

<b>Committee:</b> Strategic Development Committee	<b>Date:</b> 31 <sup>st</sup> May 2012	<b>Classification:</b> Unrestricted	<b>Agenda Item No:</b> 9.2
<b>Report of:</b> Corporate Director Development & Renewal  <b>Case Officer:</b> Mandip Dhillon		<b>Title:</b> Planning Application for Decision  <b>Ref No:</b> PA/12/00252  <b>Ward(s):</b> Blackwall and Cubitt Town	

## 1. APPLICATION DETAILS

**Location:** Millwall Park, Manchester Road, London, E14  
**Existing Use:** Park  
**Proposal:** The erection of a temporary mast structure, measuring 92 metres in height, and cable stretching from Millwall Park to LB Greenwich; from June to September 2012 to facilitate a cable mounted mobile camera within Millwall Park in association with the London 2012 Olympic Games and Paralympic Games, from 1st July 2012 to 31st August 2012.

**Drawing Nos:** Drawing Numbers and Documents:  
Location Plan - GRP-SP-00-990;  
22145 D02;  
Overview 01-1;  
Detail 01-1;  
PLA 321;  
Un-numbered view from Greenwich Riverside;  
Un-numbered view from Island Gardens;  
WOLFF tower crane specifications, 962-4-013122E, 962-4-009661E;  
Planning statement including Design, Access and Heritage Statement for London 212, dated February 2012;  
OBS, Draft Aerial Camera Rope Installation Thames Crossing Programme dated 16 January 2012;  
Millwall Park reinstatement proposals dated 9 May 2012;

**Applicant:** LOCOG

**Owner:**

- George Green School
- Tower Hamlets Estates
- Treasury Solicitor's Office
- TFL/DLR
- Queen (Crown Estates)
- PLA

**Historic Building:** No historic buildings on the site.

**Conservation Area:** The camera cable extends over the Island Gardens Conservation Area

**Other Designations:** Millwall Park is designated Metropolitan Open Land.

## 2. SUMMARY OF MATERIAL PLANNING CONSIDERATIONS

2.1 Officers have considered the particular circumstances of this application against the Council's approved planning policies contained in the London Borough of Tower Hamlets

Unitary Development Plan 1998, (Saved policies); associated Supplementary Planning Guidance, the London Borough of Tower Hamlets adopted Core Strategy (2010), Managing Development DPD (Submission Version 2012); as well as the London Plan (2011) and the National Planning Policy Framework, and has found that:

1. The proposal is only considered to be acceptable because it is a proposal for the temporary installation of a mast with the site conditions being reinstated on removal. The temporary mast is considered to be acceptable under exceptional circumstances, as it facilitates the 2012 London Olympic Games, which meets the aims and objectives of Policy 2.4 of the London Plan 2011 and SO2 of the Core Strategy adopted 2010.
2. Due to the temporary nature of the structure, the proposal would not have a long term impact on the character of the Island Gardens Conservation Area in accordance with policy 7.8 of the London Plan (2011); Policy SP10 of the Core Strategy (2010), and Policy DM26 (part 2e) and DM27 of the Managing Development DPD (Submission Version 2012).

### **3. RECOMMENDATION**

3.1 That the committee resolves to **GRANT** planning permission subject to the imposition of the following conditions and informatives.:

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

- 1) Temporary consent from 1st July 2012 to 31st August 2012 after which the development shall be deconstructed and removed
- 2) Site to be reinstated upon deconstruction in accordance with installation surveys to submitted
- 3) Scheme to be built in accordance with the approved plans
- 4) Hours of construction
- 5) No loading/unloading on the public highway during construction or operation
- 6) 24 hour security patrols
- 7) Any other planning condition(s) considered necessary by the Corporate Director Development & Renewal.

3.3 Informatives

- 1) London City Airport
- 2) Oversailing License necessary
- 3) Any other informative(s) considered necessary by the Corporate Director Development & Renewal.

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

#### **Proposal**

4.1 This application proposes the erection of a temporary camera mast structure, 92 metres in height, within the southern area of Millwall Park. The mast would facilitate the provision of a cable mounted mobile camera in association with the Olympic Games, linking to a second 50 metre high structure in Greenwich Park, to the south of the General Wolfe Statue. The mast would be similar to a temporary crane, being of lattice type design.

