

<b>Committee:</b> Development	<b>Date:</b> 24 August 2011	<b>Classification:</b> Unrestricted	<b>Agenda Item Number:</b>
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<b>Report of:</b> Director of Development and Renewal	<b>Title:</b> Full Planning Application
<b>Case Officer:</b> Kamlesh Harris	<b>Ref No:</b> PA/11/00475
	<b>Ward:</b> Millwall

1. **APPLICATION DETAILS**

<b>Location:</b>	Former St. Luke's House and Church, 36 Strafford Street, London E14
<b>Existing Use:</b>	Church and Community Hall
<b>Proposal:</b>	Demolition of existing Church and Community Hall and erection of a new 3/4 storey building consisting of a church and Community Hall on first floor together with a training/meeting room on the ground floor with associated facilities; provision of 1 x 2 bed maisonette on the ground and first floors for parsonage use together with associated office; creation of seven residential units (1 x 2 bed maisonette (ground and first floors), 1 x 1 bed, 3 x 2 bed and 2 x 3 bed) for private housing. The existing war memorial will be carefully removed, refurbished and incorporated into the new building. Installation of a church spire at roof level together with the creation of brown roofs.
<b>Drawing Nos:</b>	PA11-E-01A, PA11-P-01A, PA11-P-02D, PA11-P-03C, PA11-P-04C, PA11-P-05C, PA11-P-06C, PA11-P-07D, PA11-P-08E, PA11-P-09E, PA11-P-10D, PA11-P-11C, PA11-P-12D, PA11-P-13C, PA11-P-14C, PA11-P-15B, PA11-P-16B, PA11-P-17B, PA11-P-18C, PA11-P-19B and PA11-P-20A
<b>Documents:</b>	<ul style="list-style-type: none"> <li>- Design and access statement, dated February 2011 Rev A, Phelan Architects</li> <li>- Impact Statement, dated February 2011 Rev A, Phelan Architects</li> <li>- Flood Risk Assessment, dated December 2010, Infrastructure Design Studio, Project Number 1115</li> <li>- Business Plan of St Luke's Community Hall and Church, dated February 2011</li> <li>- Daylight and Sunlight Layout Assessment dated 21 April 2011, NDYLIGHT Lighting Design.</li> </ul>
<b>Applicant:</b>	Mr. Tom Pyke, Christ Church with St. John and St. Luke
<b>Ownership:</b>	As above

## **Historic Building and N/A Conservation Area**

### **2. SUMMARY OF MATERIAL PLANNING CONSIDERATIONS**

The local planning authority has considered the particular circumstances of this application against the Council's approved planning policies contained in the Adopted Core Strategy 2010, London Borough of Tower Hamlets Unitary Development Plan, the Council's Interim Planning Guidance (2007), associated supplementary planning guidance, the London Plan and Government Planning Policy Guidance and has found that:

- 2.1 The proposal seeks to demolish the existing church and community hall and rebuilding a new church with community hall together with a training/meeting room and a provision of private housing. It is considered that the proposal is acceptable in land use terms and would not only enhance existing community facilities in the area but would also provide much needed residential accommodation, particularly family sized dwellings. This is in accordance with policies 3.1, 3.3 and 3.4 of the London Plan 2011, policies SP02 and SP03 of the Adopted Core Strategy 2010, saved policies HSG7 and SCF1 of the Unitary Development Plan and policies HSG2 and SCF1 of the Interim Planning Guidance 2007. These policies seek to ensure that new developments offer a range of housing choices and promote new community facilities to ensure that these facilities have are highly accessible and cater for the needs of particular groups and communities.
- 2.2 The proposed 3/4 storey development is considered appropriate in terms of design, bulk, scale, and massing. The design of the new building is in keeping with the surrounding properties in terms of general building line, bulk, mass, height and use of materials. This is in accordance with policy 3.5 of the London Plan 2011, policy SP10 of the Adopted Core Strategy (2010), saved policy DEV1 of the adopted Unitary Development Plan (1998) and policy DEV2 of the Interim Planning Guidance (2007). These policies seek to ensure high quality design for new buildings and appropriate design within the Borough which respects local context and the wider environment.
- 2.3 The proposal is considered appropriate in relation to the residential amenity within the vicinity of the site. The impact of the development in terms of daylight and sunlight, overshadowing, sense of enclosure, outlook, privacy and noise is acceptable given the overall compliance with the relevant BRE Guidance and the urban context of the site. This is in line with policies 7.1, 7.4 and 7.6 of the London Plan 2011, policy SP10 of the Adopted Core Strategy (2010), saved policy DEV2 of the adopted Unitary Development Plan (1998) and DEV1 of the Interim Planning Guidance (2007). These policies seek to ensure that new developments do not cause unacceptable harm to the amenity of surrounding land and buildings in particular residential buildings and aim to protect the amenity of residential occupiers and the environment in general.
- 2.4 The proposed quantity and quality of private amenity space in the form of private balconies for the residential units are broadly acceptable. Therefore, the proposal accords with policy 7.6 of the London Plan 2011, policy SP02 of the Adopted Core Strategy (2010), saved policies DEV1 and HSG16 of the adopted Unitary Development Plan (1998) and policies DEV2 and HSG7 of the Interim Planning Guidance (2007), which seek to improve amenity and liveability for residents and provide high quality outdoor space for residents.
- 2.5 In reference to transport matters, including provision of cycle parking, access, servicing and the creation of a car free development, the proposal is considered

acceptable with the use of appropriate conditions. This is in accordance with policies 6.1, 6.9 and 6.10 of the London Plan 2011, policy SP09 of the Adopted Core Strategy 2010, saved policies DEV1, T16 and T19 of the adopted Unitary Development Plan (1998) and policies DEV16, DEV17 and DEV19 of the Interim Planning Guidance (2007). These policies seek to ensure a closer integration of transport and developments that can be supported within the existing transport infrastructure.

