

Hackney Wick Central**in the London Boroughs of Hackney and Tower Hamlets****(London Legacy Development Corporation)****planning application no. 16/00166/OUT****Strategic planning application stage 1 referral**

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

The proposal

Outline planning permission (with all matters reserved, except access) for the demolition of 28,281 sq.m. (GIA) of existing buildings and development of a phased comprehensive mixed use development of up to 119,242 sq.m. GIA floorspace, comprising up to 78,931 sq.m. residential (Class C3), a minimum of 29,908 sq.m. employment space (Class B1a and B1c), up to 4,493 sq.m. retail uses (Class A1-A4), a minimum of 381 sq.m. and up to 2,318 sq.m. community space (Class D1/D2) with car parking, public realm, playspace, open space and associated vehicle access.

The applicant

The applicants are the **London Legacy Development Corporation (LLDC)** and the **London Borough of Hackney** and the architects are **Karakusevic Carson Architects** and **Witherford Watson Mann Architects**.

Strategic issues

Principle of development: mixed-use redevelopment with re-provision of employment floorspace and low cost workspace strongly supported. Mechanisms to guarantee the deliverability and affordability of the workspace should be secured. (paras 20-31)

Housing: minimum provision of 20% affordable housing with a tenure split of 40% rented and 60% intermediate. Applicant's financial viability assessment has been independently assessed. Affordable housing offer is low but prioritisation of low cost workspace in the area is accepted. Review mechanisms should be secured in accordance with the Mayor's draft Affordable Housing and Viability SPG. (paras 32-40)

Urban design: design approach supported and set of codes and parameters plans will help achieve a high quality standard of place making and architecture. The retention of heritage assets in employment use and improvements to their accessibility is supported. (paras 45-53)

Transport: application does not yet comply with London Plan transport policies. Financial contributions towards a cycle hire docking station (£115,000), bus provision (£375,000) and Legible London (£25,000) are required. (paras 60-63)

Recommendation

That the London Legacy Development Corporation planning authority be advised that while the application is generally acceptable in strategic planning terms, the application does not yet comply with the London Plan, for the reasons set out in paragraph 69 of this report. The application does not need to be referred back to the Mayor if the LLDC resolves to refuse

permission, but it must be referred back if the LLDC resolves to grant permission.

Context

1 On 12 May 2016 the Mayor of London received documents from the London Legacy Development Corporation planning authority 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 may provide the London Legacy Development Corporation 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. 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 and 1C 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(c) – 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 of 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 more than 30 metres high outside the City of London.”*

3 Once the London Legacy Development Corporation planning authority 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 London Legacy Development Corporation planning authority to determine it itself, unless otherwise advised. In this instance if the London Legacy Development Corporation planning authority 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) Regulations 2011 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 5.95 hectare application site is located in Hackney Wick. The site covers two boroughs, the London Borough Hackney and the London Borough of Tower Hamlets, but falls within the jurisdiction of the London Legacy Development Corporation (LLDC) for planning matters with the LLDC acting as both the regeneration agency and planning authority for this area.

7 The application site is adjacent to the Queen Elizabeth Olympic Park and the River Lee Navigation that are immediately east of the site. Hackney Wick station sits in the middle of the site with the area to the north of the railway line in the London Borough of Hackney and the area to the south in the London Borough of Tower Hamlets. The site is connected to the Olympic Park via a footbridge and a road bridge over the River Lee Navigation. The area is surrounded by a mix of low rise housing at Lea Bank Square to the north, and older industrial

buildings to the south along Rothbury Road and White Post Lane. Fish Island is further to the south on the opposite side of the Hertford Union Canal. The west of the application site is edged by Hepscott Road, Wallis Road and Berkshire Road, with the A12 further to the west.

8 The application site is mainly industrial in character with warehouse buildings in various employment, retail, cultural and community uses such as restaurant, cafes, galleries, event spaces and the Yard Theatre. It is also home to a growing number of creative businesses and artists alongside traditional industrial uses, including several printing companies and some builders' merchants. There are currently no residential uses on the application site. The LLDC Local Plan Policies Map identifies the site as a key development site that forms the central part of the Hackney Wick Neighbourhood Centre.

