

<b>Committee:</b> Development	<b>Date:</b> 31 <sup>st</sup> March 2010	<b>Classification:</b> Unrestricted	<b>Agenda Item No:</b>
<b>Report of:</b> Corporate Director of Development and Renewal		<b>Title:</b> Planning Application for Decision	
<b>Case Officer:</b> Nasser Farooq		<b>Ref No:</b> PA/10/00124	
		<b>Ward(s):</b> East India and Lansbury	

## 1. APPLICATION DETAILS

- 1.1 **Location:** Sites either side of 2 to 48 Broomfield Street, London.
- 1.2 **Existing Use:**
- 1.3 **Proposal:** Demolition of existing domestic garages and erection of two buildings from 2 to 6 storeys in height to provide 23 residential units (comprising 7 x one bedroom, 6 x 2 bedroom, 7 x three bedroom and 3 x 5 bedroom units) either side of 2 to 48 Broomfield Street, together with associated disabled parking and landscaped amenity space.
- These are divided as follows:
- 'Block A' - To the north of 60 Broomfield Street. Existing garages to be demolished and proposal is to erect three x two storey 5 bedroom houses.
- 'Block B' - To the south of 2 Broomfield Street at corner of Broomfield Street and Upper North Street. Proposal is to erect a five storey building with a 6th floor setback to provide 20 residential units on an existing car parking area.
- 1.4 **Drawing Nos/Documents:** 5234-1000A, 5234/1010, 5234/1011, 5234/1020, 5234/1021, 5234/1022A, 5234/1050F, 5234/1051E, 5234/1052E, 5234/1053E, 5234/1054/E, 5234/1055E, 5234/1057, 5234/1060F, 52334/1210B, 5234/1211B, 5234/1211A, 5234/1213, 5234/1400A, 5234/1401A, 5234-9000E, 5234/9100.  
Daylight and Sunlight report K/09/0519/C7 PSD/hmt/g28 dated October 2009.  
Planning & Regeneration Statement, Impact Statement and Statement of Community Involvement January 2010-03-17  
Renewable Energy Statement reference 36655 issue 1  
Transport Statement January 2010.
- 1.5 **Applicant:** Poplar Harca
- 1.6 **Ownership:** Owned by Applicant
- 1.7 **Historic Building:** n/a
- 1.8 **Conservation Area:** n/a

## **2. RECOMMENDATION**

- 2.1 That the Committee resolve to REFUSE planning permission for the reasons outlined below:
- 2.2 The design and layout of the proposed buildings (both A and B) results in an unsafe environment for future and existing residential occupiers, given the poor configuration of the built form, layout of entrances, location of refuse and the lack of defensible space. As such the proposal is contrary to saved policy DEV1 of the Unitary Development Plan 1998, Adopted SPG Designing Out Crime, policy DEV4 of the Interim Planning Guidance October 2007 and policies 4B.1 and 4B.6 of the London Plan Consolidated Plan February 2008. These policies seek to ensure that development is designed to maximise the feeling of security and safety for those who will use the development and the surrounding area.
- 2.3 The design, layout and fenestration detail of the proposed building (Block B) is considered to poorly relate to the existing streetscene, by not following existing street lines, having large blank facades and small windows. As such, the proposal is contrary to saved policy DEV1 of the Unitary Development Plan 1998, Policy DEV2 of the Interim Planning Guidance and policies 4B.1 and 4B.6 of the London Plan Consolidated Plan February 2008, and the principles of the vision of Poplar as outlined in the emerging Core Strategy 2009. These policies seek to ensure that development is appropriately designed within the context of its surroundings, follow existing buildlines and be sensitive to the setting of Bartlett Park.
- 2.4 The proposed disabled car parking spaces have no turning facilities and rely on reversing into the highway. This constitutes a poor design and has highway safety implications. Therefore, it is not considered that it accords with policies 3C.23 and 4B.5 of the London Plan Consolidated with Alterations since 2004 (February 2008) and policies CP41, CP42, DEV16 and DEV19 of the Interim Planning Guidance (October 2007) which seek to ensure that vehicular access points are suitably located and designed to ensure safe access routes for pedestrians, cyclists and vehicles.
- 2.5 It is considered that the design and location of the refuse facilities is considered unacceptable given it is poorly designed close to the junction of Upper North Street and Broomfield Street and is not suitably located within the development. The location further reduces active frontages along Broomfield Street and poses potential highway safety implications during the collection of refuse. As such the development fails to accord with the requirements of saved policies DEV1, DEV2 and DEV55 of the adopted Tower Hamlets Unitary Development Plan 1998, policies 4B.3 and 4B.6 of the London Plan and policies DEV2, DEV4 and DEV15 of the Unitary Development Plan, which seek an acceptable standard of design and one that creates safe and secure environment and refuse storage which is suitable and securely located.
- 2.6 The substantial depth of (4m) of the proposed dwelling in Block A will result in an unacceptable loss of outlook and would increase the sense of enclosure to the occupiers of 48 Broomfield Street. As such, the proposal will harm the amenity of adjoining residents and therefore fails to meet the criteria of saved Policy DEV2 in the Unitary Development Plan (1998) and DEV1 in the Interim Planning Guidance: Core Strategy and Development Control Plan (October 2007) which seek to protect the amenity of residents.
- 2.7 The balconies and windows of the south east elevation of Block B (first floor to

fourth floor), are considered to be poorly designed and located, as they result in privacy issues for future occupiers of the development. As such, the proposal it is considered to provide a poor standard of accommodation that is contrary to saved Policy DEV2 in the Unitary Development Plan (1998) and policy DEV1 of the Interim Planning Guidance: Core Strategy and Development Control Plan (October 2007) which seek to protect the amenity of existing and future residents.