- 2.6 Subject to conditions, sustainability matters, including energy, are acceptable and in line with policies 5.1, 5.2 and 5.3 of the London Plan 2011, policy SP11 of the Adopted Core Strategy (2010) and policies DEV5 and DEV6 of the Council's Interim Planning Guidance (October 2007), which seek to promote sustainable development practices and the use of renewable energy.

### **3. RECOMMENDATION**

- 3.1 That the Committee resolve to **GRANT** planning permission

- 3.2 That the Corporate Director Development & Renewal is delegated power to impose conditions [and informatives] on the planning permission to secure the following matters:

#### **3.3 Conditions**

1. Time Limit – three years
2. Development to be carried out in accordance with the approved plans
3. Materials to be submitted for approval, including screening of balconies, screening on windows along north elevation, railings on south elevations and hedges/landscape
4. Details of any boundary treatments including any planting to be submitted for approval.
5. Contamination Investigation
6. Travel Plan to be submitted prior to occupation
7. No deliveries or servicing to occur outside the hours of (7.30am – 8pm Monday to Friday, 8am – 1pm Saturday only)
8. Prior to occupation details of cycle stands shall be provided and installed.
9. Refuse storage and recycling details to be provided
10. Demolition and Construction Method Statement/Management plan to be submitted prior to construction.
11. Hours of operation for church and community facilities (7am – 22.00pm every day of the week)
12. Energy Strategy
13. BREEAM Assessment
14. Highway Improvements/S278 Agreement
15. Noise mitigation measures to be implemented.
16. No doors to be erected over the highway
17. Car free development
18. Prior to the occupation of the residential units the Church should be substantially completed.
19. Any other conditions(s) considered necessary by the Corporate Director Development & Renewal.

#### **3.4 Informative**

1. This planning application should be read in conjunction with the S106 Agreement the term of which is Car Free.

2. Contact Building Control.

3. Any other informatives(s) considered necessary by the Corporate Director Development & Renewal.

#### **4. PROPOSAL AND LOCATION DETAILS**

##### **Proposal**

4.1 The application seeks full planning permission for the following:

- Demolition of existing church and community hall and erection of a new 3/4 storey building consisting of a church and community hall on first floor together with a training/meeting room on the ground floor 180sqm with associated facilities;
- The provision of 1 x 2 bed maisonette on the ground and first floors for parsonage use together with associated office;
- The provision of seven residential units (1 x 2 bed maisonette (ground and first floors), 1 x 1 bed, 3 x 2 bed and 2 x 3 bed) for private housing/shared ownership/church use;
- The careful removal and refurbishment of the existing war memorial to be incorporated into the new building;
- The installation of a church spire at roof level and relocation of the existing bell at the base of the spire; and
- Creation of brown roofs and installation of an integrated photovoltaic solar panel on the south facing roof slope.

4.2 The orientation of the different uses are as follows:

- The ground floor will consist of the main entrance hall accessed from Alpha Grove. This floor will also contain the training/meeting room, church office and toilet/shower facilities (104sqm)
- The first floor consists of the church and community hall together with the vestry, kitchen and toilet facilities
- The second floor also consists of the church and community hall with a viewing balcony facing Havannah Street. At this level the building recesses on the north side to avoid any overlooking potential.

4.3 The whole building on the east side facing Alpha Grove will be served by a lift. The ground floor and first floor will also be equipped with a hoist for funeral purposes. A lower ground floor is also proposed to house various plants, a bicycle storage area and a refuse/recycling area for the whole development.

##### **Background to the proposal**

4.4 This current proposal is closely linked to the 2004 planning approval under ref PA/04/00880 which is detailed under the planning history for this site. The previous site encompassed a larger site at approximately 1500sqm and proposed two buildings, one for residential use and the second one for church/community use.

4.5 The residential element consisting of 19 affordable units of the 2004 approval is completed on site and is known as St. Luke's House. The other parts of the consented scheme, namely the church, community hall, offices, parsonage and 2

residential units have not been implemented and this application seeks a new alternative for the church site.

4.6 This application seeks an alternative to the 2004 approval. The principle differences are:

- The provision of 20sqm of additional floor space for the Church, community hall and associated facilities with a total floor space of 230sqm.
- The provision of a new prayer facilities for the Millwall Bangladeshi Association;
- The new building has been pulled away by half a metre from the northern boundary of the site and would cover the entire site on its southern and western ends;
- The height of the new building is approximately 11.35m (excluding the spire). The previous scheme allowed 10.75m for the building (excluding the spire); and
- The provision of seven private residential units.

4.7 In general the design principles have not altered much. This current proposal has sought to offer more flexibility and functionality for the church and community hall plus provide much needed training/meeting rooms, together with the provision of a parsonage dwelling and 7 residential units.

### **Site and Surroundings**

4.8 The site is surrounded by the Barkantine Estate, which comprises a variety of residential units varying in size, height and type. To the north of the site on Strafford Street is Tideway House, a four storey block of modern flats and to the north east and east of the site are two storey terrace houses facing Alpha Grove. Directly to the south of the site on Havannah Street is a small estate of low rise, two storey flats, and to the west is two blocks of flats comprising two storeys with pitched roofs and divided by a communal garden.

4.9 The only non-residential use in the area is the community centre building directly to the north of the site, opposite Tideway House at Number 40 Strafford Street, known as the Strafford Friendship Centre. The building is used as a meeting place for the Strafford Friendship Club, which caters for elderly groups in the community.

4.10 The site is a corner plot and is mostly rectangular in shape. The primary access to the church building is via Alpha Grove. The communal walkway between the nearly completed St. Luke's House and the application site, will give some pedestrian access to and from Havannah Street and Strafford Street. Visitors to the church/community hall would continue to use Alpha Grove as their main access.

4.11 Within 5 minutes walk to the north of the site is the commercial and retail centre of Canary Wharf. The site is not located within a Conservation area and there are no listed buildings in the vicinity.