9 The site is fragmented into multiple landownerships. To support regeneration, LLDC has acquired landholdings around Hackney Wick station.

10 The site is located partly within two conservation areas. The Hackney Wick Conservation Area is north of the railway line and the Fish Island and White Post Lane Conservation Area, south of the railway line. There are no statutory listed buildings within the site although there are a number of non-designated heritage assets within the conservation areas. There are also a number of listed buildings in the surrounding area, including the two Grade II listed buildings, the Church of St Mary of Eton and Gainsborough School.

11 In terms of transport, Hackney Wick station is served by London Overground North London Line services to destinations including Stratford, Clapham Junction and Richmond. Improvements to the station, which include a new ticket hall and lifts are underway and due to be completed in early 2018. There are seven bus routes and one night bus route located within 600 metres of the site, although only three are within a five minute walk (400 metres). The nearest Transport for London Road Network (TLRN) route is the A12, which can be accessed at Lea Interchange approximately 500 metres to the west of the site and Wick Lane 1.2 kilometres. Stratford High Street, 1.5 kilometres south of the site, is the nearest section of the Strategic Road Network (SRN). The PTAL score for the site currently ranges between 2 to 4 (poor to good), with a score of 3 achieved at the centre of the site on a scale of 0-6, where 6 is the highest. By 2021 the PTAL score for the site is expected to rise to between 3 to 4 across the site (moderate to good).

Details of the proposal

12 The London Legacy Development Corporation (Estate team) has submitted this outline application to establish a set of principles and scale of development that it is intended will be brought forward on their own sites and give an indication of acceptable schemes on the other individual plots that will come forward within the masterplan area. More details will be set out at reserved matter application (RMA) stage.

13 Outline permission is sought for a mixed use development of up to 119,242 sq.m. comprising:

- Up to 78,931 sq.m. of residential floorspace (Class C3). This floorspace could deliver approximately 874 units;
- A minimum of 29,908 sq.m. of employment space (Class B1a office and B1c light industrial and studios);
- Up to 4,493 sq.m. of retail uses (Class A1- A4);
- A minimum of 381 sq.m. and up to 2,318 sq.m. of community space for future residents (Class D1 community facility/D2 leisure);

- Up to 23,359 sq.m. of public realm, open space and associated vehicular access;
- The proposed development is car free, except for the provision of disabled parking spaces.

14 The proposed buildings are largely 4- to 6-storeys in height with five taller built elements ranging from 8-to 9-storeys in height.

Case history

15 Some schemes have already been approved or are currently being determined as individual plots within the boundaries of the application site. Of particular relevance to this scheme are applications:

- Queens Yard (GLA reference D&P/4031): This is an hybrid application to provide a replacement theatre (The Yard) (outline), and 2,562 sq.m. of flexible commercial floorspace (Use Class B1) and 116 residential units (detailed). The application has not yet been considered by the Mayor.
- 80-84 and 88 Wallis Road (GLA reference D&P/3364): This scheme has permission for a mixed use development comprising 4,518 sq.m. of flexible commercial floorspace (Use Class B1/A1/A2/A3/D1) and 123 residential units with no affordable housing, as well as new areas of public realm, landscaped amenity space and car/cycle parking. The site sits in the middle of the application site. The previous Mayor was content in June 2015 to allow the London Legacy Development Corporation planning authority to determine the case itself.
- Hackney Wick Station – (GLA reference D&P/2380): Application approved in September 2014 for the creation of underpass, ticket office and new accessed to platform level. Improvements to the station are due to be completed in early 2018.
- Hackney Wick Hub – (GLA reference D&P/2773): Application approved in March 2012 for a mixed use redevelopment comprising up to 10,883sq.m. residential (Class C3), up to 6,342 sq.m. of employment space (Class B1), up to 1, 596 sq.m. of retail, food and drink uses (Class A1-A5), together with up to 1,820 sq.m. public realm.

