Appeal Decision

Hearing Held on 16 December 2019 and 27 January 2020 Site visit made on 16 December 2019

by A Parkin BA (Hons) DipTP MRTPI

an Inspector appointed by the Secretary of State

Decision date: 10 February 2020

Appeal Ref: APP/E5900/W/19/3222532 543 Commercial Road, London E1 0HQ

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a failure to give notice within the prescribed period of a decision on an application for planning permission.
- The appeal is made by Live Urban One Limited against the Council of the London Borough of Tower Hamlets.
- The application Ref PA/18/02768, is dated 18 September 2018.
- The development proposed is the erection of a part 4 and part 5 storey building (plus basement) comprising 21 residential units (use class C3) with associated access, cycle parking, landscaping and amenity areas.

Decision

1. The appeal is allowed and planning permission is granted for the erection of a part 4 and part 5 storey building (plus basement) comprising 21 residential units (use class C3) with associated access, cycle parking, landscaping and amenity areas at 543 Commercial Road, London E1 0HQ in accordance with the terms of the application, Ref PA/18/02768/A1, dated 18 September 2018, subject to the conditions listed at Annex A.

Preliminary Matters

- 2. The Council and the appellant have agreed minor changes to the description of the proposed development from that contained on the application form. This does not alter the development proposed as shown on the submitted drawings and I have used this amended description in my formal decision.
- 3. The Council's Statement shows that had it determined the submitted planning application it would have been refused, on the grounds of inadequate affordable housing provision; an inappropriate mix of housing units; and, the absence of a planning obligation that would be necessary to mitigate the impacts of the proposed development.
- 4. However, at the end of the week preceding the Hearing in December, the main parties reached an in-principle agreement regarding a revised scheme which resolved all the outstanding matters of dispute between them. These were summarised in a signed Statement of Common Ground (SOCG) (Affordable Housing and Viability) dated 13 December 2019; an unsigned SOCG addressing other matters and also dated 13 December 2019; an unsigned Section 106

Planning Agreement; and, a number of associated documents including revised plans.

- 5. Following discussions at the December Hearing and with regard to Government guidance¹ I am satisfied that the late evidence can, exceptionally, be accepted. This is new evidence that is manifestly relevant and necessary to my decision. Affordable housing and viability are complicated technical issues which in this case it was not possible for the main parties to have reached agreement over earlier. I have determined this appeal on the basis of the revised scheme agreed between the main parties.
- 6. Whilst the two main parties were both directly involved in the production of this evidence and so would clearly not be disadvantaged by its late submission, an interested party² who had made representations regarding the appeal, including in terms of affordable housing provision, would be.
- For various reasons it was neither reasonable nor practical for the interested party to sufficiently consider this substantial and complex information, including the revised drawings, on the day of the Hearing in December. Consequently, and after due consideration, the Hearing was adjourned so as to allow a reasonable time for the late evidence to be considered by the interested party. The adjournment also provided time for the unsigned SOCG and the unsigned S106 Planning Agreement to be signed.
- During the adjournment, the Council also formally adopted its new Local Plan³, which supersedes both the Tower Hamlets Core Strategy 2010 and the Tower Hamlets Managing Development Document 2013. The adoption means that the policies in those two documents no longer carry any weight. Various documents in the evidence have been updated in light of the adoption.

Main Issues

- 9. The main issues are:
 - Whether the proposal would provide a suitable mix of unit sizes
 - The effect of the proposal on affordable housing provision.

Reasons

10. The appeal site is located on the northern side of the A13 - Commercial Road, at its junction with Head Street. The site was formerly a public house, which was demolished in 2016, and has been vacant since then. It is located between two conservation areas: Albert Gardens to the west and York Square to the southeast. To the north and east of the site is a 4-storey housing estate which faces onto Old Church Road, with a landscaped area next to the site by Commercial Road. A further housing estate is located on the southern side of Commercial Road, opposite the appeal site.

¹ Paragraph E9, Annexe E, Procedural Guide Planning Appeals - England August 2019

² A representative of the Pitsea Estate TRA

³ The Tower Hamlets Local Plan 2031: Managing Growth and Sharing Benefits, adopted 15 January 2020.