### **Planning History**

4.12 The following planning decisions are relevant to the application:

- PA/04/00880 Demolition of the existing church, church hall and vicarage and redevelopment of the site to provide a new three and five storey development comprising a new church, church hall and office space for community use, 21 residential units and a parsonage – Approved on 24 July 2008 by the Council following a resolution to grant by the Development Committee.
- PA/10/02332 Demolition of existing Church and Community Hall and erection of a new four story building consisting of a church and Community Hall together with a training/meeting room on the ground floor with associated facilities; provision of 1 maisonette on the ground and first floors for parsonage use; creation of eight residential units (7 x 2 bed and 1 x 3 bed) for private housing. The existing war memorial will be carefully removed, refurbished and incorporated into the new building. Installation of a church spire at roof level together with the creation of brown roofs – withdrawn 26 January 2011

## 5. POLICY FRAMEWORK

- 5.1 For details of the status of relevant policies see the front sheet for “Planning Applications for Determination” agenda items. The following policies are relevant to the application:

### **Core Strategy Development Plan Document 2025 (adopted September 2010)**

Policies	SP02: Urban Living for everyone
	SP03: Creating healthy and liveable neighbourhoods
	SP05: Dealing with waste
	SP09: Creating attractive and safe streets and spaces
	SP10: Creating distinct and durable places
	SP11: Working towards a zero-carbon borough

### **Unitary Development Plan 1998 (as saved September 2007)**

Policies	DEV1	Design requirements
	DEV2	Environmental Requirements
	DEV50	Noise
	DEV51	Contaminated Land
	DEV55	Development and Waste Disposal
	HSG7	Dwelling Mix
	HSG13	Internal Standards for Residential Development
	T10	Traffic Management
	T16	Impact on Traffic
	T18	Pedestrians
	T21	Pedestrians
	SCF1	Allocation of sites for the provision of social and community facilities

### **Interim Planning Guidance for the purposes of Development Control (as saved September 2007)**

Policies	DEV1	Amenity
	DEV2	Character and design
	DEV3	Accessible and inclusive design
	DEV9	Sustainable Construction Materials
	DEV10	Disturbance from Noise Pollution
	DEV12	Management of Demolition and Construction
	DEV15	Waste and Recyclable Storage

DEV16	Walking and cycling routes and facilities
DEV17	Transport Assessments
DEV18	Travel Plans
DEV19	Parking for Motor Vehicles
DEV22	Contaminated Land
HSG2	Housing Mix
HSG7	Housing Amenity Space
HSG9	Accessible and Adaptable Homes
SCF1	Social and Community Facilities

### **Spatial Development Strategy for Greater London (London Plan 2011)**

3.1	Ensuring equal life chances for all
3.3	Increasing housing supplies
3.4	Optimising housing potential
3.5	Quality and design of housing developments
5.1	Climate change mitigation
5.2	Minimising carbon dioxide emissions
5.3	Sustainable design and construction
5.16	Waste self-sufficiency
5.17	Waste capacity
6.1	Integrating transport and development
6.2	Providing public transport capacity and safeguarding land for transport
6.3	Assessing effects of development on transport capacity
6.9	Cycling
6.10	Walking
7.1	Building London's neighbourhoods and communities
7.4	Local character
7.6	Architecture

### **Government Planning Policy Guidance/Statements**

PPS 1	Sustainable development and climate change
PPS 3	Housing
PPG13	Transport

**Community Plan** The following Community Plan objectives relate to the application:

- A better place for living safely
- A better place for living well
- A better place for learning, achievement and leisure
- A better place for excellent public services

## **6. CONSULTATION RESPONSE**

- 6.1 The views of the Directorate of Development & Renewal are expressed in the MATERIAL PLANNING CONSIDERATIONS section below.
- 6.2 The following were consulted regarding the application:

### **Environmental Health (Noise & vibration)**

- 6.3 The noise implications from the use of the church and the community centre on the residents of the upper floors and surrounding residents appears not to have been considered in the original scheme and the present proposal. EH requires further information to show how any noise impact will be mitigated.

**(Officer's response:** *The noise implications have been considered and are addressed in the Impact Assessment (Item 2.3 Page 11). The applicant will provide a highly sound insulated and sealed building with an acoustic lined interior hall. The broader strategy to minimise noise includes a management strategy and a design strategy for the building fabric. The management strategy includes having a priest living on site (parsonage) to manage the building and a selective booking policy for the use of the hall space. The physical strategy includes the fabric of the building, its construction method and separation of structure, mechanical ventilation to the Church and Hall space with acoustic louvres to minimise any sound breakout and the design of the building that wraps the Hall in circulation spaces. Furthermore, a condition will be attached to ensure that adequate measures are put in place to safeguard residents' amenity in respect of the opening hours of the community facility and Church).*

### **Environmental Health (Contaminated Land)**

- 6.4 Council records show that the site and surrounding area have been subjected to former industrial uses (Infrastructure: Transport support & cargo handling; Wire Rope & Galvanising Works: (source: 1835 LDDC & 1894/6-1970 OS 1:1056 VII 90)), which have the potential to contaminate the area. I understand ground works and soft landscaping are proposed and therefore a potential pathway for contaminants may exist and will need further characterisation to determine associated risks.
- 6.5 Please can you condition this application to ensure the developer carries out a site investigation to investigate and identify potential contamination.

**(Officer's response:** *The application would be conditioned as per the recommendation of the above officer if permission is granted)*

### **Highways**

- 6.6 A car and permit free agreement is welcomed by the Highway Department.
- (Officer's response:** *A condition will be attached to ensure the development is secured as car free by means of a legal agreement.)*
- 6.7 With regard to cycle parking, more information is required detailing the number of visitors that are likely to be generated by the development proposals. For places of worship, the minimum cycle parking provision is 1 space per 10 visitors. Once the number of visitors and therefore cycle parking spaces required has been established, Highways will require further details outlining the type of cycle parking stand to be installed, supported by drawings demonstrating that the minimum spatial clearances can be achieved.
- (Officer's response:** *The applicant has proposed a total of 12 cycle stands. Notwithstanding this, conditions relating to Travel Plan and cycle parking would be attached to the decision notice if consent is granted.)*
- 6.8 As with all highway works, any alterations that are required to facilitate refuse collection (e.g dropped kerbs) will be done under S278 Agreement at the Applicant's expense.

