

STRATEGIC DEVELOPMENT COMMITTEE

Wednesday, 28 February 2018 at 7.00 p.m.
Council Chamber, 1st Floor, Town Hall, Mulberry Place, 5 Clove
Crescent, London, E14 2BG
(Extraordinary Meeting)
The meeting is open to the public to attend.

Members:

Chair: Councillor Marc Francis
Vice Chair : Councillor David Edgar
Councillor Sirajul Islam, Councillor Asma Begum, Councillor Md. Maium Miah, Councillor Gulam Robbani, Councillor Shafi Ahmed and Councillor Julia Dockerill

Substitutes:

Councillor Danny Hassell, Councillor Denise Jones, Councillor John Pierce, Councillor Muhammad Ansar Mustaqim, Councillor Oliur Rahman, Councillor Chris Chapman, Councillor Shah Alam, Councillor Peter Golds and Councillor Abdul Asad

[The quorum for this body is 3 Members]

Public Information.

The deadline for registering to speak is **4pm Monday, 26 February 2018**
Please contact the Officer below to register. The speaking procedures are attached
The deadline for submitting material for the update report is **Noon Tuesday, 27 February 2018**

Contact for further enquiries:

Zoe Folley, Democratic Services,
1st Floor, Town Hall, Mulberry Place, 5 Clove Crescent, E14 2BG
Tel: 020 7364 4877
E-mail: Zoe.Folley@towerhamlets.gov.uk
Web: <http://www.towerhamlets.gov.uk/committee>

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Public Information

Attendance at meetings.

The public are welcome to attend meetings of the Committee. However seating is limited and offered on a first come first served basis.

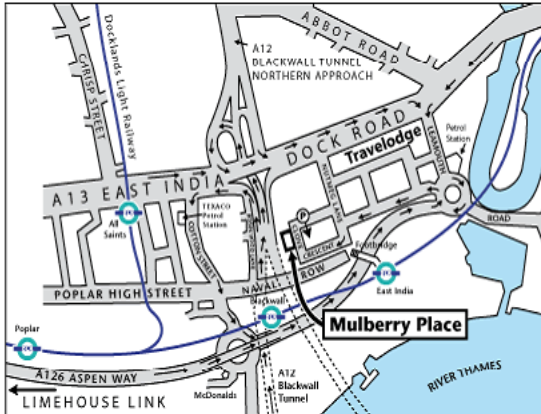
Audio/Visual recording of meetings.

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Mobile telephones

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Access information for the Town Hall, Mulberry Place.



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Meeting access/special requirements.

The Town Hall is accessible to people with special needs. There are accessible toilets, lifts to venues. Disabled parking bays and an induction loop system for people with hearing difficulties are available. Documents can be made available in large print, Braille or audio version. For further information, contact the Officers shown on the front of the agenda.



Fire alarm

If the fire alarm sounds please leave the building immediately by the nearest available fire exit without deviating to collect belongings. Fire wardens will direct you to the exits and to the fire assembly point. If you are unable to use the stairs, a member of staff will direct you to a safe area. The meeting will reconvene if it is safe to do so, otherwise it will stand adjourned.

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QR code for smart phone users

APOLOGIES FOR ABSENCE

1. DECLARATIONS OF DISCLOSABLE PECUNIARY INTERESTS (Pages 5 - 8)

To note any declarations of interest made by Members, including those restricting Members from voting on the questions detailed in Section 106 of the Local Government Finance Act, 1992. See attached note from the Monitoring Officer.

2. RECOMMENDATIONS AND PROCEDURE FOR HEARING OBJECTIONS AND MEETING GUIDANCE (Pages 9 - 10)

To RESOLVE that:

- 1) in the event of changes being made to recommendations by the Committee, the task of formalising the wording of those changes is delegated to the Corporate Director Place along the broad lines indicated at the meeting; and
- 2) in the event of any changes being needed to the wording of the Committee's decision (such as to delete, vary or add conditions/informatives/planning obligations or reasons for approval/refusal) prior to the decision being issued, the Corporate Director Place is delegated authority to do so, provided always that the Corporate Director does not exceed the substantive nature of the Committee's decision.
- 3) To NOTE the procedure for hearing objections at meetings of the Strategic Development Committee.

PAGE NUMBER	WARD(S) AFFECTED
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3. DEFERRED ITEMS

None

4.	PLANNING APPLICATIONS FOR DECISION	11 - 12	
4 .1	The Former Royal London Hospital, Whitechapel Road, London (PA/17/02825 (Full Planning Permission) & PA/17/02828 (Listed Building Consent)	13 - 110	Whitechapel

Proposal:

Full Planning Permission:

Partial demolition, including removal of the remaining west wing and the grocer's wing (behind retained facade), alteration and refurbishment of the former Royal London Hospital and erection of a part four-storey and part seven-storey extension (including partial basement) to provide a new Tower Hamlets Council Civic Centre, comprising; office space (Use Class B1) on upper floors; a library and other customer facing functions (Use Class D1), council chamber, conference, exhibition and/or function space (Sui Generis) and an ancillary café on the ground floor; bicycle-parking spaces, refuse store and associated facilities within the basement; blue badge car-parking spaces, a new sub-station, landscaping and associated works

Listed Building Consent:

Part-demolition, alterations and refurbishment of the former Royal London Hospital building including: retention and repair of the front and rear facades (including 1895 Portico and front Chapel extension); Removal of existing redundant pipework and wiring from facades; Demolition of existing south-west wing; Demolition of Grocer's Wing (behind retained facade at first, second and third floor level) and facsimile reconstruction of mansard roof, dormer windows and chimneys; repair and replacement of all existing windows; Internal reconfiguration and refurbishment works including opening up and removal of internal walls and partitions; and the installation of connecting 'bridge' links to a part four-storey and part seven-storey extension (including partial basement) at the rear of the building. All in connection with the proposed redevelopment and change of use of the building to provide new Tower Hamlets Civic Centre

Recommendation to the Committee:

That the Committee resolve to GRANT planning permission subject to any direction by The Mayor of London, conditions and informatives as set out in the Committee report

Next Meeting of the Strategic Development Committee

Monday, 19 March 2018 at 7.00 p.m. to be held in Council Chamber, 1st Floor, Town Hall, Mulberry Place, 5 Clove Crescent, London, E14 2BG

DECLARATIONS OF INTERESTS - NOTE FROM THE MONITORING OFFICER

This note is for guidance only. For further details please consult the Members' Code of Conduct at Part 5.1 of the Council's Constitution.

Please note that the question of whether a Member has an interest in any matter, and whether or not that interest is a Disclosable Pecuniary Interest, is for that Member to decide. Advice is available from officers as listed below but they cannot make the decision for the Member. If in doubt as to the nature of an interest it is advisable to seek advice **prior** to attending a meeting.

Interests and Disclosable Pecuniary Interests (DPIs)

You have an interest in any business of the authority where that business relates to or is likely to affect any of the persons, bodies or matters listed in section 4.1 (a) of the Code of Conduct; and might reasonably be regarded as affecting the well-being or financial position of yourself, a member of your family or a person with whom you have a close association, to a greater extent than the majority of other council tax payers, ratepayers or inhabitants of the ward affected.

You must notify the Monitoring Officer in writing of any such interest, for inclusion in the Register of Members' Interests which is available for public inspection and on the Council's Website.

Once you have recorded an interest in the Register, you are not then required to declare that interest at each meeting where the business is discussed, unless the interest is a Disclosable Pecuniary Interest (DPI).

A DPI is defined in Regulations as a pecuniary interest of any of the descriptions listed at **Appendix A** overleaf. Please note that a Member's DPIs include his/her own relevant interests and also those of his/her spouse or civil partner; or a person with whom the Member is living as husband and wife; or a person with whom the Member is living as if they were civil partners; if the Member is aware that that other person has the interest.

Effect of a Disclosable Pecuniary Interest on participation at meetings

Where you have a DPI in any business of the Council you must, unless you have obtained a dispensation from the authority's Monitoring Officer following consideration by the Dispensations Sub-Committee of the Standards Advisory Committee:-

- not seek to improperly influence a decision about that business; and
- not exercise executive functions in relation to that business.

If you are present at a meeting where that business is discussed, you must:-

- Disclose to the meeting the existence and nature of the interest at the start of the meeting or when the interest becomes apparent, if later; and
- Leave the room (including any public viewing area) for the duration of consideration and decision on the item and not seek to influence the debate or decision

When declaring a DPI, Members should specify the nature of the interest and the agenda item to which the interest relates. This procedure is designed to assist the public's understanding of the meeting and to enable a full record to be made in the minutes of the meeting.

Where you have a DPI in any business of the authority which is not included in the Member's register of interests and you attend a meeting of the authority at which the business is considered, in addition to disclosing the interest to that meeting, you must also within 28 days notify the Monitoring Officer of the interest for inclusion in the Register.

Further advice

For further advice please contact:-

Asmat Hussain Corporate Director of Law Probity and Governance and Monitoring Officer,
Telephone Number: 020 7364 4801

APPENDIX A: Definition of a Disclosable Pecuniary Interest

(Relevant Authorities (Disclosable Pecuniary Interests) Regulations 2012, Reg 2 and Schedule)

Subject	Prescribed description
Employment, office, trade, profession or vacation	Any employment, office, trade, profession or vocation carried on for profit or gain.
Sponsorship	<p>Any payment or provision of any other financial benefit (other than from the relevant authority) made or provided within the relevant period in respect of any expenses incurred by the Member in carrying out duties as a member, or towards the election expenses of the Member.</p> <p>This includes any payment or financial benefit from a trade union within the meaning of the Trade Union and Labour Relations (Consolidation) Act 1992.</p>
Contracts	<p>Any contract which is made between the relevant person (or a body in which the relevant person has a beneficial interest) and the relevant authority—</p> <p>(a) under which goods or services are to be provided or works are to be executed; and</p> <p>(b) which has not been fully discharged.</p>
Land	Any beneficial interest in land which is within the area of the relevant authority.
Licences	Any licence (alone or jointly with others) to occupy land in the area of the relevant authority for a month or longer.
Corporate tenancies	<p>Any tenancy where (to the Member's knowledge)—</p> <p>(a) the landlord is the relevant authority; and</p> <p>(b) the tenant is a body in which the relevant person has a beneficial interest.</p>
Securities	<p>Any beneficial interest in securities of a body where—</p> <p>(a) that body (to the Member's knowledge) has a place of business or land in the area of the relevant authority; and</p> <p>(b) either—</p> <p>(i) the total nominal value of the securities exceeds £25,000 or one hundredth of the total issued share capital of that body; or</p> <p>(ii) if the share capital of that body is of more than one class, the total nominal value of the shares of any one class in which the relevant person has a beneficial interest exceeds one hundredth of the total issued share capital of that class.</p>

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Guidance for Development Committee/Strategic Development Committee Meetings.

Who can speak at Committee meetings?