### **3. PROPOSAL AND LOCATION DETAILS**

#### **Proposal**

- 3.1 The proposal seeks consent for the demolition of existing domestic garages and erection of two buildings from 2 to 6 storeys in height to provide 23 residential units (comprising 7 x one bedroom, 6 x 2 bedroom, 7 x three bedroom and 3 x 5 bedroom units) either side of 2 to 48 Broomfield Street, together with associated disabled parking and landscaped amenity space.
- 3.2 These are dividend into two locations. These will be referred to as 'Block A' and 'Block B' within the body of this report.

#### **Site and Surroundings**

- 3.3 Both sites are located within the Lansbury Estate, within the East India and Lansbury Ward and are located approximately 83 metres apart.

#### Site A

- 3.4 Site A is located on the south side of Broomfield Street adjacent to No. 48 Broomfield Street (south side) and measures approximately 480 sq.m in size.
- 3.5 It is located opposite Nos. 62-88 Broomfield Street and adjacent to the Broomfield Street children's play area.
- 3.6 Site A is used as 10 garages. It appears they are mainly used as storage.
- 3.7 The proposal site abuts the gable ends of No. 48 and No. 60 Broomfield Street, a four storey block of maisonettes.
- 3.8 The properties to the north of Site A are recent development, two and four storeys in height approved in 1998 (Planning reference PL/97/0014)

#### Site B

- 3.9 Site B is approximately 784sq.m. in area and is located on the corner of Broomfield Street and Upper North Street. To the west of Site B, across Upper North Street is Bartlett Park.
- 3.10 The north-eastern boundary of the site is formed by the gable ends of No. 2 and No. 20 Broomfield Street, a four storey block of maisonettes, and to the south-east by a public footpath providing pedestrian access to Busbridge House, an 11 storey block of flats.
- 3.11 Site B currently provides 7 garages and 6 parking spaces, including one that is

allocated as a contractor's bay.

3.12 In addition, site B also contains a small area of grass, some shrub planting and a few semi-mature trees.

3.13 The applicants Planning and Regeneration Statement states 12 garages are currently let (including Site A and Site B).

### **Planning History**

3.14 There is no relevant planning history.

## **4. POLICY FRAMEWORK**

4.1 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:

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

PPS1	Delivering Sustainable Development
PPG3	Housing
PPG13	Transport
PPS22	Renewable Energy
PPG24	Planning and Noise

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

2A.1	Sustainability Criteria
2A.2	Spatial Strategy for Development
2A.7	Areas for Regeneration
3A.1	Increasing London's Supply of Housing
3A.2	Borough Housing Targets
3A.3	Maximising the Potential of Sites
3A.5	Housing Choice
3A.6	Quality of New Housing Provision
3A.7	Large Residential Developments
3A.8	Definition of affordable Housing
3A.9	Affordable Housing Targets
3A.10	Negotiating Affordable Housing
3A.11	Affordable Housing Thresholds
3A.15	Loss of Housing and Affordable Housing
3A.17	Addressing the Needs of London's Diverse Population
3A.18	Protection and Enhancement of London's Infrastructure
3C.1	Integrating Transport and Development
3C.2	Matching Development to Transport Capacity
3C.3	Sustainable Transport in London
3C.20	Improving Conditions for Busses
3C.21	Improving Conditions for Walking
3C.22	Improving Conditions for Cycling
3C.23	Parking Strategy
4A.2	Tackling Climate Change
4A.3	Mitigating Climate Change
4A.4	Sustainable Design and Construction
4A.5	Energy Assessment

4A.6	Provision of Heating and Cooling Networks
4A.7	Decentralised Energy; Heating, Cooling and Power
4A.9	Renewable Energy
4A.12	Adaptation to Climate Change
4A.13	Flooding
4A.16	Flood Risk Management
4A.19	Water Sewerage and Infrastructure
4B.1	Reducing Noise
4B.3	Design Principles for a Compact City
4B.5	Enhancing the Quality of the Public Realm
4B.6	Creating an Inclusive Environment
4B.8	Safety, Security and Fire Prevention and Protection

#### 4.4 Unitary Development Plan (UDP)(as saved September 2007)

Policies:	ST23	Quality of Housing Provision
	ST26	Protect existing residential accommodation
	ST28	Restrain Private Car
	DEV1	Design Requirements
	DEV2	Environmental Requirements
	DEV4	Planning Obligations
	DEV12	Landscaping
	DEV50	Noise
	DEV51	Contaminated Land
	DEV55	Development and Waste Disposal
	HSG7	Dwelling Mix
	HSG13	Internal Standards for Residential Developments
	HSG15	Preserving Residential Character
	HSG16	Amenity Space
	T16	Impact of Traffic
	T18	Pedestrians

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

Core Strategies	CP1	Creating Sustainable Communities	
	CP3	Sustainable Environment	
	CP4	Good Design	
	CP19	New Housing Provision	
	CP25	Housing Amenity Space	
	CP46	Accessible and Inclusive Environments	
	Policies:	DEV1	Amenity
		DEV2	Character & Design
		DEV4	Safety and Security
		DEV5	Sustainable Design
DEV13		Trees and Landscaping	
DEV19		Parking for Motor Vehicle	
HSG7		Housing Amenity Space	

#### 4.6 Core Strategy Local Development Submission Document December 2009

SP02(1)	Housing
---------	---------

#### 4.7 Supplementary Planning Guidance/Documents

Designing Out Crime  
Residential Space  
Landscape Requirements

4.8 **Community Plan:** The following Community Plan Objectives relate to the application.