16 The Hackney Wick Central development proposal was discussed at pre-application stage with GLA officers on 31 March 2015 and 17 December 2015. Separate discussions on viability were also had as the application developed. GLA officers strongly supported the principle of the mixed-use redevelopment of the site. However, the affordable housing offer was considered low and the applicant was advised to present scenario tests that set out the implications of providing affordable workspace and how that might impact on affordable housing provision. In terms of design, the applicant was recommended to provide a spatial framework analysis to demonstrate how the masterplan layout was fully aligned with existing and emerging pedestrian routes and to provide clear justifications to support the location and height of the proposed tall buildings.

Strategic planning issues and relevant policies and guidance

17 The relevant issues and corresponding policies are as follows:

- Principle of development *London Plan; Land for Industry and Transport SPG; Town Centres SPG*
- Housing *London Plan; Housing SPG; Draft Affordable Housing and Viability SPG; Shaping Neighbourhoods: Play And Informal Recreation SPG*

- Urban design *London Plan; Housing SPG; Shaping Neighbourhoods: Character and Context SPG; Shaping Neighbourhoods: Play and Informal Recreation SPG*
- Inclusive design *London Plan; Accessible London: Achieving an inclusive environment SPG*
- Sustainable development *London Plan; Sustainable Design and Construction SPG; Mayor’s Climate Change Adaptation Strategy; Mayor’s Climate Change Mitigation and Energy Strategy; Mayor’s Water Strategy*
- Air quality *London Plan; the Mayor’s Air Quality Strategy; Control of dust and emissions during construction and demolition SPG*
- Transport *London Plan; the Mayor’s Transport Strategy; Land for Industry and Transport SPG.*

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 London Legacy Development Corporation Local Plan 2015 -2031 (adopted July 2015) and accompanying Policies Map, and the London Plan 2016 (Consolidated with Alterations since 2011).

19 The following are also relevant material considerations:

- The National Planning Policy Framework and Technical Guide to the National Planning Policy Framework;
- The Mayor’s Olympic Legacy Supplementary Planning Guidance (OLSPG, 2012);
- Hackney Wick & Fish Island SPD – Consultation Draft (July 2016).

Principle of development

20 The application site lies within Lower Lea Valley (LLV) Opportunity Area and the area covered by the Mayor’s Olympic Legacy Supplementary Planning Guidance (OLSPG). In the Hackney Wick and Fish Island area, the OLSPG supports the creation of a new mixed-use hub around an improved Hackney Wick station that will deliver new employment and housing opportunities, whilst responding positively to the area’s existing historical character. At the local level, the LLDC Local Plan and its Site Allocation SA1.1 supports a comprehensive employment-focused mixed use development in the Hackney Wick Station area. LLDC Local Plan Policies Map identifies the application site as part of Hackney Wick Neighbourhood Centre.

21 The application site currently comprises a mix of land uses, including a majority of industrial and distribution uses (B1c, B2 and B8) as well as some office, retail and community uses (B1a, A1-A4, D). As set out in strategic and local policy, it is proposed that the area shifts from being an employment-focused area to an employment-focused mixed-use neighbourhood centre. Table 1 below sets out the outline application’s existing and proposed floorspace for the site:

Land use	Existing floorspace	Proposed floorspace	Net change
A1- A4 Retail	1,417	4,492	3,075
B1a Office	1,385	19,053	17,668
B1c Light Industry	14,088	2,948	-2,701
B1c Studios (low cost)		8,439	
B2 General Industrial	8,800	0	-8,800
B8 Storage and	9,643	0	-9,643

Distribution			
C3 Residential	0	77,519	77,519
D (Non resi, assembly and leisure)	974	2,318	1,344
Sui generis*	954	0	-954
Total all	37,261	114,770	77,509

* Sui Generis uses include tool hire centre, a vehicle breakers yard and the Yard Theatre.

Table 1: Existing and proposed floorspace

Employment

22 London Plan Policy 2.4 encourages the development of a high quality media and creative industry cluster at Hackney Wick with London Plan Policies 4.4 and 4.10 seeking to promote a full range of workspaces. At the local level, LLDC Local Plan Policy B.4 seeks to retain existing managed and low-cost workspace, where viable and resists the loss of employment floorspace. Site Allocation SA1.1 of the Local Plan states that development should retain or re-provide existing employment floorspace classified as B1 Use Class (business).