Mix of unit sizes

- 11. The mix of unit sizes in the revised scheme is unchanged from that originally proposed. Whilst this would be consistent with Policy S.H1 (meeting housing needs) contained in the Tower Hamlets Plan 2031 (THP) it would not accord with the more detailed requirements of Policy D.H2 (affordable housing and housing mix) of the THP.
- 12. At the Hearing the Council stated that within the context of the revised scheme it had adopted a more pragmatic position with regard to the mix of unit sizes. This was informed to some extent by the somewhat limited scale of the proposed development, which would nevertheless include a mix of different units, including studios and 1/2/3-bed flats, and different tenures. The provision of four 3-bed flats, two of which would be affordable housing units and particularly suitable for families, would be especially valued by the Council.
- 13. In this case, I am satisfied that the limited conflict with Policy D.H2 of the THP would be outweighed by the overall economic, environmental and social benefits of the appeal development. On a small, vacant site between two conservation areas, the provision of 21 flats in a mix of sizes and tenures, including four family-sized units, would contribute towards meeting the identified housing needs of Tower Hamlets. As such, and with appropriate regard to caselaw⁴, I am satisfied that it would be consistent with the overall aims of the development plan.
- 14. For these reasons the appeal development would provide a suitable mix of unit sizes. It would, therefore, accord with Policy S.H1 of the THP and Policy 3.8 (housing choice) of the London Plan 2016⁵ (LP).

Affordable housing provision

- 15. The two 3-bed duplex flats at ground floor and basement level, units G.3 and G.4, would be the two affordable housing units⁶. They would be kept as such in perpetuity through a S106 Planning Agreement, with the remaining units open-market flats.
- 16. However, a Viability Review process has also been agreed by the main parties and is contained in the accompanying S106 Planning Agreement. This allows for the provision of additional affordable housing units in lieu of open-market units, or for a financial contribution towards off-site affordable housing, to be provided in certain circumstances, should the value of the development be greater than currently anticipated.
- 17. Policy S.H1 of the THP requires developments of more than 10 residential units to provide a minimum of 35% of units as affordable housing, including rented and intermediate affordable tenures, subject to viability. The revised scheme would provide just 10% affordable rented homes. Nevertheless, this is significantly more than was originally proposed.
- 18. The main parties were some distance apart in terms of their development viability appraisals of the original scheme. The appellant maintains that their viability appraisals are accurate and that as a result, no affordable housing

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⁴ R v Rochdale Borough Council ex parte Milne [2000] EWHC 650 paragraph 49.

⁵ The Spatial Development Strategy for London consolidated with alterations since 2011, March 2016.

⁶ London Affordable Rented Housing.

- provision would be viable. However, a 'pragmatic compromise' offer of two affordable housing units was made to the Council, as per the Affordable Housing and Viability SOCG of 13 December 2019.
- 19. The Council has accepted this 'pragmatic compromise', and that it would result in a negative Residual Land Value (RLV) for the revised scheme. Consequently, and whilst not set out in detail in the evidence before me, the Council's position regarding the viability of the scheme is now very much closer to the appellant's position than previously.
- 20. Given the agreement that the proposed scheme would produce a negative RLV, any further affordable housing units would increase the negative RLV and reduce the viability of the proposed development further. In this case, I am content that the provision of two affordable-rented flats and 19 open-market flats, and subject to a Viability Review process, would maximise affordable housing provision from the appeal development.
- 21. I have considered the submitted S106 Planning Agreement, which concerns affordable housing provision and the agreed Viability Review process, amongst other things. I am satisfied that it would be necessary to make the development acceptable in planning terms, would be directly related to the development and would be fairly and reasonably related in scale and kind to the development⁷.
- 22. For the reasons given above, the proposed development would make an appropriate contribution to affordable housing provision. It would therefore accord with Policy S.H1 of the THP, and Policies 3.8 (housing choice), 3.12 (negotiating affordable housing on individual private residential and mixed use schemes), and 8.2 (planning obligations), of the LP.

