

Woodberry Down Masterplan

in the London Borough of Hackney

planning application no. 2013/7646/P

Strategic planning application stage II 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

A hybrid application as follows:

Outline element (all matters reserved):

Demolition of existing buildings and structures at Woodberry Down Estate to provide up to 275,604 sq.m. floorspace GEA (excluding car parking), comprising up to 3,242 residential units, and a maximum of 10,921 sq.m. non-residential floorspace within Use Classes A1-A4, B1, D1 and D2, together with provision of new open space and public realm, energy centres, and associated car parking and highway improvement works to Seven Sisters Road, including a narrowing from six carriageways to four carriageways.

Full planning element:

Redevelopment of the land bounded by Towncourt Path, Kayani Avenue, Green Lanes, West Reservoir/Springpark Drive, and Woodberry Down (Phase 2) for the erection of four buildings between three and twenty-storeys, to provide 670 new homes (comprising thirty studios, 310 one-bed, 271 two-bed and 59 three-bed units), 550 sq.m. of non-residential floorspace GEA within Use Classes A1-A4, B1, D1 and D2, together with open space provision.

The applicant

The applicant is **Berkeley Homes (Capital)** and the architect is **Fletcher Priest Architects**.

Strategic issues

The principle of the residential-led mixed-use redevelopment of this site, as part of an on-going estate renewal, is acceptable. Further information in relation to **housing, inclusive access** and **transport**, has been provided and application is acceptable in strategic planning terms.

The Council's decision

In this instance Hackney Council has resolved to grant permission.

Recommendation

That Hackney Council be advised that the Mayor is content for it to determine the case itself, subject to any action that the Secretary of State may take, and does not therefore wish to direct refusal, or direct that he is to be the local planning authority.

Context

1 On 5 December 2013 the Mayor of London received documents from Hackney Council notifying him of a planning application of potential strategic importance to develop the above site for the above uses. This was referred to the Mayor under the following categories of the Schedule to the Order 2008:

- **Category 1A:** *“Development which comprises or includes the provision of 150 houses, flats, or houses and flats”.*
- **Category 1C:** *“Development which comprises or includes the erection of a building more than 30 metres high outside the City of London”.*

2 On 15 January 2014 the Mayor considered planning report D&P/0704d/01, and subsequently advised Hackney Council that whilst the principle of the application was supported, it did not comply with the London Plan. However, the possible remedies, as set out in paragraph 109 of the above-mentioned report, could address these deficiencies.

3 A copy of the above-mentioned report is attached. The essentials of the case with regard to the proposal, the site, case history, strategic planning issues and relevant policies and guidance are as set out therein, unless otherwise stated in this report. On 5 February 2014 Hackney Council decided that it was minded to grant planning permission, and on 6 May 2014 it advised the Mayor of this decision. Under the provisions of Article 5 of the Town & Country Planning (Mayor of London) Order 2008 the Mayor may allow the draft decision to proceed unchanged, direct Hackney Council under Article 6 to refuse the application or issue a direction to Hackney Council under Article 7 that he is to act as the Local Planning Authority for the purposes of determining the application and any connected application. The Mayor has until 21 May 2014 to notify the Council of his decision, and to issue any direction.

4 The decision on this case, and the reasons, will be made available on the GLA’s website www.london.gov.uk.

Update

5 At consultation stage, Hackney Council was advised that whilst the principle of the application was supported, it did not comply with the London Plan. However, the possible remedies, as set out in paragraph 109 of the above-mentioned report, could address these deficiencies:

- **Housing:** The overall approach to housing renewal was supported. However, further clarification was required regarding tenure mix, and the Council was required to secure an appropriate housing mix for the outline element. Further clarification was also sought with respect to residential quality. Finally, whilst the residential density of the proposed scheme was broadly in line with London Plan Policy 3.4 and table 3.3, further clarification regarding habitable rooms per hectare was required.
- **Inclusive access:** Further information was required regarding the location of the wheelchair accessible units in the detailed element, in order to fully accord with London Plan policies 3.8 and 7.2.
- **Transport:** To ensure that the application was consistent with the transport policies of the London Plan, the following matters were required to be addressed, and where appropriate secured through a planning condition and/or the legal agreement:
 - outputs of traffic modelling work stream;

- depending on the decision to be taken regarding the outcome of the impact on the highway as a result of the proposals, the applicant may need to have entered into a section 278 agreement, or similar, to undertake highway works;
- depending on the outcome of the impact on the highways as a result of the proposals, the amount of car parking proposed may need to have been re-assessed;
- £270,000 towards improving bus services minus contributions received;
- contributions towards the installation of wayfinding 'Legible London' signs;
- provision of electric vehicle charging points, and car club spaces;
- provision of a framework travel plan, delivery and servicing plan, and construction logistics plan, and
- contribution towards the Mayoral CIL.

Update

Housing

6 At consultation stage, the overall approach to estate renewal was supported. Given the nature and scale of the hybrid application, the Council has secured no less than 43% affordable housing to be provided across phases two to eight, with an appropriate review mechanism secured at phase six. An independent assessment of the applicant's viability report demonstrates that this represents the maximum reasonable amount of affordable housing, in accordance with London Plan Policy 3.12.

7 The applicant has confirmed the proposed tenure split across phases three to five is 47% social rent and 53% intermediate provision. This has been appropriately secured by the Council. The tenure split for phases six to eight will be subject to a financial viability review, although the Council has made clear that it will be seeking a policy compliant 60:40 social housing to intermediate tenure split for this element. Whilst not in accordance with the strategic tenure split of 60:40 set out in London Plan Policy 3.11, it is acknowledged that the proposed tenure split of phases three to five has largely been determined by the nature of the application. As an estate renewal scheme, the priority is for the reprovision of the existing units, in addition to the need to provide a more appropriate range of housing choices. The social housing provision will facilitate the decanting and rehousing of existing Council tenants, and the range of intermediate units will help to address wider housing need. The overall tenure split and affordable housing delivery has also been led by viability requirements. Given the significant proportion of affordable housing being provided across the masterplan site, which at 2,265 units represents an uplift of 827 affordable housing units, the range of housing types being proposed, and the viability of the overall development, the proposed tenure split within the outline element is acceptable.

8 The applicant has confirmed that all of the social housing units will be provided as social rent housing, and that no affordable rent is proposed. Whilst strategic policy seeks to secure the delivery of affordable rent within the social housing element, it is acknowledged that as an application for estate renewal, the priority is for the reprovision of existing housing. All social housing proposed is to be allocated to existing tenants, and all additional affordable housing is proposed to be for intermediate provision. No new social rent housing is therefore proposed. Given the nature of the application, this is acceptable.

9 A detailed breakdown of unit mix for the outline element has not been secured at this stage. Due to the likely lengthy build-out period of the masterplan, the Council will continue to monitor the housing need of existing tenants, and undertake a housing need survey as part each future reserved matters application. This survey will inform the mix of units required by the applicant for each phase, with any additional housing secured to meet the Council's housing mix policies. Given that future housing mix is being strongly linked to local housing need, and the

nature of the application as an estate renewal, which prioritises the re-provision of existing affordable housing, the approach to housing mix, which has been secured through the legal agreement, is acceptable in this instance.

10 Finally, as requested at consultation stage, the applicant has provided confirmation of the proposed density in habitable rooms per hectare, which for the overall masterplan, excluding phase one, equates to 530 habitable rooms per hectare. Whilst this is an indicative figure, as the exact mix of units is not known at this stage, it is well within the guidance range as defined by London Plan Policy 3.4, and is therefore acceptable.

Design

11 As detailed at consultation stage, key indicators of residential quality have been appropriately set out in the design principles document for the outline element. This document forms one of the formal approval documents, and appropriately secures the delivery of London Plan space standards, proportion of single aspect units, no single-aspect north-facing units, delivery of ground floor active frontages and ground floor residential entrances, and no more than eight dwellings to be served from one core. This is strongly supported. Further discussion with the applicant has also confirmed that the detailed element responds positively to residential quality standards, which is also supported.

12 The submission document for the detailed element demonstrates that the wheelchair accessible units are appropriately distributed across tenures and unit sizes, which is supported in accordance with London Plan Policy 3.8.

Energy

13 As set out at consultation stage, the energy strategy is supported in accordance with London Plan policy, and the Council has appropriately secured its delivery through a series of planning conditions.

Transport

14 At Stage 1, TfL's primary concern related to the proposals to narrow the width of Seven Sisters Road from six lanes to four alongside the introduction of additional pedestrian facilities, in parallel with the residential development. Although this proposed highway alteration, which formed part of the consented 2009 masterplan application, was supported in principle by TfL it was still subject to details of the scheme being agreed by all relevant stakeholders, particularly in relation to highway impact, and its delivery via a section 278 agreement between the applicant and TfL.