23 The application prioritises the re-provision of existing employment floorspace, and as set out in Table 1 above, proposes to replace the existing industrial uses, which might not be compatible with mixed-use and residential development, with B1a offices, B1c light industrial and low cost workspace floorspace.

24 Approximately 8,400 sq.m. of low cost creative workspace, representing 28% of all B1 space proposed in the application will be secured through the S106 agreement by various mechanisms, including by capping rents in perpetuity and providing secure leasing arrangements that can ensure long term sustainability of creative industries in the application site. It is also proposed that the location of the affordable workspace be identified on a plan annex to the S106 and the minimum amounts to be provided by each plot specified. This is welcomed, and these mechanisms should be secured by LLDC planning authority.

25 Overall, the proposed development will increase employment densities across the application site and is estimated to provide 1,783 direct jobs once complete and operational, which is a net increase of 1,022 direct jobs compared to the application site's existing capacity.

26 The proposed employment intensification of the site with uses compatible in a town centre location and the re-provision of low cost affordable workspace is strongly supported and will positively contribute to the local economy and local character of the area.

Retail in neighbourhood centre

27 The proposed development will establish the new Hackney Wick Neighbourhood Centre identified in LLDC's Local Plan. The application seeks approval for up to 4,493sq.m. of A1/ A2 (shops and retail services) and A3/A4 (cafes, restaurants and bars) floorspace across the development. The proposed quantum of retail uses falls within the broad parameters set out in Annex 2 of the London Plan and is therefore supported in line with London Plan Policy 4.7.

Social and community infrastructure

28 In response to the site's town centre location and the quantum of development proposed, the application includes the provision of a minimum of 381 sq.m. and up to 2,318 sq.m. of combined D1 (community facility) and D2 (leisure) floorspace. This will secure a new Yard Theatre on the site and additional flexible community space to respond to the need of the

community. In addition, 3,032 sq.m. of local open space will be provided. The provision of community /leisure floorspace and open space is supported in line with London Plan policy.

Housing

29 In addition to re-providing existing, and delivering new employment floorspace, the proposed development seeks approval to deliver a maximum of 78,931 sq.m. of residential floorspace on site. The application is not applying for a set number of residential units, although indicatively this floorspace could deliver approximately 874 residential units based on the illustrative masterplan unit mix submitted with the application.

30 London Plan Policy 3.3 provides explicit strategic support for the provision of housing within London. The London Plan establishes a minimum annual housing target for the LLDC of 1,471 net additional dwellings for the Plan period 2015-2025. In the context of this opportunity area, the delivery of additional homes is supported by London Plan policy.

Summary

31 The principle of the development, which includes principally B-related employment floorspace and residential floorspace, together with the provision of retail, community uses and open space is strongly supported in strategic terms and supports the objectives of the OLSPG, the London Plan, and the LLDC Local Plan to bring forward development around Hackney Wick station.

Housing

Affordable housing

32 London Plan Policies 3.11 and 3.12 require the maximum reasonable amount of affordable housing to be delivered with further guidance provided in the Mayor's Affordable Housing and Viability draft SPG. At the local level, LLDC's affordable housing policy requires a minimum target of 35% to be delivered in the Legacy Corporation area with a tenure split of 60% affordable rent and 40% intermediate rent.

33 The applicant has submitted a financial viability report in support of its proposals, which assesses the financial viability of the illustrative masterplan based on the maximum parametres plans. Subsequent revised matters applications (RMA) for individual plots, which may propose alternative scheme designs, will be subject to additional viability assessment. The applicant's financial viability assessment has been independently assessed and robustly interrogated by LLDC and GLA officers.