Other Matters

- 23. I note the references in the petition circulated by the representative of the Pitsea Estate TRA regarding the community engagement process for the appeal proposal, including pre-application engagement measures. The appellant's 'Statement of Community Involvement' summarises the pre-application engagement measures that were undertaken. Government guidance states that pre-application engagement with the community is encouraged where it will add value to the process and the outcome⁸.
- 24. Whilst it is debateable whether the pre-application consultation could have been done more effectively, it is clear from the evidence that local people were sufficiently aware of the proposal from the appellant's actions and the Council's formal consultation measures, to be able to make representations and to participate in the Hearing.
- 25. I note the comments made in relation to the impact of the proposal on the character and appearance of this part of Commercial Road and on the setting of the two nearby Conservation Areas. From the evidence, and after visiting the site, I am satisfied that the siting, scale, design, massing and materials of the proposed development would not detract from the significance of the two nearby Conservation Areas, which are designated heritage assets.

⁷ Regulation 122 of the Community Infrastructure Levy Regulations 2010 (as amended).

⁸ Planning Practice Guidance - Paragraph: 010 Reference ID: 20-010-20150326 Revision date: 26 03 2015

- Furthermore, it would not be out of keeping with the predominantly residential character and appearance of the area.
- 26. I also note the comments made in relation to the adequacy of the proposed servicing arrangements; the protection of the three trees on Commercial Road; and noise and disturbance associated with the construction of the proposal. From the evidence I am content that these matters would be capable of being satisfactorily controlled by way of conditions.

Conditions and Conclusion

- 27. The main parties agreed a list of conditions, including Pre-Commencement Conditions, that they would find acceptable were the appeal to be allowed, which is contained in their SOCG updated on 27 January 2020. I have considered these in light of Government guidance and the discussions at the Hearing, with regard to the conditions I have attached to this grant of planning permission.
- 28. In addition to the standard commencement condition, a condition specifying the approved drawings would be necessary for reasons of certainty.
- 29. Conditions detailing compliance with optional building regulations standards, the ongoing operation of the lift, cycle storage and refuse and recycling storage facilities in the building, would be necessary to protect the living conditions of future occupiers.
- 30. Conditions prohibiting the installation of further plant and other structures on the roof of the building, and requiring the approval of a landscaping scheme, and external facing materials and equipment, would be necessary to protect the character and appearance of the area.
- 31. Conditions requiring the residential units to achieve specified sound-insulation standards and for plant and equipment in the building to not produce noise or vibration in excess of specified levels, would be necessary to protect the living conditions of future occupiers.
- 32. Conditions concerning the approval of a Construction Environmental Management & Logistics Plan, and the standards and hours of operation of construction related equipment would be necessary to protect the living conditions of nearby occupiers.
- 33. To protect the living conditions of future and nearby occupiers, and the natural environment, it would be necessary to impose a condition requiring details of a surface water drainage scheme for the development hereby permitted, to be approved and implemented.
- 34. A condition requiring full details of biodiversity mitigation and enhancement measures to be approved and implemented would be necessary, in order to promote and sustain biodiversity in the area.
- 35. A condition requiring investigation and remediation of potentially contaminated land in accordance with an approved scheme would be necessary to protect the health of future and nearby occupiers.
- 36. Conditions requiring the approval and implementation of security details for the development, consistent with Secured by Design standards, and the approval

- of details of the external refuse and recycling store for unit G.3, would be necessary in order to protect the living conditions of future occupiers and the character and appearance of the area.
- 37. A condition requiring the approval and implementation of an Arboricultural Method Statement would be necessary in order to protect existing trees in the immediate vicinity of the site.
- 38. For the reasons given above, and taking into account all matters raised, I conclude that the appeal is allowed and planning permission is granted.

Andrew Parkin

INSPECTOR

Annex A - Conditions

- 1) The development shall begin no later than three years from the date of this decision.
- 2) The development hereby permitted shall be carried out in accordance with the following approved drawings:

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D1000 Rev 00; D1001 Rev 00; D9100 Rev 03; D9101 Rev 00; D9102 Rev 00; D9103 Rev 00; D9104 Rev 00; D9105 Rev 00; D9149 Rev 01; D9150 Rev 00; D9500 Rev 00; D9700 Rev 01; D9701 Rev 00; SK-016 Rev 00; SK-018 Rev 00; and, SK-019 Rev 00.
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- 3) a) All of the approved residential units shall be constructed and fitted out to comply with the Building Regulations 2010 (as amended) optional requirement M4(2) 'accessible and adaptable', except for 10% of the residential units which shall comply with the optional requirement M4(3)(2) 'wheelchair user dwellings'.
 - b) The wheelchair user units G.1 and G.2 shown on drawing D9100 Rev 03, shall comply with the optional requirement M4(3)(2)a. Prior to the first occupation of these units, they shall be fully fitted out in accordance with the approved details, unless otherwise agreed in writing with the local planning authority.
 - c) Any lifts shown on the approved drawings shall be installed and in an operational condition prior to the first occupation of the relevant residential access cores. The lifts shall be retained and maintained in an operational condition for the lifetime of the development
- 4) The cycle storage facilities shall be completed in accordance with the approved plans prior to the first occupation of the development and thereafter maintained in an operational condition and made available to the occupiers of the development for the lifetime of the development.
- 5) The refuse and recycling storage facilities shall be completed in accordance with the approved plans prior to the first occupation of the development and thereafter maintained in an operational condition and made available to the occupiers of the development for the lifetime of the development.
- 6) No plant, water tanks, water tank enclosures or other structures that are not shown on the approved plans shall be erected upon the roof of the building hereby permitted.
- 7) No superstructure works shall take place until a landscaping scheme has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include details of:
 - a) hard landscaping including ground surfaces, kerbs and planter enclosures;
 - b) soft landscaping including number, size, species and location of plants;
 - c) on-going five year maintenance and watering provisions for soft landscaping;
 - d) biodiversity features;
 - e) drain covers, manholes and covers for access to drainage and utilities;

- f) play equipment and playable landscape features;
- g) railings, walls and other means of enclosure;
- h) bollards, gates and other access control measures;
- i) CCTV and other security measures;
- j) external cycle parking stands;

The landscaping scheme shall be completed in accordance with the approved details no later than during the first planting season following practical completion of the development and retained for the lifetime of the development.

Any trees or shrubs which die, are removed or become seriously damaged or diseased within five years from the completion of the landscaping works shall be replaced in the next planting season with the same species or an approved alternative as agreed in writing by the Local Planning Authority.

- 8) No superstructure works shall take place until samples and full particulars of all external facing materials to be used in the construction of the development have been submitted to and approved in writing by the Local Planning Authority. Details submitted pursuant to this condition shall include but are not restricted to:
 - a) Samples and details of external cladding.

 Details of external cladding, where relevant, shall include all types of brick or other cladding material to be used, details of bond, mortar and pointing for brick and details of joints, panel sizes and fixing method for other types of cladding.
 - b) Samples and drawings of fenestration.

 Details of fenestration, where relevant, shall include reveals, sills and lintels. Drawings shall be at a scale of no less than 1:20.
 - c) Drawings and details of entrances.

 Details of entrances, where relevant, shall include doors, reveals, canopies, signage, entry control, post boxes, CCTV, lighting and soffit finishes. Drawings shall be at a scale of no less than 1:20.
 - d) Details of any balconies, terraces or winter gardens and associated balustrades, soffits and drainage.
 - e) Details of any external rainwater goods, flues, grilles, louvres and vents.

 The development shall be carried out in accordance with the approved.

The development shall be carried out in accordance with the approved details.

- 9) a) All of the approved residential units shall be constructed to ensure that:
 - i. the construction accords with BS8233 'Guidance on sound insulation and noise reduction for buildings';
 - ii. internal ambient noise levels do not exceed 35dB LAeq,16 hour, between hours 07:00 - 23:00 and within bedrooms do not exceed 30 dB LAeq, 8 hours between hours 23:00 - 07:00.
 - iii. structure-borne noise does not exceed LAmax 35 dB;
 - iv. exposure to vibration is no higher than of "low probability of adverse comment" in accordance with BS6472 'Guide to evaluation of human exposure to vibration in buildings'; and

