Equalities Act 2010*
- Tall buildings/views *London Plan; RPG3A, Revised View Management Framework SPG; revised draft View Management Framework*
- Historic Environment *London Plan; draft World Heritage Sites SPG; PPS5; Circular 07/09*
- Ambient noise *London Plan; the Mayor's Ambient Noise Strategy; PPG24*
- Air quality *London Plan; Assembly draft Early Minor Alteration to the London Plan; the Mayor's Air Quality Strategy; PPS23*
- Sustainable development *London Plan; PPS1, PPS1 supplement; PPS3; PPG13; PPS22; draft PPS Planning for a Low Carbon Future in a Changing Climate; Mayor's Climate Change Mitigation Strategy; Mayor's Climate Change Mitigation and Energy Strategy; Mayor's Water Strategy; Sustainable Design and Construction SPG*
- Hazardous substances *London Plan; Circular 04/00*

18 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 1998 Tower Hamlets Unitary Development Plan and the 2011 London Plan.

19 The following are also relevant material considerations:

- The Leaside AAP (Interim guidance September 2007).
- The Lower Lea Valley Opportunity Area Planning Framework (Jan 2007).
- Mayor's Draft Housing SPG
- The Early Minor Alteration to the London Plan

## Principle of development

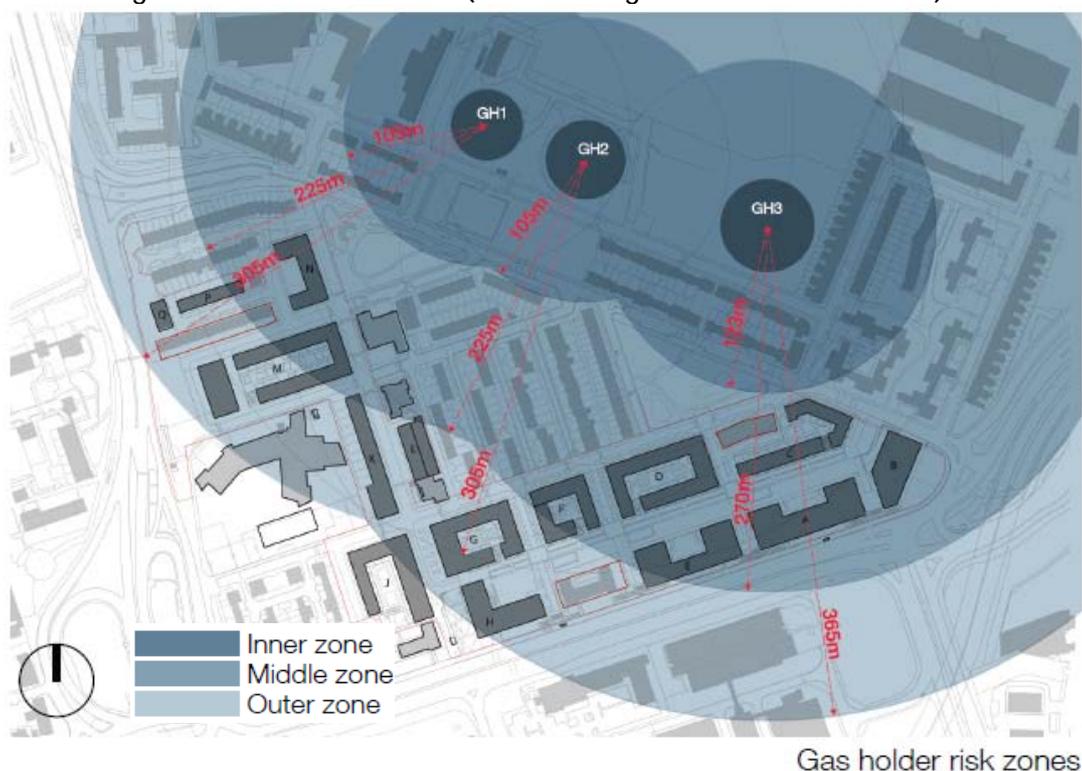
20 Small scale redevelopment of the area around the estate is picked up in the current adopted 1998 Tower Hamlets UDP and proposals map (site 90) with some stronger reference in the Core Strategy (LAP 7&8) to enhancement of the Aberfeldy Neighbourhood Centre alongside housing estate regeneration, which is also carried through in the Interim Planning Guidance, Leaside Area Action Plan (Policy L1). At strategic level, reference is made in the Lower Lea Valley Opportunity Area Planning Framework to the potential for mixed use retail and commercial to the south east corner of the site (Sub Area 12: Poplar Riverside).

21 The principle of estate renewal is therefore only mentioned in the context of enhancement to the 'local centre' (current UDP reference, now referenced as 'Neighbourhood Centre' in the Core Strategy). Whilst this is the case a fundamental consideration regarding the principle of estate renewal, at the densities proposed, relates to the presence of the adjacent gas holder hazardous installation.

### Health and Safety Executive guidelines

22 At the time of writing this report the HSE has not issued a formal position regarding the proposed application. The HSE's role is purely advisory and, unlike the Mayor's powers, it has no power to direct refusal of planning permission. Although planning authorities have discretion over the weight they attach to the HSE's advice, current government guidance to planning authorities says "*in view of their acknowledged expertise in assessing the off-site risks presented by the use of hazardous substances, any advice from HSE that planning permission should be refused for development for, at or near to a hazardous installation or pipeline should not be overridden without the most careful consideration*"<sup>1</sup>.