**(Officer's response:** *the requested condition would be included if consent is granted).*



- 6.9 There are a number of doors which open outwards. Whilst they do not appear to open out across the public highway it should be noted that they potentially pose a safety hazard to passing pedestrians.

*(Officer's response: A condition to this effect has been recommended).*

- 6.10 Are changes proposed to the materials used on the surrounding pavement which forms part of the adopted public highway network? It should be noted that all highway works are to be agreed with, and undertaken by, the Council at the Applicant's expense via a S278 agreement and that the materials used must be part of the Council's approved palette of materials.

- 6.11 Given the constrained nature of the site, it is recommended that a Construction Management Plan be required.

*(Officer's response: A condition for a Construction Management Plan would be included if consent is granted).*

#### **Cleansing Officer**

- 6.12 The bin store proposed is considered to be adequate for the residential properties. However, bin storage areas must be within 10 metres wheeling distance of the collection point.

*(Officer's response: Refuse storage would be conditioned and approved in writing by the local planning authority at a later stage, to ensure that adequate facilities are provided).*

#### **Environment Agency**

- 6.13 No objection

### **7. LOCAL REPRESENTATION**

- 7.1 A total of 460 neighbouring properties within the area shown on the map appended to this report were notified about the application and invited to comment. The application has also been publicised in the East End Life and on site. The number of representations received from neighbours and local groups in response to notification and publicity of the application were as follows:

No of individual responses:	<b>29</b>	Objecting:	<b>28</b>	Supporting:	<b>1</b>
No petitions received	<b>2</b>	in support	<b>106</b>	signatories	

- 7.2 The following issues in objection were raised in representations that are material to the determination of the application, and they are addressed in the next section of this report:

#### Design

- 7.3 The development is too dense and too high/overbearing for the road and surrounding homes. It fails to respect existing building lines and would overshadow neighbouring buildings.

*(Officer response: Consideration has to be given to the precedent already set by the previous approval under Ref PA/04/00880. A church and community hall has already been allowed for this site. The current proposal has reduced the height of the building by about 2m to address concerns about the height. The new building is three storeys high and is slightly higher in the central plateau of the roof. Given the urban context and the precedent set, the new proposal with the use of appropriate conditions is considered acceptable. Please refer to the Design section of this report at paragraphs 8.7 – 8.17 which include a full discussion of the design merits of this proposal)*

- 7.4 The proposed church extends to the limits of boundary so the entrance will be directly off the narrow pavement; this is not appropriate and the visual appearance of the new structure bears no resemblance to the former church that was on the site previously and had been bombed in the war and is not anything like a traditional Church of England Church.

*(Officer response: Please refer to the Design section of this report at paragraphs 8.7 – 8.17 which include a full discussion of the design merits of this proposal)*

#### Amenity

- 7.5 The plan allows up to five storeys which will create overlooking issues.

*(Officer response: The new building proposed is only 3 storeys high with another half (storey in the centre. Please also refer to the Amenity section of this report at paragraphs 8.30-8.49 which include a full discussion of the merits of this proposal)*

- 7.6 Impact on loss of daylight/sunlight/privacy for neighbouring properties.

*(Officer response: Please refer to the amenity section of this report at paragraphs 8.30 – 8.49 which includes a full discussion of the submitted daylight and sunlight report, BRE regulations and issues around privacy, overlooking and sense of enclosure).*

- 7.7 Size of proposition suggests there will be significant increase in the use of the site, which will make it very noisy.

*(Officer's response: A condition to provide a travel plan will be recommended which would give an indication as to the number of visitors that the new church and venue will attract. However, it is noted that this venue has always been a church and therefore this is not a new use. Any increase in use should not be significant).*

#### Highways

- 7.8 Concerns about existing parking stress in the area as there are currently insufficient spaces for local residents at present. The proposal will exacerbate the existing parking and traffic congestion problems in the area and there would be extra traffic during construction.

*(Officer's response: No car parking is proposed for this proposal and the residential units would be car free as required by Highways officers and Council Policy. Given the location of the church, visitors/guests will be encouraged to use public transport and not attend the venue by car. Furthermore the site is located within a Controlled Parking Zone and construction impacts would be managed by a Construction Management Plan).*

### Concerns about the loss of a tree

*(Officer's response: The loss of a tree is always regrettable; however the tree is not protected and the proposal is seeking to create green roofs to compensate for loss habitat. Furthermore, the loss of this tree was agreed under the previous approval*

7.10 The following matters were raised in support:

- Betterment of the local community;
- Creating better community cohesion;
- The new church will further develop existing ties between different communities; and
- Dedicated space for prayers and use of the hall for Friday prayers and special events.

## **8. MATERIAL PLANNING CONSIDERATIONS**

8.1 The main planning issues raised by the application that the committee must consider are:

1. Land Use
2. Design and Appearance
3. Housing
4. Amenity for future occupiers
5. Impact upon amenity of neighbours
6. Highways
7. Trees

### **Land Use**

8.2 The existing two storey church and community hall building on the site is unremarkable and unprotected. The site has no specific designation under the adopted Unitary Development Plan (1998) and the area surrounding the site is predominantly residential in character. A similar proposal has been approved and partly implemented under ref: PA/04/00880 on the site. Therefore, the principle of re-development of the site has already been previously agreed by the Council.

8.3 Policy SP03 of the Adopted Core Strategy 2010, saved policy SCF1 of the Unitary Development Plan and policy SCF1 of the Interim Planning Guidance 2007 address the provision and needs for social and community facilities. The creation of the church and associated community facilities are acceptable in land use terms, as this site has always had a church in situ and the principle of this use has previously been considered acceptable by the Council. In addition it is relevant that the July 2008 permission has been implemented and that the developer would be entitled to complete the development of the church under that scheme if they wished to do so. While there has been a change to the Council's development plan since July 2008 with the introduction of the Council's Core Strategy, this has not impacted on the acceptability of the use in policy terms and the use remains in accordance with development plan policies.