15 Limited discussion was held prior to proposals for this revised application being put forward and TfL were concerned that, given changes to planning policy and highways design standards, the increased quantum of development being proposed and the significant progress made by the applicant on regenerating the Woodberry Down estate, no further testing of the highways proposals had taken place.

16 A significant amount of further work has since been undertaken by the applicant in collaboration with TfL and the council in order to design, model and cost the proposals in further detail. This has allowed a number of options to be tested and in particular has highlighted that the impacts of the narrowing on bus journey times are unacceptable unless further additional measures, such as the introduction of a bus lane on Amhurst Park, a borough road forming part of the Strategic Road Network to the east of the site, are delivered. Nevertheless, this work demonstrates that general traffic using Seven Sisters Road would be subject to additional delays and queuing should the current proposed design be implemented. Given the strategic nature of Seven Sisters Road and TfL's network management duty, it is not

felt that the scheme currently being considered would result in an acceptable impact upon congestion in line with London Plan Policy 6.12.

17 Nevertheless, the aspirations of the council to reduce severance and improve the public realm are understood, and TfL is happy to continue working closely with the council and the applicant to consider any further improvements that could be made to the design nearer the time of scheme implementation and taking account of any future network changes at this time. As such, detailed discussions have taken place with regards to the wording of the section 106 agreement to ensure that a scheme can be developed and implemented by the applicant. Although significant progress has been made with regard to the transport section of the agreement, further work is still required and TfL expects to be involved in this on an ongoing basis, as agreed by all parties.

18 Should a highways scheme for Seven Sisters Road be agreed in future, the applicant will be required to deliver it via a section 278 agreement with the relevant highway authorities. Although the scheme will be designed within an agreed budget of £7.39m, a mechanism has been agreed in principle to ensure TfL is placed at no financial risk should costs increase, for example if there is a need to relocate a greater amount of statutory undertakers' plant than anticipated. Finally, given the current uncertainty around the timing of implementation, it has been agreed that a monitoring framework will be put in place with £750,000 from the applicant for further highways interventions should the impact of the final scheme be greater than anticipated through the design process. On the provision that the detail of this approach can be finalised with TfL, particularly with regard to the timing of approvals, phasing and implementation, this is welcomed as a pragmatic way of ensuring the delivery of a highways scheme. Through this process, other improvements to the urban realm such as improved wayfinding can also be delivered, addressing TfL's comments at Stage 1. Alternatively, should improvements be required in advance of a scheme being delivered, a transport contribution of £370,000 from the applicant has also been secured and could also be used for this purpose.

19 On the other transport related matters raised at stage 1, the proposed number of parking spaces has been reduced from 1,262 to 1,092 spaces (equivalent to a ratio of 0.26 spaces per unit). Whilst TfL would have preferred to see car parking reduced further given the excellent public transport accessibility of the site and congestion on the highway network, it is ultimately accepted that this provision is in accordance with London Plan standards and represents a reduction in the number of parking spaces when compared to the 2009 masterplan.

20 The Section 106 agreement also requires production of a Parking Plan, allowing a phased roll out of parking spaces to reflect the range of accessibility across the site as well as the proposed dwelling mix. Residents will also be restricted from obtaining an on-street parking permit through the section 106 agreement and will have to purchase a 'right to park' within the development rather than parking spaces being automatically allocated with a dwelling. Electric vehicle charging points (ECVP's), spaces for Blue Badge holders and cycle parking facilities in accordance with London Plan standards have all been secured by condition. It is noted that the draft Further Alterations to the London Plan (FALP) were only published shortly before the application was considered by the council's planning committee; nevertheless, should on site car parking be reduced further by the applicant as has been discussed, TfL would encourage use being made of any areas of the development that become available as a result to provide additional cycle parking in line with FALP standards.

21 In line with the consented 2009 Masterplan, a bus contribution of £270,000 has been secured. The section 106 agreement has been drafted to allow TfL some flexibility in how this contribution will be used, including either enhancing capacity on existing routes or allowing for journey times to be maintained via frequency increases as a result of the current uncertainty on the detailed design of the Seven Sisters Road scheme. This is welcomed by TfL and is in accordance with London Plan policy 6.3.

22 A Travel Plan, Delivery and Servicing Plan and Construction Management Plan have all been secured by condition on the application. Whilst this is welcomed, TfL would encourage the council in future to secure Travel Plans via a planning obligation, in line with TfL best practice.

23 In summary, the further work undertaken by the applicant to develop a highways scheme for Seven Sisters Road is welcomed by TfL. Although the impacts of the scheme in its current form are not considered to be acceptable, suitable section 106 provisions have been agreed to establish how a scheme can be further developed and implemented should a design prove acceptable. Nevertheless, further discussion on the section 106 agreement is required and TfL feel that the best way to secure this is for them to be a signatory to the agreement. This has been resisted by the council and the applicant in the past, but TfL would request that this position is reconsidered. Should this not prove possible, TfL must be involved in the ongoing drafting of the section 106 agreement.

24 The further reductions secured in car parking are welcomed, and the other issues raised by TfL at Stage 1 have been adequately addressed. As such, the application is considered to be compliant with the transport policies of the London Plan.

Response to consultation

Local neighbourhood consultation

25 Hackney Council publicised the application by sending notifications to all adjoining owners and occupiers (5,109 consulted in total). A total of 32 representations were received in response to the local neighbourhood consultation, nine of which were in support of the application, seventeen raised objection, and a further six were neutral. In summary, the following issues were raised:

- **Housing:** concerns regarding the number of additional people moving into the area; concern regarding the proportion of social housing, and a request that plans are inclusive of elderly and families.
- **Urban design:** height of the proposed tower is out of keeping with the surrounding area; proximity of residential units to Seven Sisters Road; request for a review of the listed building status of part of the estate, and concern regarding the quality of housing proposed.
- **Impact on local amenity:** environmental concerns with living alongside a construction project.
- **Transport:** objection to the narrowing of Seven Sisters Road; a request for a bus lane, and need to address visitor parking and traffic near the reservoir.
- **Other:** need to protect mature trees and green spaces; lack of engagement with local people, and need adequate provision for storage and disposal of domestic refuse.

26 Matters relating to impact on local amenity have been appropriately assessed by the local authority, who concluded that the proposed development is acceptable. To ensure that the development does not prejudice the amenity of adjoining occupiers, the Council has secured the delivery of a construction management plan and delivery and servicing plan through condition. Furthermore, in order to protect the existing trees during building operation and site works the Council has included a condition securing details of tree protection.

27 With regards to the objections raised relating to design, as stated in the Mayor's consultation report, no strategic concerns are raised with regards to height and massing, and

overall the application will deliver a high-quality development, which is supported. The Council, in its assessment of the application, concluded that the scale of the building was appropriate, and the design of the detailed element is balanced and articulated, setting up a coherent and readable townscape.

28 With regards to matters relating to housing, as detailed in the consultation report, and confirmed in paragraph eleven of this report, the proposed density of the development is acceptable in accordance with London Plan policies. The level of affordable housing has also been demonstrated to represent the maximum reasonable amount. Furthermore, all units have been designed to meet Lifetime Homes standards, which has been appropriately secured through condition.

29 Finally, matters relating to transport have been assessed and found to be acceptable by the local planning authority, and Transport for London subject to ongoing discussions in respect of the s106 agreement and detailed design of the scheme.

30 Reasons given for supporting the scheme include the real urgency for residents to be relocated into bigger and better accommodation, residents support for the estate renewal to date, and the role of the applicant in improving the appearance of the area to date, and the provision of a mix of uses in addition to housing is needed and therefore welcomed.

Statutory consultees and local bodies

31 The following statutory consultees provided a consultation response to this application:

- **Environment Agency:** raised no objection to the application, but requested a number of conditions relating to surface water run-off and sustainable drainage, which have been secured by the Council.
- **English Heritage:** raised no objection to the application, but requested a number of conditions relating to archaeological impact, which have been secured by the Council.
- **Natural England:** raised no objection to the application, but requested a number of conditions relating to biodiversity enhancements, which have been secured by the Council.

Representations to the Mayor of London

32 A letter of objection direct to the Mayor has been received, raising concerns regarding the Registered Provider, rent payment and sale of flats to the private sector. Issues relating to the management of the properties and rent levels are not planning considerations. The delivery of affordable housing has been appropriately secured by the Council, and demonstrated to be the maximum reasonable amount.

Article 7: Direction that the Mayor is to be the local planning authority

33 Under Article 7 of the Order the Mayor could take over this application provided the policy tests set out in that Article are met. In this instance the Council has resolved to grant permission with conditions and a planning obligation, which satisfactorily addresses the matters raised at stage I, therefore there is no sound planning reason for the Mayor to take over this application.