Figure 4 consultation zones (source: design and access statement)



<sup>1</sup> Circular 04/2000: Annex A, A5, Planning controls for hazardous substances  
<http://www.communities.gov.uk/documents/planningandbuilding/pdf/155160.pdf>

23 As previously reported, the HSE can make one of two recommendations to the local planning authority; either to 'advise against' the grant of permission or 'do not advise against' the grant of permission based on health and safety grounds. In reaching its recommendation the HSE has regard to the 'Planning Advice for Developments near Hazardous Installations' (PADHI) methodology. This considers land use in the consultation zone around the hazardous installation.

24 HSE's advice for mixed-use development is based upon the application as a whole. Whilst individual parts of the development such as employment and community use attract a 'do not advise against' recommendation, the residential part of the application is likely to attract an 'advise against' recommendation. For mixed use developments any 'advise against' decision automatically takes precedence.

25 Policy 5.22 of the London Plan states "when assessing developments near hazardous installations a) site specific circumstances and proposed mitigation measures should be taken into account when applying the Health and Safety Executive's Planning Advice Developments near Hazardous Installations (PADHI) methodology; and b) the risks should be balanced with the benefits of development and should take account of existing patterns of development."

26 Under the previous submission the applicant set out a full quantified risk assessment (QRA) which summarised the risks associated with the scale of development proposed in the vicinity of the hazardous installation. Since then whilst the masterplan layout has not been significantly altered, the scale of buildings has been amended, and as such the density has reduced in the most sensitive areas of the site which fall within the consultation zones.

Figure 5 previous density range (original submission and red line)



Previous OPA - densities

Figure 6 proposed revised density (source: design and access statement)



27 The advice from the HSE is currently unknown, however given the densities proposed that fall within the middle consultation zone the application is likely to receive an advise against recommendation. It is understood that the Corporation is in the process of procuring independent advice regarding the merits of the applicant's revised Risk Assessment. GLA officers therefore require further discussion with all relevant parties regarding the extent to which the societal risk and other risks have now been considered. It is important that the HSE form part of these ongoing discussions.

### Retail

28 London Plan policies 2.15 and 4.7-4.8 provide the strategic framework for town centre policy development and implementation. London's strategic town centre network is illustrated on map 2.6 and in Annex 2 of the London Plan. Policy 4.7 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 proposals for new or extensions to existing, edge or out of centre development will be subject to assessment of impact.

29 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*. This was published in December 2009 and replaced PPG4 (1992), PPG5 (1992) and PPS6 (2005). The key change from PPS6 to PPS4 is the replacement of the need test with a wider ranging six-point impact test. The sequential test remains, as does the scale test, which has been incorporated into the new impact test alongside accessibility by a choice of means of transport. PPS4's main objectives include delivering more sustainable patterns of development, reducing the need to travel, especially by car, and responding to climate change, and promoting the vitality and viability of town and other centres as important places for communities.

30 Tower Hamlets Core Strategy identifies Aberfeldy as a Neighbourhood Centre. The London Plan defines these as “typically serving a localised catchment often most accessible by walking and cycling and including local parades and small clusters of shops mostly for convenience goods and other services” (Annex 2). They may include a small supermarket (typically up to around 500 sq.m.), sub post office, pharmacy, laundrette and other useful local services.

31 The existing retail provision comprises 1,477 sq.m. of small units along Aberfeldy Street, many of which are vacant and trade poorly as represented by low rental values and vacancy rates. The proposals include an increase in retail of 352 sq.m. (15% uplift) some of which will be located on Abbot Road. There will be a small reduction of retail (86 sq.m.) on Aberfeldy Street. The applicant proposes a mainstream supermarket operator, up to 350 sq.m., subject to demand. A mix of other retail units is also sought including mini market (up to 150 sq.m.), newsagents, grocers, takeaway, book makers and letting agents. Notwithstanding the need to carefully consider the newly arising density on the site in relation to the gas holders, the scale of retail proposed is unlikely to significantly impact on other centres and is broadly commensurate to the nature of the town centre as a ‘Neighbourhood Centre’ as defined in the Core Strategy and the London Plan.

## **Affordable Housing**

### Estate renewal

32 Policy 3.14 of the London Plan resists the loss of housing, including affordable housing, unless it is replaced at existing or higher density with equivalent floorspace. Paragraph 3.82 of the London Plan gives further advice on the Mayor’s approach to estate renewal. More detailed guidance is set out in Section 5 of the Housing SPG (paragraph 5.1.8). This clarifies that there should be no net loss of affordable housing, which can be calculated on a habitable room basis and should exclude right to buy properties. Replacement affordable housing can be of a different tenure mix where this achieves a better mix of provision.

33 Private housing that forms part of estate renewal schemes need not provide the normal level of additional affordable provision, where this is necessary to cross subsidise redevelopment.

34 In this instance there is a net loss off 21 affordable units, however there is a net gain in terms of affordable habitable rooms (+127) as set out in table 6. It is however unclear how this fits in the context of replacement ‘floorspace’ as required by policy. The approach to floor space should therefore be confirmed. The phasing targets and bedroom size mix targets need to be discussed and confirmed as part of the section 106. The section 106 should set out minimum targets per phase including for overall quantum, tenure split and bedroom size mix. The phasing plan and targets will need to be cross referenced in the section 106 to ensure timely delivery of the proposals.

35 In addition to above, the revised application results in substantial reduction in affordable housing compared to the previous submission, and a significant increase in market accommodation. The number of units overall increases between the two schemes, but with redistribution of density. Given the nature of the change the applicant may also need to submit financial viability material to determine the context of the housing offer with regard to the revised approach and the need to deliver other section 106 requirements.

