

Meeting of the

STRATEGIC DEVELOPMENT COMMITTEE

Thursday, 19 February 2009 at 7.30 p.m.

SUPPLEMENTAL AGENDA

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Agenda Item 8.1

Committee: Strategic Development	Date: 19 th February 2009	Classification:Agenda ItemUnrestrictedNo:8.1	
Report of: Corporate Director of Development and Renewal Project Officer:		Title: Up-date report: The Bishop's Square s106 Planning Obligations Programme	
David Williams, Develop	ment Manager	Ref No: Ward(s): Spitalfields and Banglatown; Weavers	

1. <u>SUMMARY</u>

- 1.1 The Bishops Square Development, which was completed in 2005, generated an £8,580,377 section 106 financial contribution to be spent in accordance with the legal obligations detailed in the section 106 Agreement.
- 1.2 On the 10th May 2007 Strategic Development Committee agreed a full allocation of this programme and a Deed of Variation to be made to the original s106 agreement to extend the initial boundary. This was successfully completed and many of the projects identified have now progressed. However, 18 months on there are some amendments that need to be made to the programme to more accurately reflect new delivery realities and emerging priorities.
- 1.3 This report provides:
 - A programme up-date;
 - Sets out the processes the Council Officers have used to reach the recommendations made in this Report;
 - The Council Officer Planning Contributions Overview Panel (PCOP) recommended list of Projects incorporating amendments;
 - A plan showing project location(s).

2. <u>RECOMMENDATIONS</u>

- 2.1 That the Committee resolve to **approve** the **attached amended project list** at Appendix 1;
- 2.2 That the Corporate Director of Development and Renewal is authorised to further amend project allocations over the course of delivery if expedient to the overall scheme outputs and if necessary identify new projects, in discussion with the Chair of the Committee and the Leader of the Council, in the event that the revised programme cannot be delivered but subject always to the terms of the s106 agreement.

3. BACKGROUND

- 3.1 An Application for planning permission was made on 5th March 2002 and amended on 10th July 2002 for the development of the Bishops Square Development over land between Brushfield Street, Elder Gardens and Bishopsgate including the site of the 1928 extension to the former Spitalfields Market, London, E1. The mixed-use development comprises primarily of office and retail uses and is referenced by the Council as PA/02/00299.
- 3.2 On 9th October 2002, the application for Planning Permission was granted for the development of the Bishops Square, subject to the making of a section 106 Agreement and various conditions. The section 106 Agreement for this development was later signed on 19th November 2002, detailing various planning obligations, including a financial contribution from Spitalfields Developments Limited (the Developers) towards 'Local Community Improvements' totalling £8,580,337.00. The Developer is also obliged to pay an initial sum of £350,000 towards Environmental Improvements in Brushfield Street and other highways adjoining the development site, subject to preconditions specified in the legal agreement.
- 3.3 In accordance with clause 9 of the section 106 Agreement dated 19th November 2002, the 'Local Community Improvements' financial contribution is to go towards:

'the promotion of projects for the economic and social benefit of the local community in accordance with:

- (a) the relevant provisions of the development plan applicable in the London Borough of Tower Hamlets at the relevant time; and
- (b) any relevant planning policy guidance circular or advice issued by the Government.

And such projects may include training and employment initiatives and community improvement schemes to ensure that the community does not suffer loss as a result of the implementation of the Bishops Square Planning Permission and environmental improvement in the immediate locality of the Site and the adjoining conservation areas namely the Elder Street Conservation Area the Fournier Street Conservation Area the Artillery Passage Conservation Area and the Middlesex Conservation Area.'

(See Appendix 2 which shows the original Bishops Square section 106 boundary area as identified through the section 106 Agreement and the new boundary after a Deed of Variation).

3.4 As specific, detailed impacts were not identified in the s106 beyond some general guidance (as above in 3.3) it was necessary to structure the approach to project identification. Therefore, Officers worked, as is appropriate, through the Officers Planning Contributions Overview Panel (PCOP) chaired by the Corporate Director of Development and Renewal. The PCOP Bishops Square sub-group was established to enable a more focussed discussion to take place with all represented service areas, including the full involvement of the Local Area Partnership (LAP) Area Director.

- 3.5 It was also recognised that to be consistent with the terms of clause 9 in the s106 agreement, the Bishops Square Sub-group needed to use the following criteria to consider projects:
 - Projects must meet with the relevant requirements of existing planning policy including the 1998 UDP DEV4 Policy Criteria and the LDF Core Strategy and Development Control Submission Document (Nov 06) prominent policies include IM1 Implementation, CP30 Improving the quality and quantity of open space, CP42 Streets for People, CP47 Community Safety, CON2 Conservation Areas, City Fringe Area Action Plan Submission document (2006) and the Consultation Draft Interim Planning Obligations Guidance (April 2005).
 - Meets the terms of the section 106 Agreement;
 - Contributes to the achievement of priorities as set out in the Strategic Plan and other publicly consulted service strategies as relevant at the time;
- 3.6 The Bishops Square sub-group determined that the vision laid out in the City Fringe Area Action Plan Submission Document (Nov 06) now Interim Planning Guidance for the area (detailed at Appendix 3) would be most appropriate to provide an overall planning theme as this directly related back to the requirements of the section 106 clause. To identify projects the Subgroup undertook to consult internally all sections relevant to their service area, using the Community Plan and agreed policy and strategies as the guide. Project proposals were then discussed in sub-group meetings.
- 3.7 The Sub-group met finally on the 29th March 2007 to finalise the list of projects, as listed in Appendix 1, column 'Original Allocation'.
- 3.8 On the 10th May 2007 the Strategic Development Committee agreed the Project list at Appendix 1 identified in the column 'Original Allocation'. It also agreed that Officers should negotiate the required Deed of Variation to extend the Boundary (completed and signed by all parties in Feb 2008). The Committee also agreed that the Corporate Director of Development and Renewal would be authorised to further amend project allocations and/or identify new projects, in relation to issues including the following:
 - the re-allocation of any outstanding funds or resources not able to spent if the intended s106 variation cannot be agreed;
 - additional boundary changes to secure the Deed of Variation negotiations;
 - any re-allocation if projects cannot ultimately go-ahead;
 - allocation of any additionally accumulated interest;

4. PROGRAMME REVIEW – 18 MONTH PERIOD (May 2007 – Jan 2009)

- 4.1 Since May 2007 Officers have progressed this programme. This includes:
 - Completion in February 2008 of the Legal Deed of Variation to the original s106 agreement which secured an extended boundary and enabled the full programme to progress (without it only some projects could progress);
 - Completion of detailed Project Initiation Documents for all projects and sign-off through a defined PCOP procedure;
 - Adoption of projects onto the Council's 08-09 Capital programme;
 - PCOP Bishops Square Sub-Group Monitoring Meetings;
 - Formal Programme Launch (May 2008);
 - Work advancing on project branding;

- 4.2 The programme is progressing well and around £1 million will be spent on projects in the original allocation by the end of 08-09 including street scene improvements across the area, installation of CCTV, improvements to Thomas Buxton schools, lift installation at Bethnal Green Centre, upgrading the Toynbee Street market and project development of the building frontage/shopfront project, the Cultural Trail and open space initiatives.
- 4.3 In 2009-2010 it is projected that around £1.5 million £2 million will be spent on a range of projects already approved including: further streetscene, employment and training, building frontage and business improvements, market improvements at Brick Lane and open space projects. In addition, it is anticipated that there could be an additional £1 million spent, if approved, on projects seeking endorsement in this report including Chicksand Ghat and other open space improvements and the Cultural Trail.