A better place for living safely  
A better place for living well

## 5. CONSULTATION RESPONSE

5.1 The views of officers within the Directorate of Development and Renewal are expressed in the MATERIAL PLANNING CONSIDERATIONS section below. The following were consulted regarding the application:

### LBTH Highways

- 5.2 Through the submitted Transport Statement, the Applicant has confirmed that they are willing to enter into a Section 106 Agreement whereby future occupants of the proposed residential units will not be eligible to apply for on-street parking permits. This approach is welcomed by the Highway Department and any Planning Permission should therefore be subject to a Section 106 car/permit free Agreement. Officer Comment: Should planning permission be granted it would be subject to a section 106 agreement including an obligation that the development will be car free.
- 5.3 No information has been provided detailing how many of the parking spaces are currently let. The letter also indicates that according to Poplar Harca's records, there will be 13 car parking spaces available to let on the wider Estate after the proposed development has been completed. The locations of these spaces have not been identified.
- 5.4 Further justification is required for the loss of the existing parking facilities including evidence of the existing occupancy and leasing arrangements of the parking spaces and garages that are to be removed as part of the development proposals.
- 5.5 Two disabled parking spaces are to be provided off the circular estate road to the south of Site B. Whilst the principle of this provision is welcomed, the orientation of the parking spaces will require vehicles to reverse onto or from the estate road which is not appropriate.
- 5.6 It is stated within the submitted Transport Statement that a total of 22 cycle parking spaces are to be provided on Site B (1 space for each of the 20 residential units proposed and a further 2 visitor spaces) and that the cycle parking for the houses on Site A will be contained within the units themselves (Officer Comment: Should planning permission be granted this would be conditioned)
- 5.7 The proposed arrangement of cycle spaces at Block B looks tight and concerns are raised over the accessibility and usability of the proposed parking stands.
- 5.8 Whilst the provision of separate and designated visitor cycle parking is welcomed, the proposed location for the visitor parking is not considered to be secure and the stand is not covered. As a result, it is unlikely that this facility will be utilised.

5.9 Servicing Arrangements:

Within Section 3.12 of the submitted Transport Statement, it is argued that residential units generate a very low demand for servicing. As a result, the Applicant proposes that all servicing activity will be undertaken from an on-street position. Once a trip generation assessment has been undertaken, the likely number of servicing trips associated with the proposed development can be established.

5.10 The Applicant should be advised of the safety implications of doors opening outwards. Although they are located within a private area they may still constitute danger to a pedestrian. Where possible they should either open inward or be embedded within the building.

5.11 Refuse Arrangements:

Highways have concerns over the location of the refuse store located in the north west corner of Site B, as refuse vehicles would be required to stop in close proximity to the junction of Upper North Street/Broomfield Street, potentially in part on the existing raised table, preventing vehicles from egressing onto Upper North Street.

Other Comments:

5.12 The development proposals may potentially impact upon the visibility for vehicles on Broomfield Street at the junction of Upper North Street/Broomfield Street. However, the impact of the proposed development can not be fully understood until the Applicant has provided visibility splays for a vehicle on Broomfield Street at the junction with Upper North Street.

5.13 The visibility splays are to be produced in accordance with the guidance set out in Manual for Streets and the Applicant should be informed that no structures or obstructions above the height of 0.6metres may fall within the visibility splays.

## **LBTH Environment Health**

### Daylight/ Sunlight

5.14 The Design/Access statement which included the Daylight/Sunlight Report by Calfordseaden for Poplar Harca dated October 2009 has been reviewed for both Block A and Block B. It is not considered that there would be any adverse daylight and sunlight impacts, to justify a refusal of the application on these grounds.

### Noise and Vibration :

5.15 A PPG24 Noise Survey will be required for Site A & Site B to ascertain the level of Traffic Noise including the glazing specification needed to mitigate the noise so as to meet BS8233:1999 criteria (Officer comment: this could be dealt with via condition and is further controlled under Building Control Regulations.)

### Contaminated Land

5.16 The sites and surrounding areas have been subjected to former industrial uses, which have the potential to contaminate the area. Given ground works and soft landscaping are proposed and therefore a potential pathway for contaminants may exist and will need further characterisation to determine associated risks (Officer Comment: This would be conditioned, should planning permission be granted, as requested by the Environmental Health)

### **Housing Strategy Group:**

- 5.17 This scheme provides 36% affordable social rented units by habitable room.
- 5.19 We would like to ensure that the comments of our crime prevention officer are incorporated to ensure secure by design.
- 5.20 Clarification is needed on the roof amenity space in Block B and how this space will be accessed by the residents in the maisonettes.

### **Education Development Team:**

- 5.21 The proposed dwelling mix has been assessed for the impact on the provision of primary school places. The mix is assessed as requiring a contribution towards the provision of 4 additional primary school places @ £12,342 = £49,368. This funding will be pooled with other resources to support the local authorities programme for the borough of providing additional places to meet need.  
Officer Comment: If planning permission were granted it would be subject to a section 106 agreement and one of the obligations would be a contribution for £49368.00 towards additional primary school places in the borough.

### **Building Control**

- 5.22 Based on an initial review of the plans, Building Control have the following comments with regard to Block B -
  - i) bike stores located off the exit route from the staircase would probably be unacceptable unless separated by a vented lobby
  - ii) a communal roof terrace large enough to have a potential occupancy of over 60 persons may require an alternative exit.

### **Horticultural Officer:**

- 5.23 No comments (Officer comment: final details of landscaping would be conditioned, should planning permission be granted)

### **Secure by Design Officer:**

#### Site A

- 5.24 The design of the site A buildings appear to make the existing adjoining block in Broomfield Street become a recessed elevation, with hidden views, which will reduce public safety.

#### Site B

- 5.25 Main entrance on Bloomfield Street is too recessed and not safe for residents or visitors.
- 5.26 The location of the cycle stores and bin stores reduces active frontages and would add to the fear of crime along Broomfield Street
- 5.27 The Estate road elevations are fine if kept low and open to view, but there is insufficient defensive planting/areas for the ground floor residents. Low walls/railings



here will have to be designed to reduce them being used as seating.

- 5.28 Generally, boundary borders that protect semi-private or private areas should have 2.4 metre high fences/walls - 1.8m doesn't provide enough height to either deter or prevent climbing. Type B & C designs here look fine. Defensive railings to define private and public areas should be low and designed not to be seating to maximise views/active frontages. This is discussed further in the design section of the report.

### **London Fire and Emergency Service**

- 5.29 If existing water supplies are maintained; the provision of water supplies for use by the fire service should be adequate. These specific matters would be discussed further at Building Control consultation stage.