### Housing choice

36 London Plan Policy 3.8 and the draft Housing SPG promote housing choice and seek a balanced mix of unit sizes in new developments. The London Housing Strategy sets out strategic

housing requirements and Policy 1.1C of the Strategy includes a target for 42% of social rented homes to have three or more bedrooms.

37 The headline figures regarding housing mix provide that 59% of the social rented units as 3 bedroom or larger. The scheme also delivers 36 5-bedroom units (21.5%). The balance of choice in the private component of the scheme is however significantly skewed towards smaller studio, 1 and 2 bed units, with no family 3 or 4 bed units. Further discussion is required regarding striking the appropriate balance in the private component of the scheme having regard to the guidance in the emerging draft Housing SPG.

### Density

38 London Plan policy 3.4 and table 3.2 set out the strategic guidance for residential density of new development proposals. The objective of the policy is to optimise housing output having regard to local context and character amongst other policy objectives. The context is an important consideration and further discussion will be required with the HSE regarding the potential risks arising from development in the consultation zones of the adjacent gas holders.

39 The site is largely urban in character, but parts of it also reflect more suburban characteristics as set out in the London Plan – *“Suburban – areas with predominantly lower density development such as, for example, detached and semi detached houses, predominantly residential. Small building footprints and typically buildings of two to three storeys.”*

40 As reported by TfL, the public transport accessibility ranges across the site from 3 to 4. The London Plan provides guidance that with ‘Urban’ characteristics and a public transport accessibility level which ranges from 2-3 the density matrix guides suitable density between 200-450 habitable rooms per hectare. At the higher end where public transport accessibility level ranges from 4-6 the matrix guides density of 200-700 habitable rooms per hectare. The suburban thresholds suggest 150-250 and 200-350 habitable rooms per hectare respectively. In this instance the site includes a number of two storey buildings but for the majority of the site the scale and character is urban suggesting density of between 350-700 will be appropriate for the site subject to other policy tests.

41 The average density has been calculated by the applicant to be 376 habitable rooms per hectare. Figure 4 and 5 above also reflect the density per phase and the change from the original application. The applicant should provide further analysis on the distribution of density having regard to the guidance in the plan. The northern part of the site has low accessibility and some of the highest densities proposed. A breakdown of where this occurs and the justification in policy terms needs to be clearly articulated. Some of this work has been undertaken as set out in page 34 of the design and access statement. In some instances density above the guidance in the London Plan may be acceptable subject to other objectives in the plan including design quality, provision of affordable family housing, sustainability and other criteria. The scheme goes some way to meet the policy objectives in terms of estate renewal and will deliver a high proportion of family housing. Further work is however required to secure the principles of design quality as discussed further below.

### **Urban design**

42 Good design is central to all objectives of the London Plan (2011) and is specifically promoted by the policies contained within chapter seven which address both general design principles and specific design issues. London Plan Policy 7.1 sets out a series of overarching design principles for development in London. Other design policies in this chapter and elsewhere in the London Plan include specific design requirements relating to maximising the potential of sites,

the quality of new housing provision, tall and large-scale buildings, built heritage and World Heritage Sites, views, the public realm and the Blue Ribbon Network. New development is also required to have regard to its context, and make a positive contribution to local character within its neighbourhood (policy 7.4).

43 Following the GLA's comments issued on the original planning application and through pre-application discussions a number of matters have significantly improved in terms of the overall design approach to the master plan. A key issue is however the control mechanisms proposed, including the extent of the regulatory plans and the need for a separate design code (for approval) which extracts and expands on some of the key principles, layouts and standards set out in the design and access statement and required by policy.

### Circulation and layouts

#### *Control documents*

44 The site has a number of challenging constraints in terms of delivering a masterplan solution that meets all the design objectives in the London Plan. The most challenging in design and layout terms is dealing with the level changes across the site and the infrastructure that surround the estate.

45 Notwithstanding these constraints, the arrangement of blocks has improved from the original application. In most instances the layout will provide clear definition of space, its function and scale. It is however not clear how the aspirations of the indicative masterplan will be delivered, in particular what the control mechanisms will be in terms of the parameter plans which will dictate the building length, width and height. A number of regulatory plans (AV05) have been submitted along with the development specification. These seek to establish the parameters for development of individual blocks, however at present these are not clear and are difficult to interpret.

46 The regulatory plans need set out the parameters in a much clearer format, ideally on an individual block basis, illustrated in three dimensions to establish the parameters of maximum/minimum block lengths, widths, heights. At present there appears to be significant variation and flexibility being sought between the height parameters of blocks. These need to be limited in deviation to the minimum. Many represent a differential of 20 metres between the minimum and maximum height parameter. The same should be confirmed for courtyard and other areas of open space which are illustrated in the design and access statement. The key control documents will relate to the parameter plans, development specification and design code, all of which need to be approved documents.

#### *Block layouts*

47 Section 4.8 of the design and access statement sets out the block layouts on the basis of ground, typical upper floor, and various specific floor arrangements. The level of detail is helpful and has progressed significantly since the original outline submission, however the approach needs some further work, which should be set out as part of the design code to inform reserved matters applications at a later date. In principle, this information needs to form part of the approved documents to ensure delivery of design quality as part of the outline permission.