Programme Amendments: Proposed Changes to Project Details

- 4.4 As time has moved on, inevitably, some of the original projects, identified a number of years ago, are no longer the highest priority/most appropriate responses. Therefore, the attached Appendix 1 identifies recommended amendments to the programme. These have arisen as a result of one or more of the following reasons:
 - Alternative sources of potential funding have been identified which may enable the project to be delivered in the future;
 - Further, more detailed work on the project has led to a review of ambition, scope and remit;
 - Recognition of changing macro economic conditions;
 - Emergence of projects that have a higher priority;
- 4.5 Whilst ensuring that the programme continues to meet the requirement to promote projects for the economic and social benefit of the local community, it will be re-focused with some projects being deferred to seek funding in the future and other projects expanded or introduced so they better meet new and emerging priorities. The proposed changes are:
 - (i) Expanded Cultural Trail: Proposed S106 funding at £1,850,000
 - Changing Remit
 - The Cultural Trail is an established element of the overall package of economic and social benefits which meet the requirements of clause 9 of the section 106 agreement as set out above. This project is proposed to revise and expand the content and pursue a less artistic and more physical, social and economically focussed approach to the Cultural Trail to help define "Banglatown" in the same way that "Chinatown" is defined in the West End. The aim is to build on strong social and economic identity of the local area with the Bangladeshi community and the broader community.
 - The project is a positive recognition that within this area there is a long held tradition of embracing migrant settlement. Over the years new communities from Huguenot Weavers, Jewish settlers and more recently Bangladeshis have all settled in this area. This is significant for the evolution and changing character of the Borough and the East End as a whole as each new community has made its mark in the area, culturally and physically. In seeking to utilise this as an asset it is

proposed to expand the existing proposed Cultural Trail. In detailing this, the Trail can also highlight the historic contribution made by other migrant settlers. For example, the rich history of the current Grade 11* listed Brick Lane Mosque which has always been used as a centre for the new communities.

- Proposed Elements to be funded by s106
 - Banglatown Arches: The provision of at least two new arch structures (with the existing one removed) to provide landmark entries to the main Brick Lane area. These would reflect an identifiable Bengali cultural design possibly referencing design language commonly used in structures in Bangladesh, through shapes/colour. Exact locations to be determined but they will frame the main Banglatown area which is seen as the High Street for the local community;
 - Street Furniture: A suite of street furniture design branded with the same cultural reminders/themes that pick up on appropriate Bengali cultural design prompts (in a similar way as they do in Chinatown) but for Banglatown; this will include signposting to and within the area.
 - Landmark: A new iconic cultural landmark/symbol (a Minaret-like structure) to act as a cultural symbol and physical way-mark and punctuation point for the area, highlighting the icon of cultural/social dynamism within the area which was once a chapel, synagogue and now a Mosque. It will consolidate the areas identity and mark Banglatown locally and beyond the Borough boundary.
 - The Cultural Trail is all of these three ingredients together. It is considered it will only really become a trail if it's fully branded, marked and signed along/through Banglatown. No one element works on its own all three are the physical identity, effectively they come as a whole design i.e. the arches, the street identity and the new cultural icon/landmark structure. This innovative and exciting proposal will clearly, for the first time, physically mark Banglatown as a destination both re-enforcing local identity and sending a clear signal externally beyond the boundaries of Tower Hamlets that this is a place with a unique offer, a place to visit, enjoy and spend money in.
- Benefits
 - Research has shown that a branded cultural trail/experience has benefited Chinatown in Westminster and there is no reason to doubt that it would work for Banglatown. With the three main ingredients in place it could reasonably be anticipated this would increase the capture of new visitor based business (especially Cultural visitors) as well as wider tourist business. In addition, it would cement the area as a local attraction from the City business community and local people wishing to visit a high quality, unique environment.
 - The new Cultural icon/landmark structure is a stand alone (Minaret type) and is an innovative key element to be used to promote a sense of pride in the surroundings. The other elements are a public realm design intervention (arches, gates and street furniture such as benches, bins, phone boxes etc). It would however be the "landmark" element of the project which is intended to signal the location of Banglatown to the wider area. Unlike in Chinatown, the visitor economy is not fully established. Banglatown has millions of potential visitors nearby (Tower of London, City) but the area is not currently visible. With this structure it is hoped to attract some of these potential

visitors to the area to derive economic benefits for the community as part of the drive to help our small and medium sized businesses and increase employment opportunities. There is an existing structure that has planning permission and it is proposed to fund the building of this as part of the design of the Cultural Trail. Details of the consented minaret like structure, the thorough scheme analysis, the consideration of the relevant planning policy framework and the consultation undertaken and responses are set out in the 2004 Committee report attached at Appendix 4.

- It is anticipated that the Cultural Trail could act as a significant prompt for additional investment into the area, encouraging both local private investment into businesses and other opportunities but in addition external investment into renovation of property, generation of new businesses and new residential developments. While this can overtime have some negative effects locally (price rises/gentrification) much of that has already occurred around the area. Although it is not easy to project the impact it is considered that there will be significant economic and social benefits accruing to the local area from the Cultural Trail together with all the other economic, social and environmental investment that will be put into the area from this programme.
- With an established identity, defined physically, it may also be easier to attract additional sources of public investment. For example, support from English Heritage for heritage assets in the area. This is likely to be further enhanced if s106 investment, as is proposed as part of this wider programme, is also used to support other heritage assets in the area, demonstrating a local authority commitment to the area. The economic benefits of the Cultural Trail are further enhanced if work on the employment and training (see project below) is also undertaken at the same time, which is the proposal, to build the capacity of the businesses in the area to enable them to pick up on these potential advantages, support employment of local people etc.
- The area is home to the U.K's largest Bengali community it is the natural home for a Banglatown experience. It is a way to support the local community which feeds into this area and provides employees, businesses and trade. As illustrated above the local economy has a strong connection with small and medium sized businesses and demand for more small business space, especially affordable space is very much present. (Aldgate Property Study 2007). Supporting and developing this attraction is important for the future of the area and this community.
- A physical up-grade, using Culturally recognisable designs in high quality materials could be another real spur for the area to be continuously cared for by the local business and resident community. In effect the quality of the environment becomes a core ingredient of the experience and to ensure it continues to attract people and deliver the economic benefits anticipated it will need to be cared for and respected. This could over-time reduce the management/maintenance bill of the local authority and also offers an opportunity to introduce more "business/owner" led management approaches such as Business Improvement Districts. Without the physical boundary and identity it is considered it will be harder to engage and define this sort of proactive future intervention.