4.2 The cable would be 1,580 metres in length and be 59 metres above the river at high tide to

ensure the safe passage of ships. The camera would allow aerial images of the Games to be seen worldwide without the need to use helicopters.

- 4.3 The site area of the mast and associated structures (excluding cable) is approximately 0.3 hectares, representing approx 5% of the total area of Millwall Park (being approx 6.34 hectares).

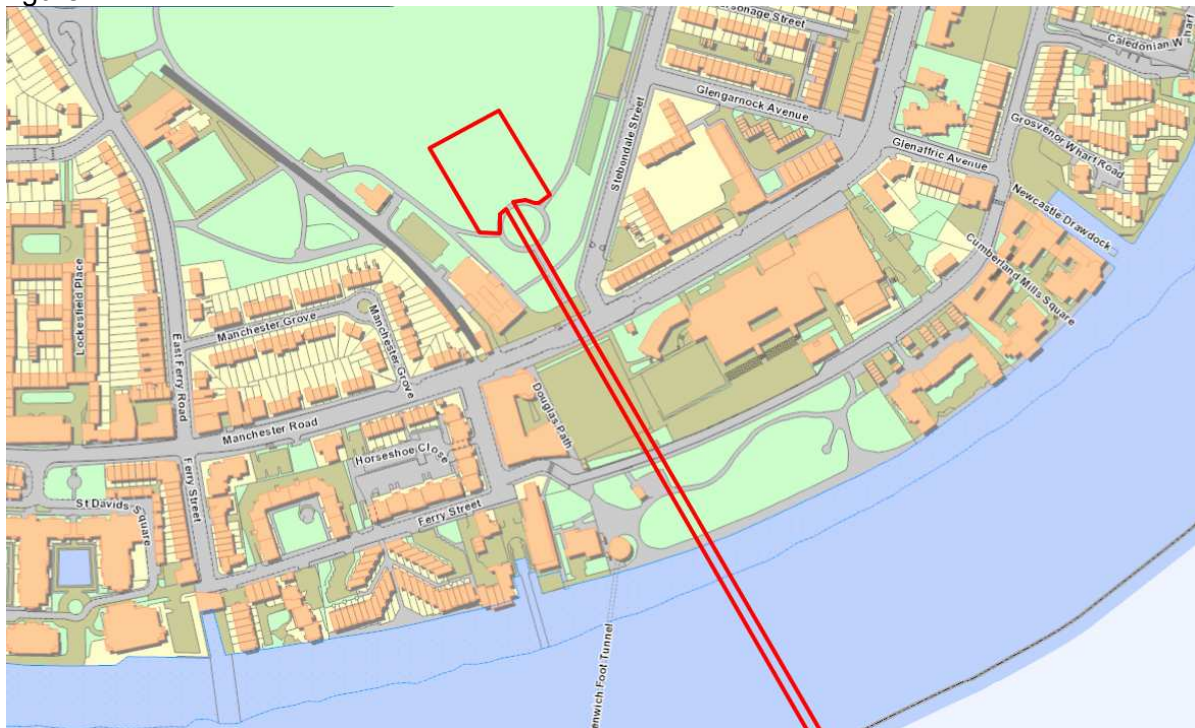
### Site and Surroundings

- 4.4 The subject site is within the southern part of Millwall Park, on the Isle of Dogs. Millwall Park measures approximately 8.64 ha in area. This site area of 8.64 ha includes the Mudchute Park and Farm and the area as a whole is designated as Metropolitan Open Land.

- 4.5 There are no Listed buildings on the subject site however the cable itself extends over the Island Gardens Conservation Area.

### 4.6 Site Location Plan

Figure 1



### Relevant Planning History

- 4.7 No relevant planning history.