8.4 Delivering housing is a key priority both nationally and locally and this is acknowledged within Planning Policy Statement 3 and also Strategic Objectives 7, 8 and 9 and policy SP02 of the Adopted Core Strategy and policy position of the London Plan. It is considered that the residential (Use class C3) element of this development

is appropriate, would be an acceptable use of the land and would be in accordance with planning policy.

- 8.5 Therefore, the provision of a mixed use development consisting of a church, community hall, meeting/training rooms, and prayer facilities for the Muslim community, a parsonage and additional housing is considered acceptable at this site. The proposal to create residential use at the site is acceptable in principle and accords with policies 3.3 and 3.4 of the London Plan 2011 and policy SP02 of the Adopted Core Strategy 2010 which seek to maximise the supply of housing.
- 8.6 The proposal also accords with Policy SP03 of the Adopted Core Strategy 2010, saved policy SCF1 of the Unitary Development Plan and policy SCF1 of the Interim Planning Guidance 2007 and policy 3.1 of the London Plan 2011. These policies seek to protect existing community facilities and to ensure that new proposals for facilities have a high level of accessibility and that they cater for the needs of particular groups and communities.

### **Design and Appearance**

- 8.7 Good design is central to the objectives of national, regional and local planning policy. Policy 3.5 of the London Plan 2011 refers to 'Quality and Design of Housing Developments' and states that "*housing developments should be of the highest quality internally, externally and in relation to their context and to the wider environment. They should enhance the quality of local places, taking into account physical context*". Policy 7.6 addresses architecture and ways of achieving good design by means of high quality materials and design appropriate to its context.
- 8.8 These aims are reflected in local policy SP10 of the Adopted Core Strategy, saved policies DEV1, DEV2 and DEV3 of the UDP and policies DEV1 and DEV2 of Interim Planning Guidance 2007. These policies require new development to be sensitive to the character of the surrounding area in terms of design, bulk, scale and the use of materials. They also require development to be sensitive to the capabilities of the site.
- 8.9 In general the design principles have not altered markedly from the previously consented scheme. This current proposal has sought to offer more flexibility and functionality for the church and community hall by providing much needed training/meeting rooms, together with the provision of a parsonage and 7 residential units for private ownership. The total floor space for the church and community facilities is 670sqm. The area proposed for the church is 230sqm.
- 8.10 The proposed building is roughly rectangular in shape and contemporary in style and would be constructed of white brick with a white mortar joint. The roof would be in slate with some brown roof construction on the flat roofs and on the church roof. The church windows will be in timber with cast concrete stained glass windows and the rest of the building will be in timber/aluminium composite windows. Translucent glazing is also proposed on the church building with vertical timber ribs with metal capping and projecting glass fins; some obscured glazing is also proposed and some of the stained glass windows of the existing church may be reused. It is recommended that materials and typical details be conditioned to ensure the design quality is maintained.
- 8.11 It is proposed to carefully remove and refurbish the two existing war memorials to be incorporated into the new building on the Havannah Street. A church spire will be installed at roof level at the front end of the building and the existing bell will be relocated at the base of the spire.

- 8.12 The design of the church is considered to be innovative and modern. The architectural style in the immediate area is relatively uniform and lacking in character and distinctiveness. The redevelopment of St Luke's Church would provide a unique opportunity to create a focal point for the local community, as well as add some vitality to the area. Overall, it is considered that the design of the new scheme is an improvement to the previously approved building.
- 8.13 All the objections to this scheme have stated that the proposal represents an overdevelopment of the site and that the mixed church, community hall and residential building are too high for the area. Other buildings in the immediate area are predominantly two-storeys in height with pitched roofs, but there are other examples of four/five storey buildings nearby, namely the newly built five storey St. Luke's Court and the existing residential block along Strafford Street. Furthermore, the previously consented scheme was very similar in height.
- 8.14 It is considered that the design principles that have been applied are appropriate and would provide a high quality building that is in accordance with the Council's policies on character and design. The proposed church would be taller than the existing church, reaching approximately 11.35m at the top to the roof (excluding the spire). However, it is also considered that the proposed 3/4 storey building would be acceptable in terms of bulk, scale and massing and relates well to its corner location.
- 8.15 Within the context of the site, the layout, height and scale of the scheme are, considered acceptable and in accordance with policy SP10 of the Adopted Core Strategy 2010, saved UDP policy DEV1 and IPG policy DEV2. These policies aim to ensure that development proposals respect the development capabilities of the subject site and not result in over development or be visually harmful to the surrounding area.

#### *Inclusive Access*

- 8.16 Policy DEV1 of the UDP also identifies the need to provide adequate access for disabled people, with policy DEV3 of the IPG going further and stating that new buildings are required to incorporate inclusive design principles, ensuring they can be safely, comfortably and easily accessed by as many people as possible without undue effort, separation or special treatment. This application seeks to provide a fully accessible building that is easily accessed by stairs and lifts.
- 8.17 Overall, it is considered that the design and layout of the proposal is acceptable and conforms to design policies DEV1, DEV2, DEV3 of the UDP, DEV2 of the IPG and policy SP10 of the Adopted Core Strategy plus policy 3.5 of the London Plan 2011, which seek to ensure inclusive design.

#### **Housing**

- 8.18 The proposal includes the construction of eight new units of accommodation which includes a two bedroom parsonage residence. The remaining seven dwellings would be in private ownership. No affordable units are proposed in this instance, as Part 3 of strategic policy SP02 of the Adopted Core Strategy sets the borough's target and requires 35% - 50% affordable homes on sites providing 10 new residential units or more. In this instance this trigger is not breached and affordable housing cannot be sought. It is important to note that the 19 units which have been built within St. Luke's Court (which was part of the previous consent) are 100% affordable.