(ii) Enterprise and Business Support: Proposed s106 funding at £700,000

- Changing Remit
 - This project was to offer more business support to the area with the potential of using 131 Commercial Road. However, the development of East London Business Place (ELBP) overtook the proposal and the business support is now being delivered through this vehicle. The programme works on a hub and spoke basis with LDA funding pump primed the hub element.
- Proposed New Elements to be funded by s106
 - This project see's a reduction in contribution from Bishops Square but more clarity in detail on what it can now be focused on.
 - Specifically, it is proposed to spend the Bishops Square resources on part of the spoke element of the East London Business Place programme, offering one to one support for SME's in the area, including one to one business mentoring, seminars and training sessions to help businesses upskill and registration on the ELBP database in order to be put forward for contracts arising from major developments, in the borough but also across the 10 London Thames Gateway boroughs. This element offers dedicated resources for the area.
 - In addition to the support of ELBP the proposal offers a loan fund through East London Small Business Centre, which includes a Muslim loan fund. In the current financial climate many SME's are finding it difficult to access loans from banks to help with cashflow. This loan fund, albeit small, will help to sustain businesses through the economic downturn
- Benefits
 - Monitoring from ELBP shows that already £104,500 worth of contracts has been secured by SME's in the West of the Borough and £5.3m across the borough. The investment identified here will ensure that the investment already made by the LDA can be continued and tailored to support SME's in the area. This is particularly important in light of the current downturn in the economy.
 - There is background evidence to show that access to specific local loan funds is vital to support local SME's as well as ensuring that new start up businesses have the opportunity to become established.
- (iii) <u>Streetscene Improvements</u>: <u>Proposed s106 funding at £2,450,000</u>
- Changing Remit
 - This proposal is to expand the streetscene funding by £250,000. This is largely due to thorough surveys being carried out across the expanded area (finalised Feb 2008). These reveal that the original sum needed additional resources to enable it to more comprehensively deliver priorities.

- Proposed New Elements to be funded by s106
 - This proposal is more about meeting greater demands across the area, focussed on improvements to the quality of the physical environment and its economic benefits as well as the social impacts such as improved safety and security for residents and visitors. This programme may also include an electronic messaging service.
- Benefits
 - The environmental condition of the whole area is recognised as an important determining factor in the economic attractiveness of the main business areas and the routes to and from them. These additional resources will further the ability of meeting that objective.

(iv) Open Spaces: Proposed s106 funding at £1,250,000

- Changing Remit
 - It is proposed to re-align two of the original open space projects with other potential funding opportunities that have arisen since the original decisions were taken in 2007. A new project will be introduced although the overall project amount is reduced.
 - The two projects proposed to be re-focused on other opportunities are Allen Gardens and Mallon Gardens. These will now be discussed in relation to emerging masterplans near the sites;
- Proposed New Elements to be funded by s106
 - It is proposed to allocate £600,000 of the resources released to an environmental improvement scheme at an area known as Chicksand Ghat and similar estate improvements.
- Benefits
 - Chicksand Ghat is close to the main business area, the improvements here and would greatly enhance connections to and from the business area for the local community and visitors alike;
 - A re-focus that addressed a significant environmental up-grade was considered more appropriate for the Bishops Square money, it would add value to the improvements focussed throughout the main business area;
 - There are also considered to be limited future opportunities to secure resources to upgrade the new areas such as Chicksand Ghat however it is thought more likely that the projects replaced will, over-time, be funded through other resources;
 - There are other small areas in the vicinity of Chicksand Ghat that may also benefit from a similar improvement programme.

Implications: Process, Monitoring and Evaluation

4.6 The new projects and amendments identified in Appendix 1 have been approved for recommendation to the Strategic Development Committee by

the Officer Planning Contributions Overview Panel (PCOP), chaired by the Interim Director of Development and Renewal.

4.7 The programme will be closely monitored. Monitoring will take place through Development and Renewal's Programme Management Framework. This process will be scrutinised through the PCOP Bishop's Square Sub-Group (Project Board) which will meet quarterly. All monitoring and evaluation activity will be reported to PCOP. All processes will follow Corporate standard procedure. Each individual project will have its own detailed project management/team arrangements.

Next Steps

- 4.8 Once projects are approved, the process for rolling out the projects will be as follows:
 - Projects that have been approved will then need the Project Initiation Documents (PIDs) which detail the project, its timing/funding and contacts, finalised;
 - A Capital Estimate for that project then needs to be adopted
 - Projects can commence to either delivery or detailed design and procurement stage as appropriate;
 - Design consultation. For example, Consultation on the design elements of the Cultural Trail.

5. <u>COMMENTS OF THE CHIEF FINANCIAL OFFICER</u>

- 5.1 In accordance with the terms of the Bishops Square Development Section 106 agreement, the Strategic Development Committee of 10 May 2007 approved the allocation of £8,655,000 towards various projects within the agreed area boundaries. This sum represented the full section 106 contribution of £8,580,377 that was received in July 2005 plus interest of £74,623.
- 5.2 This report updates Members of the progress to date and seeks a realignment of resources in line with amendments to the projects that are proposed by the Council Officer Planning Contributions Overview Panel. The existing and proposed revised allocations are detailed in Appendix 1.
- 5.3 The total resource allocation of £8,655,000 is unchanged. All expenditure on the proposed projects will be met from within the funds which are being held within a separate account, earmarked to meet the requirements of the signed Section 106 agreement.
- 5.4 The original Bishops Square project allocation included proposed capital expenditure of approximately £6.6 million. Capital estimates for these elements were formally adopted by Cabinet on 5 March 2008 ('2007/08 Capital Programme: Capital Monitoring Report as at 31 December 2007 / Bishop's Square section 106 agreement adoption of capital estimate'). If the recommendations in this report are agreed, further Cabinet ratification of the Capital elements will be necessary before any expenditure can be incurred.

6. <u>LEGAL COMMENTS</u>

6.1 All of the projects listed in Appendix 1 as revised proposals are considered to fall within the parameters for economic, social and environmental benefit for the community as set out in s9 of the S106 Agreement. The Council has carried out a community cohesion assessment to consider the impact of the cultural trail and this has recommended that as part of the development of the design of the cultural trail it will be necessary to consult with key borough-wide groups together with other historical, heritage and faith groups.

7. <u>CONCLUSIONS</u>

7.1 The list of up-dated projects that are recommended by Officers (is shown in Appendix 1) have been identified and agreed through the PCOP Bishops Square sub-group and have been signed off by PCOP.