Legal considerations

34 Under the arrangements set out in Article 5 of the Town and Country Planning (Mayor of London) Order 2008 the Mayor has the power under Article 6 to direct the local planning authority to refuse permission for a planning application referred to him under Article 4 of the Order. He also

has the power to issue a direction under Article 7 that he is to act as the local planning authority for the purpose of determining the application and any connected application. The Mayor may also leave the decision to the local authority. In directing refusal the Mayor must have regard to the matters set out in Article 6(2) of the Order, including the principal purposes of the Greater London Authority, the effect on health and sustainable development, national policies and international obligations, regional planning guidance, and the use of the River Thames. The Mayor may direct refusal if he considers that to grant permission would be contrary to good strategic planning in Greater London. If he decides to direct refusal, the Mayor must set out his reasons, and the local planning authority must issue these with the refusal notice. If the Mayor decides to direct that he is to be the local planning authority, he must have regard to the matters set out in Article 7(3) and set out his reasons in the direction.

Financial considerations

35 Should the Mayor direct refusal, he would be the principal party at any subsequent appeal hearing or public inquiry. Government guidance emphasises that parties usually pay their own expenses arising from an appeal.

36 Following an inquiry caused by a direction to refuse, costs may be awarded against the Mayor if he has either directed refusal unreasonably; handled a referral from a planning authority unreasonably; or behaved unreasonably during the appeal. A major factor in deciding whether the Mayor has acted unreasonably will be the extent to which he has taken account of established planning policy.

37 Should the Mayor take over the application he would be responsible for holding a representation hearing and negotiating any planning obligation. He would also be responsible for determining any reserved matters applications (unless he directs the council to do so) and determining any approval of details (unless the council agrees to do so).

Conclusion

38 The principle of the application for estate renewal is strongly supported in accordance with strategic policy. The issues raised at consultation stage regarding housing, inclusive design and transport, have all been addressed, and the application is now acceptable in strategic planning terms.

for further information, contact GLA Planning Unit (Development & Projects team):

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Woodberry Down Masterplan

in the London Borough of Hackney

planning application no. 2013/3223

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

A hybrid application as follows:

Outline element:

(all matters reserved) Demolition of existing buildings and structures at Woodberry Down Estate to provide up to 275,604sqm floorspace GEA (excluding car parking); comprising up to 3,242 residential units and a maximum of 10,921sqm non-residential floorspace within Classes A1-A4, Class B1, Class D1 and D2 use and Energy Centres; along with provision of new open space and public realm and associated car parking and highway improvement works to Seven Sisters Road including a narrowing from six carriageways to four carriageways.

Full planning element:

Redevelopment of the land bounded by Towncourt Path, Kayani Avenue, Green Lanes, West Reservoir/Springpark Drive and Woodberry Down (Phase 2) for the erection of four buildings between 3 and 20 storeys to provide 670 new homes (comprising 30 studios, 310 one bed, 271 two bed and 59 three bed units), 550sqm of non-residential floorspace GEA within Classes A1-A4, Class B1, Class D1 and D2 use and new open space.

The applicant

The applicant is **Berkeley Homes (Capital)** and the architect is **Fletcher Priest Architects**.

Strategic issues

The principle to deliver a residential led mixed use development as part of an on-going estate renewal on this site is acceptable; however, further information in relation to **housing (tenure mix, residential quality and density), inclusive access and transport** are required to address outstanding concerns, for the scheme to be considered as fully compliant with the London Plan.

Recommendation

That Hackney Council be advised that the application, on balance, does not yet fully comply with the London Plan for the reasons set out in paragraph 109 of this report; but that submission of further information and clarification set out in this paragraph could address these deficiencies.

Context

1 On 5 December 2013 the Mayor of London received documents from Hackney Council notifying him of a planning application of potential strategic importance to develop the above site for the above uses. Under the provisions of The Town & Country Planning (Mayor of London) Order 2008 the Mayor has until 15 January 2014 to provide the Council with a statement setting out whether he considers that the application complies with the London Plan, and his reasons for taking that view. The Mayor may also provide other comments. This report sets out information for the Mayor's use in deciding what decision to make.

2 The application is referable under the following Categories of the Schedule to the Order 2008, as follows:

- *Category 1A "Development which comprises or includes the provision of 150 houses, flats, or houses and flats".*
- *Category 1C "Development which comprises or includes the erection of a building more than 30 metres high outside the City of London"*

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

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

Site description

The masterplan area

5 The Woodberry Down Estate masterplan site areas covers 52.5 hectares in total and is bounded by Green Lanes and Finsbury Park (a large grade II listed park) to the west and by the New River to the east and north. The East and West Reservoirs are situated within the application site and form the boundary to the south. The site is split by Seven Sisters Road (A503), which is a six-lane dual carriageway that runs through the site.

6 Manor House Underground Station is located at the junction of Green Lanes and Seven Sisters Road, at the western end of the site. The public transport accessibility level (PTAL) of the Masterplan area varies between three and six (out of a maximum of 6, where 6 is excellent).

7 The current estate was constructed in stages from 1940 to 1970, and is dominated by five to eight storey blocks and contains 2,013 dwellings, of which 1,980 are either existing or former Hackney Council properties and 33 are in private ownership. The site also includes a small local shopping parade comprising fifteen retail units, a health centre, two primary schools, St Olave's Church and Church Hall, and a community centre. The Church of St Olave, Woodberry Down Primary School and the John Scott Health Centre are all listed buildings. The majority of the site is owned by Hackney Council, parts of the estate have been demolished and new homes built as part of the former masterplan.

8 The Hackney Core Strategy (2010) has specifically identified the Woodberry Down area in Policy 4 as an area that will provide 4,664 new homes.

9 The red line for the hybrid application encompasses all of Woodberry Down however as shown in figure one below only the areas shaded grey form part of the outline component and the detailed component is indicated in grey dots.

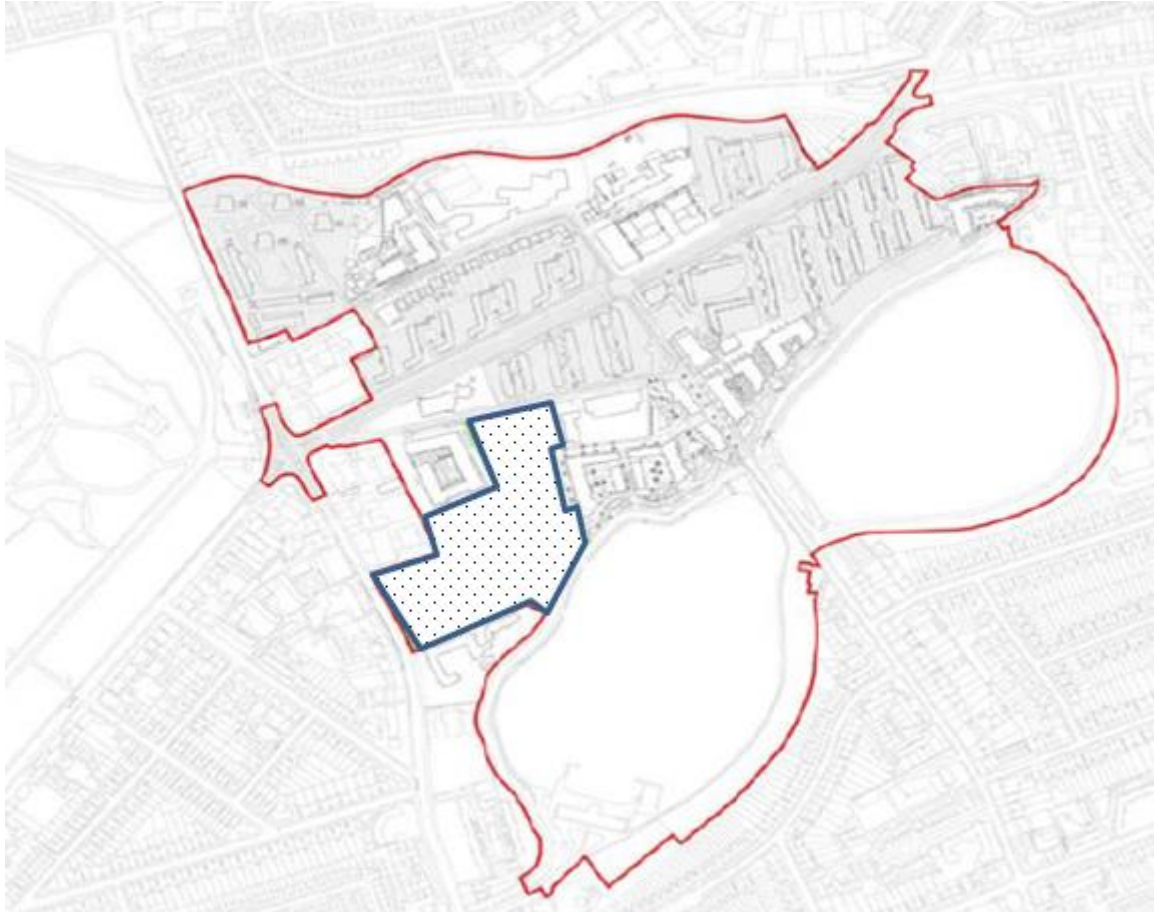


Figure one: Plan showing boundary of masterplan, outline element (grey shading) and detailed phase as shown in green.

