

Committee: Development Committee	Date: 8 th February 2012	Classification: Unrestricted	Agenda Item No: 7.1
Report Corporate Director of Development and Renewal Case Officer: Mandip Dhillon		of:	Title: Planning Application for Decision Ref No: PA/10/2578 Ward(s): Blackwall and Cubitt Town

1. APPLICATION DETAILS

Location: Island Gardens Estate, site bound by Manchester Road, Glengarnock Avenue and Stebondale Street

Existing Use: Residential housing estate with garages at ground level. Commercial premises at ground floor level fronting Manchester Road.

Proposal: Demolition of Capstan House, 19 and 21 Glengarnock Avenue (26 x existing residential units) and ground floor vehicular garages and the development of a residential -led mixed-use scheme comprising 86 new residential units (including 4 x studios, 18 x 1 bed, 42 x 2 bed, 20 x 3 bed, 2 x 4 bed) in 3 new blocks between 4 and 6 storeys in height plus 68 sq.m. of retail space (A1, A2, A3 and B1) and 67 sq.m. of non-residential floorspace for community, education and cultural uses (D1) together with demolition and alterations of existing building structures, new and improved landscaped public open space and public realm, cycle parking, and associated utilities/services.

Drawing No's: Drawings:
001 rev B, 002 rev B, 003 rev B, 004 rev A, 005, 010 rev F, 011 rev G, 012 rev D, 013 rev D, 014 rev D, 015 rev D, 016 rev E, 018 rev F, 019 rev G, 020 rev E, 021 rev E, 022 rev D, 023 rev A, 024 and 025 rev A.

Documents:
Planning, Impact and Statement of Community Involvement, Rev C dated August 2011;
Design and Access Statement, Rev A dated September 2011;
Flood Risk Assessment dated November 2011;
Daylight and Sunlight Report dated October 2010;
Supplementary Daylight and Sunlight Report dated May 2011;
Supplementary Daylight and Sunlight Report dated August 2011;
Site Investigation Report dated July 2010;
Energy Statement dated September 2011;
Sustainability Statement dated September 2011;
Transport Statement dated October 2010;
Parking Survey dated August 2010;
PTAL Study dated April 2008;
Aboricultural Impact Assessment dated 5th August 2011 (including drawing no. DFC 136 TPP and DFC 136 TCP rev A);
Open Space Assessment dated October 2010;
Microclimate Assessment dated 29 October 2010;
TV and Radio Impact Assessment dated 2 November 2010;
Building Materials rev B dated May 2011;
GLA Development Toolkit Assessment dated August 2011;

Valuation Report prepared by Alan Shaw dated October 2011;
Valuation Report prepared by Alan Shaw dated December 2011;
Ollerton Sheffield Cycle Parking Stand specification; and
Tusk '16' Cycle storage specification.

Applicant: East End Homes
Owner: East End Homes plus 42 leaseholders (who have exercised their right to buy)

Historic Building: None within site.

Christ Church Vicarage is a Grade II* listed building located opposite the application site on Manchester Road. Within the Vicarage site boundary the property also comprises a locally listed building.

Conservation Area: Not in a Conservation Area

Island Gardens Conservation Area on the southern side of Manchester Road (opposite application site)

Other designations: Millwall Park located to the southwest of the site, opposite Stebondale Street is an area of designated Metropolitan Open Land.

2. SUMMARY OF MATERIAL PLANNING CONSIDERATIONS

2.1 The Local Planning Authority has considered the particular circumstances of this application against the Council's approved planning policies contained in the London Plan (2011), the Council's Core Strategy (2010), the London Borough of Tower Hamlets Unitary Development Plan (1998), the Council's Interim Planning Guidance (2007), Managing Development - Development Plan Document (Proposed Submission Version January 2012) relevant supplementary planning guidance and Government Planning Policy Guidance and has found that:

- The proposal makes efficient use of the site with a high-density mixed use redevelopment and as such accords with policy 3.3 and 3.4 of the London Plan (2011), policies S07 and SP01 of the Core Strategy 2010, saved policy DEV3 of the Unitary Development Plan (1998), policy DM1 of the Managing Development DPD (Proposed Submission Version 2012) and HSG1 of the Council's Interim Planning Guidance (2007) which seek the maximum intensity of use compatible with local context.
- Considered with the parallel redevelopment applications on Stebondale Street (ref. PA/10/02576 and PA/10/02577) and taking account of the submitted Planning Statement, the provision of 35.8% affordable housing across the three sites (27.7% uplift affordable housing) is considered to provide an acceptable level of affordable housing, tenure and mix of units and as such complies with policies 3.8, 3.9 and 3.11 of the London Plan (2011), policy HSG7 of the Council's Unitary Development Plan (1998) policy SP02 of the Core Strategy (2010), policy DM3 of the Managing Development DPD (Proposed Submission Version 2012) and policies HSG2 and HSG3 of the Council's Interim Planning Guidance (2007) and, which seek to ensure that new developments offer a range of housing choices and acceptable level of affordable housing subject to viability.
- The density of the scheme does not result in any of the significant adverse impacts typically associated with an overdevelopment, and is therefore acceptable in terms of policy 3.4 of the London Plan (2011), policies DEV1 and DEV2 of the Council's Unitary Development Plan (1998), policy SP02 of the Core Strategy (2010), policy DM24 and

DM25 of the Managing Development DPD (Proposed Submission Version 2012) and policies HSG1, DEV1 and DEV2 of Council's Interim Planning Guidance (2007), which seek to ensure development is sensitive to the capability of a site and that it does not have an adverse impact on neighbouring amenity.

- The impact of the development on the amenity of neighbours in terms of loss of light, overshadowing, loss of privacy or increased sense of enclosure is acceptable given the urban context of the site and as such accords with policies DEV1 and DEV2 of the Council's Unitary Development Plan (1998), policy SP10 of the Core Strategy 2010, policy DM25 of the Managing Development DPD (Proposed Submission Version 2012) and policies DEV1 and DEV2 of Council's Interim Planning Guidance (2007), which seek to ensure development does not have an adverse impact on neighbouring amenity.
- The quantity and quality of housing amenity space, communal space, child play space and open space is acceptable and accords with Planning Policy Statement 3: Housing, policy 3.6 of the London Plan (2011), policies DEV1, DEV12 and HSG16 of the Council's Unitary Development Plan (1998), policy SP02 of the Core Strategy (2010), policy DM4 of the Managing Development DPD (Proposed Submission Version 2012) and policies DEV2, DEV 3, DEV4 and HSG7 of the Council's Interim Planning Guidance (2007) which seek to improve amenity and liveability for residents.
- The building height, scale, bulk, design and relationship of the proposed development are acceptable and accord with Planning Policy Statement 5, policies 3.5 of the London Plan (2011), policies DEV1, DEV2 of the Council's Unitary Development Plan (1998), policy SP10 of the Core Strategy 2010, policies DM24 and DM27 of the Managing Development DPD (Proposed Submission Version 2012) and policies DEV1, DEV2, DEV3, DEV4, CON1 and CON2 of the Council's Interim Planning Guidance (2007) which seek to ensure buildings are of a high quality design, sensitive to the setting of the Island Gardens Conservation Area and the Grade II* listed Christ Church.
- The scheme would promote permeability and accessibility through the scheme whilst being designed to provide a safe and secure environment for residents. The development accords with policy DEV1 of the Council's Unitary Development Plan (1998), policies SP09 and SP10 of the core Strategy (2010), policies DM23 and DM24 of the Managing Development DPD (Proposed Submission Version 2012) and policy DEV4 of the Council's Interim Planning Guidance (2007), which require all developments to consider the safety and security of development, without compromising the achievement of good design and inclusive environments.
- Transport matters, including parking, access and servicing, are acceptable and accord with policy 6.1, 6.3, 6.9, 6.10 and 6.13 of the London Plan (2011), policies T16 and T18 of the Council's Unitary Development Plan (1998), policy SP09 of the Core Strategy (2010), policies DM20 and DM22 of the Managing Development DPD (Proposed Submission Version 2012) and policies DEV18 and DEV19 of the Council's Interim Planning Guidance (2007), which seek to ensure developments minimise parking and promote sustainable transport options.
- Sustainability matters, including energy, are acceptable and accord with policies 5.2 and 5.7 to 4A.7 of the London Plan (2011), policy SP11 of the Core Strategy (2010), policy DM29 of the Managing Development DPD (Proposed Submission Version 2012) and policies DEV 5 to DEV9 of the Council's Interim Planning Guidance (2007), which seek to promote sustainable development practices.
- The proposed development will provide appropriate contributions towards the provision of affordable housing, education facilities, employment and enterprise and

replacement tree planting, in line with Government Circular 05/05, policy DEV4 of the Council's Unitary Development Plan (1998), policy IMP1 of the Council's Interim Planning Guidance (2007) and the Council's Planning Obligations SPD adopted 2012 which seek to secure contributions toward infrastructure and services required to facilitate proposed development subject to viability.

3. RECOMMENDATION

3.1 That the Committee resolve to **GRANT** planning permission subject to:

A That prior completion of a **legal agreement** to secure the following planning obligations:

- a) To provide a minimum of 35.8% of the residential accommodation across the Island Garden Estate and the two Stebondale Street sites (ref. PA/10/02576 and PA/10/02577) as affordable housing measured by habitable rooms comprising 19 social rent units and 5 shared ownership units, as specified in the submitted schedule of housing (35.8% of proposed habitable rooms overall including replacement and comprising 27.7% on the uplift alone).
- b) A contribution of £178,830.76 to mitigate for the demand of the additional population on educational facilities.
- c) A contribution of £30,000 towards tree planting on the surrounding streets.
- d) A contributions of £16,169.76 towards Employment and Enterprise.
- e) The completion of a car-free agreement for all new residential units provided at the site (existing tenants not subject to car and permit free agreement).
- f) A commitment to utilising employment and enterprise initiatives in order to maximise employment of local residents.
- g) To provide Decent Homes Plus works at the Island Gardens Estate to the value of £1.5million.
- h) Any other planning obligation(s) considered necessary by the Corporate Director Development & Renewal.

3.2 That the Corporate Director Development & Renewal is delegated power to negotiate the legal agreement indicated above.

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

Conditions:

1. Time Limit 3 years
2. Compliance with plans and documents
3. Balcony and window privacy screens to be implemented in accordance with approved plans
4. Contaminated land survey
5. Samples / pallet board of all external facing materials
6. Detail of landscaping including child play space, Landscape Maintenance and

Management Plan specifying the use of native species.