Final V4/Feb.DW. Major Projects Devel

Appendix 1: Recommended Amended Projects Agreed by Bishops Square Sub-Group and the Planning Contribution Overview Panel (PCOP): 19th November 2008 and 4th December 2008.

Reason for Amendment	REASON : The Cultural Trail is increasingly seen as a significant project in this area. Its main drive is to attract, stimulate and retain economic and social benefits for the local community. As economic conditions change this is seen as a positive addition which recognises and builds on the existing identity of this part of Spitalfields area. The proposed Cultural Trail now has three main elements:	 The replacement of the Banglatown Arch, with arches which frame the Trail; 	 It is proposed to provide accompanying "identity" street furniture including seating, lighting and other elements. Many of these items were originally in Street scene project but will now come under this
Proposed Allocation February 2009 – less money already spent at allocation	NEW SUM: £1,850,000		
Recommended Amendment	CHANGE: To further develop and define this initiative the amount allocated is proposed to increase by £850,000.		
Allocation May 2007	£1,000,000		
Original Project Description	ORIGINAL: Banglatown Art / Culture Trail - Public art trail linking key cultural destinations in the area. Route/projects to be defined. Directorate Responsibility: Communities, Localities and Culture		
Project	~		

heading; - A New, visible, Cultural symbol/structure is proposed as an ingredient of the trail;	REASON: Since the original allocation was made the Working Neighbourhood Fund has been introduced. This means that some of the outreach work from Skillsmatch can be met through the element of WNF allocated to the City Strategy initiative. In addition the loan fund has been introduced to deal with the downturn in the economy and the effect on SME's Consequently, to maximise the potential of the resources available, some money has been realigned to support other projects under this initiative.	REASON : This project has already started and is expected to complete 09-10.
	NEW SUM: £700,000	RE-CONFIRM ORIGINAL AMOUNT AVAILABLE: £300,000
	CHANGE: Enterprise and Business Support. This funding is to be reduced and refocused. It will be spent on: (i) £450,000. This funding will support dedicated staff based in East London Business Place to work on Business Support offering support to SME's with mentoring, training and opportunities to secure contracts from major developments. (ii) £250,000 to West of Borough and Muslim Loan Funds. Through East London Small Business Centre to provide loans to SME's in the area during the economic downturn.	NO CHANGE.
	£1,300,000	£300,000
	ORIGINAL: Development of a Beacon of Business Excellence Centre – Based at 131 Commercial Street. This funding is for staffing to support training and development activity. To include a Local Business Liaison Office, Business Mentoring, Job Brokerage and Sector Specialist (small businesses). Linking businesses in area into main stream opportunities.	ORIGINAL: Improvements to Thomas Buxton Junior and Infants School – The funding is to enhance external recreational facilities at the schools. Directorate Responsibility: Children's Services
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4	ORIGINAL: Installation of platform lift at the Children's Centre at Bethnal Green Training Centre. The lift will enable all to access the family health and support facilities on the mezzanine floor area of the centre. Directorate Responsibility: Children's Services	£30,000	NO CHANGE.	RE-CONFIRM ORIGINAL AMOUNT AVAILABLE: £30,000	REASON: This project will shortly be completed.
2	ORIGINAL: Street scene Improvements, including CCTV project, focused on but not exclusive to the Conservation Areas. These improvements will include a general uplift to the public realm in the area with improved paving and accessibility, better street lighting and increased security through the CCTV project. Directorate Responsibility:	£2,200,000	 CHANGE: Programme now defined and expanded. Same focus but more resources were needed to deliver previous priorities which include: conservation area enhancements; cortV and wider street improvements including Brick Lane; Brick Lane Refuse Project; Pedestrian safety improvements in the area 	E2 ,450,000	REASON : The main objective for this project is to up-grade the business environment, including where required the conservation areas across the area. This also includes improving the street scene of the surrounding areas to enable local residents and visitors to get to the shopping/leisure opportunities safely. Having completed more detailed site visits it was clear that more money was required to deliver a substantial up-grade.
٠	ORIGINAL: Open Spaces a. Allen Gardens £700,000. Re-design of park layout. b. Arnold Circus £600,000. Various refurbishment works to heritage features, improved access and boundary treatments, better lighting. c. Mallon Gardens £400,000. Works to	£1,750,000	 CHANGE: The amendments are: Allen Gardens – Re-prioritised for other future funding opportunities including s106. 6a. Arnold Circus – Remains at £600,000 Mallon Gardens – Re-prioritised for other future funding 	NEW SUM : £1,250,000	REASON : Resources are to be re-prioritised for 2 projects as future opportunities to secure resources are considered to possibly exist to support two of the open space projects. <u>New Projects</u> The Chicksand ghat and the neighbouring estates are at the