## **6. LOCAL REPRESENTATION**

- 6.1 A total of 61 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 on site and in the local press. The number of representations received from neighbours and local groups in response to notification and publicity of the application were as follows:

- 6.2 We have received a petition from Tower Hamlet Homes containing 336 signatures in support of the application, a further 22 letters in support have been received. In opposition, a petition containing 96 signatures and 15 letters.

No of individual responses: 37      Objecting: 15      Supporting: 22  
No of petitions received: 1 petitions opposing the development containing 96 signatories in total  
1 in support of the development containing 336 signatories.

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

#### In opposition to the development

##### Block A and Block B

- Increase in parking, exacerbating an existing problem.
- Increase in noise
- Loss of light
- Loss of privacy
- Construction noise and increase in dust, during the implementation of the development.
- Overcrowding

#### In support of the development

- The proposal will help meet the needs of over 23,000 people registered in Tower Hamlets.
- Development will help reduce overcrowding across Poplar

- 6.4 The following procedural and non material issues were raised in representations, and are addressed below:

- Loss of views (Officer comment: loss of views to Bartlett Park are not a material planning consideration)

## **7.0 MATERIAL PLANNING CONSIDERATIONS**

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

Land Use  
Design  
Energy  
Housing  
Amenity  
Highways

### **Land Use**

- 7.2 The subject sites are unallocated on the Unitary Development Plan (1998). They currently provide garages and car parking spaces.
- 7.3 In accordance with policies 3A.1 and 3A.2 of the London Plan, the Mayor is seeking the maximum provision of additional housing in London. Housing targets (December 2009) identified in policy SP02(1) of the Core Strategy Submission Document indicate that Tower Hamlets is aiming to provide 43,275 new homes between 2010 to 2025, with infill development identified as an appropriate mechanism for delivery.
- 7.4 The site is considered to be an appropriate location to meet this demand and immediate vicinity is also predominantly residential. As such, no objection is raised in principle to the use of the site for residential purposes. However, this is dependent to an extent on highway issues resulting from the loss of garage and parking facilities.

### Loss of green area at Block B

- 7.5 The proposal provides amenity area for the residential properties at ground floor level around the site. This on balance does not result in a net loss of green area and is considered acceptable.

### **Design**

- 7.6 Saved policy DEV1 of the Unitary Development Plan states all development proposals should take into account and be sensitive to the character of the surrounding area in terms of design, bulk, scale and the use of materials and being visually appropriate to the site and its setting in the street scene. The policy also requires that development is designed to maximise the feeling of safety and security for users.
- 7.7 Policy DEV2 and DEV4 of the Interim Planning Guidance October 2007 reinforce this position by requiring all development to be of high quality design, appropriate to local context and ensuring that the safety and security of development is maximised.

- 7.8 Policies CP20 and HSG1 of the Council's Interim Planning Guidance (2007) encourages the highest density development appropriate to the location. The site has transport links, with Langdon Park DLR within walking distance, and has a PTAL score of 2. In areas of PTAL 1-3 the Council's policies support a density of 200-450 hrph. The sites have a combined area of 0.126 hectares and the application proposes a development of 83 habitable rooms, providing 657 habitable rooms per hectare. This exceeds the Council's policy, however could be acceptable subject to other planning
- 7.9 In general numerical terms, the proposed density would appear to be an overdevelopment of the site. However, the intent of the London Plan and Council's IPG is to maximise the highest possible intensity of use compatible with local context, good design principles and public transport capacity. Furthermore, it should be remembered that density only serves an indication of the likely impact of development. Typically high density schemes may have an unacceptable impact on the following areas:
- 7.10
- Poor mix of units
  - Lack of family sized units
  - Access to sunlight and daylight;
  - Lack of open space and amenity space;
  - Increased sense of enclosure;
  - Loss of outlook;
  - Increased traffic generation; and
  - Impacts on social and physical infrastructure;
- 7.11 These issues are all considered in the report and were considered to be acceptable. Moreover, policy 3A.2 of the London Plan encourages Boroughs to exceed the housing targets and to address the suitability of housing development in terms of location, type and impact on the locality. Policies CP20 and HSG1 of the IPG seek to maximise residential densities on individual sites, taking into consideration:
- 7.12
- the local context and character;
  - residential amenity,
  - site accessibility;
  - housing mix and type;
  - 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.
- 7.13 On review of these issues, a high density development can be supported in this location in accordance with London Plan, UDP and IPG policies.
- 7.14 The vision for Poplar, as set out in page 108 of the emerging Core Strategy (December 2009) states '*Regenerating Poplar into a great place for families set around a vibrant Chrisp Street and a revitalised Bartlett Park.*'
- 7.15 This will be achieved by the following principles (page 108)
- Provide for lower- and medium-density, lower-rise family housing around Bartlett Park and its surrounds
  - New Buildings to be responsive and sensitive to the setting of Bartlett Park.

## Block A

- 7.16 The proposal for Block A is to erect three, five bedroom houses. These are proposed to be two storeys in height with a pitched roof.
- 7.17 Half-width front and rear projections are also proposed. The front projections extend further than the maisonettes of 48 Broomfield Street by 8 metres according to drawing 5234/1210B (site plan).
- 7.18 The amenity implications of this projection are discussed further in amenity section of the report.
- 7.19 In terms of materials, dark brickwork is proposed to the main building with the projections proposed to be faced of white render. Clay tiles are proposed to the roof.
- 7.20 The proposed dwellings are accessed via Broomfield Street, with the kitchen located towards the front of the property and the living room located to the rear. Two bedrooms are also proposed at ground floor level. The living room provides access to a rear garden.
- 7.21 The main design issue with Block A is its half width, 4m projection. The result is a large blank wall, 4 metres in depth, which would be visible from the street, in particular from the end facing Bartlett Park and Upper North Street. In terms of design, this is not considered acceptable solution and does not respect existing build lines.
- 7.22 The building line to the front also makes the properties at 2 to 48 Broomfield Street appear recessed and creates hidden areas, most notably between the proposed dwelling adjoining 48 Broomfield Street. This is considered to have an adverse impact in terms of public safety and is a view shared by the Councils Secure by Design Officer in his comments contained in paragraph 6.24.