7. Construction Management Plan
8. All residential accommodation to be completed to lifetime homes standards plus at least 10% wheelchair accessible
9. Implementation of sustainable design and renewable energy measures CFSH 4.
10. Hours of construction (08.00 until 17.00 Monday to Friday; 08.00 until 13:00 Saturday. No work on Sundays or Bank Holidays)
11. Hours of operation for D1 unit (8.00am until 9.00pm on any day)
12. Hours of operation for commercial unit (7.00am until 11.00pm on any day)
13. Detail of routing for ventilation and extract equipment for commercial unit prior to occupation and full details of system if A3 use implemented on site.
14. Detail of Highway Works to be completed for works to existing footways and vehicle crossings to facilitate the development and repair of the highway where damaged during construction phase
15. Scheme of lighting and CCTV
16. Detail of living roofs and brown roofs
17. Travel Plan to be submitted and approved
18. Cycle Parking details to be implemented in accordance with details approved
19. The disabled parking bay to be designed and constructed in accordance with the standards described in the Department for Transport 'Inclusive Mobility' guidance
20. Environment Agency Contamination condition
21. Environment Agency remediation condition
22. Environment Agency verification condition
23. Details of piling and/or foundation design
24. Surface water drainage and runoff
25. Tree protection plan to be implemented in accordance with details submitted
26. Replacement of any new or existing trees which die within 5 years of the proposed works
27. All flank elevation windows the living rooms of flats B1.2, B2.5, B3.2 and B4.4 which face onto the rear of Manchester Road shall be provided as obscure glazed.
28. All flank elevation windows serving kitchens within Block C, units C1.1, C2.1 and C3.1 shall be provided as high level windows only to prevent overlooking into Block B.
29. PD removed for gates, walls and fences.
30. Refuse and Recycling to be implemented in accordance with approved plans
31. Windows within Block C to achieve British Standards BS 8233.
32. Shop fronts to be installed on the commercial unit and community centre prior to the occupation of the residential accommodation.
33. Any other planning condition(s) considered necessary by the Corporate Director Development & Renewal

Informatives

- 1) Section 106 required
- 2) Section 278 / S72 required
- 3) Thames Water advice regarding private drainage and water pressure
- 4) Express consent required for display of advertisements
- 5) Applicant advised to contact LBTH Building Control team.

- 3.4 That, if by the 30th March 2012 the legal agreement has not been completed, the Corporate Director Development & Renewal is delegated power to refuse planning permission.

4. PROPOSAL AND LOCATION DETAILS

Background

- 4.1 This planning application has been submitted by East End Homes who hold the major freehold interest of the application site.

- 4.2 This application is linked to two stand alone planning applications, planning reference PA/10/2576; and PA/10/2577 which are also submitted by the same applicant on sites which are within the vicinity of the Island Gardens Estate. The two planning applications are reported separately on this agenda. The applications are linked regarding the provision of affordable housing and dwelling mix. Both planning applications are for the erection of 2 x 4 bedroom dwelling houses located on Stebondale Street. PA/10/02576 is located at the junction of Billson Street and Stebondale Street. PA/10/02577 is located at the junction of Kingfield Street and Stebondale Street. All three planning applications, if granted, would be linked via a legal agreement to provide affordable housing in perpetuity.
- 4.3 Under the Housing Choice transfer programme, the Island Gardens estate is considered as an estate regeneration site. Tower Hamlets Council transferred the Island Gardens estate to East End Homes in 2006 through the stock transfer scheme. Part of the proposals at the Island Garden site include bringing the estate up to Decent Homes Plus standard, in order to do this a significant level of investment is required in the order of £1.5million.
- 4.4 The cross subsidy generated from building new properties for sale at the Island Garden Estate would be invested in bringing the Island Garden estate to Decent Homes Plus standard.
- 4.5 All three planning applications, PA/10/02576, PA/10/02577 and PA/10/02578 are linked planning applications by virtue of the delivery of affordable housing and estate regeneration proposals at the Island Gardens site. The determination of this substantive application under consideration for the main Island Gardens Estate (PA/10/02578) has a direct impact upon the delivery of the linked planning applications but also the delivery of Decent Home Plus works at the Island Gardens Estate.

Proposal

- 4.6 The application proposes the demolition of Capstan House which contains 24 residential units comprising 11 x bedsits and 13 x 1 bedroom units, which all provide social rented affordable housing at the site. Capstan House is currently vacant and has been decanted. Capstan House is located along the Stebondale Street frontage of the application site. An additional two private residential units are also proposed to be demolished, these two residential units are also vacant. These two private units are located at the junction of Manchester Road and Glengarnock Road.
- 4.7 The proposal also includes the demolition of 23 garages at the site which are located along the Glengarnock Avenue boundary of the application site and the loss of 26 surface level car parking spaces, 49 vehicular parking spaces in total.
- 4.8 The application proposes the erection of three predominantly residential buildings at the estate, fronting onto Glengarnock Avenue and Stebondale Street. The Glengarnock Avenue development would be arranged around an enhanced central courtyard which would be car free. The Stebondale Street development brings the building line forward to provide an improved and enhanced open space on-site.
- 4.9 In detail the application proposes:
- Three blocks within the Island Gardens estate comprising:

Block A adjoins the existing Frigate House and runs along the street frontage of Stebondale Street. This block is proposed as a part 5 and part 6 storey building.

Block B is proposed to front onto Glengarnock Avenue. This is a fully residential unit and proposed as part 4 and part 5 stories.

Block C is located at the junction of Manchester Road and Glengarnock Avenue and adjoins block B. Block C comprises commercial uses at ground floor level with residential above. The height of block C is proposed at part 4, part 5 stories.

- 86 residential units (comprising 4 x Studios, 18 x 1 bedroom flats, 42 x 2 bedroom flats, 20 x 3 bedrooms flats).
- Sixty eight square metres of commercial floorspace located in the ground floor of Block C, with the proposed use falling into Use classes A1, A2, A3 or B1.
- Sixty seven square metres of community use floorspace located at the ground floor of Block B, with the proposed use falling into Use Class D1.
- Provision of a minimum of 19 social rent units and 5 shared ownership units across the Island Garden Estate and the two Stebondale Street sites (ref. PA/10/02576 and PA/10/02577) as affordable housing measured by habitable rooms comprising. This equates to 27.7% affordable housing provision based upon uplift and 35.8% affordable housing including the replacement of residential accommodation at Capstan House (based on habitable rooms).
- One (1) disabled car-parking space located on-site between Galleon House and the proposed Block A. Provision of one-hundred and twenty seven (127) bicycle parking spaces and a car and permit free agreement imposed upon all new residential units proposed.
- Provision of upgraded amenity space, comprising 1,549 square metres of communal amenity space and child play space and 1,009 square metres of private amenity space.
- Allocated space at ground floor level for refuse and recycling facilities for existing and proposed occupiers.
- Provision of a new stair core adjoining the Manchester Road block
- Provision of a new concierge block at the ground floor level of Galleon House and an associated ramp.

Site and Surroundings

- 4.10 The site of the Island Gardens estate is a triangular parcel of land covering an area of 1.09 hectares. The site is bounded by Manchester Road to the south of the site, Stebondale Street along the site's north western boundary and Glengarnock Avenue along the site's north eastern boundary. The site is located on the opposite side of Millwall Park, located to the north west of the site. Stebondale Street provides access to the site, as Glengarnock Avenue is pedestrianised at its junction with Manchester Road.
- 4.11 The existing site comprises 6 residential blocks with commercial units located at ground floor level onto Manchester Road. The existing residential blocks comprise 139-149 Manchester Road, Galleon House, Carvel House, Clipper House, Frigate House and Capstan House. Galleon House is 11 storeys in heights whilst the remaining buildings on the estate comprises of 3 and 4 storey buildings. In addition the site comprises an area of open car parking and car parking garages which are located on the north eastern part of the site fronting Glengarnock Avenue.
- 4.12 Capstan House has been decanted and is currently used as a temporary community facility. The area to the north east of the estate is used to provide 26 surface level car parking

spaces, 23 lock up garages and is the location of refuse storage bins serving some of the existing estate. The 23 garages on the site are all single storey units.

- 4.13 The surrounding area is predominantly residential in character. Properties on the opposite side of Glengarnock Avenue comprise 5 storey (including sub basement level) flatted developments. To the north west of the site is Millwall Park. The western corner of the site links the site to Island Gardens DLR station and the Greenwich foot tunnel. Along the site's southern boundary of Manchester Road, the application site is located opposite George Green Secondary School. Part of the southern part of the site is located within the Manchester Road Local Shopping Parade.
- 4.14 To the south west of the application site is located the Grade II* listed Christ Church and an additional locally listed building within its grounds. Millwall Park which is located opposite the application site, is an area of designated Metropolitan Open Land.
- 4.15 The site has a Public Transport Accessibility Level (PTAL) of 3. The closest station to the site is located at Island Garden DLR which is approximately 60 metres from the application site boundary. The site is close to bus routes numbers D3, D7. In addition, the 135 bus route is accessible a short walk to the west of the application site.

Planning History

- 4.16 There are a number of historic planning permissions dating from the 1980s and 1990s relating to the various existing buildings at the site. The majority are not relevant to this planning application.

Galleon House

- 4.17 PA/09/00242 – Refurbishment of Galleon House to include the renewal of roof covering, balcony asphalt and fenestrations, the addition of a new front entrance enclosure, ground floor walkway, an insulation system to the end flank walls and a rainwater drainage system. Granted 5th February 1990.
- 4.18 PA/92/00469 - New local housing office at ground level beneath and adjoining Galleon House. Granted 2nd October 1992

Land Surrounding Application Site

- 4.19 PA/11/02225 - Installation on the carriageway of a Barclays Cycle Hire docking station, containing a maximum of 31 docking points for scheme cycles plus a terminal. Approved 14th October 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:

Unitary Development Plan 1998 (as saved September 2007)

Policies:	DEV1	Design Requirements
	DEV2	Environmental Requirements
	DEV3	Mixed Use Developments
	DEV4	Planning Obligations
	DEV9	Control of Minor Works
	DEV12	Provision Of Landscaping in Development
	DEV17	Street Furniture

DEV28	Demolition in Conservation Areas
DEV50	Noise
DEV51	Contaminated Soil
DEV55	Development and Waste Disposal
DEV56	Waste Recycling
DEV57	Development and Sites of Nature Conservation Importance
HSG6	Accommodation over Shops
HSG7	Dwelling Mix and Type
HSG13	Internal Space Standards
HSG16	Housing Amenity Space
T10	Priorities for Strategic Management
T16	Traffic Priorities for New Development
T18	Pedestrians and the Road Network
T21	Pedestrians Needs in New Development
ST35	Reasonable Range of Local Shops
S7	Special Uses
S10	Requirements for New Shop front Proposals
OS6	Metropolitan Open Land
OS9	Children's Playspace