34 A minimum provision of 20% affordable housing is proposed (based on habitable rooms) with a tenure split of 40% rented and 60% intermediate with each plot required to achieve this minimum threshold. GLA officers expect the final housing strategy to be secured with the following elements:

- A minimum 20% affordable housing provision on each plot coming forward in the masterplan. Future plots are expected to work towards LLDC's 35% affordable housing policy target and the Mayor's 35% affordable housing threshold set out in the Mayor's Affordable Housing and Viability draft SPG;
- Robust review mechanisms in accordance with the Mayor's Affordable Housing and Viability draft SPG (at RMA stage and advanced stage review for each of the plot that does not

meet or exceed the 35% threshold) to seek to increase the affordable housing offer of each individual plot;

- Affordability: rents and income levels that are based on the benchmarks set out in the Mayor’s Affordable Homes 2016-21 Funding Guidance or any subsequent guidance or annual monitoring reports (AMRs) issued by the GLA;
- Use of grant or other public subsidy to increase the level of affordable housing in accordance with the Mayor’s draft Affordable Housing and Viability SPG.

35 It is acknowledged that the re-provision of low cost workspace is impacting on the provision of affordable housing. The applicant has tested different workspace scenarios to illustrate the impact on viability. This demonstrates that if the existing employment floorspace (B1c and B1c low cost workspace) was not re-provided, 29% affordable housing by habitable room on the basis of a 60/40 tenure split could be achieved on site.

36 Whilst the proposed 20% affordable offer is low, given that both strategic and local planning policy seek to protect and build upon the existing creative and cultural industries in this location, the prioritisation of subsidised workspace is accepted. However, to ensure that all opportunities are secured to increase and maximise the provision of affordable housing, robust review mechanisms will be secured through the S106 agreement. GLA officers will work with the LLDC to agree the full details of the required mechanisms.

Housing choice

37 The London Plan, together with the Mayor’s Housing SPG, seeks to promote housing choice and a balanced mix of unit sizes with strategic priority afforded to affordable family homes. LLDC Local Plan Policy H.1 states that units of two bedrooms or more should constitute more than half the total development units. The proposed unit mix based on the illustrative masterplan is set out in table 2 below. The exact unit mix will be determined at RMA stage.

Unit type	Total %
One-bedroom	40
Two-bedroom	48
Three-bedroom	12
Total %	100

Table 2: Unit mix summary

38 Within the current proposals, it is assumed that 5% of the private units would be 3 bedroom units and the affordable units would be split 50% 2 bedroom and 50% 3 bedroom units. The proposed unit mix complies with local policy and the strategic priority for family affordable housing is supported.

Residential density

39 London Plan Policy 3.4 requires development to optimise housing output for different locations taking into account local context and character, design principles set out in London Plan Chapter 7 and public transport capacity. Table 3.2 provides the density matrix in support of this policy. The site has an ‘urban’ setting with a PTAL that is expected to rise to between 3 to 4 across the site (moderate to good). The site is also in an Opportunity Area.

40 Based on the above, the London Plan’s density matrix would suggest a residential density of between 200 and 700 habitable room per hectare (hr/ha) and 45-260 units per hectare (u/ha).

The residential density for the entire site is 262 habitable rooms per hectare, which is within the suggested density range for a site in an urban location and with good public transport accessibility, and is therefore acceptable.

Children’s play space

41 London Plan Policy 3.6 seeks to ensure that development proposals include suitable provision for play and recreation and is supported by the Mayor’s Shaping Neighbourhoods: Play and Informal Recreation SPG.

42 The play space requirement for the site has been calculated based on the illustrative masterplan and assumptions set out in the Housing and Social Infrastructure Statement. Based on the requirement of 10 sq.m. per child, the required amount of play space is 1,790 sq.m. This breaks down as follows:

Age profile (years old)	No. of children	Play space requirement (sq.m.)	Potential illustrative masterplan provision (sq.m.)
Under 5’s (door stop)	65	650	1,300
5-11’s (local)	63	630	420
Over 12’s (neighbourhood and young play spaces)	51	510	0
Total	179	1,790	1,720

43 Provision for doorstep play for children under 5 will be provided on site and will be required as part of future reserved matters applications. The applicant is not proposing to deliver the total play space requirements for children aged 5 -11 on site given the proximity to Queen Elizabeth Olympic Park and Victoria Park, which could provide suitable easily accessible off-site provision. A planning obligation is therefore proposed to ensure that 65% of the anticipated requirement for local play space for children aged 5-11 be provided as part of the proposed development, with the remainder secured by way of contribution towards off-site facilities. The applicant’s approach is supported. LLDC planning authority should secure these planning obligations as part of the outline planning application.