Members of the public and Councillors may request to speak on applications for decision (Part 6 of the agenda). All requests must be sent direct to the Committee Officer shown on the front of the agenda by the deadline – 4pm one clear working day before the meeting. Requests should be sent in writing (e-mail) or by telephone detailing the name and contact details of the speaker and whether they wish to speak in support or against. Requests cannot be accepted before agenda publication. Speaking is not normally allowed on deferred items or applications which are not for decision by the Committee.

The following may register to speak per application in accordance with the above rules:

Up to two objectors on a first come first served basis.	For up to three minutes each.
Committee/Non Committee Members.	For up to three minutes each - in support or against.
Applicant/ supporters. This includes: an agent or spokesperson. Members of the public in support	<p>Shall be entitled to an equal time to that given to any objector/s. For example:</p> <ul style="list-style-type: none"> • Three minutes for one objector speaking. • Six minutes for two objectors speaking. • Additional three minutes for any Committee and non Committee Councillor speaking in objection. <p>It shall be at the discretion of the applicant to allocate these supporting time slots.</p>

What if no objectors register to speak against an applicant for decision?

The applicant or their supporter(s) will not be expected to address the Committee should no objectors register to speak and where Officers are recommending approval. However, where Officers are recommending refusal of the application and there are no objectors or members registered, the applicant or their supporter(s) may address the Committee for 3 minutes.

The Chair may vary the speaking rules and the order of speaking in the interest of natural justice or in exceptional circumstances.

Committee Members may ask points of clarification of speakers following their speech. Apart from this, speakers will not normally participate any further. Speakers are asked to arrive at the start of the meeting in case the order of business is changed by the Chair. If speakers are not present by the time their application is heard, the Committee may consider the item in their absence.

This guidance is a précis of the full speaking rules that can be found on the Committee and Member Services webpage: www.towerhamlets.gov.uk/committee under Council Constitution, Part.4.8, Development Committee Procedural Rules.

What can be circulated?

Should you wish to submit a representation or petition, please contact the planning officer whose name appears on the front of the report in respect of the agenda item. Any representations or petitions should be submitted no later than noon the working day before the committee meeting for summary in the update report that is tabled at the committee meeting. No written material (including photos) may be circulated at the Committee meeting itself by members of the public including public speakers.

How will the applications be considered?

The Committee will normally consider the items in agenda order subject to the Chair's discretion. The procedure for considering applications for decision shall be as follows:

Note: there is normally no further public speaking on deferred items or other planning matters



- (1) Officers will announce the item with a brief description.
- (2) Any objections that have registered to speak to address the Committee
- (3) The applicant and or any supporters that have registered to speak to address the Committee
- (4) Committee and non- Committee Member(s) that have registered to speak to address the Committee
- (5) The Committee may ask points of clarification of each speaker after their address.
- (6) Officers will present the report supported by a presentation.
- (7) The Committee will consider the item (questions and debate).
- (8) The Committee will reach a decision.

Should the Committee be minded to make a decision contrary to the Officer recommendation and the Development Plan, the item will normally be deferred to a future meeting with a further Officer report detailing the implications for consideration.

How can I find out about a decision?

You can contact Democratic Services the day after the meeting to find out the decisions. The decisions will also be available on the Council's website shortly after the meeting.

For queries on reports please contact the Officer named on the front of the report.

<p>Deadlines.</p> <p>To view the schedule of deadlines for meetings (including those for agenda papers and speaking at meetings) visit the agenda management timetable, part of the Committees web pages.</p> <p>Visit www.towerhamlets.gov.uk/committee - search for relevant Committee, then 'browse meetings and agendas' then 'agenda management timetable'.</p>	 <p>Scan this code to view the Committee webpages.</p>
<p>The Rules of Procedures for the Committee are as follows:</p> <ul style="list-style-type: none"> • Development Committee Procedural Rules - Part 4.8 of the Council's Constitution (Rules of Procedure). • Terms of Reference for the Strategic Development Committee - Part 3.3.5 of the Council's Constitution (Responsibility for Functions). • Terms of Reference for the Development Committee - Part 3.3.4 of the Council's Constitution (Responsibility for Functions). 	 <p>Council's Constitution</p>

Agenda Item 4

Committee: Strategic Development	Date: 28 February 2018	Classification: Unrestricted	Agenda Item No:
Report of: Corporate Director Place Originating Officer: Owen Whalley		Title: Planning Applications for Decision Ref No: See reports attached for each item Ward(s): See reports attached for each item	

1. INTRODUCTION

- 1.1 In this part of the agenda are reports on planning applications for determination by the Committee. Although the reports are ordered by application number, the Chair may reorder the agenda on the night. If you wish to be present for a particular application you need to be at the meeting from the beginning.
- 1.2 The following information and advice applies to all those reports.

2. FURTHER INFORMATION

- 2.1 Members are informed that all letters of representation and petitions received in relation to the items on this part of the agenda are available for inspection at the meeting.
- 2.2 Members are informed that any further letters of representation, petitions or other matters received since the publication of this part of the agenda, concerning items on it, will be reported to the Committee in an Addendum Update Report.

3. ADVICE OF HEAD OF LEGAL SERVICES

- 3.1 The relevant policy framework against which the Committee is required to consider planning applications comprises the Development Plan and other material policy documents. The Development Plan is:
 - the London Plan 2016
 - the Tower Hamlets Core Strategy Development Plan Document 2025 adopted September 2010
 - the Managing Development Document adopted April 2013
- 3.2 Other material policy documents include the Council's Community Plan, supplementary planning documents, government planning policy set out in the National Planning Policy Statement and the Planning Practice Guidance.
- 3.3 Decisions must be taken in accordance with section 70(2) of the Town and Country Planning Act 1990 and section 38(6) of the Planning and Compulsory Purchase Act 2004. Section 70(2) of the Town and Country Planning Act 1990 requires the Committee to have regard to the provisions of the Development Plan, so far as material to the application and any other material considerations. Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires the Committee to make its determination in accordance with the

LOCAL GOVERNMENT ACT 2000 (Section 97) LIST OF BACKGROUND PAPERS USED IN THE DRAFTING OF THE REPORTS UNDER ITEM 7

Brief Description of background papers:
See Individual reports

Tick if copy supplied for register:
✓

Name and telephone no. of holder:
See Individual reports

Development Plan unless material planning considerations support a different decision being taken.

- 3.4 Under Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990, in considering whether to grant planning permission for development which affects listed buildings or their settings, the local planning authority must have special regard to the desirability of preserving the building or its setting or any features of architectural or historic interest it possesses.
- 3.5 Under Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990, in considering whether to grant planning permission for development which affects a conservation area, the local planning authority must pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area.
- 3.6 The Equality Act 2010 provides that in exercising its functions (which includes the functions exercised by the Council as Local Planning Authority), that the Council as a public authority shall amongst other duties have due regard to the need to-
- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited under the Act;
 - (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
 - (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 3.7 The protected characteristics set out in the Equality Act are: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation. The Equality Act acknowledges that compliance with the duties set out may involve treating some persons more favourably than others, but that this does not permit conduct that would otherwise be prohibited under the Act.
- 3.8 In accordance with Article 35 of the Town and Country Planning (Development Management Procedure) (England) Order 2015, Members are invited to agree the recommendations set out in the reports, which have been made on the basis of the analysis of the scheme set out in each report. This analysis has been undertaken on the balance of the policies and any other material considerations set out in the individual reports.

4. PUBLIC SPEAKING

- 4.1 The Council's constitution allows for public speaking on these items in accordance with the rules set out in the constitution and the Committee's procedures. These are set out at the relevant Agenda Item.

5. RECOMMENDATION

- 5.1 The Committee to take any decisions recommended in the attached reports.

Agenda Item 4.1

Committee: Strategic Development Committee	Date: 28.02.2018	Classification: Unrestricted	Agenda Item Number:
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Report of: Director of Place Case Officer: Kirsty Gilmer (and Shahara Ali-Hempstead)	Title: Application for Planning Permission and Listed Building Consent Ref No: PA/17/02825 (Full Planning Permission) & PA/17/02828 (Listed Building Consent) Ward: Whitechapel
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1. APPLICATION DETAILS

Location: The Former Royal London Hospital, Whitechapel Road, London

Existing Use: Vacant (former Hospital Use)

Proposal: Full Planning Permission:
Partial demolition, including removal of the remaining west wing and the grocer's wing (behind retained facade), alteration and refurbishment of the former Royal London Hospital and erection of a part four-storey and part seven-storey extension (including partial basement) to provide a new Tower Hamlets Council Civic Centre, comprising; office space (Use Class B1) on upper floors; a library and other customer facing functions (Use Class D1), council chamber, conference, exhibition and/or function space (Sui Generis) and an ancillary café on the ground floor; bicycle-parking spaces, refuse store and associated facilities within the basement; blue badge car-parking spaces, a new sub-station, landscaping and associated works

Listed Building Consent:
Part-demolition, alterations and refurbishment of the former Royal London Hospital building including: retention and repair of the front and rear facades (including 1895 Portico and front Chapel extension); Removal of existing redundant pipework and wiring from facades; Demolition of existing south-west wing; Demolition of Grocer's Wing (behind retained façade at first, second and third floor level) and facsimile reconstruction of mansard roof, dormer windows and chimneys; repair and replacement of all existing windows; Internal reconfiguration and refurbishment works including opening up and removal of internal walls and partitions; and the installation of connecting

'bridge' links to a part four-storey and part seven-storey extension (including partial basement) at the rear of the building. All in connection with the proposed redevelopment and change of use of the building to provide new Tower Hamlets Civic Centre

Drawing and documents: See appendix

Applicant: London Borough of Tower Hamlets

Ownership: London Borough of Tower Hamlets
UK Power Networks
London Underground Limited

Historic Building: Grade II Listed Building

Conservation Area: Located within London Hospital Conservation Area and opposite Whitechapel Market Conservation Area

2. EXECUTIVE SUMMARY

- 2.1. The Council has considered the particular circumstances of this application against the Council's Development Plan policies contained in the London Borough of Tower Hamlets adopted Core Strategy (2010) and Managing Development Document (2013) as well as the London Plan (MALP) 2016 and the National Planning Policy Framework and relevant supplementary planning documents.
- 2.2. In land use terms, the proposed redevelopment of the former Royal London Hospital building for a new Tower Hamlets Civic Centre in the heart of Whitechapel is consistent with the relevant development plan policies, the City Fringe Opportunity Area Planning Framework (CFOAPF), the Key Place Transformation land use objectives in the Whitechapel Vision Masterplan SPD and the emerging Local Plan.
- 2.3. The proposal would provide significant heritage benefits and public benefits including the bringing back into use of a heritage asset, improved public realm, permeability through the site meeting the green spine aspirations, public use of the building allowing greater appreciation of the heritage asset, employment and jobs in addition to repairing the streetscene and integrating the building with Whitechapel and the wider city fringe. Officers consider that on balance, the scale of the public benefits which the scheme delivers would significantly outweigh the less than substantial harm to the building itself as well as the setting of surrounding statutory and locally listed buildings and would preserve the character and setting of the London Hospital Conservation Area and Whitechapel Market Conservation Areas.
- 2.4. Whilst there is some loss of open space, it is considered this can be significantly outweighed by the substantial public benefits and on balance is acceptable.
- 2.5. The proposed new build extension to the rear of the site would be of an appropriate scale, form and composition for the surrounding context and emerging townscape in this part of Whitechapel. It would be of high quality design, materials and finishes

and would respect the former Royal London Hospital building as well as surrounding heritage assets.