## Site B

- 7.23 The proposal for site B is to erect a part five, part six storey building. The adjoining building to which the site adjoins is four storeys in height. The proposal seeks to erect a five storey building which steps up to six storeys, before decreasing back into a five storey building.
- 7.24 It is considered, that the transition from existing block of terraces, to the new block is not carefully considered as existing fenestration lines are not followed in order to create a gradual transition between the existing and proposed building.
- 7.25 In addition to this, no windows are proposed on the side elevation of the six storey element of the proposal facing Broomfield Street. As a result, when viewing the building from the northern end of Broomfield Street, the result is a large blank façade. This is not considered to be an acceptable design solution.
- 7.26 The rear elevation follows the same heights as the front elevation. However, it is characterised with small window openings. These are most notable on the six storey portion of the proposal, and is further emphasised with the six storey element of the proposal projecting further than the rest of the building. This approach does not add any interest to the design of the building.

- 7.27 The south west elevation fronting Upper North Street and facing the park also has small window openings. This elevation is a key elevation, with views to and from the park. However, the proposed design does not reflect its adjacency to the park and provides no visual interest.

#### Layout

- 7.28 Access to the residential units is via a single storey structure, which sits right on the edge of the footpath. This structure projects approximately 5m further than the building line and does not relate well to either the proposed building or the existing streetscene. The Councils Secure by Design Officer has advised that this entrance is too recessed (at 1.5m) and is therefore not safe for residents or visitors.
- 7.29 Separate access is also proposed to the ground floor maisonette, which follows the build line of the existing building. This is considered acceptable.
- 7.30 The proposed ground floor units are all accessed via an internal lobby, whilst the majority of the elevation facing Broomfield Street consists of a cycle store (located within the main entrance, a refuse store and a low wall serving the garden of the one bedroom property).
- 7.31 The location of the refuse store in particular creates a poor relationship to the street and is not considered to be an acceptable design solution. The refuse storage could be incorporated within the building and not as an external storage area in the manner proposed.
- 7.32 The locations of the refuse store and cycle spaces reduce the active frontages and would add to the fear of crime along Broomfield Street. This, along with the blank facades and front projections, all result in a development considered unacceptable. This is the view shared by the Councils planning and design officers and the Metropolitan Police.
- 7.33 Cycle storage could also be considered on the upper floor levels where there is scope for it adjacent to the lift.
- 7.34 In terms of layout, access to the plot 20 on Block B (the proposed three bed, five people maisonette) is unclear. The plans show access to the unit is via the adjoining development. This is not considered acceptable and is seen to exclude this maisonette from the rest of the development. Furthermore, no access is provided to the lobby of the main building where the central lift is located.
- 7.35 Concerns were also raised by Council Officers with regards to the boundary treatments, with walls reaching 1.8m high considered unacceptable in the manner proposed. Their size is considered to present a poor relationship with the surrounding area, creates dead facades and a poor outlook for users and pedestrians.
- 7.36 Taking the above into consideration, it is considered that the design, layout and fenestration detail of the proposed building (Block B) is considered to poorly relate to the existing streetscene, by not following existing street lines, having large blank facades and small windows. As such, the proposal is contrary to saved policy DEV1 of the Unitary Development Plan 1998, Policy DEV2 of the Interim Planning Guidance and policies 4B.1 and 4B.6 of the London Plan Consolidated Plan February 2008, and the principles of the vision of Poplar as outlined in the emerging Core Strategy 2009. These policies seek to ensure that development is

appropriately designed within the context of its surroundings, follow existing building lines and are sensitive to the setting of Bartlett Park.

- 7.37 In addition to this, the design and layout of the proposed buildings (both A and B) results in an unsafe environment for future and existing residential occupiers, given the poor configuration of the built form, layout of entrances, location of the refuse store and the lack of defensible space. As such, the proposal is contrary to saved policy DEV1 of the Unitary Development Plan 1998, Adopted SPG Designing Out Crime, policy DEV4 of the Interim Planning Guidance October 2007 and policies 4B.1 and 4B.6 of the London Plan Consolidated Plan February 2008. These policies seek to ensure that development is designed to maximise the feeling of security and safety for those who will use the development and the surrounding area.

## Housing

- 7.38 This section of the report considers the acceptability of the housing provision proposed in terms of key issues including affordable housing provision, provision of family sized units, wheel chair housing, lifetime homes, floor space standards and the provision of amenity space.
- 7.39 The application proposes 23 residential units (Class C3) in the following mix when split into private, intermediate, and socially rented tenures:

Table 1: Affordable Housing

Unit size	Total units in scheme	affordable housing						market housing		
		social rented			intermediate			private sale		
		units	%	target %	units	%	target %	units	%	target %
Studio	0	0	0	0	0	0	25	0	0	25
1 bed	7	0	0	20	0	0	37.5	7	38.9	25
2 bed	6	0	0	35	0	0	37.5	6	33.3	25
3 bed	7	2	40	30	0	0	25	5	27.8	25
4 bed	0	0	10	0	0					
5 bed	3	3	60	5	0			0		
<b>TOTAL</b>	<b>23</b>	<b>5</b>	<b>100</b>	<b>100</b>	<b>0</b>	<b>100</b>	<b>100</b>	<b>18</b>	<b>100</b>	<b>100</b>

### Affordable Housing

- 7.40 Policy 3A.9 of the London Plan (2008) states that Borough's should seek the maximum reasonable amount of affordable housing taking into account the Mayor's strategic target that 50% of all new housing in London should be affordable as well as the Borough's own affordable housing targets.
- 7.41 Policy CP22 of the IPG (2007) seeks that for schemes providing more than 10 units

there is a target of 50% affordable housing provision with a minimum requirement of 35% affordable housing.