Core Strategy 2010

Strategic

Objectives:	S04	Refocusing on our Town Centres
	S05	Refocusing on our Town Centres
	S07	Urban Living for Everyone
	S08	Urban Living for Everyone
	S09	Urban Living for Everyone
	SO10	Creating Healthy and Liveable Neighbourhoods
	SO12	Creating a Green and Blue Grid
	SO13	Creating a Green and Blue Grid
	SO14	Dealing with waste
	SO19	Making Connected Places
	SO20	Creating Attractive and Safe Streets and Spaces
	SO21	Creating Attractive and Safe Streets and Spaces
	SO22	Creating Distinct and Durable Places
	SO23	Creating Distinct and Durable Places
	SO24	Working Towards a Zero Carbon borough
	SO25	Delivering Placemaking

Spatial Policies:	SP01	Refocusing on Town Centres
	SP02	Urban Living for Everyone
	SP03	Creating Healthy and Liveable Neighbourhoods
	SP04	Creating a Green and Blue Grid
	SP05	Dealing with waste
	SP08	Making connected Places
	SP09	Creating Attractive and Safe Streets and Spaces
	SP10	Creating Distinct and Durable Places
	SP11	Working Towards a Zero Carbon Borough
	SP12	Delivering Placemaking
	SP13	Planning Obligations

Managing Development Development Plan Document (DPD) Proposed Submission Version 2012

Policies	DM1	Development within the town centre hierarchy
	DM3	Delivering Homes

DM4	Housing standards and amenity space
DM8	Community Infrastructure
DM10	Delivering Open Space
DM11	Living Buildings and biodiversity
DM13	Sustainable Drainage
DM14	Managing Waste
DM20	Supporting a Sustainable transport network
DM22	Parking
DM23	Streets and the public realm
DM24	Place sensitive design
DM25	Amenity
DM26	Building Heights
DM27	Heritage and the historic environment
DM29	Achieving a zero-carbon borough and addressing climate change
DM30	Contaminated Land

Interim Planning Guidance for the purposes of Development Control (October 2007)

Policies:	DEV1	Amenity
	DEV2	Character and Design
	DEV3	Accessibility and Inclusive Design
	DEV4	Safety and Security
	DEV5	Sustainable Design
	DEV6	Energy Efficiency
	DEV7	Water Quality and Conservation
	DEV8	Sustainable Drainage
	DEV9	Sustainable Construction Materials
	DEV10	Disturbance from Noise Pollution
	DEV11	Air Pollution and Air Quality
	DEV12	Management of Demolition and Construction
	DEV13	Landscaping and Tree Preservation
	DEV15	Waste and Recyclables Storage
	DEV16	Walking and Cycling Routes and Facilities
	DEV17	Transport Assessments
	DEV18	Travel Plans
	DEV19	Parking for Motor Vehicles
	DEV20	Capacity of Utility Infrastructure
	DEV22	Contaminated Land
	RT1	Primary Shopping Frontages
	RT4	Retail Development and the Sequential Approach
	HSG1	Determining Residential Density
	HSG2	Housing Mix
	HSG3	Affordable Housing
	HSG5	Estate Regeneration Schemes
	HSG7	Housing Amenity Space
	HSG9	Accessible and Adaptable Homes
	HSG10	Calculating Affordable Housing
	SCF1	Social and Community Facilities
	OSN1	Metropolitan Open Land
	CON1	Listed Buildings
	CON2	Conservation Areas

Supplementary Planning Guidance/Documents

Designing Out Crime Parts 1 and 2
 Planning Obligations SPD 2012

Spatial Development Strategy for Greater London (London Plan) 2011

Policies:	3.3	Increasing Housing Supply
	3.4	Optimising Housing Potential
	3.5	Quality and Design of Housing Developments
	3.6	Children and young peoples play and informal recreation facilities
	3.8	Housing Choice
	3.9	Mixed and Balanced Community
	3.10	Definition of Affordable Housing
	3.11	Affordable Housing Targets
	3.12	Negotiating Affordable Housing
	3.13	Affordable Housing Thresholds
	3.14	Existing Housing
	4.7	Retail and Town Centre Development
	5.2	Minimising Carbon Dioxide Emissions
	5.3	Sustainable Design and Construction
	5.7	Renewable Energy
	5.11	Green Roofs and Development Site Environs
	5.12	Flood Risk
	5.13	Sustainable Drainage
	5.14	Water Quality and Wastewater Infrastructure
	6.1	Strategic Approach
	6.3	Assessing Effects of Development on Transport Capacity
	6.9	Cycling
	6.10	Walking
	6.11	Smoothing Traffic Flow and Tackling Congestion
	6.13	Parking
	7.2	An Inclusive Environment
	7.3	Designing out crime
	7.4	Local Character
	7.5	Public Realm
	7.6	Architecture
	7.8	Heritage Assets and Archaeology
	7.17	Metropolitan Open Land
	8.2	Planning Obligations

Government Planning Policy Guidance/Statements

PPS1	Delivering Sustainable Development
PPS3	Housing
PPS4	Planning for Sustainable Economic Growth
PPS5	Planning and the Historic Environment
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 creating and sharing prosperity

6. CONSULTATION RESPONSE

6.1 The views of the Directorate of Development and Renewal are expressed in the MATERIAL

PLANNING CONSIDERATIONS section below. The following were consulted regarding the application:

Environment Agency (Statutory Consultee)

6.2 The Environment Agency have stated that they have no objection to the development subject to the following conditions

- Details of contamination
- Details of remediation
- Submission of a Verification report
- Details of piling/foundations design
- No infiltration of Surface Water Drainage

The Environment Agency have confirmed that maps of the site show no streams running below/through the site. This was a query raised during a on-site meeting with a local ward Councillor.

(Officer Comment: Conditions to cover the planning issues raised by the Environment Agency would be placed on any permission.)

Daylight and Sunlight – External Consultant

6.3 A full review of the application and the impact of the proposal upon existing and future occupiers has been carried out. Full details of the results are set out within the body of this committee report.

(Officer Comment: The results of the Assessment indicate that on balance the rooms impacted upon by the proposed development are not considered to be the principle habitable rooms within any of the existing units tested. For example, loss of light is linked to bedrooms and kitchens. On balance it is considered that the loss of daylight and sunlight upon existing and future occupiers would not be so significant to warrant refusal of this application.)

Viability Assessor- External Consultant

6.4 This application is supported by a viability toolkit which demonstrated that there is no capacity to provide all of the S106 contributions as well as the estate regeneration works proposed for the Island Gardens estate. The viability appraisal has established that £255,000 is available to mitigate against the impact of the proposed development alongside the estate regeneration works to provide decent homes plus works.

(Officer Comment: The S106 contributions available to the development would be prioritised towards the Boroughs key areas of Education, Community Facilities and Employment Skills and Enterprise.)

Transport for London

6.5 No objections

Tower Hamlets Primary Care Trust

6.6 Based upon the scale of development proposed, a financial contribution is required to mitigate the impact upon healthcare in the area of £73,620.

(Officer comment: Refer to Material Planning Considerations 'Principle of Estate Regeneration' (para 8.3) and Impacts on Local Infrastructure (para 8.131).)

Crime Prevention Officer

- 6.7 In principle the Crime Prevention Officer (CPO) raised no objection to the proposed works. A number of suggestions were put forward for the developer to incorporate into the overall design, such as the use of toughened glass, provision of access controlled doors to refuse stores etc.

(Officer comment: The comments raised by the CPO do not warrant any revisions to the scheme and therefore the comments have been passed onto the applicant for review.)

LBTH Arboricultural Officer

- 6.10 An amenity valuation will be undertaken on the trees proposed to be felled. A replacement tree planting strategy will need to be agreed to replace the loss of amenity provided by the existing trees. This is likely to take place through the provision of contributions as replacement tree planting will take place on Highways land/ footpaths on Stebondale Street and Glengarnock Avenue.

(Officer Comment: A Request for a Tree Preservation Order to be placed on all trees across the site has been made. This has been considered by the Arboricultural Officer and it was not considered that the trees are of a quality to warrant preservation.

The amenity valuation has also been undertaken to ascertain the amenity value provided by trees proposed to be felled. The Arboricultural Officer considers that replacement on-street tree planting is required to replace the amenity value lost from the on-site trees in the order of a £30,000 contribution. This would be secured through a planning obligation at the site.)

LBTH Landscape Department

- 6.11 No comments received to date

LBTH Environmental Health

- 6.12 Smell/Pollution
No comments received to date

- 6.13 Noise and Vibration
There are noise sources around this application site from Road Traffic Noise. The applicant is required to provide adequate glazing to meet BS 8233 internal noise levels at all sensitive facades, which include Manchester Road at the application site.

The proposed A3 use requires a kitchen extract system and associated report regarding noise and order.

(Officer comment: A condition would be imposed regarding the necessary sound insulation to Block C which is likely to be the most receptive block effected by Road Traffic Noise on Manchester Road. A separate condition would be imposed regarding the potential use of the site for A3 uses and the installation of an extraction flue.)

- 6.14 Air Quality
No objections

- 6.15 Contaminated Land
The site has been subjected to former industrial uses which have the potential to contaminate the area. As the application proposes ground works and soft landscaping and offers a potential pathway for contaminants, it is considered necessary to determine associated risks through further investigations.

(Officer Comment: Conditions to cover the planning issues raised by Environmental Health would be placed on any permission.)

LBTH Cultural Services

- 6.16 The increased permanent population generated by the development would increase demand on community leisure facilities. As such it is considered that a request for financial contributions is made in accordance with the draft Planning Obligations SPD for Community Facilities, Idea Stores, Libraries and Archives and Public Realm (including Public Open Space) provision of £90,415.

(Officer comment: Refer to Material Planning Considerations 'Principle of Estate Regeneration' (para 8.3) and Impacts on Local Infrastructure (para 8.131).)

LBTH Education

- 6.17 Based upon the proposed dwelling mix and tenure, the proposal is required to make provision for 15 primary school places and 7 secondary school places which should be provided as a financial contribution this equates to £378,879.

(Officer comment: Refer to Material Planning Considerations 'Principle of Estate Regeneration' (para 8.3) and Impacts on Local Infrastructure (para 8.131).)

LBTH Transport and Highways

- 6.18 The following comments have been received from the Highways team:

The existing parking arrangement comprises 26 surface level car parking spaces and 23 lock up garages which are all proposed to be lost, of these 49 car parking spaces, 38 of these spaces are allocated to residents within the Island Gardens Estate. The Transport Assessment submitted alongside the planning application has surveyed the existing on-street parking situation and has found that there are approximately 200 parking spaces available at any one time. As a result, there is scope to accommodate the existing parking from the Island Garden Estate on-street and allow for the reduction of on-site parking. It is considered that existing tenants who have an allocated parking space should be allowed to apply for a on-street parking permit, given the capacity which exists within the vicinity of the site.