48 It is unfortunate that the new block layouts do not tie into the existing network of streets. The layouts need to show where the design team anticipate entrance points at ground floor and how the street interface will be arranged (principles of natural surveillance and activity onto the street). Some of the layouts fail the Quality and Design Standards set out in the emerging Housing SPG (Mayor's Housing Design Guide). The key tests relate to the number of units accessed off a single core which exceeds eight in a number of instances. Space standards and balcony sizes

should also be explicitly referenced in the design code as part of the approved documents. A balcony typology would be useful to cross reference to each block (inset/projecting or winter garden). Some blocks show a number of units with orientation along the A13 which are single aspect. These matters need to be carefully considered and through-units on this elevation should be maximised.

49 In addition to the points above which apply broadly to most blocks the detailed concerns on each block are set out below:

- Block A: The number of units accessed off each core on the typical floor is between 9 and 11 units. The design options to protect residents from the environmental constraints of the A13 need to be described in terms of the use of ventilation and winter gardens. A number of these units that face the A13 will have no other outlook. Whilst these benefit from a southerly aspect, the strategy for ventilation needs to be robust as some units will not be able to open windows on the basis of noise and air pollution but may have the issue of overheating in the summer. This has the potential to create poor living environment and needs careful consideration.
- Block B: The number of units accessed of each core on the typical floor is between 10 and 13 units. The detailed level changes between Abbott Road and the building and between the A13 and Blocks A and B needs to be described with the principle objective to deliver inclusive solution which minimises the need for steps and other barriers within the public realm. At present a range of steps and ramps are shown which need to be minimised.
- Block C: The block is broadly supported, but the access arrangements including entrance points need to be confirmed. This was discussed at some length during the access meeting held with the GLA and the design team.
- Block D, F, G, J and L: the block layouts are broadly supported subject to details regarding balcony and groundfloor entrance points including the relationship with the street and reducing the number of units accessed off a single core. It is important the access arrangements are clearly set out. At present it appears that a number of the blocks will have stepped entrance to front doors, which creates a barrier into units for future occupiers and visitors. The issue of entrance points and level changes needs to be clearly addressed in the design code.
- Block E: As with Block A the number of units that have an A13 aspect only is fairly high. This needs to be tested to minimise single aspect units facing the road given the likely environmental constraints. Similarly the number of units accessed off a core exceeds the maximum of eight.
- Block H: the block needs some careful consideration regarding the interface of the energy centre and retail units to the new park. There is significant value in having a frontage onto the park and therefore the inactive ground floor elevation of the energy centre is both a lost opportunity but also a risk in terms of creating a lack of natural movement and surveillance between the building and the open space. The treatment of the façade is therefore particularly important and the design team need to illustrate how the building will interact with the space. Glazing of the energy centre to provide a feature of the plant may help to introduce the perception of activity and surveillance. Most of the units on this block will benefit from double aspect onto the park and the A13. The single aspect unit needs to be designed to avoid overheating and requires a robust ventilation solution.

- Block K: It is unfortunate that the aspiration to create a new wider entrance to the school is not shown on the layout plans. The school site should be integral element of the new estate. GLA officers encourage further negotiations on this matter. The rest of the layout is a significant improvement on the outline application and is supported subject to confirmation regarding ground floor entrance points. The potential to strengthen the retail offer in this part of the site should be considered as previously raised regarding the success of the shopping function in the heart of the estate and as part of the through route of the estate (which is also a bus route).
- Block M: the layout as a perimeter block is broadly supported but access into the central courtyard should be controlled as semi private. This is not clear on the plans. As with some of the other blocks the number of units in the taller block should not exceed eight off a single core.
- Blocks N, P and Q: It is unfortunate that Kilbrennan House does not form part of the masterplan and it creates a design problem in seeking to ensure that blocks deliver the fundamental principles of 'backs facing backs' and 'fronts facing fronts'. Whilst individual blocks may be broadly well considered the overall execution to this part of the masterplan is problematic. It would be helpful to illustrate how a comprehensive solution could be achieved with the benefit of Kilbrennan House as part of the site. The layout of block N still includes 12 units accessed off a single core.
- General: as part of these layout there needs to be a comprehensive layout plan which links the ground floor layouts across the site with the open spaces and in particular the changes to the underpass which opens onto Dee Street. These should be used to inform the detailed design at a later date and therefore should be part of the design code. This also relates to the open space to the north which needs to be carefully coded. A lot of this work has been produced by the design team (for example page 103 of the design and access statement) but should be extracted into a clear concise single document.

### *Public realm*

50 Arrangements for the public spaces needs to be set out to secure the principles of inclusive design. A number of matters were raised at pre-application stage which related to the design approach in dealing with level changes between blocks along the A13 and in terms of public open space opposite Abbott Street and on Aberfeldy Gateway. As above, a set of broad principles are established in the design and access statement and should be enshrined with indicative layouts as part of the design code.

### Scale and massing

51 London Plan policy 7.7, which relates to the specific design issues associated with tall and large-scale buildings, are of particular relevance to the proposed scheme. This policy sets out specific additional design requirements for tall and large-scale buildings, which are defined as buildings that are significantly taller than their surroundings and/or have a significant impact on the skyline and are larger than the threshold sizes set for the referral of planning applications to the Mayor. Policies 7.10 and 7.11, which set out the Mayor's approach to protecting the character of strategic landmarks as well as London's wider character, are also important considerations

52 At present the layout of blocks which protect the central open space is broadly supported. It is however important that the scale of buildings around the space is appropriate and not overwhelming as part of the new scheme and in terms of the existing context. The key areas of concern relate to the relationship of blocks facing the flank walls along Blair Street and the scale of

Block M and Q in the context of the existing and proposed lower rise buildings. There is limited townscape work to illustrate the impact in both cases. The Environment Statement does not consider the impacts or test specific views sufficiently and none of these are rendered, representing only wire line tests. This applies generally regarding the relationships of other blocks across the site, such as those on Blair Street relating to the existing terraces to the north and at block J relating to units to the west.