- 7.41 Policy HSG2: Housing Mix, of the IPG (2007) specifies an expected unit mix. The policy seeks that a range of dwellings with differing layouts should be provided to widen housing choice.
- 7.42 Policy 3A.10 of the London Plan (2008) and policy HSG3 of the IPG (2007) specify that Boroughs should seek the maximum reasonable amount of affordable housing when negotiating on individual private residential mixed-use schemes. Amongst other things, consideration should be given to the Council's affordable housing target and individual site circumstances.
- 7.43 The proposal is for the creation of 23 units and falls within the threshold for providing affordable housing. The proposal provides 37.5% affordable housing. The offer would comprise of 5 affordable units.
- 7.44 The affordable housing provision is further split into social rented and shared ownership tenures. A split of 80:20 is suggested pursuant to Policy HSG4 of the IPG (2007), whilst the London Plan (2008) indicates a regions wide requirement of 70:30 split pursuant to Policy 3A.7. The scheme provides a split of 100:00 is proposed.
- 7.45 Whilst it is acknowledged that the scheme does not meet the detailed requirements of the IPG with regard to the mix of social rented and shared ownership, there is an overall shortage of family social rented family units across the borough. In light of the shortage and the resultant demand, this scheme can be supported. If planning permission was to be granted, the affordable housing would be secured by way of a section 106 agreement.

#### Housing Mix

- 7.46 The Borough is in short supply of suitable family sized accommodation (3-6 units) as demonstrated in the Housing Needs Study (2004). Saved policy HSG7 of the adopted UDP requires new developments to provide a mix of unit sizes including a substantial proportion of family housing. Policy CP21 Dwelling Mix and Type of the IPG seeks new developments to contribute to the creation of mixed communities by offering a range of housing choices including a mix of dwelling sizes, family housing and accessible homes. Furthermore, policy CP19 New Housing Provision of the IPG seeks that new housing developments contribute to the Borough's housing need in particular contributing to family housing.
- 7.47 Family sized housing (3-5 bedrooms) is a requirement in all three housing tenures (private, intermediate and socially rented) although varying amounts are required by each)
- 7.48 Overall the scheme delivers 10 family sized housing across the scheme, equating to 43%. This is in line with Council policy requirements.
- 7.49 Residential Space Standards  
The SPG Residential Space Standards (1998) and saved policy HSG13 of the adopted UDP set out the minimum space standards for all new housing developments. In terms of unit sizes of the 23 units all meet the minimum space standards.

7.50 Wheelchair Housing and Lifetime Homes

Policy DEV3 of the IPG outlines that new development is required to incorporate inclusive design principles. Policy HSG9 of the IPG requires that at least 10% of all housing should be wheelchair accessible and new housing should be designed to Lifetime Homes standards.

- 7.51 The submitted Planning Statement outlines that lifetimes home standards have been incorporated into the design of all units on the site and more than 10% of the units are accessible to wheelchair users. It is considered that this matter could be controlled via condition.

Amenity Space

- 7.52 Saved policies HSG16 of the adopted UDP and Policy CP25 of the IPG provides that all new housing developments should provide high quality, useable amenity space, including private and communal amenity space, for all residents of a new housing scheme. Both HSG16 and CP25 reinforces the need to provide high quality and usable private external space fit for its intended user, to be an important part of delivering sustainable development and improving the amenity and liveability for Borough's residents.

- 7.53 The SPG Residential Space Standards (1998) sets the space criteria, as does policy HSG7 of the IPG (2007). The application proposes the provision of 300sqm square metres of amenity space. However, scaling off the drawings one is only able to obtain a figure of 350sqm. The policy requirements are summarised in the tables below:



7.54 **Table 3: Interim Planning Guidance Amenity (2007) Space Standards**

Units	Total	Minimum Standard (sq.m)	Required Provision (sq.m)
1 Bed	7	25 sqm at ground floor level 6 sqm for 1 <sup>st</sup> floor and above	61
2 Bed	6	25 sqm at ground floor level 10 sqm for 1 <sup>st</sup> floor and above	75
3 Bed	7	50 sqm at ground floor level 10 sqm for 1 <sup>st</sup> floor and above	150
4 Bed	0	50 sqm at ground floor level 10 sqm for 1 <sup>st</sup> floor and above	0
5 Bed	3	50 sqm at ground floor level	150
<b>TOTAL</b>	<b>23</b>		<b>436</b>
<b>Communal amenity</b>		50sqm for the first 10 units, and 5sqm for every 5 additional units.	<b>60sq.m</b> (50sq.m plus 10sqm).
<b>Total Housing Amenity Space Requirement</b>			<b>496sqm</b>

7.55 The allocations of amenity spaces is as follows:

7.56 Block A

Two of the three proposed dwellings have amenity area of 49 sq m. The remaining unit has an amenity area of 57 sq m. These spaces are considered acceptable in accordance with the requirement of the interim planning guidance which gives a minimum of 50 sq m for family sized units.

7.57 With regards to Block B, a communal area of 54.5 sqm is proposed at roof level of Block B. Whilst this falls short of the minimum of 60sq m, it is considered a refusal on these grounds cannot be sustained, since increasing the size of the roof terrace make the scheme unacceptable in design terms.