### *Dwelling Mix*

- 8.19 The Council's housing studies have identified that there is a significant deficiency of family housing within the borough. This shortfall is reflected in Council policy which seeks to ensure development provides a range of dwelling sizes, including an appropriate amount of family accommodation.
- 8.20 The application proposes a mix of dwelling sizes comprising of 25% family units and this is considered acceptable. The mix of dwellings is therefore considered to comply with the Council's UDP expectation that all new residential developments provide a mix of unit sizes with a substantial proportion of family sized dwellings.

### *Quality of Accommodation*

- 8.21 The SPG Residential Space Standards (1998) and saved policy HSG13 of the adopted UDP set out the minimum space standards for all new housing developments and the London Plan also identifies standards. All of the units meet or exceed the minimum space standards of the set out under the UDP and generally meet the London Plan standards. It is therefore considered that the quality of the internal accommodation is appropriate.
- 8.22 Part 6c of strategic policy SP02 requires that all new developments comply with accessibility standards including Lifetime Homes. Policy DEV3 of the IPG outlines that new development is required to incorporate inclusive design principles. Policy HSG9 of the IPG requires that at least 10% of all housing should be wheelchair accessible and new housing should be designed to Lifetime Homes standards.
- 8.23 The submitted design and access statement identifies that all new units would be built to Lifetime Homes Standards. However, no wheelchair accessible unit has been proposed in accordance with Council policy. It is therefore recommended that a wheelchair accessible unit and the Lifetime Homes Standards for all units are secured by condition to ensure these policy requirements are met.

### *Sustainability Appraisal*

- 8.24 Policies 5.1, 5.2, 5.3, 5.6 and 5.7 of the London Plan 2011 set out that the Mayor will, and the boroughs should support, the Mayor's Energy Strategy and its objectives of reducing carbon dioxide emissions, improving energy efficiency and increasing the proportion of energy used and generated from renewable sources.
- 8.25 The submitted Design and Access Statement outlines that all new dwellings have been designed to achieve Code 4 under the Code for Sustainable Homes. The Barkentine Heat and Power CHP system and photovoltaic panels are proposed to help the development achieve Code for Sustainable Homes Level 4. This is in accordance with the London Plan 2011 policy 5.6 and is considered acceptable.
- 8.26 The approval would be subject to a condition requiring that the development achieves the Code for Sustainable Homes Level 4. Similarly, the BREEAM rating should be excellent and this would be conditioned.
- 8.27 The application also proposes a green roof. It is considered that the green and brown roof would maintain the ecological value of the application site and the surrounding area and therefore accords with London Plan policy 5.11.

### **Amenity for future occupiers**

### *Private Amenity Space*

- 8.28 Part 6d of strategic policy SP02 of the Adopted Core Strategy 2010 and saved policy HSG16 of the adopted UDP state that all new housing developments should provide high quality, useable amenity space, including private and communal amenity space, for all residents of a new housing scheme. These policies reinforce the need to provide high quality and usable private external space fit for its intended user, as an important part of delivering sustainable development and improving the amenity and liveability for Borough's residents. The SPG Residential Space Standards (1998) and Table DC2 which forms part of HSG7 of the IPG sets out amenity space provision standards.
- 8.29 It is considered that the amenity space offered is on balance acceptable, of good quality and usability and is therefore acceptable.

### **Impact on the amenity of adjoining occupiers and the surrounding area**

- 8.30 Parts 4 a and b of policy SP10 of the Adopted Core Strategy, saved policy DEV2 of the UDP and policy DEV1 of the IPG seek to protect the residential amenity of the residents of the borough. Policy 7.6 of the London Plan 2011 endorses the above and states that buildings and structures should not cause unacceptable harm to the amenity of surrounding buildings in particular residential buildings. All these policies seek to ensure that existing residents adjacent to the site are not detrimentally affected by loss of privacy or overlooking of adjoining habitable rooms or a material deterioration of daylight and sunlight conditions.
- 8.31 The neighbouring properties which are closest to the proposed development are nos. 46 Trafford Street to the north, the new properties at St. Luke's Court to the west and the Trafford Friendship Club building to the north of the site. The Daylight and Sunlight report submitted assessed the impact on these properties in particular; the rear of the club, the rear of No. 46 Trafford Street and the eastern elevation of the new St. Luke's Court.
- 8.32 The central part of the building would be higher than the previous approval, as it features a slightly pitched roof section raised to look like a fourth storey. However the remainder of the building would still be three storeys high as approved under the existing scheme. Following negotiation, the proposed building has been reduced by about 2m. It is considered that the central part of the building can best accommodate the height and ensure the functionality of the use. The raised part would accommodate the church and community hall which require a degree of volume and height to function well. Overall, the simple form of the building prevents it from appearing unduly bulky in relation to its immediate surroundings.

### *Daylight and Sunlight*

- 8.33 The submitted 'Daylight and Sunlight Layout Assessment dated 21 April 2011, considers the impact of the development on existing properties surrounding the development site.
- 8.34 Daylight is normally calculated by three methods – the vertical sky component (VSC), No Sky Line (NSL) and the average daylight factor (ADF). The submitted study shows that a small amount of neighbours will suffer from a very minor loss of light. Nevertheless, all affected rooms still meet BRE VSC, NSL and ADF targets. Given this compliance, the impact of the development on daylight to neighbouring properties

is considered acceptable.

- 8.35 Sunlight is assessed through the calculation of annual probable sunlight hours (APSH). This method of assessment considers the amount of sun available in the summer and winter for each window within 90 degrees of due south (i.e. those windows which receive sunlight). The submitted report demonstrates that all neighbouring windows and open spaces will receive sufficient sunlight to comply with BRE guidance.