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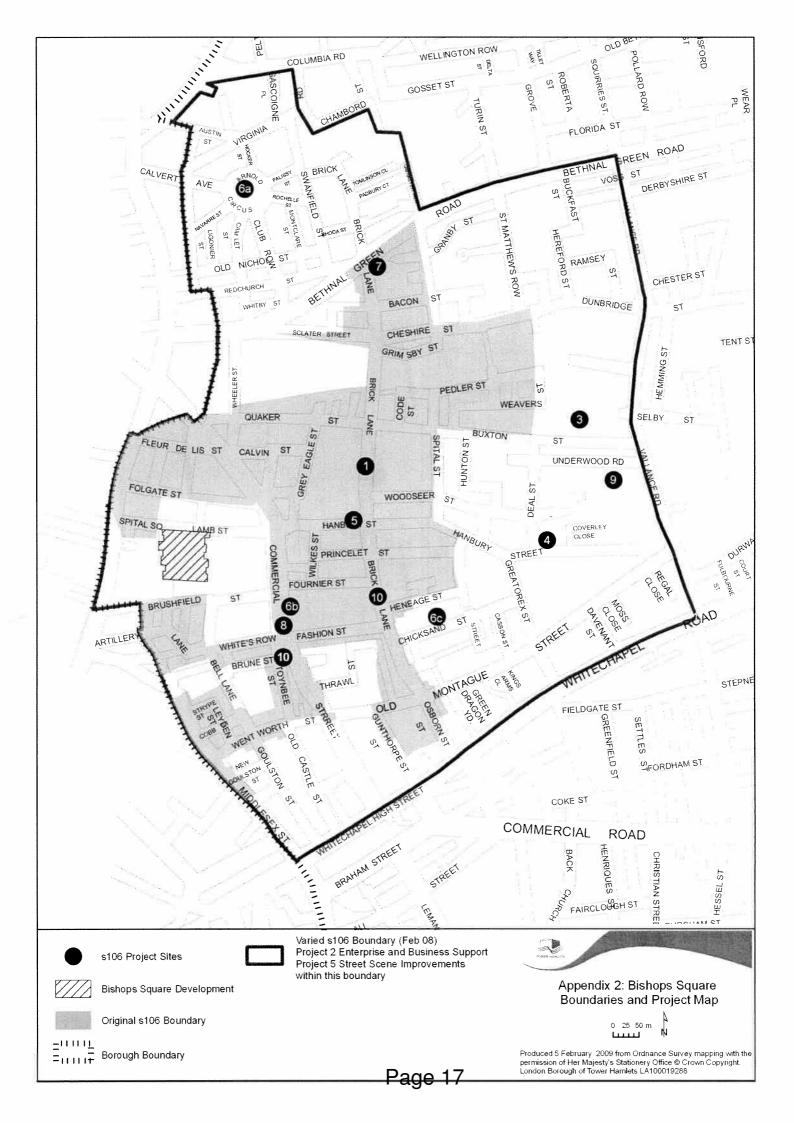
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space.	6b Christchurch Gardens –		the main business streets. They
u. cirrist cruter carders 200,000. Strain refurbishment project to improve usability of open space.	Remains at £50,000. New Open Space Projects:		environmental improvement and without it is considered they will
	6c Chicksand Ghat and other nearby estate playspaces: £600,000		continue to have a negative economic impact on the area. For example discourage people from visiting.
£500,000	NO CHANGE	RE-CONFIRM ORIGINAL	REASON: Work has now started on identifying appropriate
		SUM: £500,000	buildings, engaging pusiness owners and developing this project. This should be an
J			businesses, help attract new trade and contribute to up-grading the overall environment.
uth £300,000	NO CHANGE	RE-CONFIRM ORIGINAL SUM:	REASON: This project is anticipated to start in 09-10.
		£300,000	
£700,000	NO CHANGE	RE-CONFIRM ORIGINAL	REASON. This project is being worked up in detail and is
		£700,000	anticipated to start in US-10.
Directorate Responsibility: Communities, Localities and Culture ORIGINAL: Improvements to Building Frontages and/or Shop Fronts This could include projects in the conservation areas and particularly Brich lane and Fournier Street Conservation Area. Projects will be encouraged to embrace environmentally sustainable solutions within their design/materials et solutions within their design/materials et internal improvements. ORIGINAL: Christchurch Gardens Yo and Community Facility. External and internal improvements. Directorate Responsibility: Children's Services Directorate Responsibility: Children's Services Directorate Responsibility: Children's Services		Image: Non-state Image: Non-state Image: Non-state Image: Non-state Imag	Imarty estate playspaces: mearby estate playspaces: £600,000 NO CHANGE £600,000 NO CHANGE £700,000 NO CHANGE £700,000 NO CHANGE

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at loynbee Street. A contribution towards projects such as those to deliver distinctive market canopies, electric power to pitches and improved paving. Directorate Responsibility: Communities, Localities and Culture ORIGINAL: Programme Management Contingency Sum @5% of £8.5 million F4
ORIGINAL: Programme Management £425,000 NO CHANGE Contingency Sum @5% of £8.5 million F000 CHANGE Total CRIGINAL: CRIGINAL:
Directorate Responsionity: Communities, Localities and Culture ORIGINAL: Programme Management Contingency Sum @5% of £8.5 million Total

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Appendix 3: Interim Planning Guidance: City Fringe Area Action Plan (Submission document) 2006.

"In 2016, the City Fringe will be a dynamic, vital urban district made up of a well-connected network of distinct and diverse neighbourhoods, a variety of employment opportunities, and more usable and wellconnected open space. Building on the existing character, range of uses and diversity of the City Fringe, the future vision is for an area with:

- A vibrant character based on a mix of fine grain built environment and larger scale modern offices and homes celebrating the multicultural diversity of local communities;
- Strong small business sectors, building on existing clusters of creative and cultural sectors;
- Continuing expansion of global financial and business centre functions from the City to Tower Gateway, Aldgate, St Katharine Docks and Bishopsgate which contribute to the economic strength of London in the global economy;
- High quality, sustainable development which respects the historic and sensitive townscape of the area, while introducing distinctive world class architecture and public realm;
- A flourishing evening and night-time economy and tourism sector based on managed clusters of activity in the key accessible locations of Brick Lane, Whitechapel, Tobacco Dock and St Katherine Docks;
- Innovative and well-connected public realm and open spaces; and
- Integrated cultural facilities with the new Ideas Store, the expanded Whitechapel Gallery, The Rich Mix Centre, the Old Truman's Brewery and greater use of public spaces for cultural events.

The policies , actions and implementation tools set out in the City Fringe Area Action Plan seek to facilitate the physical, social and environmental transformation of the area to ensure the vision becomes a reality." This page is intentionally left blank

Appendix 4: PA04/00672. Mosque at Brick Lane, London E1

The attached report provides details of the proposal approved by Development Committee in 2004 for alterations to the Grade 11* listed Mosque and the erection of a minaret at the corner of Brick Lane and Fournier Street, London E1

Specifically, it highlights that in reaching a recommendation for approval for planning permission and for listed building consent Officers had considered in detail the scheme proposal, the planning policy framework and relevant Unitary Development Plan considerations and completed a through assessment of the relevant planning and conservation considerations.

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Committee: Development Committee	Date: 18 August 2004	Classification: Unrestricted	Report Number: DC021/045	Agenda Item Number: 6.2
Report of: Director of Deve Renewal	lopment and	Title: Town Planning Application and Listed Building Consent Application		
Case Officer: S	ilke Stolz	Location: Mosque at 59 Brick Lane, London E1 Ward: Bethnal Green North		

1. <u>SUMMARY</u>

1.1	Registration Details	Reference No:	PA/04/00672 (FPP) and PA/04/00673 (LBC)
1.2	Application Details	Date Received: Last Amended Date:	04/02/2004 04/02/2004
	Existing Use: Proposal: Applicant: Ownership: Historic Building: Conservation Area:	demolition plus exter The works include: a (on Brick Lane), pain hall, single-storey rea (plus basement) to th works, upgrading of signage. Erection of Lane and Fournier S The London Jamme M Applicant Grade II*	
	Drawing Numbers:		08, 09, 10, 11, 12, 102, 103/A, 104/B, 09/B, 120/A, 121/A, 122/B, 130/A,

2. **RECOMMENDATION:**

2.1 (PA/04/00672) That the Development Committee grant planning permission subject to the completion of a S106/278 legal agreement.

Legal Agreement

- To carry the costs of necessary works to the highway which are directly related to the proposed development.
- 2.2 (PA/04/00672) That the Development Committee **grant** planning permission subject to the conditions outlined below:-
- 1 The development hereby permitted shall be begun before the expiration of five years from the date of this permission.

BACKGROUND PAPERS USED IN THE DRAFTING OF THIS REPORT

Brief Description of background paper: Tick if copy supplied for register Application case file, plans, UDP, PPG's.