7.58 The amenity space of the individual units are outlined as follows:

7.59 Table 3: Outlining residential amenity space for Block B.

Type	ground	1st	2 <sup>nd</sup>	3rd	4 <sup>th</sup>	5 <sup>th</sup>	Total	Required	Conform
1 bed	1						8	25	No
1 bed		1					7	6	Yes
1 bed			1				7	6	Yes
1 bed				1			7	6	Yes
1 bed					1		7	6	Yes
1 bed						1	8.3	6	Yes
1 bed						1	14.6	6	Yes
2 bed	1						79	25	Yes
2 bed		1					7.2	10	No
2 bed			1				7.6	10	No
2 bed				1			7.6	10	No

2 bed					1		7.6	10	No
2 bed						1	20	10	Yes
3 bed	1						59.8	50	Yes
3 bed	1						100	50	Yes
3 bed		1					11.3	10	Yes
3 bed			1				11.3	10	Yes
3 bed			1				11.8	10	Yes
3 bed				1			11.8	10	Yes
3 bed					1		11.8	10	Yes
Total							394	276	Yes

- 7.60 In reference to Child Play Space in accordance with the London Plan, it is necessary to provide child floor space.
- 7.61 As set out on the paragraph 4.21 of the London Plan Supplementary Guidance on Children's Play space, the provision is in addition to any communal requirement.
- 7.62 The level of private amenity space for individual units is above the minimum levels. However, the scheme does not provide any child play space on the site. However, given all the family size units have private amenity space located at ground floor level and the location of Bartlett Park within walking distances of both sites, it is considered a reason for refusal cannot be sustained on these grounds.
- 7.63 Overall, the scheme provides a sufficient amount of amenity space. As such, the proposal accords with saved policy HSG16 of the UDP, policy HSG7 of the IPG. These policies seek to ensure that residential development provides sufficient communal amenity and that the quality and usability of the space is high.

## Energy

- 7.64 The Applicant has submitted a renewable energy statement for the development, which has been reviewed by Council Officers. The applicant is proposing a 31.11% in carbon savings. However, no renewable energy technologies are proposed. Further justification for this approach would be needed be provided to support the proposal. Nether the less, the Council, consider that this could be dealt with via condition.

## Amenity

### Sunlight/ Daylight

- 7.65 DEV1 of the Interim Planning Guidance requires development to protect, and where possible improve the amenity of surrounding building occupants and policy DEV 2 of the UDP seeks to ensure that the adjoining buildings are not adversely affected by a material deterioration of their daylighting and sunlighting conditions.
- 7.66 Policy DEV1 of the IPG states that development is required to protect, and where possible improve, the amenity of surrounding existing and future residents and building occupants, as well as the amenity of the surrounding public realm. The policy includes the requirement that development should not result in a material deterioration of the sunlighting and daylighting conditions of surrounding habitable rooms.

7.67 The applicant submitted a Daylight and Sunlight report which assesses the impact on the daylight, sunlight and overshadowing implications of the development upon itself and on neighbouring residential properties. This report has been reviewed by the Councils Environmental Health Daylight and Sunlight Officer and its contents have been considered acceptable.

7.68 The following properties were assessed for daylight and sunlight impacts as they were the closest and most likely to be affected.

7.69 11-14 Broomfield Street  
62-88 Broomfield Street  
2 Broomfield Street  
Busbridge House

a) *Daylight Assessment*

7.70 Daylight is normally calculated by two methods - the vertical sky component (VSC) and the average daylight factor (ADF). The latter is considered to be a more detailed and accurate method, since it considers not only the amount of sky visibility on the vertical face of a particular window, but also window and room sizes, plus the rooms use.

7.71 British Standard 8206 recommends ADF values for residential accommodation. The recommended daylight factor level for dwellings are:

- 1.5% for living rooms; and
- 1% for bedrooms and habitable rooms.

7.72 The daylight analysis identified that the neighbouring residential properties assessed will receive more than the BRE standards require in terms of ADF to all habitable rooms.

Sense of Enclosure/ Loss of Outlook

7.73 This impact cannot be readily assessed in terms of a percentage or measurable loss of quality of outlook. However, the main issue with regards to the loss of outlook is the impact of Block A on 48 Broomfield Street.

7.74 As outlined in the design section, the front projections of Block A extend further than the properties at Broomfield Street by approximately 4 metres. This results in an unacceptable design and also results in an increase sense of enclosure and loss of outlook to number 48 Broomfield Street.

7.75 As such, it is considered the substantial depth of (4m) of the proposed dwelling to Block A will result in an unacceptable loss of outlook and would increase the sense of enclosure to the occupiers of 48 Broomfield Street. As such, the proposal will harm the amenity of adjoining residents and therefore fail to meet the criteria of saved Policy DEV2 in the Unitary Development Plan (1998) and DEV1 in the Interim Planning Guidance: Core Strategy and Development Control Plan (October 2007) which seek to protect the amenity of residents.

Privacy

7.76 In terms of Block A, the properties to the rear are located 9m away from the proposed dwellings, Given the urban context of the site and similar distances existing within the vicinity, it is considered that on balance this distance is

acceptable. As such, a refusal on these grounds would be difficult to sustain.

- 7.77 However, with regards to Block B, locations of the balconies raise significant privacy issues in terms of overlooking into habitable rooms. This is prevalent on the south east elevations and is not considered acceptable in terms of design.

## **Highways**

### Loss of Parking

- 7.78 Whilst the loss of parking has not been sufficiently justified, on balance, given the nature of the development to provide housing and a number of affordable units (in particular the high number of family sized units) it is considered that the loss of parking is acceptable.
- 7.79 In accordance with Policy CP40 of the Interim Planning Guidance October 2007, the Council seeks to minimise the use of cars in areas of high public transport, and as a result, a condition to prevent parking permits being issued to the new residents of the development would be secured via a section 106 agreement.
- 7.80 In terms of bicycle provision, the development proposes 22 residential cycle spaces at Block B with additional spaces for each unit at Block A. This is in-line with the Interim Planning Guidance and any planning permission would be conditioned to ensure that cycle spaces are provided and retained.

### Disabled parking

- 7.81 Two disabled parking spaces are to be provided off the circular estate road to the south of Site B. Whilst the principle of this provision is welcomed, the orientation of the parking spaces will require vehicles to reverse onto or from the estate road which is not appropriate and has highway safety implications.
- 7.82 As such, it is considered the proposed disabled car parking spaces have no turning facilities and rely on reversing into the highway. This constitutes a poor design and has highway safety implications. Given the lack of separation or definition in the layout for different user groups in either the design or layout of the space. Therefore, it is not considered that it accords with policies 3C.23 and 4B.5 of the London Plan Consolidated with Alterations since 2004 (February 2008) and policies CP41, CP42, DEV16 and DEV19 of the Interim Planning Guidance (October 2007) which seek to ensure that vehicular access points are suitably located and designed to ensure safe access routes for pedestrians, cyclists and vehicles.