53 The section in relation to Block M shows the scale of the proposed building in the context of the Belfron Tower in the setting. It does show a substantial new building in the context of much lower scale development. Further townscape testing should be provided to illustrate the impact of scale on existing properties and other blocks around block M and Q and on Blair Street.

54 In terms of the block arrangements in general along the A13 and Blair Street, it may help to introduce some variation on height to break up the massing in the longer distance views of these blocks from both south and north. The form may appear somewhat relentless without some variation. It would help if these could be modelled and tested in townscape views of the scheme or shots of the scale model.

### Architecture

55 London Plan Chapter 7 covers, amongst others, details of inclusive design, designing out crime, public realm, architecture and architectural quality and at policy 7.7 focuses on the impact on character by scale, mass or built form of a tall building and that they should relate well to form, proportion, scale and character of surrounding buildings, urban grain and public realm. The architectural approach is a significant improvement on the previous original masterplan. The simple form of buildings and material palette represents high quality architecture. This has been reflected in the images of the open space and public realm. It is however important that these design principles are articulated in the form of an approved document as part of the design code to inform the detailed design stages.

Figure 7 image of new central park (source: design and access statement)



Figure 8 image of Blair Street looking east (source: design and access statement)



Figure 9 image of entrance from A13 (source: design and access statement)



## Heritage impacts

56 PPS5 relates to the historic environment. Policy HE9.1 states that *"There should be a presumption in favour of the conservation of designated heritage assets and the more significant the designated heritage asset, the greater the presumption in favour of its conservation should be. Once lost, heritage assets cannot be replaced and their loss has a cultural, environmental, economic and social impact. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. Loss affecting any designated heritage asset should require clear and convincing justification. Substantial harm to or loss of a grade II listed building, park or garden should be exceptional"*.

57 Policy HE10 also provides the following:

*"(HE10.1) When considering applications for development that affect the setting of a heritage asset, local planning authorities should treat favourably applications that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset. When considering applications that do not do this, local planning authorities should weigh any such harm against the wider benefits of the application. The greater the negative impact on the significance of the heritage asset, the greater the benefits that will be needed to justify approval."*

*"(HE10.2) Local planning authorities should identify opportunities for changes in the setting to enhance or better reveal the significance of a heritage asset. Taking such opportunities should be seen as a public benefit and part of the process of placeshaping."*

58 London Plan policy 7.8 underpins these principles. Part D states that in planning decisions *'development affecting heritage assets and their settings should conserve their significance by being sympathetic to their form, scale, materials and architectural detail.'*

59 As set out above in the scale and massing section of this report there is a lack of townscape modelling work in the Environment Statement illustrating the impact of the scheme locally or in the context of heritage assets. No images are rendered and therefore it is difficult to judge the impact on the setting of heritage asset. The key heritage asset is the Belfron Tower, located on the west side of the A12, but within the setting of the proposal site. Some of the sections and wire lines illustrate that Block M and Q appear in the setting of the heritage asset and therefore detailed analysis needs to establish the impact on its setting. At present there is concern at the scale of these particular blocks in relation to their immediate context and therefore further townscape work needs to support the analysis of both impacts, locally and in the context of the listed building. The key test views will be those facing west from the east of the site and modelling work from street level of the areas around.

## Residential quality

60 London Plan Policy 3.5 promotes quality in new housing provision and sets out minimum space standards at Table 3.3. The Mayor has recently published the consultation draft Housing SPG (a draft of which was put before the London Plan EIP), on the implementation of Policy 3.5 for all housing tenures, which draws on his Interim London Housing Design Guide.

61 As described earlier in this report there are a number of areas that need to be reconsidered and the applicant's commitment to design quality and standards needs to be articulated in the form of a design code. Much of the principles of design quality are already set out in the design and access statement, however some areas regarding layouts need review and the applicant should

commit to meeting the minimum space standards set out in the table 3.3. Further work is therefore required.

### Children's play space

62 Policy 3.6 of the London Plan sets out that "development proposals that include housing should make provision for play and informal recreation, based on the expected child population generated by the scheme and an assessment of future needs." Using the methodology within the Mayor's supplementary planning guidance 'Providing for Children and Young People's Play and Informal Recreation' it is anticipated that there will be approximately 363 children within the development. The guidance sets a benchmark of 10 sq.m. of useable child playspace to be provided per child, with under-5 child playspace provided on-site. As such the development should make provision for 3,630 sq.m. of playspace.

63 The design and access statement draws on 22,726 sq.m. of open space which forms nearby existing and proposed space. This is welcomed and is within the requirements of the SPG, however a plan showing the space referred too in the quantum identified above and the type of space created should be within the design code. It should also illustrate how each phase will deliver the minimum requirements and therefore a breakdown of play space requirements per phase should be provided along with a clear strategy including interim uses of space during the construction period.

### Access

64 The aim of Policy 7.2 is that proposals aim for the highest standards of accessibility and inclusion (not just the minimum) and that the design process has from the outset considered how everyone, including disabled and Deaf people, older people, children and young people, will be able to use the places and spaces that are proposed.