*Sense of Enclosure, Outlook, Privacy and Overlooking*

- 8.36 Saved UDP Policy DEV2 requires that new development should be designed to ensure that there is sufficient privacy for neighbouring residents. The policy states that a distance of 18m between opposing habitable rooms reduces inter-visibility to a degree acceptable to most people.
- 8.37 The main issue is whether the proposed development will result in a significant loss of privacy to neighbouring occupiers – in particular no. 46 Trafford Street, the new development at St Luke's Court and the Friendship Club.

*46 Trafford Street*

- 8.38 As existing, Number 46 has three small circular windows with obscured glazing in its south facing elevation that would be affected by the proposed church building. These windows serve non habitable rooms. The new building would step forward of the building line of the houses, in a similar manner as the previously approved scheme.
- 8.39 In terms of overlooking and loss of privacy the new building is not considered to result in any significant adverse impacts. It is noted that a number of additional windows are proposed in the northern elevation. However, by the use of screening and window placement it is not considered that these would result in any adverse privacy impacts. It is recommended that these methods of screening are secured by condition if consent is granted.

*The Trafford Friendship Club*

- 8.40 This building is a single storey structure with a pitched roof set among some mature trees. The building is already sufficiently enclosed on all sides and more so with the completion of the new five storey building at St Luke's Court.
- 8.41 The new building would be set off the boundary by approximately 0.6m whereas the previous approval was built right to the boundary. The north side of the proposed building has been progressively set back at second floor level to minimise the building's overall bulk and visual impact. However, as mentioned above this elevation does feature a number of windows, as such the scheme includes a number of measures for screening to prevent any direct overlooking. On balance, it is not considered that there would be a significantly adverse impact in terms of sense of enclosure or overlooking for the existing users of the club or future residents.

*St Luke's Court*

- 8.42 St Luke's Court is the new five storey building to the west of the site which was given permission together with a church/vicarage building for the site.
- 8.43 The ground floor of this new building consists of bathrooms and kitchens. The first



floor has some habitable rooms in the form of bedrooms. Following negotiations, the applicant has amended the plans so that overlooking is minimised for future residents of these buildings. The balcony of the parsonage unit has been moved so that it aligns with the bathroom at first floor level of St. Luke's Court. The terrace for the living area of the first floor two bed maisonette has also been modified so that it does not face the other property's bedroom.

- 8.44 Concerns have been raised with regards to defensible space for the parsonage maisonette and the two bedroom maisonette. The narrow pathway along St. Luke's Court is a gated pedestrian court in shared ownership between the church and One Housing. This access will serve the two maisonettes and provide them with their own private entrances to their dwellings. Some planting is also proposed which would be conditioned. This is considered acceptable in terms of secured access and defensible space in line with IPG policy DEV4 which states that building entrances should be so located so that they are visible, safe and accessible and create opportunities for natural surveillance.
- 8.45 Concerns were also raised in terms of defensible space along Havannah Street elevation for the new building. Following negotiation with the applicant, the drawings have been revised to show railings and hedges along the boundary in front of the residential units. Furthermore, the ground floor is raised by about 0.7m to provide further privacy to the future occupiers of the new units. The railings and hedges would be conditioned if the scheme is approved.
- 8.46 Overall, it is considered that the proposed building would not adversely affect the amenity of adjacent residents or the existing Friendship Centre. As such, the proposal is in line with strategic policy SP10 of the Adopted Core Strategy 2010, saved policy DEV2 of the Unitary Development Plan and policy DEV1 of the Interim Planning Guidance which seek to ensure that the privacy and amenity of residents are safeguarded. Furthermore, the policies stress that development should seek to ensure that adjoining buildings are not adversely affected by a material deterioration of their daylight and sunlight conditions.

## **Highways**

- 8.50 National guidance on transport provision is given in PPG13: Transport. London Plan 2011 policies 6.1, 6.2, 6.3, 6.9 and 6.10, policy SP09 of the Adopted Core Strategy 2010, and IPG policies DEV16, DEV17, DEV18 and DEV19 (2007) in broad terms seek to promote more sustainable modes of transport by reducing car-parking and improving public transport. Saved UDP policy T16 (1998) requires that consideration is given to the traffic impact of operational requirements of a proposed use and saved UDP policy T18 (1998) seeks to ensure priority is given to the safety and convenience of pedestrians.
- 8.51 The site has a Public Transport Accessibility Level (PTAL) of 4, indicating good public transport accessibility. The site is located within walking distance to two DLR stations, South Quay and Crossharbour; there are also numerous bus lines along Westferry Road and Marsh Wall (again within walking distance from the site) which offers good links to the rest of the Isle of Dogs, Canary Wharf, the rest of the borough and London generally.
- 8.52 The application was not accompanied by a Travel Plan. This would be secured via condition should the proposal be granted to ensure sustainable forms of travel are provided and promoted to the site.

- 8.53 The scheme proposes 12 cycle parking spaces in the lower ground floor entrance. This is less than the standard requested; however given the constraints of the site and extant permission, this is considered a suitable provision. A condition is recommended to secure the final design of the cycle store. It is therefore considered that the proposed cycle parking provision is in general compliance with local and regional policies and is considered acceptable.
- 8.54 Many of the objectors to this proposal mentioned that the development should provide on site car parking spaces. Further concerns were raised about the amount of traffic and movement in the vicinity of the site and impacts on existing parking. The intensity of use is considered to be similar to the existing situation and the previously approved scheme. It is therefore not considered that there would be any significant additional impacts from the existing situation. In line with Council policy, no car parking has been sought and this position is supported by the Council's Highways officer.
- 8.55 Furthermore, the Highways officer has requested that this proposal is car free in line with Council policies which seek to promote car free development and other schemes which minimise on-site and off-site car parking provision, particularly in areas with good access to public transport. This also addresses the concerns raised by residents about impacts on existing residential on street parking. It is therefore recommended that a condition is including to secure the development as car free.
- 8.56 In conclusion, it is considered that in respect of transport matters the proposed development would be acceptable and in line with policy.