- v. at any junction between residential and non-residential uses, the internal noise insulation level is no less than 55DnTw=Ctr.
- b) None of the residential units shall be occupied until a post completion verification report, including acoustic test results, has first been submitted to and approved in writing by the Local Planning Authority confirming that the above minimum standards have been achieved.
- 10)Any mechanical plant and equipment within the development shall be designed and maintained for the lifetime of the development so as not to exceed a level of 10db below the lowest measured background noise level (LA90, 15 minutes) as measured one metre from the nearest affected window of the nearest affected residential property. The plant and equipment shall not create an audible tonal noise nor cause perceptible vibration to be transmitted through the structure of the building.
- 11)No development shall take place, including any works of demolition, until a Construction Environmental Management & Logistics Plan have been submitted to and approved in writing by the Local Planning Authority. The plan shall aim to minimise the amenity, environmental and road network impacts of the demolition and construction activities and include the details of:
 - a) Telephone, email and postal address of the site manager and details of complaints procedures for members of the public;
 - b) Dust Management Strategy to minimise the emission of dust and dirt during construction including but not restricted to spraying of materials with water, wheel washing facilities, street cleaning and monitoring of dust emissions;
 - c) Measures to maintain the site in a tidy condition in terms of disposal/storage of waste and storage of construction plant and materials;
 - d) Scheme for recycling/disposition of waste resulting from demolition and construction works;
 - e) Ingress and egress to and from the site for vehicles;
 - f) Proposed numbers and timing of vehicle movements through the day and the proposed access routes, delivery scheduling, use of holding areas, logistics and consolidation centres;
 - g) Parking of vehicles for site operatives and visitors;
 - h) Travel Plan for construction workers;
 - i) Location and size of site offices, welfare and toilet facilities;
 - j) Erection and maintenance of security hoardings including decorative displays and facilities for public viewing;
 - k) Measures to ensure that pedestrian access past the site is safe and not obstructed;
 - Measures to minimise risks to pedestrians and cyclists, including but not restricted to accreditation of the Fleet Operator Recognition Scheme (FORS) and use of banksmen for supervision of vehicular ingress and egress.
 - m) Measures to support the basement including:

- i. Value of the expected surcharge loading
- ii. Details of the support 'props', (type, length, BS/EN ref. code)
- iii. If the props are fixed to the existing masonry walls, details of the proposed fixing anchors are required
- iv. Size of the existing loadbearing piers
- v. Details on how the capping beam is to be constructed
- vi. Drawings/sketches with dimensions
- vii. The document mentions the current BRE guidelines; ideally, a copy of the relevant section should be included as an Appendix to the main document.
- viii. Ideally copies of the trail hole information, (photo's/sketches), should also be included as an Appendix to the main document.

The development shall not be carried out other than in accordance with the approved details

- 12)Unless otherwise specified by a S61 Consent granted under the Control of Pollution Act 1974, demolition, building, engineering or other operations associated with the construction of the development (including arrival, departure and loading and unloading of construction vehicles):
 - i. Shall be carried out in accordance with the Tower Hamlets Code of Construction Practice.
 - ii. Shall only be carried out within the hours of 08:00 and 18:00 Monday to Friday and 08:00 to 13:00 on Saturdays. No works shall take place on Sundays and Public Holidays.
 - iii. Any non-road mobile machinery (NRMM) used shall not exceed the emission standards set out in the Mayor of London's 'The control of dust and emissions during construction and demolition' Supplementary Planning Guidance 2014 and be registered under the Greater London Authority NRMM scheme www.nrmm.london
 - iv.Ground-borne vibration shall not exceed 1.0mm/s Peak Particle Velocity (PPV) at residential and 3.0mm/s PPV at commercial properties neighbouring the site.
 - v. Noise levels measured 1 metre from the façade of any occupied building neighbouring the site shall not exceed 75dB(A) at residential and commercial properties, and 65dB(A) at schools and hospitals (LAeq,T where T = 10 hours Monday to Friday and 5 hours for Saturday).
- 13)Prior to the commencement of any superstructure works, a surface water drainage scheme for the site based on sustainable drainage principles and an assessment of the hydrological and hydrogeological context of the development, for the site shall be submitted to and approved by the Local Planning Authority The scheme shall also include (but not limited to):
 - i. The peak discharge rates and together with any associated control structures and their position;
 - ii. Safe management of critical storm water storage up to the 1:100 year event plus 40%; and
 - iii. Details of agreed adoption, monitoring and maintenance of the drainage and SUDS features.

The development shall be carried out strictly in accordance with details so approved.