Name and telephone no. of holder Development Control 020 7364 5338



- 2 All new works and works of making good to the retained fabric whether internal or external shall be finished to match the original work with regard to the methods used and to material, colour, texture, and profile and in the case of brickwork, facebond and pointing unless a variation is agreed in writing by the local planning authority before that part of the work is put in hand.
- 3 Details and/or samples of the proposed pattern steel panels of the door and the minaret and details and/or samples of the proposed tensile fabric of the roof of the single-storey rear extension shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of development.
- 4 Details and/or samples of all new windows, including replacement windows, shall be submitted to and agreed in writing by the Local Planning Authority prior to the commencement of development.
- 5 There shall be no call to prayer or any other broadcasting.
- 6 The windows to the lobby of the annex above ground floor level shall be obscure glazed and non-openable.
- 7 Prior to the commencement of development, details of the proposed external spiral staircase shall be submitted to and agreed in writing by the Local Planning Authority.
- 8 The minaret shall be removed in its entirety within 28 days of the last use of the building as a mosque.
- 9 Details of the proposed illuminance of the minaret shall be submitted to and agreed in writing by the Local Planning Authority prior to the erection of the minaret.
- 10 Notwithstanding the submitted details, revised drawings of the proposed annex shall be submitted to and agreed in writing by the Local Planning Authority. The revised drawings shall show the relocation of the lobby.
- 2.3 (PA/04/00673) That the Development Committee **grant** listed building consent subject to the conditions outlined below
- 1 The works hereby permitted shall be begun before the expiration of five years from the date of this consent.
- 2 All new works and works of making good to the retained fabric whether internal or external shall be finished to match the original work with regard to the methods used and to material, colour, texture, and profile and in the case of brickwork, facebond and pointing unless a variation is agreed in writing by the local planning authority before that part of the work is put in hand.
- 3 Details and/or samples of the proposed pattern steel panels of the door and the minaret and details and/or samples of the proposed tensile fabric of the roof of the single-storey rear extension shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of development.
- 4 Details, including section drawings at a scale of 1:20, and/or samples of all new windows, including replacement windows, shall be submitted to and agreed in writing by the Local Planning Authority prior to the commencement of development.
- 5 Prior to the commencement of development, details of the proposed external spiral staircase shall be submitted to and agreed in writing by the Local Planning Authority.
- 6 Prior to the commencement of works, drawings showing the type and routing of all new

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services submitted to and agreed in writing by the Local Planning Authority.

- 7 Prior to the commencement of works, a complete structural engineers report in respect of the proposed demolition works shall be submitted to and agreed in writing by the Local Planning Authority. The report shall include a historical analysis and a method statement for each area of demolition.
- 8 Prior to the commencement of works, details of all new joinery, including doors, at a scale of 1:1 where appropriate, shall be submitted to and agreed in writing by the Local Planning Authority.
- 9 Prior to the commencement of works, the colour of the paint to be used for the external doors and masonry shall be agreed in writing by the Local Planning Authority.
- 10 Prior to the commencement of development, a full photographic survey shall be undertaken and submitted to the Local Planning Authority.
- 11 A full watching brief shall be implemented in line with PPG16 where groundworks are proposed.
- 12 All joinery removed shall be stored on site in a secure and dry area. Access shall be allowed for the relevant officer of the Local Planning Authority in order that he may inspect the materials prior to the disposal.
- 13 All external and external surface finishes shall be agreed in writing by the Local Planning Authority prior to the commencement of works.
- 14 Prior to the commencement of works, details of any external and internal signage shall be submitted to and agreed in writing by the Local Planning Authority.

3. BACKGROUND

Site description and location

- 3.1 The application property is a large corner building at the junction of Brick Lane and Fournier Street. Completed in 1743, it served many religious groups as a place of worship. It has been in use as a mosque since 1976.
- 3.2 The main entrance door is on Brick Lane, and there are two additional doors on Fournier Street.
- 3.3 To the rear, there is a single-storey, flat roof annex (store room and toilets).
- 3.4 There is an external staircase to the rear, leading down from the top floor which is partly contained within the roof space.
- 3.5 The adjacent property to the west, No.39 Fournier Street, is a three-storey end-terraced property with a small back yard. It is currently used as an advice bureau and offices.

The submitted scheme – for Planning Permission and Listed Building Consent

- 3.5 The following works are proposed:-
 - Removal of existing forward projection on Brick Lane, erection of new forward projection which acts as a plinth/base for the proposed minaret;
 - Name of mosque 'engraved' in base;
 - The proposed minaret would be 29 metres in height from ground level, and have a maximum width of 1.2 metres;
 - The upper 8 metres of the minaret would be a stainless steel pole with a half-moon symbol on top;
 - The lower part of the minaret would be a larger pool with pattern stainless steel panels;
 - Lighting would be concealed within the structure to illuminate the minaret at night;
 - Existing non-original windows of dormer windows to be replaced with opening casement windows to match existing;
 - Substantial demolition of existing flat roof, single-storey annexe and erection of new twostorey pitched roof annexe with basement;
 - Single-storey rear extension with tensile fabric roof to provide a new ablution area;
 - Removal of existing external staircase and introduction of new spiral staircase.

The original submission included a glazed rear extension at first and second floor levels, which has now been omitted.

The submitted scheme – for Listed Building Consent

- 3.6 The following works are proposed:-
 - Existing white painted stone work to be re-painted in stone coloured paint;
 - Existing doors on Fournier Street to be renovated and painted dark
 - Pattern metal filligree panels to be fitted to door panels of the main entrance door (on Brick Lane);
 - Existing entrance steps to main entrance to be replaced with new Portland Stone with some mosaic tiles;
 - Replacement of high level lights above main entrance;
 - New replica Georgian lantern over main entrance door;
 - Enlargement of internal door opening between prayer hall and proposed ablution area, new door to match existing panelling;
 - New internal partition on first floor;
 - Removal of suspended ceiling of entrance hall;
 - New tiles to entrance hall;
 - Widening of internal door opening between entrance hall and proposed ablution area;

- Existing internal opening between entrance hall and reception area to be enlarged vertically by one additional pane;
- Internal staircase linking the prayer hall ion the ground floor and the prayer hall on the first floor to be removed.

4. PLANNING POLICY FRAMEWORK

4.1 The following Unitary Development Plan **proposals** are applicable to this application:

None.

- 4.2 The following Unitary Development Plan **policies** are applicable to this application:
 - (1) DEV1 & DEV2 Design and environmental requirements
 - (2) DEV25 & DEV27 Development in conservation areas
 - (3) DEV31 Extensions in conservation areas
 - (4) DEV36 Demolition of listed buildings
 - (5) DEV37 Alterations of listed buildings
 - (6) DEV39 Development affecting the setting of a listed building
 - (7) T18, T19 & T21 Pedestrians
- 4.3 The following New Unitary Development Plan 1st Deposit Draft **proposals** are applicable to this application:

None.