## 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 this application:

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

<b>Policies:</b>	2.4	The 2012 Games and their Legacy
	2.9	Inner London
	5.12	Flood Risk Management

6.3	Assessing the Effects of Development on Transport Capacity
7.8	Heritage Assets
7.9	Heritage-led Regeneration
7.10	World Heritage Sites
7.11	London View Management framework
7.17	Metropolitan Open Land

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

Policies:	DEV1	Design Requirements
	DEV2	Environmental Requirements
	DEV12	Provision Of Landscaping in Development
	T16	Traffic Priorities for New Development
	U2	Development in Areas at Risk from Flooding
	U3	Flood Protection Measures

#### **Interim Planning Guidance for the purposes of Development Control**

Policies:	DEV1	Amenity
	DEV2	Character and Design
	DEV4	Safety and Security
	DEV12	Management of Demolition and Construction
	DEV13	Landscaping and Tree Preservation
	DEV16	Walking and Cycling Routes and Facilities
	DEV17	Transport Assessments
	DEV21	Flood Risk Management
	OSN2	Open Space

#### **Supplementary Planning Guidance/Documents**

N/A

#### **Core Strategy Development Plan Document (Adopted September 2010)**

Policies:	S02	Maximising the Olympic Legacy
	SP02	Urban living for everyone
	SP04	Creating a green and blue grid
	SP08	Making connected places
	SP10	Creating distinct and durable places
	SP12	Delivering Placemaking – Place of Cubitt Town

#### **Managing Development, Development Plan Document (DPD) Submission Version May 2012**

Policies:	DM10	Delivering Open Space
	DM24	Place-Sensitive Design
	DM25	Amenity
	DM27	Heritage and the Historic Environment
	DM28	World Heritage Sites

#### **The National Planning Policy Framework (2012)**

**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:

6.2 The following were consulted regarding the application:

**LBTH Biodiversity**

6.3 No comments

**LBTH Arboricultural Officer**

6.4 No objection in principle, however an arboricultural survey in respect of the proposed cables and wind sway, the relative height and width clearance in Millwall and Island Gardens.

*(Officer comment: The applicants have confirmed that the cable will clear the trees significantly, and there will be no conflict. The tree canopies do not exceed 30 metres in height, and the cable will be over 50 metres from high tide level (at its lowest point). Arboricultural survey therefore not required.)*

**LBTH CLC**

6.5 Any issues specific to park reinstatement, insurance, security, health and safety, site management and remedial landscaping will be taken care of via the licence agreement negotiations that the applicant will need to undertake with the Council as land owner in order to access the site.

**English Heritage**

6.6 No objections.

**Greater London Authority – Mayor of London**

6.7 The Stage 1 report advises that the proposal does not raise any strategic planning issues. The impact on the LVMF panorama and setting of the World Heritage Site will be minimal and is only for a temporary period. The GLA have advised that due to the nature of the proposal, no further consultation is required on the application (Stage 2) and the Local Authority should proceed to determine the application.

**LBTH Highways and Strategic Transport**

6.8 No objection.

**London City Airport**

6.9 No objection, subject to an informative

**NATS**

6.10 No objections.

**Ministry of Defence**

6.11 No objections.

**Port of London Authority (PLA)**

6.12 No in principle objections subject to an agreement between the applicant and the PLA regarding the impact on two-way radio systems.

*(Officer Comment: The PLA and the applicants have now entered into an agreement and the PLA have no objection to the proposed works.)*

### **Royal Borough of Greenwich**

6.13 No comments received.

6.14 A full copy of all comments received will be available to view by Members prior to the committee meeting.

## **7. LOCAL REPRESENTATION**

7.1 A total of 558 neighbouring properties within the area shown on the map appended to this report were notified about the application and invited to comment. The application has also been publicised in East End Life and on site. The number of representations received from neighbours and local groups in response to notification and publicity of the application were as follows:

No of individual responses:	7	Objecting:	7	Supporting:	0	Observation:	1
No of petitions received:	0						

7.2 The following issues were raised in representations that objected to the proposal and are material to the determination of the application. These are addressed in the next section of this report:

- Out of character with the surrounding area and Conservation Area;  
*(Officer comment: Whilst such a structure would not be considered acceptable on a permanent basis, given the use is temporary for the Olympics, the proposal is considered acceptable in this instance)*
- Loss of privacy – potential for the camera to look into private residences;  
*(Officer comment: The applicant has confirmed that the camera will be used for recording images of Greenwich Park and wider London panoramic only. It will not be used for security purposes, nor for looking into private premises)*
- Safety – possibility of the structure falling over;  
*(Officer comment: The applications documents include a draft method statement for the erection of the mast. This statement clarifies that the proposed structure will include a ballast and guy lines with ground anchors to ensure the structure is stable. Prior to works commencing, the application will be required to submit an application to the Council's Building Control section to ensure the structural integrity of the mast)*
- Impact upon air traffic;  
*(Officer comment: NATS and London City Airport have reviewed the proposal, and no objection is raised to the proposal)*
- Impact on highway network/access during construction;  
*(Officer comment: The Councils Strategic Transport section reviewed the planning application, and raised no objection regarding impacts on the highway network during construction)*
- Damage to the park;