- 14)Prior to the commencement of above-ground works, full details of biodiversity mitigation and enhancements shall be submitted to and approved in writing by, the local planning authority. The biodiversity enhancements shall include but not be limited to the following:
 - a) A biodiverse roof following the best practice guidance published by Buglife details provided should include the location and total area of biodiverse roofs, substrate depth and type, planting including any vegetated mat or blanket (though sedum mats should be avoided if possible) and any additional habitats to be provided such as piles of stones or logs;
 - b) landscaping to include a good diversity of nectar-rich plants to provide food for bumblebees and other pollinators for as much of the year as possible – details should include species list and planting plans;
 - c) nest boxes for appropriate bird species including swift and house sparrow details should include number, locations and type of boxes.
 - d) The agreed measures shall be implemented in full prior to the occupation of the development hereby approved.
- 15)a) Development of the site shall not begin until a scheme has been submitted to the local planning authority and written approval has been granted for the scheme. The scheme will identify the extent of the contamination and the measures to be taken to avoid risk to the public, buildings and environment when the site is developed. Details of the scheme should include:
 - A 'site investigation report' to investigate and identify potential contamination.
 - ii. A risk assessment of the site.
 - iii. Proposals for any necessary remedial works to contain treat or remove any contamination.
 - b) Occupation of the building/dwelling hereby approved shall not begin until:
 - i. The remediation works approved by the local planning authority as part of the remediation strategy have been carried out in full. If during the remediation or development work new areas of contamination are encountered, which have not been previously identified, then the additional contamination should be fully assessed in accordance with a)(i-iii)] above and an adequate remediation scheme shall be submitted to and approved in writing by the local planning authority and fully implemented thereafter.
 - ii. A verification report, produced on completion of the remediation works to demonstrate effective implementation of the remediation strategy, has been submitted to and approved in writing by the local planning authority. The content of the report must comply with best practice guidance and should include, details of the remediation works carried out, results of verification sampling, testing and monitoring and all waste management documentation showing the classification of waste, its treatment, movement and/or disposal in order to demonstrate compliance with the approved remediation strategy.
- 16)No superstructure works shall take place until details of security measures have been submitted to and approved in writing by the Local Planning Authority.

The development shall achieve Secured by Design in accordance with Part Q of the relevant building regulations.

The security measures shall be implemented in accordance with the approved details, completed prior to the first occupation of the development and retained for the lifetime of the development.

- 17)Unit G.3 shall not be occupied until details of the external refuse store are submitted to, and approved in writing by, the local planning authority.
- 18)No development shall commence on site (including demolition, site clearance, or the bringing onto site for the purposes of the approved development equipment, machinery or materials) until the following have been submitted in writing and agreed by the local planning authority:
 - i. A detailed Arboricultural Method Statement (with scaled drawings showing the layout of service and trenches and details of foundations to include location, number of pad foundations, depth and width and means of excavation and construction) and updated Tree Protection Plan.
 - ii. The Arboricultural method statement shall be prepared by an arboricultural consultant who is registered with the Arboricultural Association, explaining the measures to protect the trees on and close to the site. The erection and installation of all tree protection measures for any retained tree shall be undertaken in accordance with the approved plans before any equipment, machinery or materials are brought onto the site for the purposes of the development.

APPEARANCES - 16 December 2019

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THIRD PARTIES:

Elaine King Pitsea Estate TRA

APPEARANCES - 27 January 2020

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THIRD PARTIES:

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DOCUMENTS SUBMITTED WHILE THE HEARING WAS ADJOURNED

Signed copy of the Section 106 Planning Obligation between the London Borough of Tower Hamlets and Live Urban One Limited and Oxley Holdings and Investments Limited, dated 24 January 2020.

Email confirming adoption of the Tower Hamlets Local Plan 2031; Table showing typographical corrections to the adopted Local Plan.

DOCUMENTS SUBMITTED AFTER THE HEARING

Signed copy of the SOCG, prepared by Savills (UK) Limited (on behalf of Live Urban One Limited), with the London Borough of Tower Hamlets, dated 13 December 2019 and updated on 27 January 2020.

Policies S.H1 and D.H2 of the adopted Tower Hamlets Local Plan 2031.