Case History

10 The Woodberry Down Estate has an extensive planning history. The Woodberry Down Regeneration Area Masterplan was approved in September 2007 which served as the basis for an outline planning application and developer procurement as part of an estate renewal project. A brief site history is set out below:

- July 2007 – **(PDU/0704a)** - masterplan application for the regeneration of the whole estate was submitted and comprised of an outline planning permission to provide 4,644 residential units; 30,000 sq.m. education, health and community facilities (Use Class C1, D1 and D2); 3,150 sq.m. business use (Use Class B1); 5,000 sq.m. retail units (Use Class A1-A5); provision of open space and landscaping; remodelling of Seven Sisters Road and site access points; and car parking. The masterplan established the overarching parameters of development across the site, including total quantum of development, areas of open space, maximum and minimum building heights, means of access, provision of car parking and affordable housing provision. The masterplan was considered by the former Mayor on 18 July 2007 (PDU/0704a/01) and it was concluded that the principle of the estate redevelopment was acceptable.
- Following the decision by English Heritage to list the existing Woodberry Down Primary School and the John Scott Health Centre, and the need to ensure viability of the proposal, a series of changes were required which resulted in the need to submit a revised application. A revised masterplan for the Woodberry Down scheme was agreed in October 2008 and the redevelopment of the area to create a sustainable community remained a key objective of Hackney's regeneration strategy.

- 14 November 2007 (**PDU/1826**) - Full planning permission for the first phase redevelopment of the Woodberry Down Estate, comprising 456 residential units, 2,044 sq.m. retail, commercial and community (Use Class A1-A4, B1, D1 and D2), associated car and cycle parking, open space provision and access.
- 15 July 2008 and July 2009 (**PDU/0704b/01**) - Outline planning permission to provide 4,664 residential units, 30,000 sq.m. education, health and community facilities, 3,144 sq.m. business use, 5,194 sq.m. retail units, provision of open space and landscaping, remodelling of Seven Sisters Road and site access points; and car parking. No strategic concerns were raised.
- 13 May 2009 (**PDU 1826a/01**) - Full planning permission for the first phase redevelopment of the Woodberry Down Estate, comprising 490 residential units, 1,970 sq.m. retail, commercial and community (Use Class A1-A4, B1, D1 and D2), associated car and cycle parking, open space provision and access.
- 3 November 2010 (**PDU 0704/c**) - the proposal for amendments to the masterplan, involving the removal of the business training and development centre. It was decided that the application did not raise any new strategic planning issues.
- 29 February 2012 and 27 March 2012 (**PDU 2880**) - Redevelopment of the site (KSS3) to comprise four blocks, ranging in height from 4 to 31 storeys, providing 405 private residential units, 670sq.m. retail floorspace (ground level), ancillary residential accommodation at basement and ground floor, associated amenity space, underground car parking and cycle parking.

11 In order to give a clear indication of delivery to date of the masterplan approvals are summarised in figures two and tables one and two overleaf.

Name of Parcel of Land under Extant Masterplan	Planning Status	Permitted Scheme Components Summary	Components of Permitted Scheme to be Revised and Included Within the New Hybrid Planning Application	Current Status
KSS1 (the Old School Site)	Detailed planning permission 2009, with section 73 permission granted 2011.	498 residential units, 7 buildings from 4-27 storeys, some commercial, new community centre (the Redmond Centre), large linear park fronting New River.	Not Applicable	Completed.
KSS2 (Woodberry Grove North)	Reserved Matters approval March 2010.	220 residential units, 2 buildings of 10 and 6 storeys.	Not Applicable	Completed
KSS3 (Land at former Oakfield & Parkend)	Detailed planning permission March 2012.	401 residential units (all private) within 4 buildings, 4 buildings of 4-31 storeys, some commercial.	Not Applicable	Construction commenced late 2012.
KSS4 (Newton Close)	Reserved Matters approval May 2011.	170 residential units, with part 4, part 8 and part 18 storeys. Plus 95 residential units of adjoining Masterplan block 21 which are within Phase 3 of the 2009 Masterplan.	Block 21 (originally permitted for 95 residential units) to be revised and included within the new hybrid planning application.	Construction works for permitted scheme components (excluding block 21) unlikely to commence until 2014/.
KSS5 (Horsten and Sherwood)	Planning permission May 2011 with a further section 73 permission March 2012.	176 residential units, with part 6, part 8 storeys, some commercial.	Not Applicable	Blocks 2 and 3 completed. Works for Block 1 unlikely to start until 2016.
Phase 1b/2	Reserved Matters approval 5 October 2011.	724 units within 6 Blocks ranging from 3 to 9 storeys, new health centre, commercial and community uses.	All land with the exception of Block E (180 units) which is under construction	Block E construction works to be completed end of 2014.

Table one: Summary of approvals and delivery of the original Woodberry Down Masterplan (source: Planning Statement, Rolfe Judd, January 2014)

Site	Residential Units				Non-residential Use		
	Total	Private	Social rented	Intermediate	Total	A1 – A4 and B1	D1 – D2
KSS1	<i>498</i>	306	117	75	1,970	1,240	730

KSS2	<i>220</i>	-	160	60	-	-	-
KSS3	401	401	-	-	675	675	-
KSS4	170	160	-	10	-	-	-
KSS5	176	35	<i>117</i>	24	835	835	-
Phase 1b/2 Block E	180	0	109	71	2,250	-	2,250
Total	1,645	902	503	240	5,730	2,750	2,980

Table two three: Approvals to date¹ (source adapted from Planning Statement, Rolfe Judd, January 2014). Figures in *italic and underlined* denote completions.

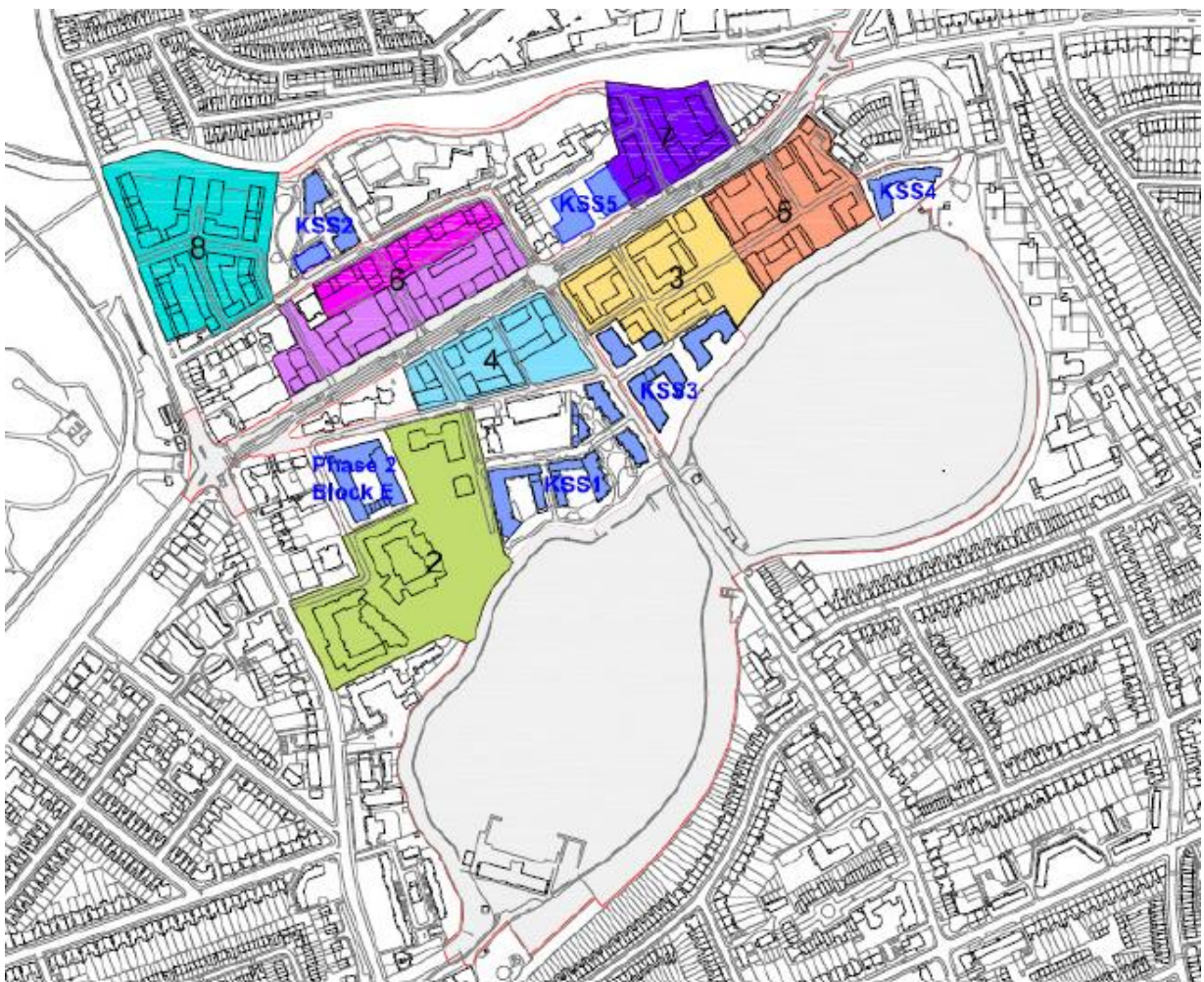


Figure two: Location of masterplan sites relating to table two (source: Planning Statement, Rolfe Judd, and October 2013)