*(Officer comment: A condition of the application being approved would be the making good of any affected areas of the park. A reinstatement proposal has been submitted by the applicant, which details their methodology to ensure re-seeding of the grass and ongoing maintenance to ensure the growth of grass. This proposal requires the submission of site surveys, which can be secured by condition as set out in paragraph 3.2 of this report)*

- Other methods of filming (such as blimp);

*(Officer comment: Each planning application is considered on its own merits. As the tower and cable are temporary, they are considered acceptable in this instance)*

- Concern regarding navigation of the Thames (HMS Ocean for helicopter operations);

*(Officer comment: The Ministry of Defence and Port of London Authority have considered the application and do not raise objections)*

- Loss of use of the park, including football pitches;

*(Officer comment: Given this application is for a temporary period, and the site will be returned to its former state, the loss of use of some of the part during this period is considered acceptable in this instance)*

- Lack of consultation with Millwall Park and Island Gardens User Group;

*(Officer comment: The applicant did not consult this group directly. Nevertheless, the Council carried out consultation in the form of site notices, letters and advertisement in East End Life. 7 responses from the public have been received, indicating that the consultation exercise was effective)*

- Security.

*(Officer comment: The applicant confirmed that there will be 24 hour security patrols onsite)*

7.3 A full copy of all comments received will be available to view by Members prior to the committee meeting.

## **8. MATERIAL PLANNING CONSIDERATIONS**

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

1. Land Use
2. Design
3. Amenity
4. Transport

### **Land Use**

8.2 The existing site comprises a park, which is designated as Metropolitan Open Land. Policy 7.17 of the London Plan (2011) seeks to protect Metropolitan Open Land. Policy SP04 of the Core Strategy (2010) seeks to protect and safeguard all existing open space such that there is no net loss.

8.3 The scheme does not propose a permanent change in land use of the site, but a temporary structure for filming purposes during the Olympic Games for July and August of 2012. The mast will facilitate filming of the Equestrian events in Greenwich Park, as well as wider shots of London.

8.4 Policy 2.4 of London Plan 2011 requires the borough to encourage the promotion of the Olympic Park and venues as an international visitor destination. Strategic Objective SO2 of the Core Strategy 2010 seeks to ensure that Tower Hamlets supports the activities and sporting events and opportunities associated with the London Olympic Games. The

provision of this temporary mast seeks to promote and support the sporting activities during the duration of the Olympic and Paralympics Games.

- 8.5 As the proposal will not result in the permanent loss of Metropolitan Open Land, and the site will be restored to its former condition, in this case it is considered acceptable in land use terms.

### **Design**

- 8.6 Chapter 7 of the London Plan places an emphasis on robust design in new development. Policy 7.4 specifically seeks high quality urban design having regard to the pattern and grain of the existing spaces and streets. Policy 7.6 seeks highest architectural quality, enhanced public realm, materials that compliment the local character, quality adaptable space, optimising the potential of the site.
- 8.7 Saved UDP policies DEV1, DEV2 and DEV3 seek to ensure that all new developments are sensitive to the character of their surroundings in terms of design, bulk, scale and use of materials. Core Strategy Policy SP10 and Policy DM23 and DM24 of the Managing Development DPD (Submission Version 2012) seek to ensure that buildings and neighbourhoods promote good design principles to create buildings, spaces and places that are high-quality, sustainable, accessible, attractive, durable and well-integrated with their surrounds.
- 8.8 **As** the proposal is temporary, no permanent adverse impacts are envisaged to the Island Gardens Conservation Area, nor to the General Wolfe statue or World Heritage site within the Royal Borough of Greenwich.
- 8.9 Policy 7.11 of the London Plan sets out considerations with the London View Management Framework. Assessment points 5.1 and 5.2 of this framework are from Greenwich Park looking towards the Docklands and towards St Pauls. The proposed mast is located within these viewpoints. Given the slender form of the mast, it is not considered that it will have a detrimental impact upon this viewpoint.