- 4.4 The following New Unitary Development Plan 1st Deposit Draft **policies** are applicable to this application:
 - (1) UD1 Scale and density
 - (2) UD2 Architectural quality
 - (3) UD15 Minor works
 - (4) UD17 Protecting and enhancing statutory listed buildings
 - (5) UD19 Demolition of statutory listed buildings
 - (6) UD22 Conservation areas
 - (7) ENV1 Amenity
 - (8) ENV2 Light pollution
 - (9) TRN10 Pedestrian permeability

5. <u>CONSULTATION</u>

5.1 The following were consulted regarding this application:

(1) Head of Highways Devpt

The comments may be summarised as follows: -

No objection in principle. The scheme would result in a need to re-align a section of the road and the costs of these works would have to be borne by the developer. A consent under Section 178 of the Highways Act would be required to erect the minaret.

(2) Environmental Health

The comments may be summarised as follows:-

No objection subject to no call to prayer. Call to prayer would be likely to result in noise nuisance.

(3) **Conservation and Urban Design**

No objection in principle subject to conditions to ensure that the development, including the demolition works, is carried out in a careful manner sensitive to the historic fabric of the building, and subject to appropriate materials.

In respect of the minaret, the comments received are as follows: -

"The minaret is not attached to the Listed building in a permanent fashion and could easily be reversed. Its erection is not in my view harmful to the setting of the building, and therefore the placing of such a structure is not detrimental to the overall historic interest of the building. In fact, it will assist in the continued reuse of this former chapel in its current use as Mosque, and is therefore in line with advice that is set out in PPG 15. The works to the doorway are based on research, and are appropriate, not being harmful to the character of the building, and in the case of the steps improving the safety of the access. I fully support this work."

Further comments were received, which emphasise that the illuminated minaret would not to interfere with the integrity of the historic building and that it would be a new landmark on Brick Lane.

(4) English Heritage

Recommends that this case should be determined in accordance with government guidance, development plan policies and the benefit of conservation advice locally.

(5) The Georgian Group

Have no objection to the proposed scheme.

(6) Conservation Advisory Group

Object to minaret, glazed rear extension and pattern panels on doors in Fournier Street; no objection to other works.

(7) The Spitalfields Trust

Object to:

- Entrance steps
- Pattern panels on doors on Fournier Street
- Minaret
- Glazed rear extension

No objection to other works.

(8) Spitalfields Community Association

Object to the erection of a minaret.

5.2 Responses from neighbours were as follows:

No. Responses: 17	<u>In Favour: </u> 0	<u>Against:</u> 17	Petition: 0
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5.3 The objections may be summarised as follows: -

1. Character and appearance

Minaret:

- The area is of great historic interest and the minaret would alter the views and general aspect of Brick Lane;
- The erection of a minaret to this corner site would represent an 'insensitive act of architectural vandalism that later generations would regret';

- The building has functioned as a mosque for many years and a minaret is not necessary to continue the use;
- The minaret would 'deface' the exterior; over the centuries, many different religious groups have used the building as a place of worship without causing harm to the building;
- "Brick Lane has been altered to such an extent that it is an eye-sore. The recent alterations to the road and pavements are awful, you could be anywhere, the design and layout is so bland. A minaret on the building will just add to this mess."
- The minaret would upset the 'tradition of tolerance' and adaptability of this building to changing local needs and migration;
- The proposed minaret would be inappropriate and out of keeping with the historic character of the building and the area;
- The minaret would 'degrade the proportion, scale and balance of the original design, destroying the building's architectural heritage and history';
- The minaret would interfere with the foot way and cause inconvenience to local residents and visitors.

All works works:

- The building has catered successfully for the changing needs of the local community since its completion in 1743, the exterior of the building has remained unchanged, and effort should be made to conserve this building in its original form;
- Alterations to the exterior are incompatible with this Georgian building and the conservation area;
- The proposed alterations would be detrimental to the historic character of the building and the area;
- Alterations to the door and additional signage are unnecessary and harmful to the appearance and character of the building and area;
- The owners have shown insensitivity to the building in the past by destroying the original Georgian panelled interior, and the proposed changes are likewise unacceptable;
- These inappropriate works would further encourage property owners in Brick Lane to carry out further unsympathetic alterations to their properties, which in turn would further add to the degradation of the area;
- Minaret would appear overbearing.

2. Amenity

- Call to prayer and broadcast chanting would be detrimental to residential amenity
- Glazed extension and two-storey annex would overlook the properties at No26 Princelet Street and block out light to them;

3. Other

- Not suitable for expansion as increasing the capacity of the mosque will have adverse effects on traffic and parking, and will result in more litter on the streets and anti-social behaviour.
- 5.4 All relevant planning and conservation issues area addressed in the 'Analysis' section below.
- 5.5 One of the letters was sent by 26 Princelet Street Limited, on behalf of the occupiers of four units within the building.

6. <u>ANALYSIS</u>

Character and appearance of historic building in conservation area

- 6.1 The design of the proposed annex mirrors that of the outbuilding located directly adjacent to the site. It is of traditional design and would harmonise with the neighbouring buildings.
- 6.2 The proposed single-storey extension would be of a modern design with a 'tensile fabric roof'. It is very minor in scale in relation to the original building and of obvious modern

design, and would therefore not adversely affect the historic character of the building.

- 6.3 The proposed paint works to the street elevations of the building, the proposed replacement of old windows with appropriate replacement windows and the proposed refurbishment works to the doors on Fournier Street would enhance the appearance of the building and this part of the conservation area.
- 6.4 The proposed minaret would only be connected to the building through the proposed base made of stone. It would not be directly physically attached to the building itself and could be easily removed at a later stage without causing any damage to the fabric of the building. Whilst, strictly speaking, not in line with the historic character of the building, it would emphasise the use of the building as a mosque. Furthermore, it would provide a new landmark on Brick Lane.

Overall, the design of the minaret, with subtle illumination (controlled through a condition) is considered to be acceptable in this location.

Historic character of building - internal works

- 6.5 The proposed internal alterations are sympathetic to and respect the historic character of the building.
- 6.6 Conditions attached to the Listed Building Consent would ensure that works are carried out carefully and that materials used are appropriate.

Amenity

- 6.7 A condition is attached to prevent the traditional 'call to prayer' and any other broadcasting in order to prevent any noise nuisance.
- 6.8 The proposed increased floor space would allow a greater number of people to visit the mosque. There already is a large number of visitors, and existing levels of noise can be high at times. Any increase in noise or disturbance caused by the increased number of visitors would be likely to be absorbed in existing levels and would go largely unnoticed.
- 6.9 Whilst the extension and the annex to the rear may result in some loss of light to the neighbouring residential units, a satisfactory amount of day light would still be received by those properties. A survey has been submitted to show this.
- 6.10 A number of objectors raised concerns over a proposed glazed first and second floor rear and associated overlooking and loss of privacy. This extension is now <u>omitted</u> from the scheme.
- 6.11 The proposed lobby to the annex is in relatively close proximity to the rear elevation of No.26 Princelet Street. The lobby features glazing. A condition is suggested to ensure that the windows in the lobby are obscure glazed and non-openable in order to prevent any direct overlooking of the neighbouring property (No.26 Princelet Street) and associated loss of privacy to the occupiers thereof.