In principle no objections are raised to the displacement of car parking subject to the following:

- Imposition of car and permit free agreement for all new residential units
- Details of a Travel Plan for the site
- Disabled spaces and loading bay to be delivered in accordance with the drawings
- Condition securing the widening of Glengarnock Avenue to accommodate a 7.5 tonne lorry
- S278 agreement
- Demolition and Construction Logistics Plan
- Planning obligation for Manchester Road Neighbourhood Project

(Officer Comment: Conditions to cover the planning issues raised by the Highways department would be placed on any permission. Refer to Material Planning Considerations 'Principle of Estate Regeneration' (para 8.3) and Impacts on Local Infrastructure (para 8.131).for details relating to Public Realm contributions.)

LBTH Waste

7.4 Amenity Impacts

- Building will cause unacceptable loss of daylight/sunlight
- Loss of outlook
- Loss of open space
- Lack of local amenities to facilitate the proposals and will lead to anti-social behaviour
- Noise generated by proposed play space
- Noise and disturbance during construction phase
- Provision of play area and seating will create concerns at the estate
- Play area unnecessary given proximity to Millwall Park

7.5 Highway Impacts

- Increase in danger to pedestrians due to increased on-street car parking
- Increase in on-street parking in the local area
- Is parking stress at the weekend when Millwall Park is used by local groups
- Loss of garages will result in lack of safe and secure spaces for storage/parking
- How will emergency access vehicles get to the rear of Galleon House

7.6 Impact on local infrastructure

- Additional retail unit will lead to increased competition
- Stress on the local schools which are already at capacity
- Loss of water pressure as a result of the works

7.7 The following issues were raised in representations that are not considered material to the determination of the application:

- 7.8 - Waste of public money

Support Received

7.9 One petition has been received stating that some residents are in support of the regeneration proposals put forward under the planning application.

8. MATERIAL PLANNING CONSIDERATIONS

8.1 The application has been fully considered against all relevant policies under the following report headings:

- 8.2
 1. Principle of Estate Regeneration
 2. Land-use
 3. Density of Development
 4. Housing
 5. Design, Public Realm, Impact on Heritage Assets
 6. Amenity for future occupiers
 7. Amenity of neighbouring occupiers
 8. Transport Impacts
 9. Other

Principle of Estate Regeneration

8.3 The Government is committed to creating the opportunity for decent homes for all. The regeneration and renewal of neighbourhoods is supported by the Mayors Housing

Supplementary Planning Guidance (November 2005). In Tower Hamlets, the Council is seeking that all homes are brought up to Decent Homes Plus standard. This is to ensure that the homes of all Borough residents are in a good state of repair.

- 8.4 The Decent Homes Plus standard includes works to improve accessibility standards around the Island Gardens Estate and external environmental improvements to communal areas.
- 8.5 As part of the Tower Hamlets Housing Choice Programme the Island Gardens Estate was transferred to Eastend Homes in 2006. In order for Eastend Homes to facilitate the regeneration of the Island Gardens Estate and bring the existing homes up to the Decent Homes Plus standard, a comprehensive redevelopment is proposed.
- 8.6 The application includes the provision of additional housing in new blocks across the application site, which increases the housing density of the estate. The increase in density is required in order to generate sufficient value from market housing development to support the refurbishment of the existing dwellings, and the provision of new affordable housing. This accords with the requirements of IPG policy HSG5 which seeks to improve all existing housing stock to a minimum decent homes standard.
- 8.7 The application proposes the erection of 68 new residential units to facilitate the following estate regeneration improvements:-

Works
Repair work and repainting of existing blocks within the estate;
Refurbishment and improvement of entrances to the existing blocks in the estate;
New concierge facilities at Galleon House;
Improved lighting and safety and security throughout the estate;
Improved servicing arrangements to ensure the internal area of Island Garden has minimum vehicular access (Galleon Court);
Improved refuse and recycling facilities;
Increased provision and quality of landscaping throughout the estate including new tree planting and child play facilities;
Upgrading of hard surfaces, footpaths and retained parking areas and improved pedestrian accessibility through the estate.
Total Cost: £1,500,000

- 8.8 In overall terms the principles and objectives set out in regional and local policies for estate regeneration scheme are achieved through this proposal. The proposal maximises the development potential of the site whilst upgrading the existing housing and communal facilities for residents at the Island Garden Estate. The planning issues are considered in detail below.

Land-use

- 8.9 The application site has no specific designations in the adopted Unitary Development Plan 1998 (UDP), the Managing Development DPD (Proposed Submission Version 2012) (MDDPD) or the Interim Planning Guidance 2007 (IPG). The application proposes a residential led mixed use development comprising 86 residential units and 68 square metres of commercial floorspace (Use Classes A1/A2/A3 or B1) and 67 square metres of community uses (Use Class D1).

Loss of Parking and Lock Up Garages

- 8.10 National guidance on transport provision is given in PPG13: Transport, London Plan policies 6.1, 6.3, 6.9, 6.10, 6.13; MD DPD policies DM20 and DM22, IPG policies DEV16, DEV17,

DEV18, DEV19 and policy SP09 of the Core Strategy 2010 (CS). In broad terms these policies seek to promote more sustainable modes of transport by reducing car-parking and improving public transport.

- 8.11 Saved UDP policy T16 requires that consideration is given to the traffic impact of operational requirements of a proposed use and saved UDP policy T18 seeks to ensure priority is given to the safety and convenience of pedestrians.
- 8.12 The main issue arises from the loss of the 49 on-site car parking spaces and lock up garages at the application site and the displacement of 38 allocated car parking spaces from the Island Garden Estate onto the local highway network.
- 8.13 A parking survey has been undertaken and submitted alongside the Transport Assessment which has identified that at any given time, the local highway network in the vicinity of the site has the capacity to accommodate 200 vehicles on-street. This provides scope for the reduction of on-site car parking and the displacement of vehicles onto the local highway network. This survey was reviewed by Council Highways officers and was found to be acceptable.
- 8.14 Whilst the applicants have identified a capacity within the local area for parking, it is considered that only existing tenants who have an allocated parking space (38) should be offered the opportunity to apply for a parking permit to minimise parking stress within the area along with any future residents of the affordable housing units that comply with the requirements of the Council's Permit Transfer Scheme.
- 8.15 In respect of the recently adopted permit transfer scheme it is anticipated that 12 units could potentially qualify for this scheme which could be catered for within the results of the above survey.
- 8.16 Local residents have raised concerns about parking stress at the weekends when Millwall Park is used for recreational purposes. It should be noted that the concerns raised relate to short durations at the weekends when the park is used to host local sports events. Whilst the Council is aware that this is a concern in the area, the DLR station is a short distance from the site and a recent cycle hire scheme has been approved on Stebondale Street and sustainable forms of transport including the use of public transport are encouraged at all times. On balance it is considered that as the parking stress experienced relates to isolated events at the weekend, the overall benefits of the scheme outweigh the parking concerns which are an existing and ongoing problem within the local area.
- 8.17 Concerns have also been raised by some local residents that the loss of garages at the site would result in the loss of secure storage for both vehicles and goods. Following a site visit to the application site, it did not appear that many of the lock up garages were in occupation and whilst it is noted that the site currently provides facilities for secure storage, on balance the benefits of the application proposed would outweigh the loss of secure vehicle garage spaces and lock up storage facilities.
- 8.18 As a means of ensuring the parking stress is not exacerbated by the displacement of existing residents onto the local highway network, all new residential units would be secured as car and permit free, restricting the ability for new residents to park and or apply for a permit in the area.

Principle of a residential use

- 8.19 The principle of the loss of car parking and lock up garages has been considered and found acceptable. In terms of a housing use, it is noted that Capstan House is an existing residential block which is proposed to be demolished and the surrounding area is already predominately residential and would therefore provide a suitable environment for future

residents. The provision of additional housing is a key aim of national, regional and local planning policy and the proposal would accord with policies 3.3, 3.4 of the London Plan 2011 and policy S07 and S08 of the CS and national guidance contained within PPS3, which seek to maximise the supply of housing.

Provision of commercial use

- 8.20 The application proposes the provision of 68 square metres of ground floor commercial space. This could be used for uses falling within Classes A1 – Retail Shops; A2 – financial and Professional Services; A3 – Restaurants/Cafes; or B1 – Offices.
- 8.21 The provision of this commercial unit would form part of the designated Manchester Road Local Shopping Parade and would add interest and activity to the Manchester Road and Glengarnock Avenue frontage. It is therefore acceptable in land-use terms as it accords with policy DEV3 of the UDP which encourages mixed use developments and policy 4.7 of the London Plan 2011, saved policies ST35 and S7 of the UDP, SP10 of the CS, RT1 and RT4 of the IPG which encourage retail development within existing town centre locations. The potential amenity impacts of these uses are considered acceptable in terms of saved UDP policy S7. Policy DM1 of the MD DPD also seeks to encourage retail into existing town centres, including this local shopping parades, the proposed use is also considered to accord with emerging local policy.
- 8.22 At 68 square metres, the level of commercial provision is modest. It is likely to cater for local convenience needs without detriment to the existing Manchester Road Local Centre, and as such it would accord with saved UDP policy ST35. The relatively low level of provision means the scheme is unlikely to suffer from the problem of the new unit remaining vacant which objectors have identified as a problem. For these reasons, the development is considered to accord with the requirements of saved UDP policies ST34 and S7.

Provision of Community use

- 8.23 The application proposes the provision of 67 square metres of ground floor community use floorspace. This could be used for uses falling within Use Class D1. The space would be operated and managed by East End Homes for the needs of the residents within the wider Estate.
- 8.24 Policy SP03 of the CS 2010, policy DM8 of the MD DPD 2011 and policy SCF1 of the IPG 2007 seeks to encourage social and community facilities within the borough. The provision of this on-site facility would serve the wider Estate and all residents, not only the new residential blocks proposed as part of this application. The proposal accords with Council policies.

Density of Development

- 8.25 National planning guidance in PPS1: Sustainable Development and PPS3: Housing stresses the importance of making the most efficient use of land and maximising the amount of housing. This guidance is echoed in the requirements of London Plan Policy 3.4, which requires development to maximise the potential of sites, and policy 3.5 which details design principles for a compact city. Policies S07 and SP02 of the CS and policy HSG1 of the IPG also seek to maximise residential densities on individual sites subject to acceptable environmental impacts and local context.
- 8.26 Policy HSG1 of the IPG seek to maximise residential densities on individual sites taking into consideration:-
- Local context and character
 - Residential amenity

- Site accessibility
- Housing mix and type
- Achieving high quality, well designed homes
- Maximising resource efficiency
- Minimising adverse environmental impacts
- The capacity of social and physical infrastructure and open spaces; and
- To ensure the most efficient use of land within the borough.