- 2.6. The reinstatement of the row of London Plane trees along the frontage of Whitechapel Road and associated planting scheme would mitigate the loss of the existing tree (covered by a Tree in a Conservation Area (TCA) designation) which is of low quality and has limited value within the conservation area. The existing London Plane tree covered by a TPO would be retained throughout and protected whilst works are undertaken on site.
- 2.7. The scheme has been considered in terms of amenity impacts to existing neighbours and found to have no significant adverse impacts.
- 2.8. The site has excellent public transport accessibility levels (PTAL of 6a/b) and is more accessible than existing offices within the borough. The proposal positively responds to the station in facilitating pedestrian movement across Whitechapel Road. Other transport matters, including parking, access and servicing have been resolved and subject to conditions it is not considered that there would be any significant detrimental impact upon the surrounding TfL highway network as a result of this development.
- 2.9. An exemplary approach to biodiversity is delivered by the proposal providing the maximum feasible contribution to the Local Biodiversity Action Plan (LBAP) including a roof terrace with planting for staff and green roofs.
- 2.10. The scheme would be liable to the Mayor's community infrastructure levy and conditions would secure local employment and training as well as contributions to cycle hire docking stations.

3. RECOMMENDATION

- 3.1. That the Committee resolve to GRANT planning permission subject to:

A. Any direction by The Mayor of London.

- 3.2. That the Corporate Director of Place is delegated power to negotiate the legal agreement indicated above acting within normal delegated authority.
- 3.3. That the Corporate Director of Place has delegated authority to recommend the following conditions and informatives in relation to the following matters for Full Planning Permission:

Prior to Commencement' Conditions:

1. Demolition and Construction Environmental Management Plan (in consultation with TfL, Barts NHS Service and Ambulance Service)
2. Detailed design and method statement including equipment (in consultation with London Underground and Rail for London)
3. Site wide detailed drainage scheme (in consultation with Thames Water) including sustainable drainage measures;
4. Two stage ground contamination remediation and mitigation
5. Piling Method Statement (in consultation with Thames Water)
6. Two stage Archaeological investigation (in consultation with Historic England Archaeology)

7. Detailed Arboricultural Method Statement, updated Tree Protection Plan and implementation of tree protection measures
8. Water supply studies (in consultation with Thames Water)

Prior to completion of superstructure works conditions:

9. Biodiversity mitigation, enhancements and monitoring including green roof details
10. Details of all external plant and machinery including screening/attenuation measures;
11. Details of all external facing materials including samples
12. Typical elevation details including detailed drawings
13. Details of public realm treatments/hard landscaping including CCTV and lighting (in consultation with TfL)
14. Details of extraction and ventilation as necessary
15. Scheme of highway works surrounding the site (Section 278 agreement) (in consultation with TfL) including measures to further improve access junctions
16. Details of all cycle parking stores/locations (meeting London Plan standards and maximising Sheffield stands), access to cycle stores, design and associated facilities;
17. Secure by Design Accreditation
18. Inclusive access arrangements (including internal detailed design)
19. Design of PV panel array
20. Energy strategy achieving carbon reduction levels identified in Energy Strategy and investigation of additional carbon reduction measures and single point of connection to potential future district heating network

Prior to Occupation' Conditions:

21. Full Delivery, servicing and management plan (in consultation with TfL)
22. Full Travel Plan (in consultation with TfL)
23. Cycle Parking Management Plan (in consultation with TfL)
24. Car Park Management Plan
25. Proposed arrangements for Blue Badge holders and ECU's.
26. Investigation of delivery of BREEAM Outstanding (and BREEAM Excellent secured as a minimum)
27. Detailed floor plans showing how SME's could be accommodated

Compliance' Conditions –

28. Permission valid for 3yrs;
29. Development in accordance with approved plans;
30. Personal permission
31. List of planning obligations*
32. Hours of construction
33. Hours of opening
34. Provision of public routes for life of development and hours of public access
35. Refuse stores to be provided prior to occupation
36. Provision of cycle stores for the life of the development

Informatives

1. Mayoral CIL liable
2. Thames Water informatives
3. Separate Building Control approval and Fire Statement
4. London Square application

*

- a. A contribution of £106,908 towards training and skills needs of local residents in accessing new jobs in the construction phase of all new developments
- b. A contribution of £608,067.90 towards employment skills and training to access employment (end use phase);
- c. 65 construction phase apprenticeships (to a minimum of NVQ Level 2) or equivalent;
- d. Access to employment and construction - 20% local goods/service procurement and 20% local jobs at construction phase;
- e. Contribution of £30,000 toward six cycle hire docking points
- f. Crossrail contribution formula

3.4. That the Corporate Director of Place has delegated authority to recommend the following conditions and informatives in relation to the following matters for Listed Building Consent:

1. Method statement and structural engineering drawings
2. Fire safety strategy
3. Protection of historic features during building works and relocation strategy (permanently).
4. Temporary removal and storage of items off site (if needed)
5. Temporary storage on site (i.e. items retained and secured on site such as south door surround and plaques – will probably need to discuss which items near/post committee)
6. New brickwork
7. Details (detailed drawings, replacement window strategy, reinstatement of south door surround, roof of Grocer's wing, signage, glazed enclosure in porte-cochère etc)
8. Hidden historic features
9. Masonry cleaning
10. Repointing

4. PROPOSAL, LOCATION DETAILS and DESIGNATIONS

Proposal

- 4.1. The applicant is seeking planning permission and listed building consent for the part-demolition, refurbishment and extension of the existing Grade II listed former Royal London Hospital building on site which will provide a new Civic Centre for the London Borough of Tower Hamlets. The proposal seeks to bring a vacant historic landmark building back in to public use.
- 4.2. The proposal includes demolition works of some elements of the listed building to facilitate the conversion to the proposed use. An external façade retention approach has been adopted with the Grocers wing located to the east of the site with the demolition of the upper floor levels of the existing building. The former mansard roof, dormer windows and chimneys will be reinstated above the Grocers wing. The rear element of the west wing of the existing building will also be demolished. In terms of other building facades, these will be retained and upgraded including the making good of the masonry and replacement of windows as necessary. Key historic features such as the plaques and memorials, staircases

located at the east and west of the site, chapel space and former operating theatres will be retained as part of the proposal.

- 4.3. A new build extension is proposed to the rear (south) of the building which will be in a 'z' shaped design wrapping around the existing rear façade. The new build extension will range in height from four to seven storeys in height (plus partial basement). The proposed extension is effectively arranged in three volumes with the largest element (seven storeys with partial lower ground and plant level roof) located toward the south west of the site, a four storey element (plus roof terrace) located in the central portion of the site and a four storey element (plus roof level) located to the east of the site. A series of bridge links internal to the proposed development will connect the historic and new build elements which will sit in a glazed atrium to expose the existing rear façade of the building. The table below sets out the building areas (GIA) for the existing, demolished, retained and proposed elements of the building.

Building areas	Gross Internal Area (GIA) sqm
Existing total floor area <i>(of Former Royal London Hospital Building)</i>	16,198 m ²
Proposed demolition <i>(of Former Royal London Hospital Building)</i>	6,711m ²
Retained total	9,487m ²
Proposed Gross Total Area <i>(retained building and new build extension)</i>	26,727m²

Table 1: floor areas of proposal



Figure 1: proposed scheme overview

- 4.4. At ground floor level, two main entrances are proposed to the east and west of the site utilising the existing steps within the porte-cochère and a new fully accessible entrance within the Grocers wing. The proposal will include a 'local presence' function which will be fully accessible to all and provide a large multi-functional public space. The primary customer service space includes a library, Council Chamber, drop in service centre, public meeting rooms, other public facing council services and ancillary café space. The ground floor level will total 5,049sqm of D1/Sui Generis use space. The proposed ground floor function is anticipated to open for general public access from 8am – 9pm Monday to Friday (and 8am to 6pm on weekends) with the Council general opening hours for services as 8am to 6pm Monday to Fridays (and later as necessary for Council meetings).
- 4.5. At the upper floor levels of the building, office accommodation is provided with large open plan floorplates to meet the modern working requirements of the council (totalling 18,667sqm GIA). The applicant's team has confirmed the proposal involves the consolidation of 2,472 staff from Tower Hamlet Council's existing offices based around the borough including staff from Mulberry Place (where the majority of the Council's administrative and democratic functions are currently based), John Onslow House and Albert Jacobs House (which are also administrative buildings) in addition to staff from the Clinical Commissioning Group and Tower Hamlets Homes.
- 4.6. The proposal will accommodate a workforce total of 2,745 and will include the delivery of 1,867 workstations on the upper floor levels. A flexible working arrangement will be used with 20% of desks fixed and 80% agile desks and a desk sharing arrangement of 6 workstations to 10 staff. The office element of the proposal will maintain 24 hour access for office staff Monday to Sunday.
- 4.7. The proposal will provide a single basement (or lower ground) level containing cycle parking, refuse provisions, plant and a substation. Access to the basement is provided by internal lifts and staircases. A dedicated goods lift is provided to the

south west of the site. In terms of access to the cycle parking store, a cycle channel is provided to basement level at the front of the building and a platform lift for cyclists will be provided at the front of the building toward the west of the site.

- 4.8. Landscaping and public realm improvements are proposed to the front of the site alongside Whitechapel Road including the introduction of hard and soft landscaping (such as the re-instating of the London Plane trees outside the Grocer's wing), the provision of two wheelchair accessible parking bays adjacent to the Grocer's wing, a delivery and servicing bay to the east of the grand porte-cochère and short term cycle parking in the public realm.
- 4.9. It is anticipated that early works will start on site in April 2018 and occupation will start in 2021.

Site and Surroundings

- 4.10. The application site is located to the south of Whitechapel Road opposite Whitechapel Underground Station, a Crossrail Station (which is currently under construction with Elizabeth Line services commencing from December 2018) and the Whitechapel Markets. To the east the site is bounded by East Mount Street and to the south and west by the modern Royal London Hospital buildings including the Dental Hospital and the main hospital building.
- 4.11. The surrounding area is a mixture of characters and scale. The immediate buildings on the northern side of Whitechapel Road range from 3 to 5 storeys in height and forming a key shopping frontage within the Whitechapel District Centre. The buildings generally provide retail/commercial premises at ground floor level with commercial or residential above. The shopping frontage is located in the Whitechapel Market Conservation Area and includes Grade II Listed buildings at no 261-267 Whitechapel Road and locally listed buildings at no. 255 to 259 Whitechapel Road and at 279 to 283 Whitechapel Road. At the eastern most extent lies the Idea Store at the junction of Whitechapel Road and Brady Street and the grade II listed former Albion Brewery.
- 4.12. To the south and west of the site, the modern Royal London Hospital building complex dominates which is of modern architecture and 19 storeys in height at its maximum and extends over Stepney Way. To the south of Stepney Way lies the Grade II* St. Augustine with St Philip's Church which houses the school of medicine and dentistry. Beyond the church to the south lies the Whitechapel Estate with grade II listed properties on Newark Street and Philpot Street. A Grade II listed residential terrace is also located to the west of the application site (beyond the School of Medicine and Dentistry) on Mount Terrace.
- 4.13. The following plan shows the extent of the application site outlined in red.