### Heritage

- 8.10 Policy 7.8 of the London Plan (2011) considered alongside Policies SP10 of the Council's Core Strategy (2010) and DM27 of the Managing Development DPD (Submission Version 2012) seek to protect and enhance heritage assets and ensure development affecting heritage assets and their setting will conserve their significance, by being sympathetic to their form, scale, materials and architectural detail.
- 8.11 Policy DM26 (Part 2e) of the Managing Development DPD (Submission Version 2012) also seeks to ensure that tall buildings do not adversely impact on heritage assets, including their setting and backdrops.
- 8.12 The site of the mast does not lie within a Conservation Area. However the cable which runs between the proposed mast and that within Greenwich Park, extends over the Island Gardens Conservation Area. English Heritage and the Councils Design and Conservation officer have considered the proposal, and raised no objection on the grounds of historic importance.
- 8.13 Whilst the design, scale and treatment of the mast would not normally be suitable in the Island Gardens Conservation Area, due to the temporary nature of the proposal, on balance the development is considered to be acceptable

### Design Conclusions



- 8.14 In terms of height and massing, the proposed development is considered acceptable on the basis that it is temporary, for the period of the 2012 Olympics only. A condition will be attached if planning permission is granted to ensure that the park is made good after the structure is removed.

## **Amenity**

### Temporary Loss of Open Space

- 8.15 The proposed structure will be on site for the duration of the 2012 Olympics.
- 8.16 During this time it will have a detrimental impact upon the enjoyment of the Millwall Park, due to its location.
- 8.17 However, the structure is temporary and will take up just 5% of the area of the park, allowing for filming of the equestrian events during the Olympics, as well wider panoramic shots of the Borough and London as a whole. Accordingly, on balance the proposal is considered to be acceptable given the short-term consent period and benefits to London as a tourist destination. It will also showcase views of the Isle of Dogs towards the Olympic Park.

### Noise Impacts

- 8.18 Saved policy DEV2 of the UDP (1998), policy DM25 of the Managing Development DPD (Submission Version 2012) and policy DEV1 of the Interim Planning Guidance (2007) seek to preserve residents' amenity in particular and the surrounding area in general.
- 8.19 It is anticipated that the operation of the camera itself will produce minimal noise, being a camera running along a cable.
- 8.20 With regards to the objections received on the grounds of impacts during demolition and construction, the typical hours of work would be 08:00 – 18:00 weekdays; 08:00 – 13:00 Saturdays; and no working on Sundays or Bank Holidays.

### Daylight and Sunlight

- 8.21 Policy DEV2 of the UDP seeks to ensure that adjoining buildings are not adversely affected by a material deterioration of their daylighting and sunlighting conditions. Supporting paragraph 4.8 states that policy DEV2 is concerned with the impact of development on the amenity of residents and the environment. This is further carried through to policy DM25 of the Managing Development DPD (Submission Version 2012).
- 8.22 The structure is narrow and latticed in design, and therefore would not result in an unduly detrimental impact upon the enjoyment of daylight and sunlight for residential occupants, or Millwall Park.

### Conclusion

- 8.23 On balance, it is considered that as the proposal is temporary in nature, it will not result in an unduly detrimental loss of amenity for residents or visitors to the Borough.

## **Transport**

- 8.24 Saved UDP policies T16, T18, T19 and T21, Core Strategy Policy SP08 & SP09 and Policy DM20 of the Managing Development DPD (Submission Version 2012) together seek to

deliver accessible, efficient and sustainable transport network, ensuring new development has no adverse impact on the safety and road network capacity, requires the assessment of traffic generation impacts and also seeks to prioritise and encourage improvements to the pedestrian environment.

- 8.25 The proposal does not lie within the public highway, nor will it have an impact upon the local highway network.
- 8.26 The Council's Highways section have requested that a condition be attached to ensure there will be no unloading on the public highway during construction, as well as an informative advising the applicant that an over-sailing license will be necessary for the cable.
- 8.27 As the proposal will not have a detrimental impact upon the local highway network, it is considered that the scheme is acceptable in highway terms.