¹ These totals exclude 95 units permitted within the KSS4 application for Block 21 and 544 units within Blocks A-D & F at Phase 1b/2 which are included within the hybrid planning application.)

12 Since November 2012 the GLA have been working collaboratively with the applicant team and Hackney Council and a formal pre application report was sent to the applicant on 6 June 2013. This report concluded that the principle of development and the revision to the Woodberry Down masterplan is supported. Further information was needed regarding the quantum of and mix of affordable housing, density, residential quality, play space, urban design, energy/sustainable development and transport.

Details of the proposal

13 An updated masterplan has been proposed for the Woodberry Down site in the context of those units which have already been delivered. In total the applicant is proposing to deliver up to 3,912 residential units within the remaining phases to be brought forward for development.

Outline component

14 The outline element will provide up to 275,604sqm floorspace GEA (excluding car parking); comprising up to 3,242 residential units and a maximum of 10,921sqm non-residential floorspace within Classes A1-A4, Class B1, Class D1 and D2 use and Energy Centres; along with provision of new open space and public realm and associated car parking and highway improvement works to Seven Sisters Road including a narrowing from six carriageways to four carriageways.

15 The proposed housing mix for the outline element is as follows:

Unit type	% of units Private	% of units Intermediate	% of units Rented*
Studio	0-10	0	0
1 bed	40-50	35-45	22-28
2 bed	40-50	35-45	33-42
3 bed	10-20	10-20	20-22
4 bed			16-18
5 bed			0-5

Table three: indicative mix for the outline element.

Detailed component:

16 The detailed element of the hybrid application will provide for 670 new homes (comprising 30 studios, 310 one bed, 271 two bed and 59 three bed units), 550sqm of non residential floorspace GEA within Classes A1-A4, Class B1, Class D1 and D2 use and new open space and public realm with 168 car parking spaces and 740 cycle spaces at ground and basement level.

Strategic planning issues and relevant policies and guidance

17 The relevant issues and corresponding policies are as follows:

- Principle of development London Plan
- Housing *London Plan; Housing SPG; Housing Strategy; draft Revised Housing Strategy; Shaping Neighbourhoods: Play and Informal Recreation SPG; Shaping Neighbourhoods: Character and Context, draft SPG*
- Affordable housing *London Plan; Housing SPG; Housing Strategy; draft Revised Housing Strategy*
- Density *London Plan; Housing SPG*

- Urban design *London Plan; Shaping Neighbourhoods: Character and Context, draft SPG; Housing SPG; London Housing Design Guide; Shaping Neighbourhoods: Play and Informal Recreation SPG*
- Mix of uses *London Plan*
- Regeneration *London Plan; the Mayor's Economic Development Strategy*
- Transport *London Plan; the Mayor's Transport Strategy; Land for Industry and Transport SPG*
- Parking *London Plan; the Mayor's Transport Strategy*
- Access *London Plan; Accessible London: achieving an inclusive environment SPG; Planning and Access for Disabled People: a good practice guide (ODPM)*
- Tall buildings/views *London Plan, London View Management Framework SPG*
- Ambient noise *London Plan; the Mayor's Ambient Noise Strategy;*
- Air quality *London Plan; the Mayor's Air Quality Strategy;*
- 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*

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 saved policies from the 1995 Hackney Unitary Development Plan, the Hackney Core Strategy (2010) and the 2011 London Plan (with 2013 Alterations).

19 The following are also relevant material considerations:

- The National Planning Policy Framework and Technical Guide to the National Planning Policy Framework (March 2012)
- Further Alterations to the London Plan (January 2014)

Principle of development

20 As stated in paragraph 10, the delivery of housing on this site forms part of a wider masterplan and regeneration scheme with the intention to deliver in total up to 5,557 new homes of mixed tenure, open space and commercial and community facilities. This is supported and in line with London Plan policies 3.2 and 3.3.

21 As part of the estate renewal offer the applicant proposes to include up to a maximum of 9,781sqm of non-residential floorspace which with the outline element comprises 3,281sq.m of retail floorspace, 2,000sq.m of business space, 2,000 sq.m of community floorspace and 2,000 sq.m of leisure floorspace. Within the detailed component four small units providing in total 550 sq.m of flexible commercial/community space is proposed (within Class A1/A2/A3/A4/B1/D1/D2 uses). The 550 sq.m identified within the detailed component will comprise part of the maximum floor space identified within the outline component of 9,781sq.m. Such land uses are welcomed as part of an estate renewal package and meets London Plan policies 3.1, 3.16 and 4.1.

Housing

22 As stated, the proposals form a revised and updated masterplan to the extant 2007 masterplan. Following current delivery for the Woodberry Down area, the updated masterplan would provide an approximate 'up to' uplift in housing numbers of 800 compared to the original masterplan numbers taking into consideration homes delivered to date. Compared to pre masterplan residential figures the new masterplan would deliver 3,544 net additional units within this area. The provision of

residential accommodation on this site and re-provision of affordable units is supported by London Plan Policies 3.3 and 3.7.

Estate renewal

23 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. Replacement affordable housing can be of a different tenure mix where this achieves a better mix of provision.

24 To date 529 affordable units have been delivered on site and another 180 are currently being delivered, this equates to 85% affordable housing provision on completions. In terms of approvals to date (refer to figure three of this report) on site this percentage falls to 45% and for the extant masterplan the figure is 41% (1,934 units).

25 The hybrid application to which this stage one report relates (phases 2 to 8) will deliver 1,471² affordable units, which maintains a 40% provision. For clarity quantum is given below:

Revised masterplan - maximum scheme			
Phase	Private	Affordable	Total
Phase 1	902	563	1465
Phase 2	543	307	850
Phases 3 - 8	1898	1344	3242
% Phases 3 - 8	59%	41%	
Total	3343	2214	5557
% Total	60%	40%	

Table four: Breakdown of total number of units.

26 Before any estate renewal took place in total 1,438 affordable units existed within the Woodberry Down estate. In total the revised masterplan will deliver 2,214 affordable units a net gain of 776 affordable units which is in line with London Plan policy 3.14 and is acceptable.

Affordable housing

27 In line with policy 3.14 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.

28 The proposed scheme would achieve a 40% provision of affordable housing overall; in order to respond to London Plan Policies 3.11, 3.12, the applicant has submitted viability appraisal which indicates that the proposals have sought to provide the maximum possible amount of affordable housing whilst ensuring the scheme remains viable and sustain the overarching aim of estate regeneration. It is noted that the private dwellings would indeed cross-subsidise the provision of affordable housing within the application.

29 An independent assessment of the applicant viability work has been undertaken on behalf of the Council which broadly agreed with assumptions set and the scheme complies to polices 3.11 and 3.12 in this regard.

² This figure does not include the 180 affordable units of Block E Phase 2, which are not counted within this hybrid application)

30 Notwithstanding this, given the timeframes involved, before the scheme is referred back to the Mayor at stage two any detailing of review mechanisms will be need for the scheme to be in full compliance with the London Plan.

Tenure

31 It is acknowledged that, as an estate renewal scheme, the priority is to seek to improve the mix of the existing estate. For the detailed element of the scheme (including Block E of Phase 2 which is under construction) 109 units will be social rented units and 198 units will be intermediate units, equating to a tenure split of 36/64.

32 The scheme will be delivering a net increase of affordable units and will introduce a number of intermediate units to the estate as well as a higher proportion of private units; this new affordable/private mix for the area will promote a range of tenures across the estate which is supported in accordance with the principles of London Plan policy 3.9.