8.27 The site has an area of 1.01 ha. The application proposes to develop part of the site which increases the overall residential density from 413 habitable rooms per hectare to 620 habitable rooms per hectare. In an urban area with a PTAL of 3, the London Plan states than a density range of 200 – 450 hr/ha is appropriate.

8.28 In the simplest of numerical terms, the proposed density would appear to suggest an overdevelopment of the site. However, the intent of the London Plan and the Council's IPG is to maximise the highest possible intensity of use compatible with local context, good design and public transport capacity.

8.29 Policy HSG1 of the IPG states that solely exceeding the recommended density range (on its own) is not sufficient reason to warrant refusing a planning application. It would also be necessary to demonstrate that a high density was symptomatic of overdevelopment of the site. Typically an overdeveloped site would experience shortfalls in one or more of the following areas:

- Access to sunlight and daylight
- Sub-standard dwelling units
- Increased sense of enclosure
- Loss of outlook
- Increased traffic generation
- Detrimental impacts on local social and physical infrastructure
- Visual amenity
- Lack of open space; or
- Poor housing mix

These specific factors are considered in detail in later sections of the report – and are found to be acceptable.

8.30 In the case of this proposal it is considered that:

- The proposal is of a particularly high quality that responds to the local context by delivering a positive relationship to Stebondale Street and Glengarnock Avenue.
- The proposal does not result in any of the adverse symptoms of overdevelopment to warrant refusal of planning permission.
- The proposal provides good quality homes, including larger family houses, of an appropriate mix with an acceptable percentage of affordable housing.
- The package of S106 mitigation measures towards education, employment and replacement tree planting and estate regeneration works seek to mitigate any potential adverse impacts and provide Decent Homes Plus works for the existing Island Gardens Estate.

8.31 In overall terms, officers are satisfied that the development makes the most efficient use of land. The proposed mitigation measures in the form of financial and non-financial contributions would ensure that the development has no significant adverse impacts and accords with the aims of London Plan policy 3.4, policies S07 and SP02 of the CS and IPG

policy HSG1.

Housing

- 8.32 The substantive application at the Island Gardens Estate proposes 86 residential (Use Class C3) units. The developer seeks to link the affordable housing obligation arising from the development at the Island Gardens Estate to the parallel proposals for two single family dwelling houses, located at the junction of Stebondale Street and Kingfield Street (PA/10/02577) and the junction of Stebondale Street and Billson Street (PA/10/02576) which are reported separately on this agenda. Whilst the Island Gardens Estate development proposal is able to deliver some of the affordable housing provision, it is proposed that off-site provision is provided at the two sites on Stebondale Street to provide social rented affordable family housing.

As such, all information relating to housing within this committee report will refer to the applicants offer of 88 residential units. The following table (Table 1) sets out the proposed housing mix when split into market, social-rent, shared-ownership tenures for all 88 proposed residential units:

Table 1	Market	Affordable Housing	
	Sale	Social Rented	Shared Ownership
Studios	4	0	0
1 Bedroom unit	16	0	2
2 Bedroom unit	33	7	2
3 bedroom unit	11	8	1
4 Bedroom unit	0	4	0
5 Bedroom unit	0	0	0
Total Units	64	19	5
Total Affordable Units		24	
Total units	88		

- 8.33 This section of the report considers the acceptability of the housing provision with regard to the level of affordable housing, mix of tenures, mix of dwellings sizes and provision of wheelchair units.

Affordable Housing

- 8.34 London Plan policies 3.8, 3.9 and 3.11 state Boroughs should seek to maximise affordable housing provision. CS policy SP02 and IPG policy HSG3 require the provision of a minimum of 35% affordable housing on schemes of 10 dwellings or more. IPG policy HSG10 and DM DPD policy DM3 notes that it is acceptable for the proportion of affordable housing to be calculated using habitable rooms as the primary measure.
- 8.35 The scheme across the three linked planning applications provides a total of 24 affordable housing units (100 habitable rooms), which equates to 35.8% of the habitable rooms. The applicant is re-providing housing which is proposed to be demolished at Capstan House. Capstan House comprises 23 units (34 habitable rooms). Taking this into account the net provision of affordable housing equates to an uplift of 27.7%.

8.36 Policy HSG5 of the IPG states:

“Where proposed housing on estate regeneration sites includes market housing, the Council may consider varying its requirement for contributions towards additional affordable housing where it can be sufficiently demonstrated that the provision of market housing on the estate regeneration site is necessary to cross subsidise the works being undertaken to bring existing dwellings on site to a decent homes plus standard.”

8.37 The current proposals encompass estate renewal works, as discussed in para 8.3. These works seek to address environmental concerns at site, including anti-social behaviour. The Decent Homes Plus investment at the site, which is in the order of £1.5million, would seek to create an improved environment for those who live on the Island Garden Estate.

8.38 The regeneration of the estate to achieve the Decent Homes Plus standard would rely on the sale of the 64 new build market sale homes. The applicant has agreed to undertake the Decent Homes Plus regeneration works at the Island Garden Estate should planning permission be granted and these works would be secured through a planning obligation in the Section 106 agreement.

8.39 The Council’s Housing team fully support the applicant’s proposals for estate renewal and Decent Homes Plus works and this has therefore been taken into account when assessing the affordable housing contribution of 27.7% uplift within the current planning application.

8.40 The viability of the proposed scheme has been independently assessed and it has been found that the net provision of 27.7% affordable housing together with the planning obligations and estate regeneration proposals across the wider scheme is considered to be acceptable and accords with planning policies 3.8, 3.9 and 3.11 of the London Plan 2011, policy S07, S08, S09 and SP02 of the CS, policy DM3 of the MD DPD and policies HSG3 and HSG5 of the IPG.

Social Rent / Intermediate Ratio

8.41 London Plan policy 3.11 states that there should be mix of tenures within the affordable housing units with 60% social rent and 40% shared ownership. The Council’s own CS policy SP02, and Managing Development DPD policy DM3 requires a split of 70% social rent and 30% shared ownership given the housing needs identified within the Borough.

8.42 The application proposes the following mix of tenure types:

Table 2:

Tenure	Number Hab. Rooms	% Prop.	Hab. Rooms – Uplift Only	% Prop.	London Plan Policy 3.11 target	Core Strategy 2010 target
Social Rent	85	85%	51	77%	60%	70%
Shared Ownership	15	15%	15	23%	40%	30%
Total	100		66			

8.43 The development proposal has sought to achieve to meet the CS and MD DPD objectives under policies SP02 and DM3 for a tenure split of 70:30. Whilst the proposal exceeds this policy requirement, the provision of 77/23 is supported and is considered to be broadly in line with the Councils policy requirements and is therefore acceptable.

- 8.44 The definition of affordable homes has been amended following alterations to national planning policy guidance contained in PPS3; Housing. The definition now includes an additional tenure known as 'Affordable Rent' in addition to Social Rented and Shared Ownership/Intermediate affordable housing. The definition of Affordable Rent is such that it can be up to 80% of local rent levels, which are considered to be unaffordable to LB Tower Hamlets residents.
- 8.45 The scheme across the three linked planning applications proposes to provide 19 Social Rented affordable housing units and 5 Shared Ownership/Intermediate units. No Affordable Rented accommodation is proposed within the development. The housing model which the applicant is able to deliver at the Island Gardens Estate is one which is favourable as it is able to deliver family housing at rent levels which are affordable to Tower Hamlets residents. The delivery of Social Rented accommodation (in lieu of Affordable Rent accommodation) also has had an impact on the viability of the proposed development however the proposed affordable housing tenure delivery accords with policy DM3 of the MD DPD 2012 and is welcomed.

Mix of dwelling sizes

- 8.46 The Council's housing studies have identified that there is a need to deliver family housing within the Borough. This shortage is reflected in Council policy which seeks to ensure development provides a range of dwelling sizes.
- 8.47 Saved policy HSG7 of the UDP requires development to provide a mix of unit sizes and this is reflected in London Plan policy 3.8 which also requires development to offer a range of housing choice. Policy SP02 of the CS and MD DPD policy DM3 specifies the particular mix of unit sizes required across different tenures in the Borough.
- 8.48 Policy DM3 of the MD DPD details the mix of units required in all tenures. These figures and the breakdown of the proposed accommodation are shown in the table 3 below: -

Table 3		Affordable Housing						Private Housing		
		Social Rent			Intermediate			Market Sale		
Unit size	Total units	units	%	LBTH target %	units	%	LBTH target %	Units	%	LBTH Target %
Studio	4	0	0%		0			4	6.5%	
1 bed	18	0	0%	30%	2	40%	25%	16	25%	50%
2 bed	42	7	37%	25%	2	40%	50%	33	51.5%	30%
3 bed	20	8	42%	30%	1	20%	25%	11	17%	10%
4+ bed	4	4	21%	15%	0	0%	0%	0		10%
TOTAL	88	19	100	100	5	100		64	100	100

- 8.49 The application proposes to demolish 26 bedsits and one bedroom flats within the Island Garden Estate. The proposed developments include the provision of a mix of unit sizes, including a large proportion of family (3+ bedroom) accommodation within the affordable housing tenures. The loss of affordable one bedroom and bedsit accommodation in place of larger family sized affordable accommodation is welcomed within the Borough to meet the Housing needs of Tower Hamlets residents.

- 8.50 The proposed housing mix provides an excess of two, three and four bedroom units in both the affordable housing tenures and the market housing. IPG policy HSG2 and policy SP02 of the CS seeks the overall provision of 45% family sized units (comprising 3 or more bedrooms) in the social rented tenure; the current application proposes 63% family sized units in the social rented tenure alone, for which there is a great need within the Borough and should be welcomed.
- 8.51 IPG policy HSG2 requires both market and shared ownership housing to provide an even mix of dwelling sizes and a minimum of 25% family housing (taken as dwellings with 3 or more bedrooms). The level of family provision in the private and shared ownership tenures is below the 25% target. However, when read alongside the mix across all tenures, the lower level is considered acceptable. The Council's Housing Section support the proposed mix.
- 8.52 Policy SP02 of the CS makes a requirement for 30% of all new housing to be provided as family housing. The proposal seeks to provide 24 family sized units which equates to 27% family sized units. The proposal also leads to the loss of small bedsits and studios at the site which are no longer considered to meet the Councils housing need. Therefore the re-provision of the housing types and sizes proposed are considered to be acceptable and in accordance with saved policy HSG7 of the UDP, policies S07, S08, S09 and SP02 of the CS, policy DM3 of the MD DPD, policies HSG2, HSG3 and HSG5 of the IPG and London Plan policies 3.8, 3.9 and 3.11.