44 The proposed design codes for ‘play in the public realm’ are strongly supported and reflect accurately the ambitions of the Mayor’s Play and Informal Recreation SPG.

Urban design

45 Good design is central to the objectives of the London Plan and is specifically promoted by the policies contained within chapter seven which address both general design principles and specific design issues. The scheme has been subject to extensive pre-application discussions and the resulting masterplan layout is well thought out and aligned with existing street patterns to form a cohesive and legible series of routes and spaces. As requested at pre-application stage, the applicant has submitted a thorough and well-structured design code which clearly sets out the proposed spatial framework underpinning the proposals. This includes a demonstration of key access routes both into and through the masterplan site, with pedestrian routes defined from vehicular routes. A series of further requirements to ensure pedestrian safety and inclusivity are also set out in the design code. This is strongly supported.

46 The planning submission sets out the wider context of the LLDC's Hackney Wick and Fish Island masterplan and how the application site sits within this. This provides a clear indication of how a series of 'key spaces' are distributed across the site and aligned to connect with primary pedestrian movement patterns both from Hackney Wick station and from the wider masterplan area. The proposal also draws on the distinctive character of Hackney Wick and includes a series of varying character areas defined by the scale of passageways, courtyards and the canal edge. This is welcomed.

47 In response to pre-application discussion, the applicant has provided a clear justification for the location and scale of proposed taller buildings, which themselves are positioned to promoting legibility while also forming hybrid perimeter blocks of varied scale. This will help to integrate taller elements with the predominant scale of the masterplan site and mitigate any impact on the setting of heritage assets. The design code provides further requirements for townscape/visual assessment of taller elements in particular, along with a series of 'built form and character' criteria. This is welcomed and officers are supportive of the varied heights and refined and high quality architecture which can be secured through the design code. An obligation is also proposed to ensure the appointments of architects for each of the five tall buildings through a design competition or similar process, which is welcomed.

48 The layout of blocks gives potential to secure a high residential quality, with a good distribution of entrances to cores, efficient core to unit ratios and the inclusion of through units to avoid any north facing single aspect units. In addition, the design code provides tailored requirements for each individual block which includes the treatment of each facade to ensure the provision of generous and legible entrances and minimum distances between frontages. This is welcomed.

49 In conclusion, the submitted information forms a clear and robust set of codes and parameter plans which will help to achieve a high quality standard of place making and architecture, and the applicant's positive response to pre-application discussions is strongly supported.

Heritage

50 As mentioned in paragraph 10 the application site sits partially in the Hackney Wick and Fish Island & White Post Lane Conservation Areas and includes a number of non-designated heritage assets on the site. There are also some listed buildings in the surrounding area, including the two Grade II listed buildings, the Church of St Mary of Eton and Gainsborough School. The Planning (Listed Buildings and Conservation Areas) Act 1990 sets out the tests for dealing with heritage assets in planning decisions. Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 makes clear that special regard must be had to the desirability of preserving Listed Buildings, their settings, or any features of special architectural or historic interest that they may possess. NPPF paragraph 135 states that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that with respect to any buildings or other land in a conservation area, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area. London Plan Policy 7.8 seeks to protect and enhance heritage assets and encourages development affecting these assets and their settings to conserve their significance, by being sympathetic to their form, scale, materials and architectural detail. London Plan Policy 7.4 promotes local character.

51 The applicant has carried out a heritage assessment, which provides a detailed audit of the conservation areas and each heritage building in the setting of the application site and their

significance. It is proposed that the eight non-designated heritage assets identified on the site be retained in employment use and refurbished with improvements to accessibility, which is welcomed. The Section 106 will ensure that identified plots contribute a specified sum to retain and improve these heritage assets. Works will be carried out in accordance with the design code, which gives clear guidance on the architectural treatment for the refurbishment of the retained heritage assets in order to preserve and enhance their special interest and sets out guidance for new buildings adjacent to these heritage assets, which should ensure their settings are respected. It is expected that a more detailed appraisal of retained buildings would be required by condition at RMA stage. This is supported and the above proposed obligation and condition should be secured by LLDC planning authority.