### Refuse

- 7.83 The proposed location of the refuse store for Block B is considered unacceptable and concerns have been raised, as refuse vehicles would be required to stop in close proximity to the junction of Upper North Street/Broomfield Street, potentially in part on the existing raised table, preventing vehicles from egressing onto Upper North Street. Given similar design concerns also exist over the location of the refuse it is considered that this matter cannot be controlled via condition.
- 7.84 As such, it is considered that the design and location of the refuse facilities is considered unacceptable given it is poorly designed close to the junction of Upper North Street and Broomfield Street and is not suitably located within the development. The location further reduces active frontages along Broomfield Street

and poses potential highway safety implications during collection. As such the development fails to accord with the requirements of saved policies DEV1, DEV2 and DEV55 of the adopted Tower Hamlets Unitary Development Plan 1998, policies 4B.3 and 4B.6 of the London Plan and policies DEV2, DEV4 and DEV15 of the Unitary Development Plan, which seek the provision of high quality design which seek an acceptable standard of design that creates safe and secure environment and refuse storage which is suitable and securely located.

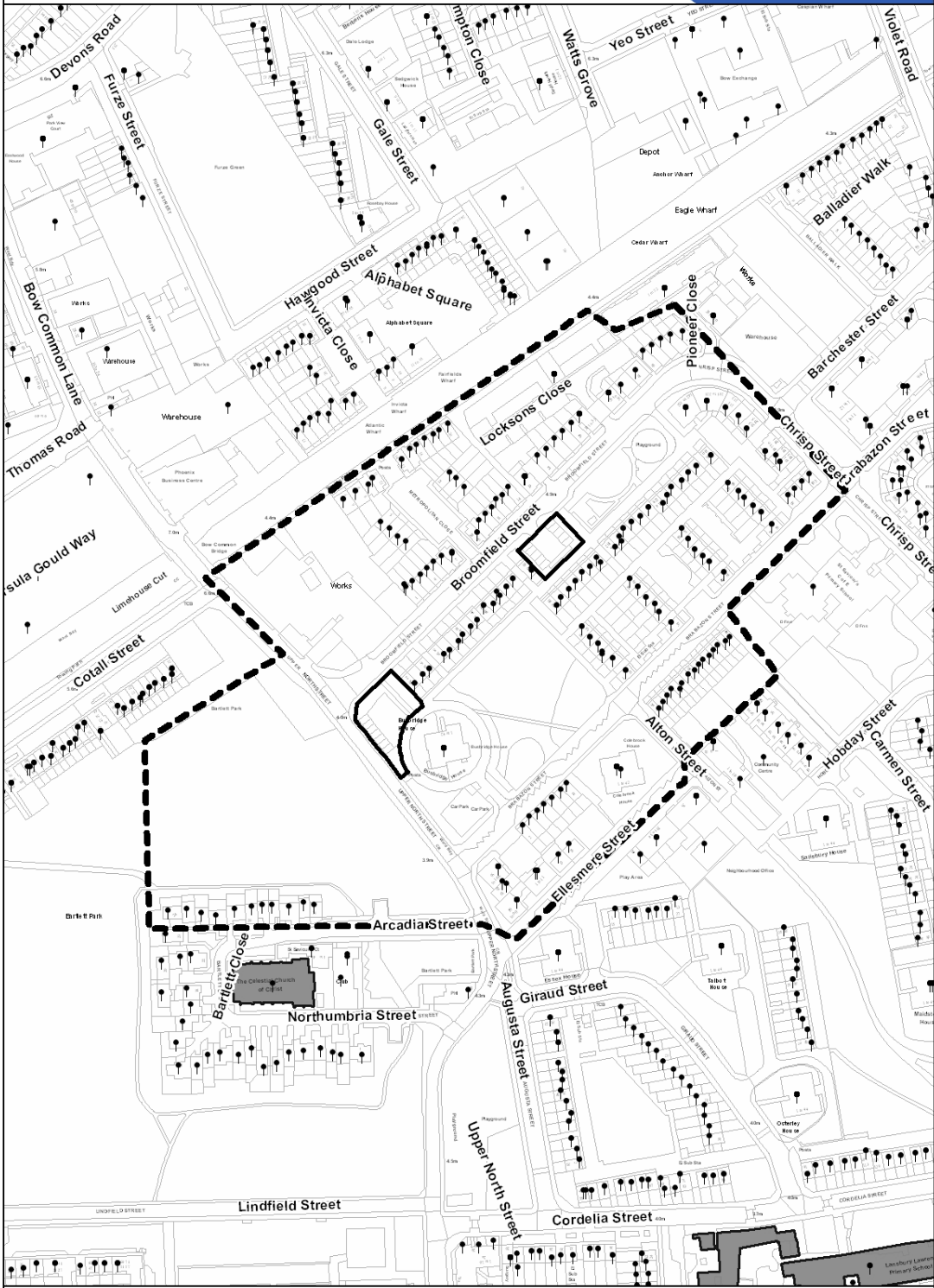
#### Servicing.






- 7.85 The concerns over servicing from the Highways department have been noted. However, it is considered that given the residential use proposed which is not considered to require a large number of servicing, it is considered that a refusal on these grounds could not be substantiated.

#### **Conclusions**

- 8.0 All other relevant policies and considerations have been taken into account. Planning permission should be refused 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	 Statutory Listed Buildings	
 Consultation Area	 Land Parcel Address	

1:2,750

This Site Map displays the Planning Application Site Boundary and the neighbouring Occupiers / Owners who were consulted as part of the Planning Application process. The Site Map was reproduced from the Ordnance Survey mapping with the permission of Her Majesty's Stationary Office (c) Crown Copyright. London Borough of Tower Hamlets LA100019288