Highways/ Transport issues

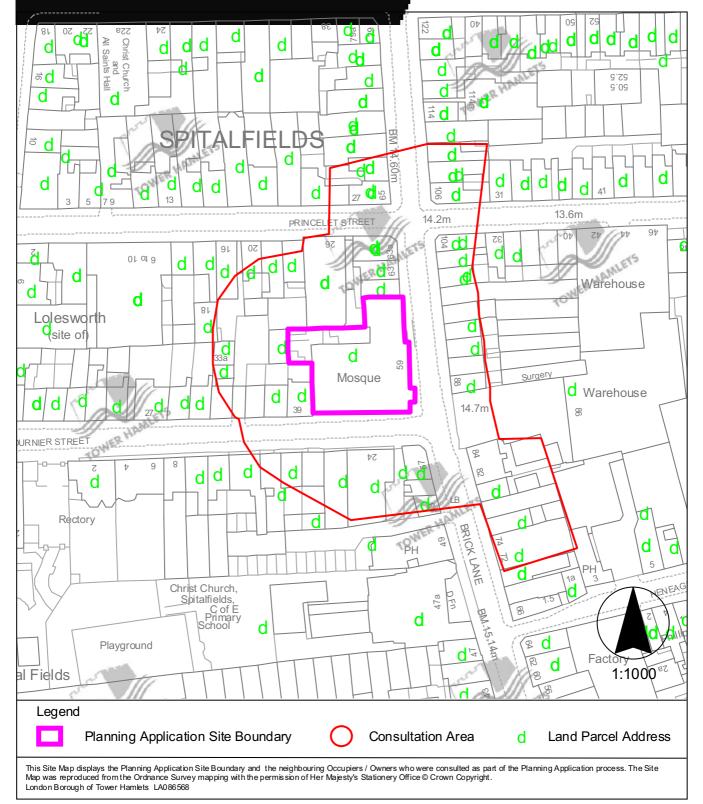
- 6.12 There are no specific 'parking permits' for the visitors of the mosque. Thus, the Council cannot limit the number of people arriving by car through withholding permits. However, given the central location of the mosque with good public transport links, a great number of visitors can reasonably be expected to arrive on foot.
- 6.13 The proposed base of the minaret would encroach onto highway land. A re-alignment of the highway is therefore required, and the developer must carry the cost of these works. The works are <u>directly related and necessary</u> for the development to proceed without having an adverse impact on the road network, the flow of traffic and pedestrian flow. This would be ensured through a Section 106/278 Agreement, which must be completed before a decision notice is issued.

7. <u>SUMMARY</u>

- 7.1 Overall, subject to the completion of a S106/278 agreement, the development proposal is considered to be acceptable in planning and conservation terms.
- 7.2 The scheme would not harm the architectural character of this historic building, and the character and appearance of this part of the Brick Lane/ Fournier Street Conservation Area would be preserved. Furthermore, there would be no materially adverse impacts on the residential amenities of any nearby occupiers in terms of loss of light or privacy or excessive noise and disturbance.

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Site Map



59 BRICK LANE, LONDON, E1 6QL

Agenda Item 8.2

Committee:	Date:	Classification:	Agenda Item No:
Strategic Development	19 th February 2009	Unrestricted	8.2
Report of:		Title: Other Planning Matters – S106	
Corporate Director of Development and Renewal		Agreement St Georges Estate	
Case Officer:		Ref No: PA/08/146	
Shay Bugler		Ward(s): St. Katherine's and Wapping	

1. <u>SUMMARY</u>

- 1.1 On a vote of 5 for and 0 against, the Committee resolved to grant planning permission on the 28th August 2008 for the refurbishment of existing buildings and erection of nine buildings ranging from 6 to 9 storeys in height to provide 193 dwellings (13 x studios; 67 x 1 bed; 79 x 2 bed; 22 x 3 bed; 7 x 4 bed and 5 x 5 bed) and the erection of four townhouses and a community centre of 510 sqm and landscaping at St Georges Estate, Cable Street, London. However, the addendum report presented to committee members on the 28th August 2008 contained incorrect information relating to the planning obligations as set out in the recommendation section of the report. The details related to a planning application at 32-42 Bethnal Green Rd (ref. no PA/07/2193)
- 1.2 The addendum report and minutes incorrectly stated that the Committee were recommended to grant planning permission subject to the prior completion of a legal agreement to secure the following:
- 1.3 Affordable housing provision of 35% of the proposed habitable rooms with a 71/29 split between rented/ shared ownership to be provided on site.
 - A contribution of £313,548 to mitigate the demand of the additional population on health care facilities.
 - A contribution of £537,000 to mitigate the demand of the additional population on education facilities.
 - A contribution of £25,000 for the improvements of bus stops on Bethnal Green Road and Shoreditch High Street
 - A contribution of £851,000 towards improving street environment and walking links between the development
 - £2,093,978 for cultural, social and community products and for the provision of workspace off site.
 - Completion of a car free agreement to restrict occupants applying for residential parking permits
 - TV reception monitoring and mitigation
 - Commitment towards utilising employment initiatives in order to maximise the employment of local residents.
 - Preparation, implantation and review of a Green Travel Plan.
 - Preparation, implantation and review of a Service Management Plan.
- 1.4 The recommendation was in fact a recommendation for another case.
- 1.5 The Committee agreed the recommendation as above, and subsequently the signed minutes of the meeting as a correct record.
- 1.6 The correct recommendation was reported to members in the original committee reports dated 10th July 2008 and the 28th August 2008 and noted in paragraph 1 of the 28th August

2008 addendum report. The correct recommendation is that members resolve to grant planning permission subject to the prior completion of a legal agreement to secure the following planning obligations:

- 1.7 35% affordable housing by habitable rooms
 - A contribution of £262, 941 to mitigate the demand of the additional population on health care facilities
 - A contribution of £296, 208 to mitigate the demand of the additional population on education facilities
 - A contribution of £806, 677 for the provision of a new community centre
 - Allocating £10,155 million to secure the upgrade of existing units to decent home standards
 - Preparation of a Green Travel Plan
 - A car free agreement to restrict the occupiers of the new build units from applying for residents parking permits in the area
 - Car club scheme
 - Commitment towards utilising employment initiatives in order to maximise the employment of local residents

2. <u>RECOMMENDATION</u>

2.1 Members are asked to reconsider and agree the correct planning obligations as outlined above in paragraph 1.7 and amend the minutes accordingly. There are no other material planning matters to consider.