#### **Refuse and recycling**

- 8.56 The London Plan 2011 addresses a waste strategy under policies 5.16 and 5.17. The plan seeks a change in the capital's recycling performance. The waste hierarchy, minimise, re use and reduce are still at the forefront of local and regional policies. Policy SP05 of the Adopted Core Strategy 2010, Saved policy DEV55 of the UDP and policy DEV15 of the IPG 2007 all seek to ensure that adequate provision is made for waste storage, reduction and recycling.
- 8.57 The proposal has made provision for refuse in its lower ground level. Comments received from the Cleansing section indicate that this provision is adequate and satisfactory. Furthermore, the pulling distance of the bins to street collection point (which should be 10m or less) can be reasonably achieved by swapping refuse and cycle parking areas. Therefore with the aid of an appropriate condition, a safe, secure and enclosed waste storage area can be secured for this development.
- 8.58 Therefore, subject to condition the proposed refuse storage appears acceptable and in line with saved policy DEV15 and planning standard 2 of the IPG.

#### **Trees**

- 8.59 There would be a loss of one tree as a result of this development. The tree, a Silver Birch is situated within the boundary of the application site close to the boundary with No. 46 Trafford Street. An objection has been received on account of the loss of this tree. The previous consent allowed the loss of this tree and one other. In this current submission, the Lime Tree along Havannah Street near St. Luke's Court would be retained. The tree to be felled is not protected and site constraints do not allow for any replacement planting. Furthermore, a green roof is proposed to provide habitat and biodiversity enhancement which would mitigate this loss. It is recommended that this is secured by condition.

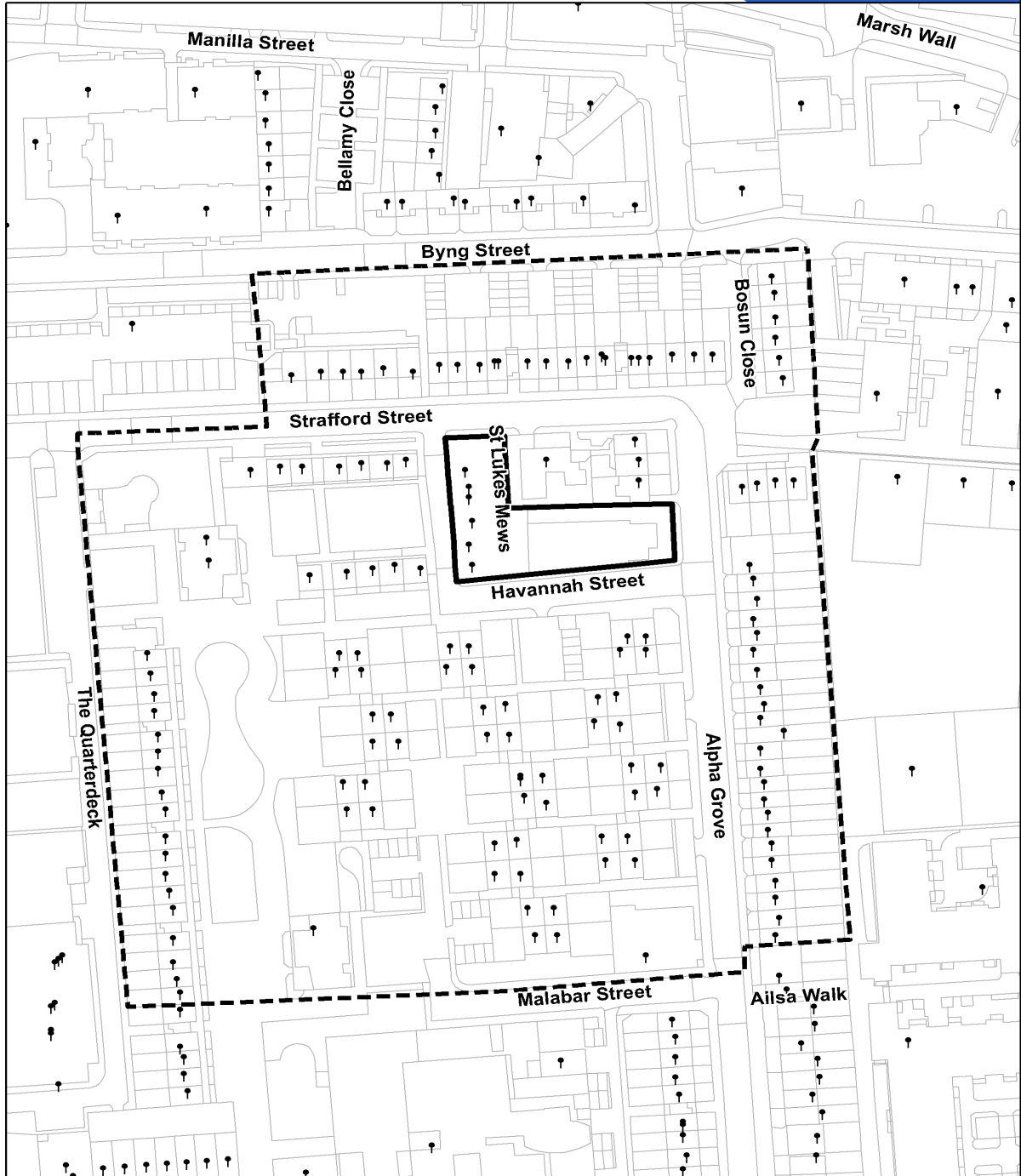
#### **Other Planning Issues**

8.60 None.

**Conclusion**

9.0 All other relevant policies and considerations have been taken into account. Planning permission should be granted for the reasons set out in the SUMMARY OF MATERIAL PLANNING CONSIDERATIONS and the details of the decision are set out in the RECOMMENDATION at the beginning of this report.

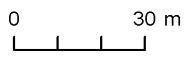
# Planning Application Site Map



- Planning Application Site Boundary
- Consultation Area

- Locally Listed Buildings
- Statutory Listed Buildings

Land Parcel Address



This Site Map displays the Planning Application Site Boundary and the neighbouring Occupiers / Owners who were consulted as part of the Planning Application process.

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