52 With regard to the listed buildings that lie outside the application site, the heritage assessment concludes that the proposed development will cause very limited harm to the significance of the St Mary of Eton Church and some harm that is less than substantial to the significance of Gainsborough School. GLA officers agree with the heritage assessment, which concludes that the public benefits, including the heritage benefits and wider public benefits associated with the proposed development outweigh the harm that will potentially be caused to the listed buildings.

53 Similarly, with regard to the proposed buildings' height and impact on the conservation areas, as set out in paragraph 47, GLA officers are satisfied that the applicant has shown through the proposed layout and scale of the proposal and proposed retention of heritage assets that it had taken into account the existing character of the area and that the character and appearance of the conservation areas, and their setting will be preserved. GLA officers therefore agree with the heritage statement's conclusion that the public benefits, including the heritage benefits and wider public benefits associated with the proposed development, will outweigh the less than substantial harm that will potentially be caused to the Hackney Wick and Fish Island & White Post Lane Conservation Areas. The proposal is therefore in accordance with London Plan Policies 7.4 and 7.8.

Inclusive design

54 London Plan Policies 7.1 and 7.2 promotes the principles of lifetime neighbourhoods and inclusive design. The applicant has carried out an inclusive design strategy which sets out how inclusive design and lifetime neighbourhoods principles have been integrated into the application proposals and identifies how these principles are to be delivered at reserved matters application stage. The inclusive design strategy's objectives have also been carried forward in the design code.

55 The masterplan identifies a range of wheelchair user dwellings across the proposed development within each plot. The M4(2) and M4(3) requirements should be secured by LLDC planning authority by condition as well as a commitment to spread the wheelchair units proportionally across the tenures and storeys. A total of 87 adaptable/disabled off-street car parking spaces will be delivered throughout the scheme in line with London Plan standards.

56 The shared surface on the north-south route will be designed with vulnerable pedestrians in mind and clearly defined pedestrian footways will be provided in a consistent manner. The space will be free of clutter and seating will be provided. Publically accessible working yards and residential courts will include shared space with robust surface to allow controlled vehicle use and details to ensure pedestrians can use the space safely. As there is a difference in level between the site and the canal edge, level access (ramped) will be provided at all access point in accordance with LLDC Inclusive Design Standards, which is welcomed.

Climate change

57 The applicant has broadly followed the energy hierarchy set out in London Plan Policy 5.6. However, further information relating to energy efficiency, district heating for the three options proposed, the Combined Heat and Power plant for option 2, and renewable energy technologies is required to fully assess whether the strategy complies with London Plan policy and to verify the carbon dioxide savings. Full detail of the information required has been sent to both the applicant and LLDC planning authority.

58 The approach to flood risk management is in line with London Plan Policy 5.12. However, the approach to sustainable drainage requires further work relating to the management of rainwater from new development in order to fully comply with London Plan Policy 5.13. Further detailed information has been provided to both the applicant and LLDC planning authority.

Air quality

59 The environmental impact assessment (EIA) demonstrates that the proposed development is capable of meeting the required standards of Air Quality Neutral and will not cause a significant negative impact on the local environment. However, the report also shows that there are some locations where pollution could impose constraints on the suitability of some parts of the site for particular uses or where mitigation may be needed. The local environment in each phase, possible mitigation and a more detailed approach to Air Quality Neutral are all issues that can be dealt with at the reserved matters stage. Details on the conditions to be secured at outline and reserved matter stage have been provided to LLDC planning authority.

Transport

60 Residential parking would only be provided for accessible parking, approximately 87 off-street spaces. There will be a total of up to 79 existing/retained on-street parking spaces which will form a mix of visitor pay and display, taxi, car club and business permit spaces managed and controlled under the existing LB Hackney and LB Tower Hamlets CPZs. B1 uses would be allowed a range between 30 and 50 spaces. A car parking management plan and electrical vehicle charging points (EVCPs) should be secured by condition, and a car club space and membership should be secured in the S106 agreement.