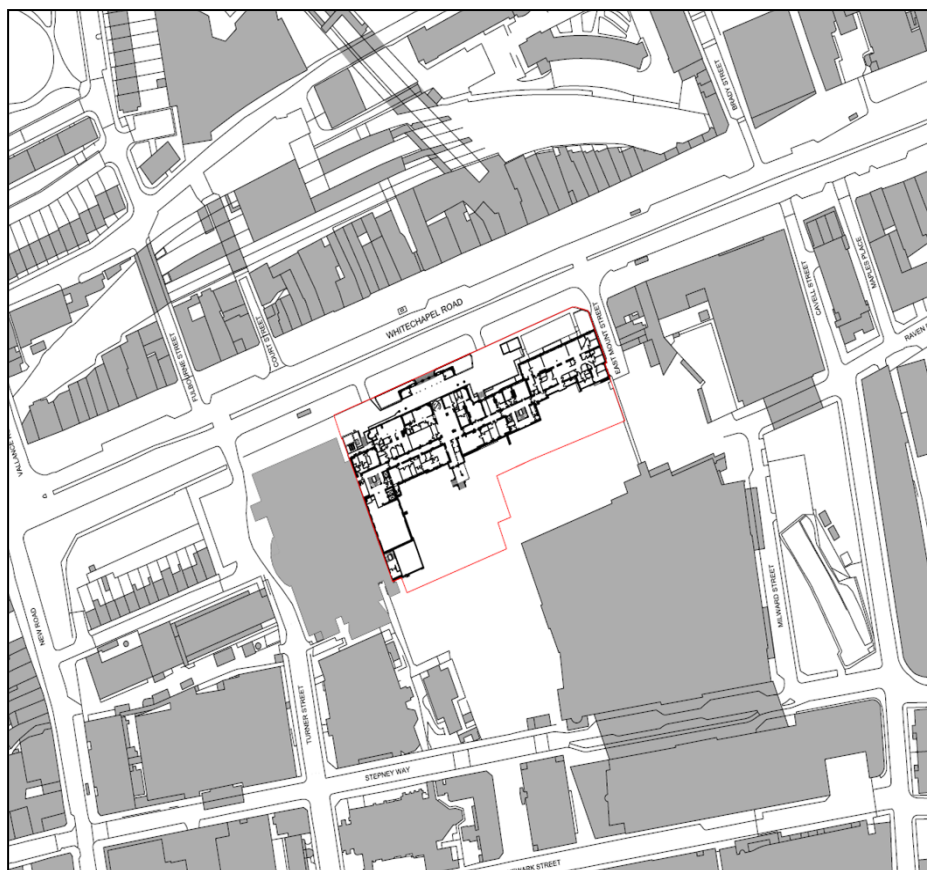


Figure 2: site location plan.

- 4.14. The site itself accommodates the former Royal London hospital building, which is Grade II listed, and vacant land to the south. The Listing description of the London Hospital states:

Begun 1751. Architect Boulton Mainwaring. Later alterations and additions. Brick with slate roof. Central advanced block of 7 bays with pediment over 5 bays, clock in tympanum and balustraded parapet. Arcaded ground floor with rusticated brick arches. Windows separated by pilasters through 1st and 2nd floors with 2 pairs at each end. Eastern reveal had round arched window with tracery and similar one remains on facade. Flanking recessed 6 bay wings to east and west 4 storeys and dormers leading to eastern advanced wings of 11 bays. Yellow brick, stone cornice to parapet. Band above 1st floor. Gauged flat arches to recessed windows.

- 4.15. The Hospital has been in its current location since 1757 and has expanded and adapted over the years to respond to the need of those living in the East End at the time. Notable changes include the additional wings at each end of the original building in the 1770's. Following this, the Alexandra Wing to the west and the Grocers wing to the east in the mid to late 1800s. The grand frontage facing Whitechapel Road was completed in the late 19th Century. At this time, a new chapel was added to the centre of the Whitechapel Road elevation. In the early 1900s, two new storeys were added to the top of the existing blocks facing Whitechapel Road.
- 4.16. Over the last 100 years the interior has been adapted to upgrade and modernise the hospital facilities. The Alexandra Wing was demolished in 1967 to make way

for the Dental Hospital and the majority of the southern portion of the Grocer's Wing for the new Holland Wing.

- 4.17. Since the relocation of medical operations in 2013 to the new hospital buildings immediately to the south of the site, the building has remained vacant. Much of the previous hospital equipment and fittings remain within the building.
- 4.18. The existing accesses from the Former Hospital Building are from Whitechapel Road (which is a TfL red route) and provides a bus lane and separate cycle lane which run directly past the site. A bus stop and cycle hire docking station are located in the public realm beyond the site boundary to the north.

Designations

- 4.19. The site lies within the 'Whitechapel' placemaking area as identified within the Core Strategy (2010). The vision details that Whitechapel is a historic place set around Whitechapel Road with Crossrail and the Royal London Hospital providing a regional role. The vision also asserts that Whitechapel will be a thriving regional hub with a diverse economy offering job opportunities for local people.
- 4.20. In addition to the above, the site also falls within the Whitechapel District Centre, as per the Tower Hamlets Town Centre Hierarchy, which is the second largest type of town centre within the spatial hierarchy. The site also falls within a Local Office Location (LOL) which seeks to accommodate additional demand for secondary office accommodation within the borough and supports the borough in providing a range of and mix of different types of employment uses and spaces.
- 4.21. The site lies within the 'core growth area' of the City Fringe/Tech City Opportunity Area Planning Framework (CFOAPF) (2015) which is one of 38 Opportunity Area's designated by the London Plan. The CFOAPF states that the City Fringe Opportunity Area has the capacity to deliver over 53,000 new jobs and 15,000 new homes.
- 4.22. The site also falls within the Whitechapel Vision Masterplan (SPD adopted 2013). The Masterplan highlights the importance of the delivery of a new 21st century 'civic hub' for Tower Hamlets within Whitechapel, bringing the borough's services back into the heart of the borough through the re-use of the vacant former Royal London hospital building. The Whitechapel Vision identifies three major gateways marking the arrival points into Whitechapel which will focus at key junctions. One such 'gateway' would be in front of the Crossrail station and Civic Hub which will be defined by landmark buildings (such as the former Royal London Hospital building), public realm and public art.
- 4.23. As part of the Whitechapel Vision, 'Key Place Transformation 2: New Civic Hub' of the masterplan sets out the three key masterplan initiatives including the creation of the new civic hub, the creation of a new Civic Square temporary public art and uses.
- 4.24. Figure 3 below shows the key principles for the New Civic Hub from the Whitechapel Vision Masterplan SPD (2013).

Key Urban Design and Planning principles for New Civic Hub



Figure 3: Key urban design and planning principles for New Civic Hub

- 4.25. Whilst the draft emerging Local Plan does not carry significant weight at this point in time, it reinforces the importance of the new Civic Centre within the Whitechapel district centre and (in addition to the Green Spine) forms part of the vision for the City Fringe. As part of the emerging Local Plan the new 'Whitechapel South' site allocation demonstrates the strategic importance of the area to the south of Whitechapel Road including the civic centre itself, the public square behind the former Royal London Hospital building and the green linear open space.
- 4.26. As noted above, the former Royal London Hospital building is grade II listed and lies within the London Hospital Conservation Area. The site lies opposite (on its northern side) the Whitechapel Market Conservation Area. Further to the west lies the Ford Square/Sidney Square Conservation Area and to the east lies the Myrdle Street Conservation Area.
- 4.27. As noted in the 'site and surrounds' section of the report, the site lies in proximity to several listed buildings including the Grade II Listed buildings at no 261-267 Whitechapel Road opposite the site, the Grade II* St. Augustine with St Philip's Church to the south of Stepney Way, the Grade II listed properties within the Whitechapel Estate further to the south of the Church and the grade II listed terrace to the west of the site on East Mount Street. There are also a number of grade II listed telephone kiosks and a grade II listed water fountain along Whitechapel Road. In addition a grade II listed post box is located to the south of the site. The grade II Listed Queen Alexandra statue shown to be located to the south of the site on the map below has since been relocated to the east of the School of Medicine and Dentistry. Finally, no's 255-259 and no's 279-281 Whitechapel Road are locally listed buildings. This is shown on figure 4 below with the blue buildings/structures being grade II listed, the pink building being grade II* listed and the yellow buildings being locally listed.

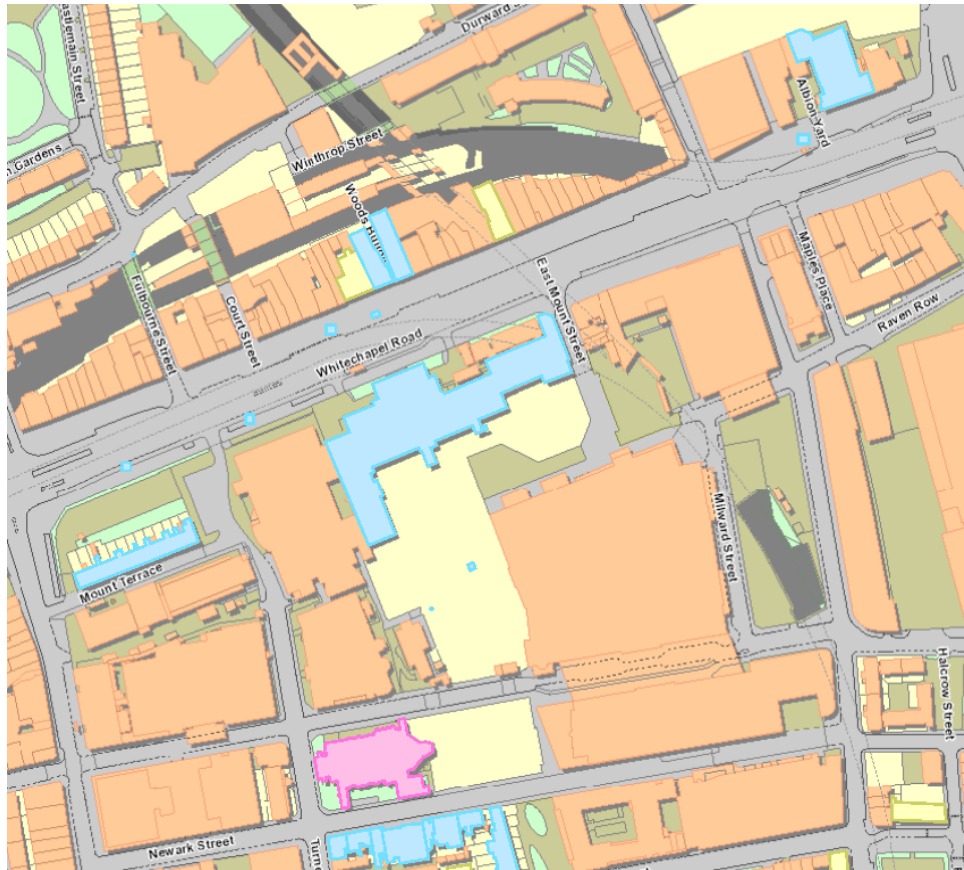


Figure 4: Statutory listed buildings/structures in proximity to the application site.