### **Other Planning Issues**

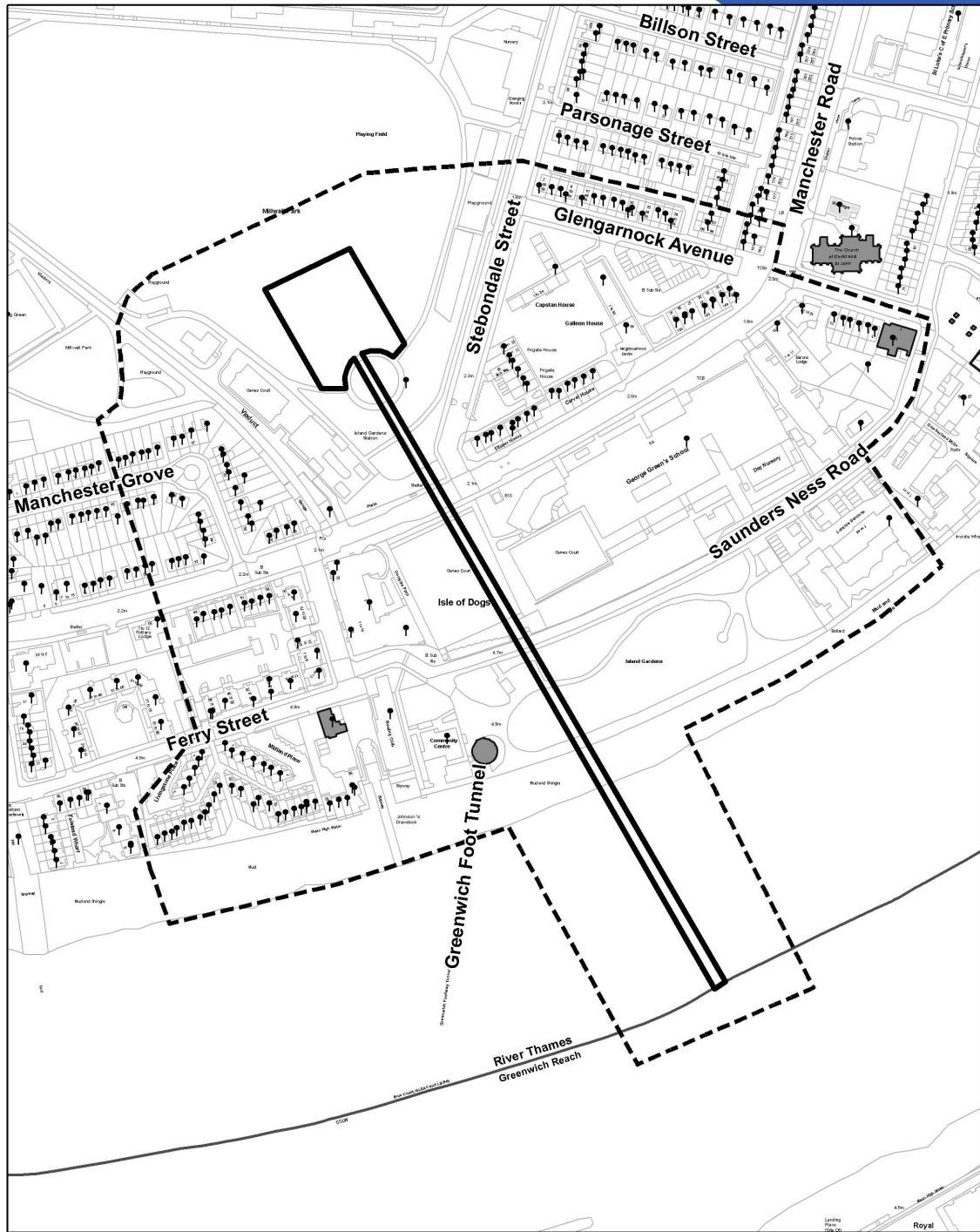
#### Flood Risk

- 8.28 The application site lies within Flood Risk Zone 2. The application is temporary and does not comprise a vulnerable type of development. Accordingly, the application does not raise flood risk issues.

### **Conclusions**

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

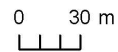
# Planning Application Site Map



-  Planning Application Site Boundary
-  Consultation Area

-  Locally Listed Buildings
-  Statutory Listed Buildings

 Land Parcel Address



1:3,000

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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