33 Notwithstanding this, the 36/64 split broadly accords to a policy complaint mix of 60:40 as set out in London Plan policy 3.11. In addition to this, with regards to the outline element of this scheme, the applicant has stated that the affordable housing will be split between rented and intermediate tenures and will be delivered on a phased basis and a broad percentage indication has been given. The rented tenure would be social rent but could, subject to discussion with the Council form affordable rent.

34 The applicant also states that the *'hybrid application will be subject to an obligation within the s.106 which requires either:*

(a) That each phase provides 41% of the units within that phase as affordable with equal provision of rented and intermediate tenure; or

(b) That each phase provides a number of units of rented and intermediate tenure to be agreed as proportionate to the total requirement.'

35 Before the tenure mix can be wholly acceptable further clarity and assurance that a broadly compliant tenure mix will be delivered is needed and this information will be needed before scheme is referred back at stage two. Clarification of how these figures relate to the mix of housing that has already been delivered on the Woodberry Down Estate would also be needed.

36 Clarification will also be needed in regards to the provision of affordable rented housing as opposed to social rented units; it would be useful to understand how the scheme intends to provide all the affordable rented units at target rent levels, in order to respond to the requirements of existing residents of the estate. This information should be submitted before the scheme is referred back to the Mayor at stage two.

Housing Choice

37 London Plan policy 3.11 accords priority to family housing within provision. In addition, London Plan Policy 3.8 and the associated supplementary planning guidance promote housing choice and seek a balanced mix of unit sizes in new developments.

38 The applicant has stated that the overall masterplan will deliver a minimum of 36% family units within the social rented affordable units and a minimum of 10% family units within the intermediate provision. The applicant has submitted information indicating that this meets local housing need; given the percentage of social rented family units proposed this amount of family housing is acceptable in this instance.

39 For the private element, the detailed scheme will deliver 6% studios, 47% 1 bedroom units, 37% 2 bedroom and 10 % 3 bedroom units; this mix is reasonable for the private element in this location.

40 For the outline element of the scheme the applicant has given an indicative unit mix set out below:

Unit type	% of units Private
Studio	0-10
1 bed	40-50
2 bed	40-50
3 bed	10-20
4 bed	
5 bed	

Table five: indicative units mix of private element of outline scheme

41 Again this range is reasonable for the private element in this location and is accepted. The Council will need to secure the housing mix put forward accordingly.

Residential quality

42 As stated at the pre application stage, the residential quality of the scheme is generally good; the applicant states that all proposed dwelling sizes are in accordance with the requirements set out in table 3.3 of the London Plan which is supported; however, the schedule of accommodation submitted does not indicate this is the case. Before the scheme is referred back to the Mayor, clarification in this regard will be needed. In relation to the outline element the design codes indicate a future commitment to delivering all homes in line with the Mayors space standards which is strongly supported. This will need to be secured by the Council accordingly to ensure that space standards are met as Reserved Matters Stage.

43 The applicant has sought to minimise single aspect units throughout all phases of the proposed scheme which is supported. It is noted that within the detailed element 4% of units will be single aspect and north facing. The Mayor’s Housing SPG makes it clear that such units should be avoided. The applicant has demonstrated that all of these units are studio or one bedroom private units, will have minimum 2.5 floor to ceiling heights, have adequate private amenity space and achieve good standards of daylight and ventilation. These units will still deliver a good residential quality and therefore on balance the small provision of north facing single aspect units in this instance is accepted.

44 The design principles document as submitted which set out instructions and guidance for each phase of the outline element as they come forward at reserve matters stage. This document states that single aspect north facing units should be avoided, which is accepted but the applicant should consider the inclusion of a minimum percentage. A percentage relating to overall delivery of dual aspect units should also be given. This document also commits to delivering no single aspect family units which is in line with guidance set out in the Mayor’s Housing SPG which is acceptable.

45 No more than eight units per core will be delivered as part of the detailed element of the scheme and in addition to this it is noted that the residential entrances will be clearly defined, both of which is supported and in line with Mayor’s guidance.

46 For the outline element, other indicators of residential quality such as number of dwellings accessed from a single core (should not normally exceed eight per floor), residential entrances, floor to ceiling heights and internal spaces are set out in the design principle document which will ensure that a good residential quality will be delivered for the outline element of the scheme and is supported. Before the scheme is referred back at stage two the Council will need to secure such provision accordingly.

47 Further detail regarding residential quality of the detailed element of the scheme will be needed before the scheme is referred back to the Mayor.

Density

48 The site has a public transport accessibility level (PTAL) between three and six (a) and has characteristics of an urban setting, as defined by the London Plan and therefore a density range of 200-700 hr/ha, dependant on each plot location.

49 The applicant proposes a residential density for the outline component between 216 and 224 dwellings per hectare and for the detailed component between 184 and 191 dwellings per hectare. On this basis the hybrid application and detailed component are within the density ranges set by the Mayor of London within Table 3.2. The overall density is 216 dwellings per hectare which represents a marginal increase from 194 dwellings per hectare from the extant Masterplan and the application remains within the threshold for density as set out in Table 3.2 of the London Plan.

50 Notwithstanding this, before the scheme is referred back at stage two, the applicant will need to confirm the density of the proposal giving figures indicating habitable rooms per hectare.

Children’s play space

51 The revised masterplan details shown to date demonstrates that a large amount of open space will be delivered as part of the proposals, both within perimeter blocks, routes along the reservoir and more importantly from the formation of a number of linear parks. The applicant has stated that the play hierarchy will be covered in the proposed masterplan and that the scheme will deliver an excess of the total playspace provision compared to requirements of London Plan policy 3.6.

52 Using the methodology within the Mayor’s supplementary planning guidance ‘Shaping Neighbourhoods: Play and Informal Recreation’ the approximate and indicative child yield and expected child play space needed is set out below in table one.

	Min (3,677 units)		Max (3,912 units)	
	No. children	Space required (sqm)	No. children	Space required (sqm)
Under 5	435	4,350	474	4,740
5-11	354	3,540	457	4,570
12+	261	2,610	341	3,410
Total	1,050	10,500	1,272	12,720

Table six: child play space.

53 The Mayor’s 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 table indicates the provision needed for the masterplan.

54 In response the applicant will be delivering 12,720 sq.m of dedicated child play spaces throughout the masterplan area. As well as this the detailed element includes 'Spring Park' which is proposed to be 1.7ha, 0.57ha larger than previous proposals and 1.1ha larger than the reserved matters approval. Formal children's play space is included within Spring Park as well as other areas noted for informal play.

55 The approach taken for both the outline and detailed phases of the scheme is welcomed and strongly supported and the scheme accords to London Plan policy 3.6.

Urban design

56 The overall design is generally well thought out and the overall structure is legible and well connected and the provision of a number of linear parks that link development parcels to the reservoir is supported.

57 The aspiration for Seven Sisters Road to be turned into a high quality urban street is particularly supported as this will have a transformative impact on people's perception of the area and is supported.

58 The layout of blocks for the detailed part of the proposal will create an appropriate enclosure of the proposed Spring Park and will ensure that there is overlooking and natural surveillance of this space which is supported.

59 The provision of a lower element of 2/3 storey townhouses to reflect the context of the Listed John Scott Health Centre is noted and welcomed.

60 The materials proposed for the detailed element of the hybrid application create a consistent language with earlier phases which have been completed and will deliver a high quality development. The simple appearance of the taller element of phase two is also supported.

61 The indicative masterplan and perimeter plans will allow sufficient flexibility and will ensure that the proposed layout can successfully adapt to potential changes to the development as the masterplan is built out. The simple and rationalised size of the development parcels are positioned so that permeability and key connections can be created throughout the masterplan site whilst allowing for block sizes that can accommodate a range of uses and typologies if necessary.

62 The size of development parcels are defined by the alignment of streets and spaces surrounding them and the extent to which these can be modified and a clear street hierarchy plan, setting out a two tier hierarchy of streets and spaces have been set out in the design principles document and parameter plans.

63 Supporting information submitted, in particular the design principles document, sets out guidance for the masterplans as well as providing more stringent design coding through 'instruction' sections of text which related to important indicators of design such as hierarchy of ground floor frontages, distribution of front entrances and percentages of active frontage and blank frontage created by refuse storage, sub-stations and cycle storage, massing ranges and design public realm. This approach is supported and the Council will need to secure the design coding appropriately.

Tall buildings

64 The overall height of the scheme poses no strategic concern and the design principles and material submitted shows a clear heights strategy for the site and is further supported through a parameter plan drawing.

65 The design principles document sets out that building heights should be in keeping with the shoulder heights and prevailing heights specified, set backs are allowed above the specified shoulder heights subject to remaining within the applicable maximum height parameters and the applicant makes it clear that set back elements can be a maximum of two storeys. In addition, buildings on street corners are permitted to exceed the prevailing frontage height/shoulder height subject to remaining within the applicable maximum height parameters. This approach to heights is supported and in line with the London Plan.