61 Cycle parking will be provided in line with the minimum standards set out within the London Plan, which is welcomed. Given the existing high levels of cycle use in the area, the applicant is strongly encouraged to provide well-designed, integrated space-saving cycle parking and facilities such as showers and storage for business/visitor use at levels above minimum standards. TfL are extending cycle hire through the area, which includes this site. To serve residents, visitors and employees, a contribution of £115,000 is required for a docking station with a location to be agreed in the vicinity of Hackney Wick station.

62 The applicant has updated the TA trip generation and impact assessment, including journey to work modes and internalisation of trips, although it is considered that some of the first leg of rail-based trips may be made by bus instead, which would add to the trips on the bus network. The impact of trips by bus will be most notable on the 339 bus southbound towards Mile End station for District and Central lines. As such S106 funding for pump priming for five years for an additional AM peak journey on route 339 at a total cost of £375,000 is required to mitigate the impact of this proposal. A contribution towards Legible London way findings of £25,000 should also be secured.

63 The submitted framework travel plan has passed the ATTRbUTe assessment and should be secured, enforced, monitored and reviewed as part of the S106 agreement. A delivery and servicing plan (DSP) and a construction and logistics plan (CLP) should also be secured via condition.

Community Infrastructure Levy

64 In accordance with London Plan policy 8.3, *Community Infrastructure Levy*, the Mayor commenced CIL charging for developments permitted on or after 1 April 2012. The relevant Mayoral charge for Hackney and Tower Hamlets is £35 per square metre Gross Internal Area (GIA) and further details can be found at: <https://www.london.gov.uk/what-we-do/planning/implementing-london-plan/mayoral-community-infrastructure-levy>

65 The LLDC has adopted a CIL charging scheme on 6 April 2015 and the relevant rate in this instance is £60 per square metre of GIA residential.

Local planning authority's position

66 LLDC planning authority is expected to report this application to its planning committee on 25 April.

Legal considerations

67 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 LLDC planning authority 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 LLDC planning authority 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

68 There are no financial considerations at this stage.

Conclusion

69 London Plan policies on Opportunity Areas, employment and town centres, housing, affordable housing, urban design, sustainable development and transport are relevant to this application. While the principle of the employment focused mixed-use redevelopment of the site is strongly supported, there are some outstanding issues that need to be resolved as set out below before the application can be considered to accord fully with the London Plan:

- **Principle of development:** The proposed mixed use redevelopment and employment intensification of the site, as well as the provision of low cost workspace is strongly supported. The deliverability and affordability of the workspace should be robustly secured.

- **Housing:** A minimum provision of 20% affordable housing is proposed (based on habitable rooms) with a tenure split of 40% rented and 60% intermediate. The applicant's financial viability assessment has been robustly and independently assessed. The affordable housing offer is low but the prioritisation of low cost workspace in the area is accepted. Robust review mechanisms should be agreed and secured through the S106 in accordance with the Mayor's draft Affordable Housing and Viability SPG to seek to increase the affordable housing offer of the individual plots coming forward in the masterplan area.
- **Urban design:** The design approach is supported and the set of codes and parameter plans will help achieve a high quality standard of place making and architecture. The S106 agreement should ensure that the identified heritage assets are retained and that the required works to refurbish the buildings are also secured in the outline application and any future detailed applications.
- **Inclusive design:** The M4(2) and M4(3) requirements should be secured by LLDC planning authority by condition.
- **Climate change:** The proposals are broadly acceptable; however, further information is required before the carbon savings can be verified. The applicant should prioritise Option 1 for energy. The approach to flood risk management is acceptable and in line with London Plan Policy 5.12. The approach to sustainable drainage requires further work to be in line with London Plan Policy 5.13.
- **Air quality:** The proposal is acceptable in air quality terms but more detailed review will be needed at the reserved matters stage.
- **Transport:** In order to comply with the transport policies of the London Plan, the following is sought: car parking management plan, blue badge and EVCP, delivery and servicing plan and construction logistics plan should be secured via condition; car club space and membership and framework travel plan secured by Section 106 agreement; updates to design code and parameter plans for wayfinding, bus infrastructure and access; financial contributions for £115,000 towards a cycle hire docking station and £375,000 towards an AM peak bus journey on route 339 and £25,000 to Legible London.

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