Wheelchair Housing and Lifetime Homes

- 8.53 Policy HSG9 of the IPG and policy SP02 of the CS requires housing to be designed to 'Lifetime Homes' standards and for 10% of all new housing to be wheelchair accessible.
- 8.54 In total nine wheelchair accessible units are proposed within Block B. The proposals provides one dedicated disabled parking space at ground level. All units are served by an access ramp from Glengarnock Avenue and have internal lifts providing access into the units at upper levels.
- 8.55 The proposed accessible units are considered to comply with lifetime homes standards and the level of wheelchair housing provision is in accordance with the requirements of IPG policy HSG9 and policy SP02 of the CS. It is recommended that a condition is included to ensure that these units and standards are met during construction.

Design, Public Realm, Impact on Heritage Assets

Design

- 8.56 Good design is central to the objectives of national, regional and local planning policy. Policy 3.5 of the London Plan provides guidance on the quality and design of housing developments and specifies a number criterion aimed at achieving good design. These criterion are reflected in saved policies DEV1, DEV2 and DEV3 of the UDP; policies SO20, SO21, SO22, SO23 and SP10 of the CS, policies DM23 and DM34 of the MD DPD and IPG policies DEV1 and DEV2.
- 8.57 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.
- 8.58 Furthermore, policy DEV2 of the IPG, supported by policy SP10 of the CS and DM24 of the MD DPD also seeks to ensure new development creates buildings and spaces that are of high quality in design and construction, are sustainable, accessible, attractive, safe and well integrated with their surroundings.

- 8.59 The application is not a 'tall building' within the definition set by the London Mayor as it is not higher than 30m above ground level, nor does it significantly exceed the height of neighbouring properties.
- 8.60 In considering the design of the proposal it is necessary to understand the context of the site and the proposed development. Block A is proposed to be located fronting Stebondale Street, with part of the building returning onto Glengarnock Avenue. Block A is proposed in the existing location of Capstan House, which is proposed to be demolished. Block B is proposed to be located on Glengarnock Avenue on the existing site of the lock up garages and surface level car parking. Block C would be located at the junction of Manchester Road and Glengarnock Avenue, within the existing Local Shopping Parade. Details are shown in Image 1 below.



Image 1 - Proposed Layout

- 8.61 The current buildings on the application site, including Capstan House which is proposed to be demolished are not considered to be of any significant architectural merit.

Layout, height, bulk and appearance of Blocks A, B and C

- 8.62 The height of Block A is proposed at six storeys in height. At the junction where Block A adjoins Frigate House, the proposal would be three storeys in height to allow for the proposal to provide a link to the existing built form at the site, without appearing overbearing. Block B would be five storeys in height and block C is proposed as part 4 storey and part 5 storeys in height. The height and proposed setbacks have sought to integrate the existing streetscape of Glengarnock Avenue and Manchester Road and ensure an appropriate relationship with Galleon House.
- 8.63 In principle the height of the proposed scheme is considered to be acceptable, as its height

compliments the surrounding building heights and it is considered it would enhance the local street scene. The stepping back of the upper floors of Block C would mitigate any impact upon longer views and the local street scene as the height and bulk of the proposal would be reduced and set into the application site. This is shown in the image below, Image 2.

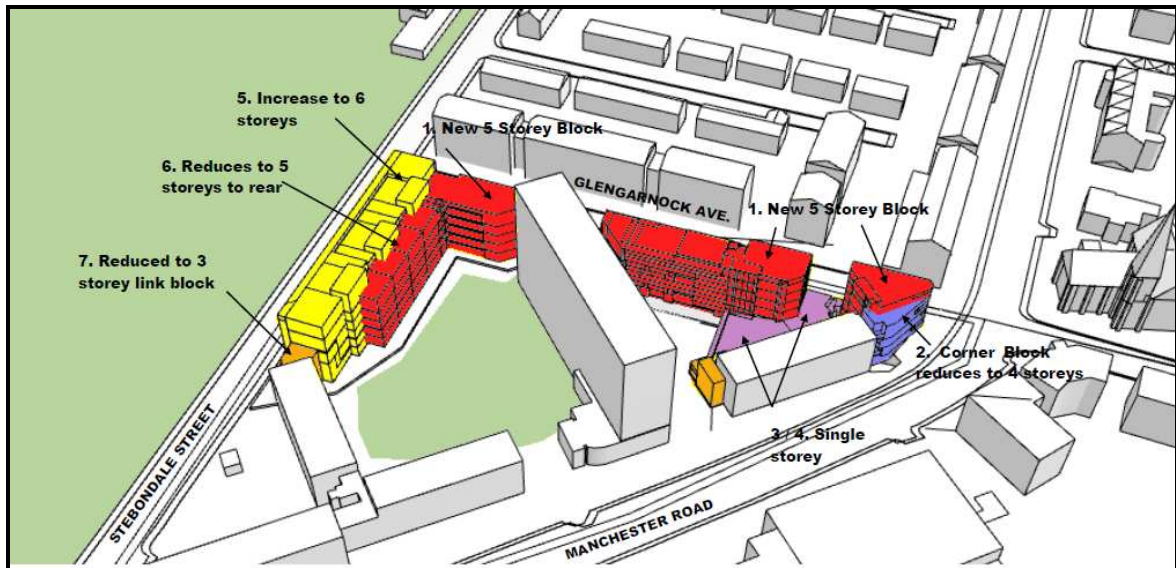


Image 2 – Proposed Building Heights

8.64 The proposed materials incorporate brick work to proposed blocks and elevations. The elevations would also incorporate the provision of external balconies to be provided in green finishes. The brick finish of the buildings would provide a more traditional appearance and feel which would be in keeping with a number of other buildings in the area, including those on the opposite side of Glengarnock Avenue and some of the blocks within the estate, and the green finish of the balconies is proposed to reflect the greenery of the area and Millwall Park. An image below shows the proposed elevation of Block A which would be located opposite Millwall Park on Stebondale Street.



Image 3 – Block A (View from Stebondale Street looking west)

- 8.65 The layout of the proposal would alter the built environment along the Glengarnock Avenue and Stebondale Street frontages by bringing the building line forward to provide a continuous strong street edge. The frontage of Manchester Road would provide an additional retail unit at ground floor level which would wrap around onto Glengarnock Avenue, leading pedestrians down to Millwall Park. These proposed frontages would enliven this public thoroughfare. Along Stebondale Street the proposed building line of Block A would bring the building line forward. A setback from the boundary line is being provided to allow a buffer zone to Stebondale Street. It is considered that the proposals to provide a street facing built form along Stebondale Street and Glengarnock Avenue would enhance the built environment from all around the Island Gardens Estate.
- 8.66 The revised scheme seeks to strengthen the access links into the existing communal gardens in the centre of the Estate. It is proposed to provide an unrestricted link through to the communal area from Manchester Road and Glengarnock Avenue. The communal area is currently locked and inaccessible and would therefore be re-opened. The communal gardens are proposed to be re-landscaped and the quality of the central space upgraded for the local residents. Public realm enhancements are also proposed to the existing Manchester Square located between the Manchester Road Local Shopping Parade which may seek to enhance the vitality of this Local Parade. Galleon Court is also proposed as a new open space, Galleon Court would be located between Block B and Galleon House and is proposed as a pedestrianised space.

Proposed Stair Core on Manchester Road and Concierge Office in Galleon Court

- 8.67 The proposal seeks to provide a stair core which adjoins 139-149 Manchester Road. The stair core is proposed to be set back from the main street elevation of Manchester Road. It is also proposed to provide a single storey concierge office at the ground floor of Galleon House along with the provision of a disabled ramp into the new concierge office. This would offer secure and accessible entry into Galleon House and has been designed to integrate into Galleon House without protruding into the newly created Galleon Court. Image 4 below shows the proposed stair core (to the right of the image) and the proposed concierge Office (to the left of the image).



Image 4 Proposed Stair core and Concierge Office- View from Manchester Road.

- 8.68 The proposed stair core and concierge office at Galleon House alongside the pedestrianisation of the space at Galleon Court provide a setting for encouraging this pedestrian entrance from Manchester Road through the Estate as the principle entrance for residents to access the Estate. This pedestrian route would provide residents with access to Galleon House, the proposed Block A and the rear of Block B. In overall terms the proposals meets the high design standards required by policy and are considered to provide a positive integration between the existing and proposed environment. The bulk and height of the proposed development are considered to be sensitive to the adjacent built form and respond positively to the street scene.

Impact on the Setting of the Conservation Area and adjoining Listed Buildings

- 8.69 The site is located adjacent to the Island Garden Conservation Area. The Grade II* listed Christ Church lies opposite the application site along Manchester Road, close to the proposed Block C. In assessing any development proposal with regard to heritage assets such as conservation areas and listed buildings, the Council must pay special attention to the desirability of preserving or enhancing the character or appearance of that area. PPS5 is also relevant. This document includes the advice that new buildings need not copy their older neighbours in detail, as a variety of styles can add interest and form a harmonious group.
- 8.70 National guidance is carried through to the local level where IPG policies CON1 and CON2 and DM27 of the MD DPD, re-asserts that development should preserve or enhance the distinctive character or appearance of an areas heritage assets in terms of scale, form, height, materials, architectural detail and design.
- 8.71 As discussed above, the height of the buildings is comparable to existing buildings in the area and is appropriate to the character of the Conservation Area. The submitted sequence of views within the Design and Impact Statement provides further detailing of the impact of the proposed development.
- 8.72 Given the detailing and quality of materials proposed for this building alongside the enhancements proposed to Manchester Square, it is considered that the proposals would not detrimentally impact upon the setting of the adjoining heritage assets. It is considered that the current proposal, due to its design, scale and detailing would actually improve the setting of the listed buildings and the adjoining Island Garden conservation area. The proposal is considered to be in accordance with policies CON1 and CON2 of the IPG, SP10 of the CS, DM27 of the MD DPD and PPS5.



Image 5- Block C (View from junction of Manchester Road and Glenaffric Avenue)

Permeability and Security

- 8.73 Saved UDP Policy DEV1, policy SP09 of the CS, policy DM23 of the MD DPD and IPG policy DEV4, require development to consider the safety and security of users. Regard should also be given to the principles of Secure by Design. However, these matters must also be balanced against requirements to promote site permeability and inclusive design.
- 8.74 The pedestrian accesses into the commercial and residential uses are provided separately to ensure safety and security. Entrances are proposed from both the street frontages and the communal gardens and are considered to have been appropriately located for the development.
- 8.75 The application proposes the provision of a new and enhanced pedestrianised route through the application site, a boulevard running between Block B and Galleon House comprising the newly formed Galleon Court. This route would provide unrestricted pedestrian friendly access through to the main blocks within the estate.
- 8.76 In addition, enhancements to the existing Manchester Square, located between the Local Shopping Parade on Manchester Road, are proposed to provide an improved public thoroughfare leading residents and the public down to Glengarnock Avenue, Stebondale Street and Millwall Park.
- 8.77 The application proposes to improve the accessibility into the communal gardens at the application site by providing enhancements to the main routes into the space from Glengarnock Avenue and Manchester Road and removing the existing barriers. Direct access would be provided for residents from within the new blocks down to the communal space to encourage the use of this space.
- 8.78 As such it is considered that the layout of the development would improve the permeability and accessibility of the application site and the accessibility through the application site to Millwall Park. The proposal is therefore considered to accord with the requirements of saved UDP policy DEV1, CS policy SP09, MD DPD policy DM23 and IPG policy DEV4.