Inclusive access

66 The applicant has committed to achieving Lifetime Homes standards for all units proposed which is supported and in accordance with London Plan Policy 3.8. The Council should secure compliance with Lifetime Homes Standards through planning condition.

67 The scheme will deliver 10% wheelchair accessible units, which is in line with London Plan policy 3.8, 7.2 and is supported. However, before the scheme is referred back to the Mayor at stage two, clarification will be needed with regards to location and mix of these units (within the detailed element) and a commitment ensuring that the accessible units contained within the outline element will be located across a mix of units sizes and tenures.

68 All non-residential accommodation will have level access at the entrances and accessible internal spaces. The applicant has stated that the design of all accommodation will meet the requirements of Approved Document M and other good practice guidance to ensure easy and convenient access for all. External routes in these areas will be designed to be accessible with regard to layout, width, gradient, surface, signage and external lighting. This approach is supported and in one with London Plan policy 7.2.

69 The applicant has stated that the external spaces and public realm have been designed to be inclusive and it has been demonstrated that all pedestrian routes will be designed following good practice guidance on accessibility; any ramps and steps will be designed to comply with standards in Approved Document M. Generally gradients across the site are 1 in 40 or shallower, though where gradients are steeper they are the shallowest possible. Gradients exceeding 1 in 60 have a level resting place for every 500mm vertical level change following good practice guidance. Cross falls will not exceed 1 in 40. Routes to and through the site will be accessible for people unable to use steps including the use of dropped kerbs, tactile paving surfaces where appropriate. This is supported; however, a commitment within the design principles documents will be needed for the scheme to comply with London Plan policy 7.2 in this regard.

Climate change mitigation

70 The applicant has followed the energy hierarchy and is proposing to reduce carbon emissions in line with the London Plan requirement. In total, 3% savings will be achieved from energy efficiency measures and 51% savings from a combined heat and power plant, which will provide the lead source of heat for the site wide energy network. The site heat network will be supplied from three gas fired CHP units (two in phase 3, the third in phase 6) adding up to a capacity of 2.93MW_{th}, which is expected to meet 70% of the hot water and heating load for the whole masterplan.

71 The applicant has carried out an investigation and there are no existing or planned district heating networks within the vicinity of the proposed development. The applicant has, however, provided a commitment to ensuring that the development is designed to allow future connection to a district heating network should one become available which is supported.

72 The applicant is proposing to install a site heat network to be developed as the masterplan phases come forward and it has been confirmed that all homes and non-domestic buildings will be connected to the site heat network. A drawing showing the route of the primary heat network linking all phases of the site has also been provided.

73 The applicant states that the strategy for developing the site heat network involves some temporary energy centres for the phases already built or under construction, to be eventually removed once two permanent energy centres are built, one in phase 3 and one in phase 6.

74 With regards to the nature of the temporary energy centres and the ease of their decommissioning, appendix E of the Energy Statement shows the energy centre and district heating phasing. The precise years are difficult to state but will fall within the timescales of the Phasing Programme within the Development Specification. Within the application area there are scheduled to be no further temporary plant facilities, with only the two primary energy centres planned. As the development is built out, the existing temporary plant rooms will be taken offline as they are joined to the rest of the site.

75 The applicant states that Phase 2 of the development (the first to come forward as part of this application) will connect into the temporary energy centre being delivered as part of phase 2 Block E, which is currently under construction. The energy centre will contain only gas boilers. The applicant states that the first permanent energy centre will be delivered as part of phase 3 and will have a floor area of 1050 sq.m. The applicant has provided site plans showing how the site wide heating network will be extended from the permanent energy centre in phase 3 to the existing and proposed phases, as these are developed, progressively removing the temporary energy centres. A second permanent energy centre is proposed to be located in phase 6 and is expected to have a floor area of 620 sq.m.

76 The applicant has provided information indicating that the area available within Block E is too small for the requirements. The Block E Plant Room is 242 sq.m whilst the Phase 3 primary energy centre is estimated (Energy Statement Appendix F) to be 1,050 sq.m. Even the Phase 6 Primary Energy Centre is estimated to be 620 sq.m. Furthermore the available floor to ceiling heights in Block E would not be sufficient for a primary energy centre.

77 In addition the fact that Phase 2 Block E is not adjacent to any of the completed phases would prevent it supplying heat to these in advance of the phases in between being built. And none of the completed phases are adjacent to each other. There is therefore not any significant concentration of heat load that would allow the provision of the first Primary Energy Centre within the under construction Phase 2 Block E.

78 Notwithstanding the above, before the scheme is referred back at stage two appropriate clauses within the section 106 should be included to ensure that the energy strategy proposed is realised.

Transport

Highway Improvement Proposals

79 The applicant is proposing to reduce the width of Seven Sisters Road from six lanes to four. This proposed highway alteration formed part of the consented 2009 masterplan application. At that stage, TfL supported the principle of the narrowing, subject to the details of the scheme to be agreed by all relevant stakeholders post-determination of the application, and its delivery via a section 278 agreement between the applicant and TfL.

80 Since the pre-application stage held on this revised application, TfL has consistently stated that although the applicant proposes the same format than the previous application, in order to ensure that the principle of the narrowing of Seven Sisters Road is still acceptable and compliant with the changes in policy since 2009, TfL requires a certain level of analysis to be undertaken as part of this outline submission, primarily through testing the impact of the proposals with traffic models, and associated results to be provided and commented upon prior to determination.

81 TfL needs to understand the impacts of the proposed highway narrowing in combination with the other proposals, further discussed below, including: the development-related trips; two new signalised pedestrian crossings; and TfL's alteration scheme at the junction of Seven Sisters Road and Green Lanes, in order to satisfactorily advise the Mayor in line with London Plan policy 6.3. In addition, London Plan policies 6.11 and 6.12 state that a co-ordinated approach to smoothing traffic flow and tackling congestion to improve journey time reliability should be considered, and that proposals should show, overall, a net benefit for all road users and show how any dis-benefits will be mitigated. This will have to be demonstrated.

82 TfL notes that the overall regeneration of Woodberry Down Estate has progressed significantly since the consented 2009 masterplan, and therefore it is considered expedient to test the highway proposals in this application in more detail now, as the time when a highway scheme might be promoted and delivered is nearer to being realised.

83 Whilst it was ultimately accepted that it was not feasible for the traffic modelling to be completed, analysed and commented upon prior to the application being submitted, there was an agreement amongst all parties that it would be beneficial and required for all of this work to be completed prior to the application being taken to Hackney Council's planning committee. However, the current timescale for undertaking this work is understood to be very tight and therefore, it is important to highlight that dependant on the modelling outcome, there is a risk that there may be insufficient time to resolve all issues prior to the committee meeting, and consequently this work may have to continue prior to the Council's stage two referral.

84 Notwithstanding the above, it is understood that section 106 contributions have already been collected by Hackney Council to be pooled towards the proposed highway works with the aim that overall, £4.7 million will be secured from the consented 2009 masterplan towards these works. Whilst this is welcomed, a detailed highway scheme has yet to be agreed by TfL and so it is uncertain as to whether this sum will be sufficient. If there is a funding gap, the applicant should identify how this will be bridged; all parties will be aware from the previous application that the Mayor has emphasised that TfL would not be responsible for this. TfL's preference is that any proposed highway scheme on Seven Sisters Road, if deemed acceptable, will need to be delivered via a section 278 agreement being entered into by the applicant and TfL, and it is therefore essential that the appropriate delivery mechanism and triggers are agreed upon by all relevant stakeholders, based on the funding sources, prior to determination.

85 As stated above, the applicant also proposes other highway interventions, including two new site access points onto Seven Sisters Road and two new signalised pedestrian crossing points across Seven Sisters Road. TfL will only be able to comment on these proposals once all of the modelling work has been submitted by the applicant.

Parking

86 1,262 car parking spaces are proposed for the additional 3,912 residential units across the masterplan area, a ratio of 0.32 spaces per unit. The overall number of spaces remains consistent with the consented 2009 masterplan, but given the greater quantum of development, the ratio has reduced accordingly from 0.4 to 0.32 spaces per dwelling.

87 London Plan policy 6.13 states that all residential developments in areas of good public transport accessibility should aim for significantly less than one space per unit. Whilst TfL acknowledges that the proposed parking ratio is compliant with London Plan standards, this still equates to a very high number of car parking spaces in an area where the highway network is already congested. The impact on the highway network caused by the forecast number of development-related trips will be assessed once all of the modelling work has been submitted by the applicant.

88 Regardless of the location or site wide parking ratio that is ultimately agreed, the phased roll out of spaces should reflect the range of accessibility across the masterplan area, as well as the proposed dwelling mix. This matter was previously considered in detail with the 2009 masterplan and a matrix of parking spaces for each phase was devised. TfL, therefore, recommend that Hackney Council should implement a similar framework of control with regard to parking provision across all subsequent phases that reflects the accessibility and dwelling size. The aim should be that one and two-bed units should be car-free where they have excellent access to public transport services.