65 The design of the landscaping and the public realm is crucial to how inclusive the development is to many people. The pedestrian routes to buildings should be designed to ensure full and easy access for all users. As set out above one of the significant challenges is dealing with the level changes from the A13 to the buildings and the new open spaces. The access arrangements into blocks were discussed at length during pre-application and the solutions are not illustrated in the indicative layouts. These need to be provided. The ramped arrangement between blocks from A13 and the site is unfortunate and it would be helpful to understand what other options were tested or if the level changes could be dealt with internally using buildings to encourage permeability. This is also relevant for the area of open space and public realm around Abbott Street.

66 Connectivity to the surrounding streets and public transport network is also a key issue as is the quality of public realm. As set out above the detailed layout principles of the public realm and routes is set out in the design and access statement and should be enshrined in a design code as part of an approved document to inform the reserved matters detail. The lighting design is also particularly important to create safe and well and evenly lit routes through and into the site, particularly for women at night using the underpass from the Brownfield Estate or other areas which lack natural surveillance.

67 The blue badge parking bays need to have transfer space both sides of each bay and at the rear of the bay (see BS 8300 for guidance on design of blue badge bays). Indicative layouts for units need to demonstrate Lifetime Homes Standards and a minimum of 10% as wheelchair homes.

## **Climate change mitigation**

### Baseline emissions

68 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 mechanical ventilation with heat recovery. The demand for cooling will be minimised through the effective use of thermal mass and other design features.

69 The development is estimated to achieve a reduction of 133 tonnes per annum (9%) in regulated carbon dioxide emissions compared to a 2010 Building Regulations compliant development.

### District heating

70 The applicant has carried out an investigation and there are no existing or planned district heating networks within close proximity to the proposed development. GLA officers are however aware of ongoing discussions at Blackwall Reach. This should be considered as a possible district network which the development could be designed to allow future connection should it become available.

71 The applicant is proposing to install a site heat network. A drawing showing the route of the heat network linking all new buildings on the site has been provided. The applicant should clarify whether there is scope to connect the existing buildings that will remain into the site heat network. The site heat network will be supplied from a single energy centre which is a significant improvement from the previous approach which included four separate energy centres. The energy centre will be approximately 338 sq.m. in size, located in the basement of Block H and commence operation in Phase 3 of the development. Boiler plant will be installed in a temporary energy centre in Block A to supply the initial two phases; however, this will be transferred to the main energy centre in Phase 3, with a containerised boiler solution used to help maintain supply during the short period of change over.

### Combined heat and power

72 The applicant is proposing to install a 600kW<sub>e</sub> gas fired combined heat and power unit as the lead heat source for the site heat network, with thermal storage to smooth demand profiles. A reduction in regulated carbon dioxide emissions of 247 tonnes per annum (18%) is envisaged through this second part of the energy hierarchy. The combined heat and power unit will be installed in the energy centre before 705 (60%) of flats are occupied.

### Renewable energy

73 The applicant has investigated the feasibility of a range of renewable energy technologies and is proposing to install 118kW of photovoltaic panels on the roof of the development. A reduction in regulated carbon dioxide emissions of 77 tonnes per annum (7%) is envisaged through this third element of the energy hierarchy.

### Summary

74 The estimated regulated carbon emissions of the development are 1,046 tonnes of carbon dioxide per year after the cumulative effect of energy efficiency measures, combined heat and power and renewable energy has been taken into account. This equates to a reduction of 457

tonnes of carbon dioxide per year in regulated emissions compared to a 2010 Building Regulations compliant development, equivalent to an overall saving of 30%.

## **Climate change adaptation**

75 The London Plan promotes key adaptation principles in Chapter 5 that promote and support the most effective adaptation to climate change. These are to minimise overheating and contribution to heat island effects; minimise solar gain in summer; contribute to flood risk reductions, including apply sustainable drainage principles; minimise water used; and protect and enhance green infrastructure and urban greening. Specific policies cover overheating, urban greening, living roofs and walls and water.

### Overheating (Policy 5.9)

76 The issue of overheating is a potential problem with the single aspect south facing units onto the A13. A ventilation strategy needs to be discussed to ensure that these units will be ventilated given there may be noise or other environmental constraints which restrict the use of operable windows. Further discussion is therefore required as part of the design discussions.

### Living roofs and walls (Policy 5.11)

77 The masterplan includes a mix of green and brown roofs consistent with London Plan policy 5.11. These should be conditioned by the Corporation.

### Flooding (5.12), sustainable drainage (5.13) water use (5.15)

78 A Flood Risk Assessment has been submitted and is currently being considered along with the design and access solutions being proposed. Part of the site will be raised in the most vulnerable areas to minimise the depth of flood waters in the event of defence breach. Mitigation measures need to be discussed further with the Environment Agency and subsequently with the design team and the Corporation.

79 Policy 5.15 sets a maximum water use target of 105 litres per person per day for residential dwellings. The applicant should make a clear commitment to meeting this policy requirement, which should be secured by condition by the Corporation.

## **Other environmental considerations**

80 GLA officers are in the process of considering matters regarding noise, air quality and biodiversity as set out in the Environmental Statement. Further comments may be provided in due course particularly in relation to noise and air quality which will need to be linked into the design and arrangement of flat layouts as part of the design code.

## **Transport comments**

81 The new at-grade crossing over the A13 is a project funded by the applicant and Corporation. This will link the development site to East India Dock DLR, via Nutmeg Lane and is due to be completed by TfL in December 2011.