Amenity

Internal Space Standards

- 8.79 London Plan policy 3.5 seeks quality in new housing provision. London Plan policy 3.5, MD DPD policy DM4 and saved UDP policy HSG13 requires new development to make adequate provision of internal residential space.
- 8.80 The submitted drawings and details of the unit layouts show that the units are in-line with the requirements of the space standards set out in policy 3.5, table 3.3, of the London Plan 2011 and policy DM4 of the MD DPD.

Daylight and Sunlight

Daylight

- 8.81 Policies DEV2 of the UDP, DM25 of the MD DPD and SP10 of the CS seek to ensure that adjoining buildings are not adversely affected by a material deterioration in their daylighting and sunlighting conditions. Policy DEV1 of the IPG states that development should not result in a material deterioration of sunlight and daylighting conditions for surrounding occupants. These policies also seek to ensure the amenity of future occupants. The applicant has submitted a detailed Daylight and Sunlight Report produced by Calford Seaden which considers the impacts upon existing and future occupiers.
- 8.82 The submitted study assesses the impact of the development on existing properties surrounding the development site. The study makes an assessment of a number of surrounding blocks namely, 2-13 Glengarnock Avenue, Frigate House, Galleon House and 19-41 Glengarnock Avenue (Manchester Road flats). Of the 509 windows tested, it has been identified that 44 fail to meet the BRE recommendations, resulting in failures of between 20% and 50+%. The results break down these failures into significance ratings of minor adverse (20-35%), moderate adverse (35-50%) and substantial adverse (50+%) effects.
- 8.83 The results identify that the worst BRE failures (35% reductions and above) occur to 20 of the 509 windows tested around the Island Gardens Estate. Of the 20 windows experiencing the worst failures, 15 of these rooms are either bedrooms and kitchens. Of the 5 failures that occur to living rooms, the living room accommodation is located at lower ground floor level at Glengarnock Avenue and is therefore already poorly served by daylight. Notwithstanding this, this 20 of the 509 windows tested would suffer from a moderate to substantial loss of light.
- 8.84 Officers consider that given the low number of failures, the urban location of the site, the proposed heights of the building being in keeping with the established building heights and the dual aspect afforded to the majority of adjoining properties that the impact of the development on daylight to neighbouring properties is considered on balance to be acceptable.
- 8.85 The submitted daylight and sunlight study prepared by Calford Seaden considers proposed light-levels within the proposed development for the future residents. An independent assessment of the study submitted has been undertaken and it has concluded that the daylight and sunlight availability would be within acceptable margins, based upon the report submitted.

Sunlight

- 8.86 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).

- 8.87 The results of the study show annual and winter sunlight levels, to some properties at Glengarnock Avenue are likely to experience losses of winter sunlight. However, given the urban context of the application site, on balance the proposals are not considered so significant as to warrant refusal of the planning application.

Conclusions

- 8.88 The submitted study shows that the development would have some adverse impact on neighbours in terms of loss of light and loss of sunlight. However, given the urban context, the level of losses and the orientation of adjacent units that any impacts by way of loss of light and sunlight are not significant enough to warrant the refusal of the scheme, the proposals is acceptable in terms of UDP policy DEV2, CS policy SP10, DM25 of the MD DPD and IPG policy DEV1.

Overshadowing

- 8.89 The submitted daylight and sunlight study prepared by Calford Seaden considers the impact of overshadowing on amenity areas from the proposed development. An independent assessment of the study submitted has been undertaken and it has concluded that the impact of overshadowing of the existing and proposed neighbouring amenity areas would be within acceptable margins.

Privacy

- 8.90 Saved UDP Policy DEV 2 and policy DM25 of the MD DPD requires that new development should be designed to ensure that there is sufficient privacy for neighbouring residents. The policies state that a distance of 18m between opposing habitable rooms reduces inter-visibility to a degree acceptable to most people.
- 8.91 The main issue is whether the proposed development would result in significant loss of privacy to neighbouring occupiers – in particular residents of Galleon House and Glengarnock Avenue.
- 8.92 Within the development, the design and orientation of Block A ensures that the necessary minimum separation distance of 18 metres is achieved along block A's rear façade and Galleon House. As both buildings lie at right angles to one another, there are likely to be some oblique views, however the relationship is considered to be acceptable. At the corner of Block A, where the flank wall of Block A is closest to Galleon House, a separation distance of only 7-8 metres exists. However, there are no windows within the northern flank elevation of Galleon House, therefore this relationship is considered to be acceptable.
- 8.93 Block B is approximately 9.6 metres from Galleon House at its northern end although this distance increases to 37 metres as Block B moves towards Block C. Whilst a degree of overlooking may be possible, vertical privacy screens have been proposed to balconies and windows to mitigate any impacts. Therefore given relatively few windows are affected and efforts have been made to mitigate any significant loss of privacy towards Galleon House or into the proposed units, the relationship between Block B and Galleon House is considered acceptable.
- 8.94 The distance between the flank elevations of Block B and Block C along Glengarnock Avenue would be 10 metres and the distance from the rear elevation of Block B to the rear elevation of the residential properties at Manchester Road is also proposed to be 10 metres. Given the proximity of these distances, the proposal would only provide high level windows within the flank elevation of block C facing onto Block B to prevent overlooking between the proposed units and into the proposed balconies of Block B. In addition, the proposed units at

Block B which face back onto the Manchester Road flats are proposed to be obscure glazed. The relationship between these units is considered acceptable and a condition would be imposed to ensure that the fenestration is delivered as set out above.

- 8.95 There are windows serving habitable rooms proposed within Block B along Glengarnock Avenue. The properties to the north of this Avenue comprise residential properties and also contain windows serving habitable rooms. The proposed building is separated by a distance of 19.5 metres between these buildings which exceeds Council policies.
- 8.96 The proposal therefore accords with saved policy DEV2 of the UDP, policy SP10 of the CS, policy DM25 of the MD DPD and policy DEV1 of the IPG which seek to protect the amenity of future residents.

Sense of enclosure

- 8.97 Residents have objected to the scheme on the basis that the increase in built development will create a sense of enclosure and a loss of outlook. This matter always tends to be subjective and cannot be readily assessed in terms of a percentage or measurable loss of light. The development would cause some feeling of increased enclosure; however the impact is considered acceptable in an urban environment and the proposed buildings have taken account of adjacent buildings and the respond positively to the existing street pattern.

Noise

- 8.98 Manchester Road has been identified as an area affected by Road Traffic Noise. It is therefore considered necessary to provide additional glazing on Block C to mitigate the potential impact upon future residents. A condition is proposed to be attached to the decision notice to ensure that additional glazing is applied to Block C.
- 8.99 The commercial unit could also have an impact on the development in terms of potential noise and disturbance from machinery / ventilation equipment, or from users. Conditions would be used to require the submission of the detail, and likely noise output from any mechanical equipment for approval. A condition would also prevent the late opening of the commercial use. With these controls the occupants of the development would not suffer from any unreasonable noise or disturbance and the proposal would be acceptable.

Residential Amenity Space

- 8.100 Saved UDP policy HSG 16 requires that new development should make adequate provision for amenity space, IPG Policy HSG7 and MD DPD policy DM4 sets minimum space standards for the provision of private, communal and child play space in new developments. London Plan Policy 3.6 on the provision of child play space is also relevant.
- 8.101 The application proposes 1,009.2 square metres of private amenity space in the form of balconies for the flats on the upper floors and garden space for the ground level accommodation. Under policy HSG7 of the IPG, 1164 sqm of private amenity space is required in quantitative terms. However, all proposed units benefit from some private amenity space. When expressed as a cumulative total the level of private amenity space provision is less than the policy requirement. However, it is noted that providing larger balconies for upper floor occupiers at Block A would have adverse implications for the privacy of neighbouring occupiers. Therefore, when balanced against this policy objective the level of provision is considered to offer an acceptable standard of private amenity space.
- 8.102 When assessing the provision of communal amenity and child play space at the site, the calculations have taken into account the child play space requirements of the existing Island Gardens Estate and the proposed new build developments. As such, the scheme requires

1,976square metres of communal and child play space under IPG policy HSG7, MD DPD policy DM4 and under London Plan policy 3.6 requirements; taking into account the existing population at the Estate.

	LBTH Policy Requirement	London Plan Policy Req't	Proposed within scheme
Communal Open Space	255 sq.m	N/A	1549sq.m
Child Play Space-Under 4		483sq.m	
Child Play Space-Under 5-10		580sq.m	
Child Play Space-Under 11-15		403sq.m	
Total	1976sq.m		
Shortfall of Communal and Child Play Space	427sq.m		

- 8.103 The application makes good provision of high-quality amenity space in the form of the large communal landscaped area in the centre of the development and proposes to provide additional tree planting in this location. The landscaping of this space divides the area into 'shared-space' which is used to provide pedestrian access and a buffer zone to the flats via a pedestrian route around a central and softer landscaped zones. The buffer zones between the pedestrian route and the existing and proposed developments would be provided with soft landscaping to prevent intrusion into the existing and proposed development. The submitted landscape details demonstrate that the scheme would deliver good quality amenity space.
- 8.104 The proposals include the provision of a natural play area which would include the provision of sculptural mounds as well as planting and seating; which form the informal play space. It is considered that this is an appropriate form of provision of child play space to prevent the space suffering from anti-social behaviour with the introduction of permanent play furniture.
- 8.105 Whilst some objections have been received with regard to a loss of open space and amenity land around Capstan House, the application is not considered to create a loss of open space around the application site and would provide enhancements and qualitative improvements to the amenity space and public realm around the Island Gardens site.
- 8.106 The proposal is considered to provide quality communal and child play space in line with the requirements of IPG policy HSG7 and MD DPD policy DM4. It is however acknowledged that the proposal represents a shortfall under the requirement of the London Plan. However on balance it is considered that the enhancements and improvements provided to the existing spaces would be a substantial improvement to the estate and given the proximity to Millwall Park are acceptable.
- 8.107 On balance, it is therefore considered that the provision and quality of communal amenity space provided within the application site is acceptable. The proposal is considered to accord with saved UDP policy HSG 16 (1998), policy DM4 of the MD DPD and policy HSG7 of IPG (2007) and London Plan policy 3.6.