- 4.28. There is also one remaining tree at the application site which has a Tree Preservation Order (TPO) designation and is located to the far west of the site. The other trees within the site boundary are protected by virtue of being within a conservation area.
- 4.29. Finally, the site is within an Air Quality Management Area and is within a Crossrail SPG Charging Zone.

Relevant Planning History on the application site

- 4.30. The most relevant planning history to the application site is detailed below.

Application Site

- PF/17/00075 – the applicant has engaged with the local planning authority through formal pre-application discussions since April 2017 regarding the refurbishment, extension and change of use of the former Royal London Hospital to provide a new Civic Centre building. The applicant has engaged with external bodies such as Historic England, the GLA and TfL as part of this pre-application process in addition to internal consultees. The pre-application discussions primarily resolved the heritage and design matters; however, the highways, environmental matters and the approach to the London Square were not fully resolved at the pre-application stage.
- PA/04/611 – Full Planning permission for the redevelopment and refurbishment of the Royal London Hospital. Approved 31/3/05.

- PA/05/122 - Conservation Area Consent for the demolition of various sites within the Royal London Hospital. Approved 31/3/05.
- PA/05/123 - Listed Building Consent for the refurbishment of and alterations to the Royal London Hospital in connection with its redevelopment. Approved 31/3/05
- PA/15/00108 - Removal and re-siting of Royal London Hospital war memorial plaque from within the former ground floor foyer of the old Royal London Hospital Front Block Building. To be re-sited on the wall of the Stepney Way public atrium in the new hospital building. Approved 04/11/2016.
- PA/17/02088 – Listed Building Consent for soft-strip works involving removal of fixtures, fittings and partitions associated with the former hospital; and limited works of structural investigation and materials testing. Approved 19/10/17.

5. POLICY FRAMEWORK

- 5.1. Section 38(6) of the Planning and Compulsory Purchase Act (2004) requires that the determination of these applications must be made in accordance with the plan unless material considerations indicate otherwise.
- 5.2. Section 70(2) of the Town and Country Planning Act (1990) states that there must be regard to the provisions of the development plan, so far as material to the application, to local finance considerations so far as material to the application, and to any other material considerations.
- 5.3. When determining listed building consent applications, section 16 and section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990, requires that special regard should be paid to the desirability of preserving the building or its setting, or any features of special architectural or historic interest which it possesses. Pursuant to Section 72 of the above mentioned Act requires that a local planning authority must pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area.
- 5.4. The list below is not an exhaustive list of policies, it contains some of the most relevant policies to the application:
- 5.5. **Government Planning Policy Guidance/Statements**
National Planning Policy Framework (March 2012) (NPPF)
National Planning Guidance Framework (March 2014) (NPPG)
- 5.6. **Spatial Development Strategy for Greater London - London Plan 2016 (MALP)**

Policies

- 2.1 London
- 2.9 Inner London
- 2.13 Opportunity Areas
- 2.14 Areas for Regeneration
- 2.15 Town centres
- 3.1 Ensuring equal life chances for all
- 3.2 Improving health and addressing health inequalities

- 4.1 Developing London's economy
 - 4.2 Offices
 - 4.8 Supporting a successful and diverse retail sector
 - 5.1 Climate change mitigation
 - 5.2 Minimising carbon dioxide emissions
 - 5.3 Sustainable design and construction
 - 5.5 Decentralised energy networks
 - 5.6 Decentralised energy in development proposals
 - 5.7 Renewable energy
 - 5.8 Innovative energy technologies
 - 5.9 Overheating and cooling
 - 5.10 Urban greening
 - 5.11 Green roofs and development site environs
 - 5.12 Flood risk management
 - 5.13 Sustainable Drainage
 - 5.14 Water quality and wastewater infrastructure
 - 5.15 Water use and supplies
 - 5.21 Contaminated land
 - 6.1 Strategic approach to transport
 - 6.3 Assessing effects of development on transport capacity
 - 6.5 Funding Crossrail and other strategically important transport infrastructure
 - 6.9 Cycling
 - 6.10 Walking
 - 6.13 Parking
 - 7.1 Lifetime neighbourhoods
 - 7.2 An inclusive environment
 - 7.3 Designing out crime
 - 7.4 Local character
 - 7.5 Public realm
 - 7.6 Architecture
 - 7.7 Location and design of tall and large buildings
 - 7.8 Heritage assets and archaeology
 - 7.9 Heritage led regeneration
 - 7.10 World heritage sites
 - 7.11 London view management framework
 - 7.12 Implementing the London view management framework
 - 7.13 Safety, security and resilience to emergency
 - 7.14 Improving air quality
 - 7.15 Reducing noise and enhancing soundscapes
 - 7.18 Protecting Open space and addressing deficiency
 - 7.19 Biodiversity and access to nature
 - 8.2 Planning obligations
 - 8.3 Community Infrastructure Levy (CIL)
- 5.7. **Tower Hamlets Core Strategy (adopted September 2010) (CS)**
- SP01 Refocusing on our town centres
 - SP03 Creating healthy and liveable neighbourhoods
 - SP04 Creating a Green and blue grid
 - SP05 Dealing with waste
 - SP06 Delivering successful employment hubs
 - SP07 Improving education and skills
 - SP08 Making connected Places
 - SP09 Creating Attractive and Safe Streets and Spaces
 - SP10 Creating Distinct and Durable Places
 - SP11 Working towards a Zero Carbon Borough

SP12 Delivering placemaking
SP13 Planning Obligations

5.8. **Managing Development Document (adopted April 2013) (MDD)**

DM0 Delivering Sustainable Development
DM1 Development within the town centre hierarchy
DM8 Community Infrastructure
DM9 Improving air quality
DM10 Delivering open space
DM11 Living buildings and biodiversity
DM13 Sustainable drainage
DM14 Managing Waste
DM16 Office Locations
DM20 Supporting a Sustainable transport network
DM21 Sustainable transportation of freight
DM22 Parking
DM23 Streets and the public realm
DM24 Place sensitive design
DM25 Amenity
DM26 Building heights
DM27 Heritage and the historic environments
DM28 World heritage sites
DM29 Achieving a zero-carbon borough and addressing climate change
DM30 Contaminated Land

5.9. **Draft Tower Hamlets Local Plan 2031: Managing Growth and Sharing the Benefits**

Statutory public consultation on the 'Regulation 19' version of the above emerging plan commenced on Monday 2nd October 2017 and closed on Monday 13th November 2017. Weighting of draft policies is guided by paragraph 216 of the National Planning Policy Framework and paragraph 19 of the Planning Practice Guidance (Local Plans). These provide that from the day of publication a new Local Plan may be given weight (unless material considerations indicate otherwise) according to the stage of preparation of the emerging local plan, the extent to which there are unresolved objections to the relevant policies, and the degree of consistency of the relevant policies in the draft plan to the policies in the NPPF. Accordingly as Local Plans pass progress through formal stages before adoption they accrue weight for the purposes of determining planning applications. As the Regulation 19 version has not been considered by an Inspector, its weight remains limited. Nonetheless, it can be used to help guide planning applications and weight can be ascribed to policies in accordance with the advice set out in paragraph 216 of the NPPF.

5.10. **Mayor of London Draft London Plan (December 2017)**

Statutory public consultation on the draft London Plan commenced on the 1st of December 2017 and will close on 2nd March 2018. This is the first substantive consultation of the London Plan, but it has been informed by the consultation on 'A City for All Londoners' which took place in Autumn/Winter 2016. The current 2016 consolidation London Plan is still the adopted Development Plan. However the Draft London Plan is a material consideration in planning decisions. It gains more weight as it moves through the process to adoption; however, the weight given to it is a matter for the decision maker.

5.11. **Supplementary Planning Documents include**
Planning Obligations SPD (September 2016)

Whitechapel Vision Masterplan SPD (December 2013)
 City Fringe Opportunity Area Planning Framework (December 2015)
 Land for Industry and Transport SPG (September 2012)
 CIL Charging Schedule (April 2015)
 Sustainable Design and Construction SPG (April 2014)
 Shaping Neighbourhoods: Character and Context (June 2014)
 Use of planning obligations in the funding of Crossrail, and the Mayoral Community Infrastructure Levy (March 2016)
 London View Management Framework SPG (March 2012)
 London World Heritage Sites - Guidance on Settings SPG (March 2012)
 SPG: Planning for Equality and Diversity in London (October 2007)
 SPG: Accessible London: Achieving an Inclusive Environment (April 2004)
 Mayor's Climate Change Adaptation Strategy
 Mayor's Climate Change Mitigation and Energy Strategy
 Mayor's Water Strategy
 Draft Mayor's Transport Strategy (2017)
 Town Centres SPG (July 2014)
 London Hospital Conservation Area Character Appraisal and Management Guidelines (2007).
 Whitechapel Market Conservation Area Character Appraisal and Management Guidelines (2009)

5.12. **Tower Hamlets Community Plan (2015)**

The following Community Plan objectives relate to the application:

- A Great Place to Live
- A Prosperous Community
- A Safe and Supportive Community
- A Healthy Community

6. **CONSULTATION RESPONSE**

6.1. The views of the Directorate of Place are expressed in the MATERIAL PLANNING CONSIDERATIONS section below.

6.2. The following were consulted regarding the application:

Internal Responses

Ideas Store

6.3. No comments received

LBTH Communities, Localities and Culture (CLC)

6.4. No comments received

Infrastructure Planning

6.5. No comments received

Parks and Open Spaces

6.6. No comments received

Building Control

- 6.7. No comments received

LBTH Arboricultural Officer

- 6.8. The trees were inspected at pre-application stage and the arboricultural team were present for a site meeting regarding tree retention and potential impacts on roots. Following the trial excavations, the tree protection measures set out in Quaife Woodlands Report Ref: AR/3592L/jq are adequate to ensure the safe retention of the principal tree - T1 London Plane and there are no objections to the removal of T2 - Portuguese Laurel tree, subject to replanting.
- 6.9. A detailed Arboricultural Method Statement (AMS), updated Tree Protection Plan and implementation of Tree Protection Measures should be secured as a pre-commencement planning condition. The suggested condition would be secured should planning permission be granted.

LBTH Environmental Health - Contaminated Land

- 6.10. Environmental Health Contaminated Land has reviewed the submitted information and considers there is a possibility for contaminated land to exist.
- 6.11. On the basis of the above, a twofold condition is recommended to ensure any contaminated land is appropriately dealt with. The suggested condition would be secured should planning permission be granted.