### Vehicle parking

82 356 dwellings will be provided with one parking space each (through a mixture of parking permits and dedicated spaces) equating to 0.30 spaces per unit, which is considered appropriate and in line with London Plan policy 6.13. Two car club spaces will also be provided. The

commitment to allocating 10% of the parking provision for dedicated blue-badge holder use is welcomed, although the applicant should confirm the location of these spaces and ensure that they are in close proximity to the accessible residential units. TfL notes that the precise number of electric vehicle charging points to be provided will be agreed through subsequent reserved matters submissions. A condition should nevertheless be attached to the outline permission to secure this, noting that the requirement is for at least 20% of all parking to be fitted with active points and passive provision for a further 20%.

### Cycling

83 It is noted that cycle parking will be provided in accordance with London Plan standards and TfL welcomes the applicant's commitment to a condition. TfL considers that this should take the style of a Grampian condition, restricting the occupation of each phase of the development pending the approval and provision of all cycle parking.

84 Planning permission exists for a 16-point cycle hire docking station on Aberfeldy Street, which will be constructed as part of the eastern expansion of the scheme in spring 2012. Whilst the docking station equipment will be located entirely on the public footway, the necessary circulation space to dock/undock bikes and to allow access for service and maintenance vehicles, will fall partly on land owned by the applicant (at Block K).

85 TfL therefore expects conditions to be attached to the planning permission which ensure that the design of Block K safeguards the necessary land required around the docking station and that this remains free of any structures. This will ensure consistency with London Plan policy 6.2 'Providing Public Transport Capacity and Safeguarding Land for Transport' and 6.9 'Cycling'.

### Bus capacity

86 TfL considers that the bus passenger demand likely to be generated by the proposed development, when considered alongside other developments in the nearby area, will create the need for additional bus capacity on the existing network. TfL's initial assessment suggests that the cumulative additional demand would equate to an extra 2 peak-hour vehicles per day, which will be required to maintain a robust schedule and level of reliability. The cost of this is currently estimated at £1.32m, and contributions towards such service enhancements are being sought from various developments in the area. TfL would therefore welcome further discussions with the applicant with the aim of securing a pooled contribution from the proposed development, in line with London Plan policy 6.2. Furthermore, in order to encourage the use of buses to, from and within the estate, and to promote inclusive accessibility to all users of the proposed development, TfL considers a contribution should be made by the developer towards the cost of improving nearby bus stops that currently do not comply with TfL accessibility standards.

87 The applicant should note that TfL London Buses has an aspiration to improve the bus route 309 and welcomes further discussion with the applicant as to how the design and layout of the proposed scheme might accommodate this. Considering this, it may be expedient to impose a condition which specifies that the layout of the scheme pursuant to the outline planning permission should be capable of accommodating such a route.

### DLR capacity

88 East India DLR station has recently been upgraded to accommodate 3-car trains, although further improvements are outstanding, including the lengthening of platform shelters to increase boarding capacity. TfL would welcome a contribution from the proposed development, considering that a significant proportion of the anticipated additional rail trips likely to be generated by the

proposed development will have to be accommodated from this station, particularly as a result of the new direct crossing to Nutmeg Lane.

### Pedestrians

89 In order to improve conditions for walking in the area and in line with London Plan policy 6.10, TfL seeks a contribution towards improving wayfinding in the vicinity of the site in accordance with the principles of the Legible London scheme. The principle of this has been accepted in the transport assessment and further discussion is therefore welcomed with the applicant and the Corporation on how this could be incorporated into the development proposals or the planning obligations package. Please note that a pair of Legible London boards costs c. £15,000.

90 TfL welcomes the certainty provided by the applicant that the development will not prejudice the possible future provision of a high-level footbridge over the A12, which has been the subject of previous discussions with officers at Design for London, to replace the existing subway between Dee Street and Brownfield Street.

### Management plans

91 The submission of a travel plan in line with London Plan Policy 6.1 'Strategic Approach' is welcomed and TfL considers that this provides a strong framework under which full travel plans for individual elements of the scheme can be developed. Considering the location of the site within the eastern expansion area of the Mayor's Cycle Hire scheme (including the approved docking station on Aberfeldy Street), TfL requests that robust measures be included in these travel plans to encourage uptake of the scheme by both residents and any staff/visitors on site. Full travel plans should also consider the management of delivery and servicing trips. The monitoring, funding and enforcement of the travel plans should be secured through the section 106 agreement.

92 The submission of a Construction Method Statement is welcomed although the requirement for a final method statement should be secured through planning condition

## **Community Infrastructure Levy**

93 In accordance with London Plan *policy 8.3*, the Mayor of London proposes to introduce a London-wide Community Infrastructure Levy (CIL) that will be paid by most new development in Greater London. Following consultation on both a Preliminary Draft, and then a Draft Charging Schedule, the Mayor has formally submitted the charging schedule and supporting evidence to the examiner in advance of an examination in public. Subject to the legal process, the Mayor intends to start charging on **1 April 2012**. Any development that receives planning permission after that date will have to pay, including:

- Cases where a planning application was submitted before 1 April 2012, but not approved by then.
- Cases where a borough makes a resolution to grant planning permission before 1 April 2012 but does not formally issue the decision notice until after that date (to allow a section 106 agreement to be signed or referral to the Secretary of State or the Mayor, for example),.

94 The Mayor is proposing to arrange boroughs into three charging bands with rates of £50 / £35 / £20 per square metre of net increase in floor space respectively (see table, below). The proposed development is within the London Borough of Tower Hamlets where the proposed

Mayoral charge is £35 per square metre. More details are available via the GLA website <http://london.gov.uk/>.