89 TfL requests that in order to encourage sustainable travel, new residents should also be restricted from obtaining an on-street parking permit through the section 106 agreement, as previously agreed for the 2009 masterplan.

90 TfL welcomes that residents will be required to purchase the 'right to a park' within the development rather than automatic allocation with a dwelling and that car parking spaces will be controlled by on-site management.

91 Electric vehicle charging points (ECVP's) and spaces for Blue Badge holders are expected to comply with London Plan policy. TfL requests that the potential to locate car club vehicle spaces in the local area is pursued, in order to promote sustainable car use.

92 TfL welcomes the applicant's commitment to provide cycle spaces for each land use classes in accordance with the standards set out in London Plan policy 6.9 and the revised early minor amendments to the London Plan.

Trip Generation, Modal Split and Impact on Bus Services

93 TfL accepts the method used to calculate the trip rate, modal split and vehicle trip distribution onto the highway network from the site.

94 TfL understands there is a section 106 agreement for the consented 2009 masterplan, which contains a contribution to enhance the bus service for a total amount of £270,000. This contribution is to be transferred to TfL on a pro rata basis, triggered by the details set out in the agreement, relating to when a certain number of units delivered on-site. TfL is satisfied this contribution can be maintained, and if necessary, transferred accordingly if a new agreement is drawn up, in accordance with London Plan policy 6.3.

Walking

95 To enhance pedestrian facilities, the applicant should also contribute towards the installation of Legible London wayfinding signs outside and within the site. The number and location of signs should be determined in consultation with TfL and Hackney Council and then secured through the section 106 agreement.

Travel Planning, Delivery and Servicing and Construction Logistics

96 TfL welcomes the submission of the Framework Travel Plan and the applicant's commitment that all measures implemented will be funded by the developer, including the appointment of the Sustainable Travel Manager and Travel Plan Co-ordinator.

97 TfL also welcomes the targets to reduce the car mode share by 5% and 10% after 3 and 5 years respectively. However, considering residents of the site will have access to 1,262 car parking spaces, TfL requires more information to be submitted to demonstrate how this proposed reduction will be achieved. TfL also requires proposals to be submitted to address what measures will be required if the mode share targets are not achieved.

98 TfL supports the delivery and servicing plans proposed for the masterplan area, including the principle of installing 'loading pads' on Seven Sisters Road.

99 TfL requests that construction activity is not undertaken from Seven Sisters Road or Green Lanes, but is undertaken from other roads, which are not part of the TLRN or SRN, as this will minimise any adverse impact on journey times and journey time reliability.

100 Conditions/section 106 obligations should be imposed to secure the Framework Travel Plan, a Delivery and Servicing Plan (DSP) and a Construction Logistics Plan (CLP).

Summary

101 To ensure that the development is consistent with the transport policies of the London Plan, the following matters should be addressed prior to this being referred back to the Mayor and where appropriate secured through a planning condition and/or the legal agreement:

- Outputs of traffic modelling work stream to be submitted to TfL for assessment prior to application being taken to the Council's planning committee
- Depending on the decision to be taken regarding the outcome of the impact on the highway as a result of the proposals, the applicant may need to enter into a section 278 agreement or similar to undertake highway works
- Depending on the outcome of the impact on the highways as a result of the proposals, the amount of car parking proposed may need to be re-assessed
- £270,000 towards improving bus services minus contributions received
- Contributions towards the installation of wayfinding, 'Legible London' signs are required
- Provision of electric vehicle charging points to be secured
- Provision of car club spaces to be secured
- Provision of a Framework Travel Plan to be secured
- Provision of a Delivery and Servicing Plan to be secured
- Provision of a Construction Logistics Plan to be secured
- Contributions towards the Mayoral CIL are required

Flooding

102 The FRA submitted by the applicant indicates that there is no risk from tidal flooding and a low risk of flooding from fluvial, sewer, groundwater and artificial sources. There is a moderate risk of flooding from surface water sources. The residential element of the proposed development (highest vulnerability) is classified as 'More Vulnerable' development. This will be developed entirely within Flood Zone 1, away from the areas of high flood risk. This satisfies the sequential approach to development as outlined in the NPPF. A preliminary drainage strategy has been completed for the overall site, with a detailed strategy for Phase 2 of the Site. Runoff rates for the 1 in 1, 1 in 30 and 1 in 100 year plus 30% Climate Change return periods have been calculated for each of the surface water catchments/phases identified. This runoff will be restricted to 6.8l/s/ha, which is equivalent to the mean annual flood flow from the greenfield catchment. It is proposed that both attenuation storage and Long Term Storage are incorporated within the Propose Development, in accordance with

the London Plan. A combination of green roofs, void systems, attenuation tanks and permeable paving will be used to reduce the additional volume of surface water as a result of the Proposed Development, which is again supported in line with London Plan policy 5.12.

Community Infrastructure Levy

103 The Mayor has introduced a London-wide Community Infrastructure Levy (CIL) to help implement the London Plan, particularly policies 6.5 and 8.3. The Mayoral CIL formally came into effect on 1 April 2012, and it will be paid on commencement of most new development in Greater London that was granted planning permission on or after that date. The Mayor's CIL will contribute towards the funding of Crossrail.

104 The Mayor has arranged boroughs into three charging bands. The rate for Hackney Council is £35sq.m. The required CIL should be confirmed by the applicant and Council once the components of the development or phase thereof have themselves been finalised. See the 2010 regulations: <http://www.legislation.gov.uk/ukdsi/2010/9780111492390/contents> as amended by the 2011 regulations: <http://www.legislation.gov.uk/uksi/2011/987/made>

105 London borough councils are also able to introduce CIL charges which are payable **in addition** to the Mayor's CIL. Hackney is currently consulting on a CIL scheme currently.

Local planning authority's position

106 At this stage the Council officers have expressed their support for the scheme and the scheme is to be presented to the Council's planning committee in February.

Legal considerations

107 Under the arrangements set out in Article 4 of the Town and Country Planning (Mayor of London) Order 2008 the Mayor is required to provide the local planning authority with a statement setting out whether he considers that the application complies with the London Plan, and his reasons for taking that view. Unless notified otherwise by the Mayor, the Council must consult the Mayor again under Article 5 of the Order if it subsequently resolves to make a draft decision on the application, in order that the Mayor may decide whether to allow the draft decision to proceed unchanged, or direct the Council under Article 6 of the Order to refuse the application, or issue a direction under Article 7 of the Order that he is to act as the local planning authority for the purpose of determining the application .

Financial considerations

108 There are no financial considerations at this stage.

Conclusion

109 London Plan policies on principle of development, housing (estate renewal, affordable housing, tenure , housing choice, residential quality and density), children's play space, urban design, inclusive access, climate change mitigation, transport and flooding are relevant to this application. The application complies with some of these policies but not yet with others and on balance does not yet fully comply with the London Plan. The reasons and the potential remedies to issues of non-compliance are set out below:

- **Principle of development:** The principle to deliver a comprehensive, residential led, mixed-use, estate renewal masterplan is strongly supported in strategic terms.

- **Housing:** The overall approach to housing renewal is supported. The application would make appropriate re-provision and provide an uplift of both private and affordable housing in line with London Plan policy 3.14. The applicant has submitted viably work to underpin the quantum of affordable housing proposed (40%); this work has been independently assessed by the Council and the provision is in line with 3.11 and 3.12 of the London Plan. Further clarification is needed in regards to tenure mix for the scheme to be wholly compliant to the London Plan. The housing mix in terms of unit size put forward is acceptable in strategic terms; however the Council will need to secure indicative mixes put forward accordingly. Further clarification is also sought with respect to residential quality within the detailed element of the scheme and for the outline element, although the residential indicators set out in the design principles document is supported, the council will need to secure this design coding accordingly. The residential density of the proposed scheme is broadly in line with London Plan policy 3.4 and table 3.3 however further clarification regarding habitable rooms per hectare are requested.
- **Children's playspace:** The approach to play space is supported and in line with London Plan policy 3.6.
- **Urban design:** The proposed design is generally well considered and the scheme is acceptable in this regard.
- **Inclusive access:** Further information is required as to the location of the wheelchair accessible units to meet London Plan Policies 3.8 and 7.2.
- **Sustainable development:** The applicant has provided sufficient information and the scheme broadly complies with policy 5.2 of the London Plan.
- **Transport:** Further information as set out in paragraph 101 of this report will be needed before the scheme is reeled back at stage two.
- **Flooding:** Given information set out in the environmental statement and the FRA the scheme is acceptable and in line with London Plan policy 5.12.

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