LBTH Environmental Health - Air Quality

- 6.12. The submitted Air Quality Assessment demonstrates that the predicted air quality impact on the proposed development will not be significant as both existing and proposed development are predicted to Achieve the annual mean NO2 objective. Similarly PM10 and PM2.5 objectives will also be achieved.
- 6.13. An air quality neutral assessment was also undertaken. This shows that that proposed development will be air quality neutral.
- 6.14. Further justification has been provided regarding the traffic flows to the proposed development and this is accepted.

LBTH Environmental Health – Noise and Vibration

- 6.15. No comments received; however, this is discussed further in the 'noise' section of the report.

LBTH Environmental Health – Environmental Protection

- 6.16. No objections to smell pollution. With regards to dust pollution it is recommended that a Construction Management Plan detailing assessment of dust and fume emissions from the site and control during construction phase.

Officer comment: the Construction Management Plan will be secured by way of condition if planning permission is granted.

LBTH Environmental Health - Health and Safety team

- 6.17. Request the development comply with CDM Regulations 2007 during construction phase and requirements of CDM in the end-user phase. Any works which involve asbestos need to be reported to the Health and Safety Executive.

LBTH Refuse

- 6.18. The applicant has confirmed the bin store will be designed in accordance with British Standard BS5906:2005 Waste management in buildings – Code of practice and Building Regulations 2000, Part H6. The bin store has been designed to be large enough to store all containers with 150mm distance between each container and that the widths of the doors are sufficiently large enough for bins to pass through. The doors have been designed to allow manoeuvrability (such as being automatic).
- 6.19. The applicant has considered food waste collections as part of the proposals which achieves higher levels of waste hierarchy. Further details of the hydraulic wheeled bin topper to empty the bins from the different floor levels into the euro bins and its operation has been provided. Organic waste caddy's will be provided at each floor level within the 'kitchen' areas and will be collected daily. This approach is acceptable.
- 6.20. The swept path analysis has been based on a large waste collection vehicle and not an average sized waste collection vehicle. This is noted.
- 6.21. There is a concern for waste collection vehicles servicing from Whitechapel Road due to pedestrians and the cycle superhighway; however, it is noted a road safety audit will be carried to ensure vehicles can service this area safely.

Officer comment: the highway safety aspects of the proposal has also been thoroughly discussed with TfL and LBTH's highway and transportation officer. This matter is more fully explored in the highways and transportation section of the report.

- 6.22. The applicant has stated that the bins will be presented and stored temporary in the service bay for collection outside of peak hours; however, there are no guarantees waste collections will occur during the times specified and could cause obstruction to other servicing/deliveries.

Officer comment: The applicant has confirmed that the proposal anticipates out of hours waste collections and therefore should not obstruct routes/other deliveries (as currently happens at Mulberry Place). The waste officer still has some concern regarding how this can be guaranteed and therefore further specific detail regarding timings of waste collections and management of the external spaces if the parking spaces are occupied by a vehicle or bins etc will be required by way of the full Delivery Servicing Management Plan.

- 6.23. The applicant has provided further information to demonstrate that the servicing area (including manhole covers, gratings etc) has suitable foundations and surface to withstand the maximum payload of the waste collection vehicles.

LBTH Highways

- 6.24. The site is located in an area of excellent public transport accessibility (PTAL of 6a/b), and is far more accessible than any of the existing buildings from which staff and services are moving from.

- 6.25. In terms of car parking, no general car parking is proposed for the building and this is supported.
- 6.26. Two wheelchair accessible bays are proposed at the front of the site with one allocated for visitors and the other space shared by staff on a pre-arranged basis with priority given to those who require a mobility aid. The highways officer has raised a concern that given the end user is known this provision does not cater for existing staff / visitors to the new building and adequate parking for blue badge holders should be provided. Whilst it is noted that visitors can park on the yellow lines near the site for up to three hours this is not entirely suitable given their location, emergency vehicles requiring access to the hospital existing parking stress and requirement to need parking for longer than 3 hours at a time. The applicant has also undertaken surveys of existing staff who are Blue Badge holders to identify the need for staff accessible bays. The applicant (the council) is continuing to explore alternative provision for accessible parking bays in proximity to the site (within 150 metres of the site) and details of this arrangement will be required by condition.
- 6.27. A number of staff have Essential Car User Allowance and the applicant proposes to use car parking spaces such as those at Watney Market Car Park which is also owned by LBTH. Staff will be encouraged to adopt smarter travel behaviour where possible through the Travel Plan.
- 6.28. A Car Park Management Plan will be required by condition which will ensure the provision of blue badge bays and Essential Car User Bays will be allocated and managed appropriately rather than on a simple 'first come first served basis'.
- 6.29. The location is well situated for cycle access with Cycle Superhighway 2 on the doorstep. Cycle facilities for short term (visitors) and long term (staff) are proposed within the boundary of the site and exceed the London Plan standards. The highways officer has noted the bike user group requirements for accessible and inclusive Sheffield stands (which is also recommended in the MDD) and the proposal should provide exemplary cycle facilities in terms of quality and quantity. Whilst a mix of cycle stands is acceptable, the maximum number of Sheffield stands should be provided. A condition is required that will require a revised cycle store layout meeting the minimum number of cycle parking standard are provided (in accordance with the London Plan Standards) which maximises the number of Sheffield stands. A Cycle Management Plan is also required by condition which manages the basement cycle provision in the future.
- 6.30. The staff cycle store(s) are provided in the basement and accessed from the eastern entrance by a stairway with bike gully. As a result of pre-application discussions a platform lift that meets LCDS (London Cycle Design Standards) is now also proposed to cater for users unable to use stairs. Should this lift not be in service then the service lift at the Western entrance could also be used. Pool bikes are proposed in the form of Brompton Bikes; however, the current management arrangements need further consideration and should be considered in the full Travel Plan. A condition will also be required to provide details of access and cycling facilities (such as showers and lockers) in addition to details of the visitor cycle parking provision.
- 6.31. Whitechapel Road to the north forms part of the TLRN and has wide footways. Once the building opens adequate crossing facilities will be in place across Whitechapel Road. The applicant's team has submitted further information

regarding the local walking environment and measures in relation to meeting 'Legible London' requirements. Access to the site for pedestrians and wheelchair users is by ramp, although access to the main staff entrance (the western access) also includes areas used by vehicles. Access from the rear of the building is also proposed.

- 6.32. The applicant has produced a multi modal trip generation which is acceptable. The applicant has used Census data, staff travel pattern surveys and the local 'Ideas' Store which is considered a reasonable approach. In regards to public transport, TfL as the service provider has agreed that the proposals will not have any major detrimental impacts on the public transport infrastructure.
- 6.33. It is proposed to use the western most vehicular access to access the site and to use the forecourt area for servicing. The applicant states that this will allow for space for three servicing vehicles to access. Based on surveys at Mulberry Place it is estimated that 38 service vehicles per day are required to service the building. There are concerns regarding the use of the parking bays whilst awaiting refuse collections. A draft Delivery and Service Management Plan (DSMP) has been submitted and this is welcomed. A full DSMP will be required by condition and further details will need to be included regarding management and arranged delivery times for suppliers. The full DSMP also needs to include contingency details of how ad-hoc deliveries such as Royal Mail (which will not book a timeslot in advance) will be managed. Further consideration needs to be given to a third party reviewing the servicing strategy as required.
- 6.34. The safety of the access points, particularly the western vehicular entrance, with regards the location of Cycle Superhighway 2 and the nearby bus stop, which obstructs visibility at the access is of concern. A Stage 1 Road Safety Audit has been carried out and noted similar concerns; however, TfL (who are the highway authority for the road) have requested some of the suggested safety improvements are amended which is not the opinion of LBTH's highways officers. Further information has been submitted in relation to the visibility of the western access showing the effect if a bus (or more than one bus) is parked at the stop. TfL has not raised this as a safety concern, have not objected to the plans (subject to minor alteration) and they are the responsible authority. A condition is recommended in which the applicant continues to explore ways of improving these access points in particular the western one.
- 6.35. A draft Travel Plan has been submitted and a full Travel Plan is required by condition. The full Travel Plan will need to consider pool bikes and Essential Car Users.
- 6.36. A draft Construction Management Plan has been submitted and a full CMP will be required as a planning condition should permission be granted. As this forms part of TfL's network, TfL will need to agree to any works on Whitechapel Road and the applicant will need to engage with TfL at an early stage.

Officer comment: the full DSMP, full Travel Plan and full CMP will be secured by condition and will be expected to include the details requested by the highways officer including engagement with TfL.

LBTH Parking services

- 6.37. The Council has a number of public service permits issued to staff and it is not possible for the Parking services team to check whether these are for essential or

casual car users. We understand there are approximately 300 public service permits. The existing area currently suffers from parking stress and is already at capacity. The proposed site development will exacerbate this and will result in those with permits unable to park in bays.

Officer comment: the applicant's team is seeking to address this matter and is seeking to secure additional parking provision nearby. This matter will be resolved by condition.

LBTH Biodiversity officer

- 6.38. There will be no significant impacts on biodiversity and the buildings are not suitable for bats. There will be no significant adverse impacts on biodiversity.
- 6.39. The approach taken in the Biodiversity Enhancement Strategy is supported as it considers appropriately which of the Local Biodiversity Action Plan (LBAP) priority species could be enhanced within the context of the application site (a building in a highly built-up inner urban area). The approach taken within the Strategy ensures that the development delivers the maximum feasible contribution to the LBAP.
- 6.40. Two areas of green roof are proposed including a biodiverse roof totalling 175 square metres in size and this should be secured by condition. The other green roof is an accessible roof terrace with an interesting design and includes native shrubs and interpretive signs (providing detail on the planting scheme). Planters will provide additional nectar rich ornamental planting and a variety of nest boxes for swifts (six pairs of boxes), two house sparrow terraces and four black redstart boxes.
- 6.41. Further investigative works into whether a bio- solar roof could be combined with the proposed PV's should be provided by way of condition. In addition, the indicative planting mix in the Landscape Statement could be improved with further native species and this can be resolved by condition.
- 6.42. The Biodiversity Enhancement Strategy also refers to the development of an Ecological Management and Monitoring Plan to monitor the use of the nest boxes and species using the biodiverse roof, which would also set an excellent example, as few biodiversity enhancements within developments are monitored to determine whether the target species actually use them. The monitoring plan can be provided and resolved by way of condition.
- 6.43. Overall, the proposals will deliver significant biodiversity enhancements, and provide an exemplary approach to maximising benefits for LBAP priority species and habitats.

LBTH Energy officer

- 6.44. The submitted information proposes to deliver CO2 emission reductions through a range of energy efficiency measures, passive design and the integration of renewable energy technologies.
- 6.45. The new build element is as standard for this type of development but not exemplary in energy use and reducing costs to the council.
- 6.46. The new build element achieves a 20% reduction in CO2 emissions which is disappointing given the policy requirement for 45% and this is a missed opportunity. Further detail has been provided by the applicant in relation to this

matter and it is noted that the applicant explains that as a large portion of the development would be refurbished and could not be expected to perform as a new building would. Any further opportunities to reduce energy consumption and carbon emission of the proposed development will be sought.