95 Within London both the Mayor and boroughs are able to introduce CIL charges and therefore two distinct CIL charges may be applied to development in future. At the present time, borough CIL charges for Redbridge and Wandsworth are the most advanced. The Mayor's CIL will contribute towards the funding of Crossrail.

Mayoral CIL charging zones Zone	London boroughs	Rates (£/sq. m.)
1	Camden, City of London, City of Westminster, Hammersmith and Fulham, Islington, Kensington and Chelsea, Richmond-upon-Thames, Wandsworth	£50
2	Barnet, Brent, Bromley, Ealing, Greenwich, Hackney, Haringey, Harrow, Hillingdon, Hounslow, Kingston upon Thames, Lambeth, Lewisham, Merton, Redbridge, Southwark, Tower Hamlets	£35
3	Barking and Dagenham, Bexley, Croydon, Enfield, Havering, Newham, Sutton, Waltham Forest	£20

## Equalities

96 The 2010 Equality Act places a duty on public bodies, including the GLA, in the exercise of their functions, to have due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it. This requirement includes removing or minimising disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic and taking steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it. The Act defines protected characteristics and includes age and disability. The GLA in the discharge of its planning function must engage this duty, in so far as it is applicable to a particular case.

97 In this instance the proposal results in the decanting and re-housing of existing private and social rented residents. Further information regarding the decant and phasing strategy would therefore be helpful in terms of the requirements of the Act.

## Local planning authority's position

98 The officer recommendation is currently unknown.

## Legal considerations

99 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 Corporation 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 Corporation 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

100 There are no financial considerations at this stage.

## Conclusion

101 London Plan policies on hazardous installations, affordable housing, urban design, access, climate change, noise, air quality 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 in the vicinity of a hazardous installation** (non compliant): the proposal is likely to generate an 'advise against' recommendation, based on the HSE's PADHI methodology.
- **Affordable housing** (non compliant): the approach to estate renewal provides that the overall quantum of affordable housing by habitable rooms will be increased, however the floorspace requirements need to be confirmed regarding the policy requirements for 'no net loss' of affordable housing based on floorspace. Affordable housing targets per phase need to be agreed along with housing mix targets per phase. The reduction in quantum from the original submission needs further consideration and may need to be tested independently.
- **Density** (non compliant): the proposed density calculation needs to be set out in detail and is relevant in the context of the proximity to a hazardous installation.
- **Design** (non complaint): the overall master plan has significantly improved since the original submission. There are however a number of blocks that need reconsideration, further testing and discussion. The approach to control documents needs to be strengthened. A detailed design code is required to establish the key design principles established in the design and access statement that will ensure that subsequent design will be fully consistent with the objectives of London Plan. The parameter plans need further work to tighten up the interpretation and level of flexibility being sought regarding building scale – length, height and width. There is concern regarding the scale of buildings in parts of the site having regard to the existing context and the townscape and heritage analysis needs to test these impacts further. Other detail design and access observations are set out in this report.
- **Open space and children's play space** (non compliant): whilst the proposals will provide significant open space and play space opportunities across the master plan area, the uses, management and age related equipment needs to be clearly defined per phase and at end state and within a design code.
- **Climate change mitigation** (non compliant): the energy strategy is significantly improved from the original submission. A technical response is required as set out in this report to the matter of other existing networks in the area.

- **Climate change adaptation** (non compliant): the design and overheating aspects require further work. The approach to flooding also requires further work.
- **Noise** (non compliant): the noise impacts to a number of the properties is a concern and mitigation and design measures need to be secured through detailed design coding of units that will be affected – layouts of blocks may need to be amended to maximise units with double aspect arrangements.
- **Transport** (non compliant): contributions towards additional bus and DLR capacity will be required along with contributions towards wayfinding around the site and in its context. A number of management plans will also be required as set out in this report.

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

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

- **Principle of development in the vicinity of a hazardous installation:** the comments from the HSE are required in order to establish whether the HSE accept the conclusions of the applicant's risk assessment and methodology in testing the societal risk of development at the proposed density in the proposed locations. This work is also being tested as part of an independent review of the risk assessment, which should be considered jointly with the other Authorities.
- **Affordable housing:** 'No net loss' of affordable floor space should be confirmed. The affordable housing targets should be set out in the section 106. This includes the minimum targets for bedroom size mix and quantum. The reduction in quantum from the original submission needs further consideration and may need to be tested independently.
- **Density:** the density needs to be clearly calculated across the relevant parts of the master plan and where this exceeds guidance in the London Plan, adequate justification will be required. This must also be tested against the comments from the HSE regarding potential risks arising from introducing new population at the proposed density in the vicinity of the hazardous installation.
- **Design, access and play space:** the design requires additional response as set out in the main body of this report. The key matters relate to the control mechanisms, design quality, layouts, townscape, scale and heritage impacts. The design team should extract the principles of the design and access statement and develop a detailed design code to inform design quality for reserved matters applications.
- **Climate change mitigation:** further technical work is required as set out in the main body of this report. This relates to the need to consider other networks in the area, such as at Blackwall Reach.
- **Climate change adaptation:** further technical work is required as set out in the main body of this report. The headline matters relate to overheating of units on the A13, flooding and design, and other environmental matters which the GLA may provide further commentary on in due course.
- **Noise:** the design code will need to be developed to ensure that mitigation measures and design measures to manage the noise impacts from the A12 and A13 will create an acceptable living environment.

- **Transport:** Contributions to mitigate the impacts of the development will be required along with various management plans. Further discussion is therefore required by TfL.

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