Refuse and recycling

- 8.108 Provision is made for refuse and recycling in separate stores located at ground floor level

and serve commercial and residential units around the estate. The stores are satisfactory and accord with requirements of saved UDP policy DEV55, policy DM14 of the MD DPD and policy SO14 of the Core Strategy 2010, which seeks to ensure development makes adequate provision for the collection and storage of refuse. It is recommended that the stores and the management of them is secured by condition.

Noise / disturbance

- 8.109 As detailed at paragraph 8.85 above, a condition to limit the hours of operation for proposed ground floor commercial and community uses is recommended to ensure the uses do not detrimentally impact upon the amenity of existing residents.
- 8.110 Saved Policy DEV50 of the UDP, policy DM25 of MD DPDP and policy SP10 of the CS states that the Council will consider the level of noise from a development as a material consideration. This policy is particularly relevant to construction noise during the development phase. To ensure compliance with this policy conditions would be placed on any permission restricting construction works to standard hours.

Transportation

- 8.111 National guidance on transport provision is given in PPG13: Transport. London Plan polices 6.1, 6.3, 6.9, 6.10, 6.13 IPG policies DEV16, DEV17, DEV18 and DEV19, MD DPD policies DM20 and DM22 and CS policy SP09 in broad terms seek to promote more sustainable modes of transport by reducing car-parking and improving public transport.
- 8.112 Local Plan policies seek to require that consideration is given to the traffic impact of operational requirements of a proposed use and also seek to ensure priority is given to the safety and convenience of pedestrians.
- 8.113 The application is supported by a Transport Assessment and framework Travel Plan prepared by Peter Brett Associates. This report details the policy context and baseline conditions in respect of the local areas public transportation and road network.

Access and Servicing

- 8.114 The application proposes to close the existing vehicular access located at Glengarnock Avenue. The access would remain in situ to provide emergency access, access to the pick up and drop off point and the on-site disabled parking bay. Servicing access for the residential and commercial component of the scheme would be provided via Glengarnock Avenue. The lower part of Glengarnock Avenue which serves as a dead end onto Manchester Road provides sufficient space for turning of servicing vehicles and a loading bay is also proposed to be provided for the commercial unit, as demonstrated, on the submitted swept path diagrams. Residential refuse stores and servicing for commercial unit can all be achieved from this location.
- 8.115 The proposed access arrangements have been reviewed by the Council's Highway Section and are considered acceptable. Objections have been raised with regard to vehicular emergency access to the rear of Galleon. It should be noted that the existing vehicular routes into the site are proposed to be maintained. Whilst there is a desire for these spaces to be used as pedestrianised thoroughfares, emergency vehicular access could still be gained to the rear of the site, as it is in the existing arrangement.

Vehicle Parking

- 8.116 Full details of the principle of the loss of on-site car parking has been provided in paragraphs 8.4-8.12 above. If planning permission is granted, the developer would agree to enter into a car and permit free agreement so that no controlled parking permits are issued to new

residents. This would prevent additional pressure for on-street parking and reduce congestion and promote alternative modes of transport.

- 8.117 It is noted that some residents consider that the level of car-parking is insufficient under the current proposals. However, given the car parking survey which has been undertaken and the imposition of car and permit free agreements for all new residents and the Councils policy objectives to promote sustainability, Officers consider that both residential and commercial parking arrangements are acceptable in terms of London Plan policies 6.1 and 6.13, MD DPD policy DM22 and IPG policy DEV19.

Cycle Parking

- 8.118 The application proposes 127 cycle parking spaces for the residential and commercial proposals. These are located in separate secure stores throughout the development blocks at ground level. The provision meets the standards for residential developments and visitor parking and commercial premises specified in IPG policy standards. The level of provision accords with London Plan policy 6.9, MD DPD policy DM22 and IPG policy DEV16 and is acceptable. It is recommended that these stores are secured by condition.

Impact on Local Transport Infrastructure;

- 8.119 The transport assessment estimates that additional demand on train and bus services could easily be absorbed into existing capacity.
- 8.120 The submission has been reviewed by both the Council's Highway Engineers and Transport for London who have raised no objection. In overall terms, Officers are satisfied that with the proposals and the impact of the development on public transport and road capacity is acceptable. Given the relative small size of the scheme, it is not considered that the cumulative impact of this and other development in area is likely to be significant. The scheme would significantly improve conditions in the immediate area of the site for cyclists and pedestrians and the development is acceptable in terms of transportation policies.

Others

Air Quality

- 8.121 Policy DEV11 of the IPG requires the potential impact of a development on air quality to be considered, with IPG policy DEV12 also requiring that air and dust management is considered during demolition and construction work. These matters are also addressed in policy DM9 of the MD DPD.
- 8.122 It is likely that the proposal could have some adverse impacts in terms of the generation of dust emissions during the demolition and construction phases. It is considered that this matter could be controlled via an appropriate construction.

Renewable Energy and Energy Efficiency

- 8.123 London Plan energy policies aim to reduce carbon emissions by requiring the incorporation of energy efficient design and renewable energy technologies. Policy 5.2 and 5.7 state that new developments should achieve a reduction in carbon dioxide emissions of 40%. IPG policies DEV5 and DEV6, policy DM29 of the MD DPD and CS policy SP11 have similar aims to London Plan policy.
- 8.124 The application is accompanied with a Energy Statement produced by the Energy Council. This details that the development would use Combined Heat and Power and Photovoltaic Panels. The proposed residential units would be completed to Code for Sustainable Homes Level 4.

- 8.125 The measures outlined are expected to reduce CO2 emissions from the site by 27%. This is considered acceptable and would be secured by condition.

Biodiversity and Trees

- 8.126 The application proposes a green roof on blocks B and C and also above the plant room roof which is proposed at a lower level. It is considered that the green roof would enhance the ecological value of the application site and the surrounding area and therefore accords with policy SP04 of the CS and London Plan policy 5.11.
- 8.127 Saved policies DEV12 and DEV14 of the UDP and policy DM11 of the MD DPD provides guidance on landscaping and biodiversity. The application proposes to fell 10 trees across the Island Garden Estate. It has been viewed that none of the trees proposed to be removed are of sufficient value to warrant their preservation. The applicants are proposing to replace trees within the application site and upgrade landscaping within the communal amenity space of the site. Whilst the trees on the street frontages of Glengarnock Road and Stebondale Street provide much amenity value, it is considered that on balance the loss of trees and the on-site replacement is considered to be acceptable and accords with Saved policies DEV12 and DEV14 of the UDP and policy DM11 of the MD DPD.

Site Contamination

- 8.128 In accordance with the requirements of PPS23, saved UDP policy DEV51, policy DM30 of the MD DPD and IPG policy DEV22 the application has been accompanied by an Assessment of Ground Conditions to assess whether the site is likely to be contaminated. The study has been reviewed by the Council's Environmental Health Officer who has concluded that there is a potential threat of contamination. The study identifies the need for further intrusive investigations and this, and any necessary mitigation, would be required by condition.

Flooding

- 8.129 In accordance with the requirements of PPS25, policy DEV8 of the IPG, policy DM13 of the MD DPD and policy SO13 of the CS, the application has been accompanied by a Flood Risk Assessment. Whilst the Environment Agency have raised no objection with regard to Flood Risk at the site, it has been identified that there is the potential risk of contaminated land at the site and therefore further information has been requested by condition in addition to the detailed foundation design.
- 8.130 It was also brought to the Council's attention that local residents understood that an underground stream may run beneath the site. Further discussions with the Environment Agency and Thames Water have not identified an underground stream at the application site.

Other impacts on local infrastructure

- 8.131 Policy DEV4 of the adopted UDP, policy SP13 of the CS and Policy IMP1 of the IPG say that the Council would seek to enter into planning obligations with developers where appropriate and where necessary for a development to proceed.

The Community Infrastructure Levy Regulations 2010 state that any s106 planning obligations must be:

- a) necessary to make the development acceptable in planning terms;
- b) directly related to the development; and
- c) fairly and reasonably related in scale and kind to the development

The general purpose of s106 contributions is to ensure that development is appropriately mitigated in terms of impacts on existing social infrastructure such as education, community facilities, health care and open space and that appropriate infrastructure to facilitate the development i.e. public realm improvements, are secured.

- 8.132 The Council's draft Supplementary Planning Document (SPD) on Planning Obligations was adopted in January 2012; this SPD provides the Council's guidance on the policy concerning planning obligations set out in policy SP13 of the adopted Core Strategy.

Based on the Planning Obligations SPD, the planning obligations required to mitigate the proposed development would be approximately £869,739.29. This has been applied as follows through the SPD.

The proposed heads of terms are:

Financial Contributions

Community Facilities £90,415
Education £378,879
Health £73,620
Sustainable Transport £2,430
Public Realm £278,226.05
Employment £16,169.24
Replacement Trees £30,000

Non-financial Contributions

- a) 35.8 affordable housing units based on replacement, 27.7% affordable housing based on uplift (habitable room provision)
 - b) Car free agreement for all new residential units created
 - c) Parking Management Strategy
 - d) Commitment to utilise employment initiatives
- 8.133 The planning application proposes the delivery of estate regeneration works to provide Decent Homes Plus standards within the site. In addition, the application proposes the delivery of social rented accommodation, an affordable housing tenure which is affordable to the Tower Hamlets residents, although one which is more expensive to deliver by the applicant. The application also proposes what is considered to be a good level of affordable housing, some 27.7%, based on uplift across the Estate. All of these factors have had an impact upon the viability of the scheme and the subsequent delivery of Planning Obligations.
- 8.134 This application is supported by a viability toolkit which demonstrated that there was no provision to provide all of the S106 contributions as well as the estate regeneration works proposed at Island Gardens. The viability appraisal has established that £255,000 is available to mitigate against the impact of the proposed development alongside the estate regeneration works to provide decent homes plus works.
- 8.135 Based on the Borough's key priorities, the S106 package is to be focused on Education and Employment and Enterprise. During the course of the planning application, significant concerns were raised with regard to the loss of the trees at the application site, therefore, £30,000 would be provided for replacement tree planting along the boundary of the site to mitigate against the loss of amenity value from the trees proposed to be felled.

The S106 package would therefore be focused on the following:

Education £178,830.76

Employment and Enterprise £16,169.76
Replacement Trees £30,000
Monitoring Fees £5,100


8.136 For the reasons identified above it is considered that the package of contributions being secured is appropriate, relevant to the development being considered and in accordance with the tests of circular 05/05 and the relevant statutory tests.

9.0 **Conclusions**

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

 Locally Listed Buildings

 Land Parcel Address

 Consultation Area

 Statutory Listed Buildings

0 30 m




1:3,992

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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