- 6.47. The applicant should also confirm the measures proposed within the design such as double glazing to the listed building and plant equipment on the roof
- 6.48. In relation to sustainability, the proposal is designed to achieve a BREEAM Excellent rating. It is disappointing that BREEAM Outstanding has not been targeted and further investigation into these should be undertaken.

Officer comment: the applicant has agreed to investigate further reductions to energy consumption and carbon emission as well as additional measures to achieve BREEAM Outstanding at detailed design stage. This will be secured by condition. The approach of double glazing is not supported by officers and a more sensitive window replacement strategy is required which investigates those windows that can be retained and repaired. This will be secured by condition as will the details of the plant equipment proposed.

Sustainable Urban Drainage (SUDS) Officer

- 6.49. The site has no significant risk of surface water flooding and the proposals are acceptable. A range of sustainable drainage measures are proposed to limit surface water flow. A surface water drainage strategy is required by condition which should demonstrate safe and appropriate flow routes, maintenance regimes and restriction in run off to 5 l/s as detailed in the submitted report.

LBTH CADAP

- 6.50. The proposal was initially presented to CADAP on 10th July 2017 and a subsequent presentation on 9th October 2017 during the pre-application stage of the process. The Panel made a number of comments and recommendations as detailed below:

10th July 2017

- The Panel considered the overall scale and massing of the proposed extensions to be acceptable. However, the Panel highlighted that there was a need for the massing to be articulated.
- Further consideration of two separate main entrances facing Whitechapel Road which requires clarity and legibility including how the ground floor layout will function on the basis of two separate entrances.
- The layout of the Council Chamber and the exterior of the Grocer's wing requires further careful consideration. In addition, the potential acoustic/climate issues within the internal atrium requires consideration.
- The incorporation of the historic elements such as staircases, former chapel and operating theatre into the design were welcomed by the Panel.
- The Panel considers the London Square to be an important external civic space for the borough (which in turn ensures the Green Spine aspirations are successfully delivered) and a joined up approach to the surrounding open spaces is required
- Early discussions need to be held with TfL in relation to the relocation of pedestrian crossings

9th October 2017

- The Panel were pleased with the progress that had been made since the previous CADAP session.
- In terms of the ground floor, the Council Chamber was noted as having an improved relationship to the rest of the ground floor uses and the entrance/reception arrangements presented with greater clarity. However, it was noted by the Panel this would rely on a more intensive management/staffing regime.
- Further consideration is required in terms of the ground floor elevation of the Grocer's wing and visually anchoring the building to the ground and proportion of glazing. The transition between old and new on the Grocer's wing facade is considered important.
- The Panel noted the improvement to the proposed extension and treating the rear extension as three separate elements was considered appropriate and transition between the elements would benefit the proposal.
- The Panel reiterated previous comments regarding a joined up approach to design of the open spaces.
- The lack of delivery mechanism for London Square was considered to be a concern.
- The landscaping and public realm approach to the front of the site must be considered.

External responses

Crossrail Limited

- 6.51. Crossrail Limited does not wish to make any comments on this application.

The National Amenity Societies

- 6.52. No comments received from the following:

- The Ancient Monuments Society
- The Council for British Archaeology
- The Society for the Protection of Ancient Buildings
- The Georgian Group
- The Twentieth Century Society

- 6.53. The Victorian Society has commented on the application and these are detailed below.

Victorian Society

- 6.54. The proposals were viewed positively. The treatment of the Grocers' Wing is much improved including the brick corners and glazing elements. The columns could be increased in size to give a more solid treatment to the basement level. An extra course of bricks between lintel and the cill is also recommended. Regarding the chapel, the reduction in scale of the proposed mezzanine is supported and the preference of the Society is for the chapel windows to be reinstated. The Society offer continued support to the applicant's team in trying to find a funding source for these restoration works.

Officer comment: further discussion regarding the design approach is detailed later within the committee report.

Spitalfields Trust

- 6.55. The applicant's team has engaged with the Spitalfields Trust prior to the submission of the planning application. During these discussions comments were made that the scheme does not include the reinstatement of the stone tracery windows to the former chapel at the first floor level (in the 19th Century block, facing Whitechapel) which the previous scheme did propose. This alteration back to the building's original form will give the building civic weight and pride.

Officer comment: the applicant's team has subsequently engaged with the Spitalfields Trust regarding the comments raised. The applicant's team has advised that the cost of re-instating the chapel windows is approximately £500,000 and other potential restoration funding sources are being explored in an effort to reinstate these windows. The Spitalfields Trust note this and also comment that they support the changes made to the Grocer's wing (since viewing this at pre-application stage) in terms of reinstating the solid masonry corners to anchor the building and aligning the glazing relative to the columns above.

SAVE Britain's Heritage

- 6.56. No comments received.

East End Preservation Society

- 6.57. No comments received.

Royal London Hospital Museum

- 6.58. No comments received.

London Ambulance Service NHS Trust

- Access and egress to any hospital buildings should be maintained at all times to allow the collection and drop off of any patients.
- There must be unimpeded emergency access at all times for time critical calls with no diversions or any delays that would impact on patient care.
- Further engagement regarding planned works/proposals that impact on ambulance movements is required
- The safety and well-being of our staff and patients to be maintained at all times.

Officer comment: it is considered that the comments raised can be resolved by condition and consultation with London Ambulance Services in relation to the Construction Management Plan and Delivery Service Management Plans.

Barts Health NHS Trust

- 6.59. The Trust acknowledges the ongoing discussions with the applicant's team regarding the proposals but raise the following concerns:
- Overlooking of the hospital including patient accessible areas and no consideration of the daylight and sunlight issues to the new hospital building
 - Concerns regarding the Green Spine and lack of specifics within the application. The London Square is mainly on Barts land now and the turning circle has not been abandoned – this is an integral part of Barts Health operation. There is a lack of commitment to the Whitechapel Vision

Officer comment: there is no planning guidance in relation to proximity of windows between commercial developments and there is only guidance for separation distances between habitable room residential windows. Whilst this is the case, the separation distances are approximately 28 metres at its closest window to window point on the Grocer's wing to the east of the site (and approximately 22 metres from the entrance to the new hospital building and the rear of the site). On the southwestern side of the application site, the southernmost extent of the building is 7 metres from the red line boundary. Further discussion regarding the overlooking matters are detailed within the neighbouring amenity section of the report. In terms of the daylight and sunlight comments, again, this is not a residential property where levels of daylight are assessed. Despite this, the applicant's team has advised that further engagement will be held with Barts regarding the points raised.

NATS

- 6.60. No safeguarding objection to the proposal

London City Airport

- 6.61. No safeguarding objection to the proposal.

Natural England

- 6.62. No comments to make on this application

Historic England

- 6.63. No comments to make on the application. The application should be determined in accordance with national and local policy guidance, and on the basis of your specialist conservation advice.

Historic England Archaeology (HEA)

- 6.64. HEA have advised that the site lies in an area of archaeological interest. Remains of post-mediaeval use and development of the site prior to the construction of the hospital are likely to be exposed. In addition, the development is likely to also reveal fragmentary remains of the original hospital cemetery, potentially disturbing human remains either in situ or disarticulated.
- 6.65. Appraisal of this application using the Greater London Historic Environment Record and information submitted with the application indicates the need for field evaluation to determine appropriate mitigation. However, although the NPPF envisages evaluation being undertaken prior to determination, in this case consideration of the nature of the development, the archaeological interest and/or practical constraints are such that it is considered that a condition could provide an acceptable safeguard.
- 6.66. A condition is therefore recommended to require a two-stage process of archaeological investigation comprising: first, evaluation to clarify the nature and extent of surviving remains followed, if necessary, by a full investigation. This shall consist of a Stage 1 Written Scheme of Investigation (WSI) and if heritage assets of archaeological interest are identified at stage 1 then a stage 2 assessment (full investigation) will be required.

London Fire and Emergency Planning Authority (LFEPA)

- 6.67. No fire service access and water supplies information was submitted within the application and this should be considered at any early stage.

Officer Comment: further specific information has been submitted to the LFEPA regarding access and water supplies which demonstrates that the applicant has considered this sufficiently at this stage of the process. This will be further discussed at the Building Control stage.

Metropolitan Police

- 6.68. The Metropolitan Police has met with the applicant's team and have raised a number of comments which require some further consideration within the detailed design. Such matters include the access to the cycle storage facility, antisocial behaviour or misuse of the portico area, surrounding portico areas, external lighting, easily accessible window standards/roof lights, glazing and doors at ground floor level, lightweight framed walls, securing the reception areas and upper floor office areas and finally emergency release exit controls. The Metropolitan Police has stated that these matters can be resolved by a specific condition requiring the applicant achieve Secure by Design Accreditation.

London Bus Services

- 6.69. No comments received.

TfL London Underground

- 6.70. No objections subject to condition regarding detailed design and method statements (in consultation with London Underground) for demolition, piling works and construction of basement/ground floor structures.

Docklands Light Railway (Infrastructure Protection)

- 6.71. No comments to make on the application.

Rail for London (RfL)

- 6.72. Request conditions are attached to the application including full details of the works (design and methodology) and equipment is provided.

National Grid

- 6.73. Apparatus has been identified in the vicinity of the site and further notification required on the application regarding the decision the local authority is likely to make.

Officer comment: any further response received from National Grid will be included in the update report

Thames Water Utilities Ltd.

- 6.74. Thames Water requests that the Applicant should incorporate within their proposal, protection to the property by installing for example, a non-return valve or other

suitable device to avoid the risk of backflow at a later date. A properly maintained fat trap should be installed on any catering establishments.

Officer comment: the applicant has confirmed that they are able to provide a non-return valve or similar to avoid the risk of backflow within their design. The applicant has also confirmed that the ancillary café is not anticipated to undertake primary cooking and localised above ground grease traps will be used as necessary.

- 6.75. No piling shall take place until a piling method statement has been submitted to and approved in writing by the local planning authority in consultation with Thames Water.
- 6.76. Impact studies of the existing water supply infrastructure is required by condition to ensure that the water supply infrastructure has sufficient capacity to cope with additional demand.
- 6.77. Measures required in terms of minimising groundwater discharges into the public sewer. Should the Local Planning Authority be minded to approve the planning application, Thames Water request an informative regarding a Groundwater Risk Management Permit from Thames Water for discharging groundwater into a public sewer.

Greater London Authority

Principle of development

- 6.78. The site is located in the City Fringe Opportunity Area which is identified to accommodate 50,500 new jobs and 15,500 new homes. Proposals should seek to maximise residential and non-residential elements and contain a mix of uses (as per policy 2.13) which is also set out in the CFOAPF. Development is also required to integrate with its surrounds, support wider regeneration and improvements to environmental quality.
- 6.79. More specifically, the CFOAPF identifies Whitechapel as one of the key strategic development locations in the City Fringe and the Whitechapel Vision Masterplan SPD sets out the vision and 10 year plan for regeneration of the area. The application site is specifically identified as 'Key Place Transformation 2' within the Whitechapel Vision SPD and includes bringing the former hospital building back into use.
- 6.80. The proposal responds to the objectives set out in the Whitechapel Vision SPD and achieve the key place transformations as set out above. The principle to redevelop the site to include the mix of uses proposed, bring the building back into use and deliver permeability is supported. Overall, the principle of the development is acceptable.

Urban design

- 6.81. The CFOAPF and Whitechapel Vision Masterplan SPD identifies Whitechapel as an area where improving the public realm and pedestrian connectivity should be prioritised including the delivery of the north-south 'green spine' providing new open space and a legible route from Whitechapel Road to Commercial Road.
- 6.82. At pre-application stage the delivery of the London Square was discussed given this lies outside of the applicant's control and subsequently outside of the

application boundary. The applicant has since engaged with Barts NHS Trust (who own the land to the south) to jointly deliver the London Square and this joint commitment is demonstrated in the memorandum of understanding. The Council intends to use CIL funding towards its delivery. The commitment to delivering London Square is supported.

- 6.83. A link through the building is proposed and the applicant should confirm details for passing through the building outside of opening times. A secondary connection exists via East Mount Street and a small area of public realm is proposed to the north of the site. The new public realm will improve the setting of the building and enhance the presence of the new Town Hall, the proposed secondary connection and also the future new civic square. The Grocers wing entrance and use of glazing at ground floor provide good levels of activity and passive surveillance on to the proposed public realm. The integration of the proposed link (the proposed green spine) into the new public realm, the emerging green spine and the London Square are of critical importance.
- 6.84. An informative is required to secure the submission of a fire statement produced by a third party suitably qualified assessor.

Heritage/views

- 6.85. The proposals are partial basement plus seven storeys at their highest point and would not impact on strategic views. The GLA refer to the grade II listing of the application site and the conservation areas, listed buildings and local listed buildings in proximity as well as the planning policy context including London Plan policy 7.8 and The Planning (Listed Buildings and Conservation Areas) Act 1990. The detail of the Listed Building Consent application (PA/17/02828) are mentioned and the Stage I response notes that the proposal brings a former building back into use, significant effort has been made to retain historic fabric and most elements of demolition are later elements (which are less attractive/with limited historical significance).
- 6.86. The new build element is a simple building form with a refined massing configuration and materials which successfully reference the old building. The new building has also been designed to expose the rear flank of the original buildings and this is supported.
- 6.87. The proposed height is slightly higher than the existing building but significantly lower and less bulky than the new hospital building to the south. The new build proposals would only be visible above the façade of the existing building in views from Whitechapel Road and the extension will integrate well with the scale of the existing building. The proposals do not detract from the appreciation of the historic façade on Whitechapel Road and overall enhance the setting of the listed building. It is considered that the proposal will not cause harm to any nearby heritage assets.

Inclusive design

- 6.88. The applicant has demonstrated how inclusive access and design has been considered throughout the design evolution and this was presented to the GLA's Inclusive Design and Access Panel in November 2017 which was welcomed.
- 6.89. Given the intended nature of this building and that it will be delivering public services, the highest standards of inclusive design is expected. Further

consideration of external arrangements/ entrances, ramp design (including lifts), additional Blue Badge parking, separate baby change facilities, internal access/ramp arrangements, toilet facilities for a range of users and fire evacuation lifts.

Flood Risk and sustainable design

- 6.90. The site is generally free from surface water flood risk; however, there are other sites in the local vicinity which are at risk and include some capacity issues on the wider sewer network. It is noted that the development will achieve a run off rate of 5l/s through the use of rainwater harvesting, brown roofs and sub surface attenuation tanks. This approach complies with policies 5.12 and 5.13 of the London Plan.

Climate change/energy

- 6.91. The site is within an area identified for a future district heating network and potentially house an energy centre for this network. The GLA acknowledges the constrained nature of the site to accommodate an energy centre of the scale and capacity required.
- 6.92. The applicant has provided a commitment to ensuring the development is designed to accommodate a future connection to a district heating network; however, further work investigating how the number of plant rooms can be reduced to provide a single point for future connection is required.
- 6.93. The on-site carbon dioxide savings would fall short of the targets within policy 5.2 of the London Plan achieving 12% overall saving for the refurbished building and 20% for the new build elements. Further work to integrate additional measures within the new build element should be undertaken and a carbon offset contribution provided as required.

Planning Obligations

- 6.94. The planning obligations to make this development acceptable in planning terms cannot be secured by a section 106 agreement as Tower Hamlets Council is the sole applicant. Full details of the proposed mechanism and an explanation of how this would provide the Mayor with certainty the impact of the development can be effectively mitigated.

Transport

Transport for London

- 6.95. The site is bounded by the A11 (which is part of the Transport for London Road Network (TLRN)) Whitechapel Road to the north, East Mount Street to the east and the operational Royal London Hospital buildings to the south and west.
- 6.96. Cycle Superhighway 2 (CS2) also runs adjacent to the site and Whitechapel London Underground station is located opposite the site. The Elizabeth Line services will commence from Whitechapel Station in December 2018.
- 6.97. The site currently has a Public Transport Accessibility Level (PTAL) of 6a/b.

Car parking

- 6.98. The proposed development is car free except for the provision of two Blue Badge spaces. These spaces will need to be allocated and managed accordingly in the long term and how the proposal will meet the needs of all Blue Badge holders is also required. Further information in relation to the proposed arrangements will be provided by condition. In addition, the applicant's team has confirmed that measures to secure alternative nearby sites to accommodate accessible staff parking demand will be ongoing. This is considered a suitable approach and mechanism by TfL.
- 6.99. Further details of Essential Car User Allowance will also need to be given consideration through the Travel Plan.

Trip Generation

- 6.100. The approach to trip generation forecasting is acceptable and in accordance with TfL guidance. A combination of staff travel surveys, observations and local census data has been used to establish modal split and trip generation forecasts.

Walking

- 6.101. Limited detail was initially provided in relation to the walking routes in the vicinity of the site. Further information was subsequently provided showing a plan of where various local walking improvements in the Whitechapel Vision Masterplan SPD area will take place between LBTH and TfL. This is resolved.
- 6.102. In addition, the actual Pedestrian Level of Service scores for TfL to assess for the southern footway of Whitechapel Road was required and this showed an acceptable level of pedestrian comfort.
- 6.103. Further clarity was also requested regarding wayfinding or Legible London proposals. The applicant (LBTH) are providing Legible London signage as part of their Local Implementation Plan and the development will specifically improve the public realm frontage along Whitechapel Road and publicly accessible routes through the building to the future London Square.

Cycling

- 6.104. The applicant proposes 296 long stay spaces and 40 short stay spaces at basement level which exceeds the London Plan requirements and is welcomed. Short stay cycling is also proposed in the public realm and this is welcomed. The basement cycle parking is accessed by cycle channel or platform lift and is noted. Access to the cycle parking areas must meet the LCDS and details of this should be provided by condition. Details on showers and changing facilities are also required by condition.
- 6.105. The applicant should fund six additional cycle docking points at the nearest cycle hire docking station. The applicant has confirmed that funding toward the installation of the docking stations will be provided and this will be secured by condition.

Road Safety Audit (RSA)

- 6.106. Some further points of clarification was required from the applicant which will be resolved at the detailed design stage. These details include the give-way markings,

further refinement to the service area entrance to discourage left turn in, removal of the 'keep clear' markings at the eastern access, refinement to both accesses to asset pedestrian and cyclist priority. Further comments were also provided by the applicant's team as to why the western access was not left turn out only and why the existing eastern access was not retained. The RSA has been resolved at this stage to the satisfaction of TfL.

Servicing and Construction

- 6.107. TfL's preference is for construction traffic to access sites away from the TLRN. A full Construction Management Plan (CLP) will be secured by condition which is supported. Due to the likely impact of construction on the TLRN, the applicant should discuss the construction methodology with TfL prior to submission and the applicant should continue to explore options for construction access.
- 6.108. A Delivery and Servicing Plan (DSP) has been submitted and further work undertaken by the applicant to identify the number of daily deliveries as a robust estimate. TfL expects further detail in the DSP regarding encouraging sustainable and safe patterns of deliveries. This will be secured by condition.

Travel Planning

A Travel Plan has been submitted which is in accordance with TfL guidance. A full Travel Plan should be secured through and monitored through the section 106.

Officer comment: as noted in the committee report, the applicant is the London Borough of Tower Hamlets and the council cannot enter into a legal agreement with itself. The Travel Plan will be secured and monitored by condition (in consultation with TfL)

Crossrail

- 6.109. The site is located within 1km of a Crossrail station. London Plan Policy 6.5 and the associated Supplementary Planning Guidance (SPG) set out the mechanism for contributions towards Crossrail. The SPG states that contributions should be sought in respect of uplift in floorspace for B1 office. The charging rate for office is £31 per sqm.

7. LOCAL REPRESENTATION

Applicant's Consultation

- 7.1. The Statement of Community Involvement explains the extensive engagement of the developer and their team with local residents, groups, businesses, Tower Hamlets Council staff, elected members, stakeholders and consultees (including the amenity societies).
- 7.2. The Statement of Community Involvement confirms that six public consultation events took place across the borough from 7th – 17 July 2017 at various venues including the Idea Store at Whitechapel, George Green's School on the Isle of Dogs and Bethnal Green Library, Cambridge Heath Road. In total, 161 people attended the six consultation events which were held across the borough and feedback was provided through a series of questions. The events were publicised in the Council's 'Our East End' newspaper, on the council's website and using social media channels, within Ideas Stores and on plasma screens within various council offices and facilities.

- 7.3. The proposals were also publicised at events such as the Whitechapel Enterprise Hub launch event (20th July) and Barts NHS Trust Open Day (16th September). Further public consultation events were held at the Whitechapel Idea Store and Osmani Centre on 13th and 14th October 2017 to present the final proposals prior to the planning submission.
- 7.4. The Statement of Community Involvement also details the staff briefings and various member briefings which occurred during June and July 2017. Separate individual meetings were held with various stakeholders (such as the amenity societies) including presenting to the CADAP (as detailed above) and also pre-application engagement with the GLA.

Statutory Consultation

- 7.5. A total of 478 neighbouring properties within the area shown on the map appended to this report were notified about the applications and invited to comment. The applications have also been publicised around the site by way of site notices and advertisements in the local press.
- 7.6. One letter of representation was received in support from the Queen Mary University of London for the following reasons:
- Proposal delivers major public benefits to the local area and wider borough
 - Sensitive design solution to the important heritage asset which will contribute to the enhancement and maintenance of the London Hospital Conservation Area as well as the streetscape of Whitechapel
 - The proposal will provide an 'entrance gateway' marking Whitechapel as a destination and will provide a 'strong anchor' which will contribute to the long term regeneration of Whitechapel
 - Enhancement of the public realm and re-activation of the building

8. MATERIAL PLANNING CONSIDERATIONS

- 8.1. The main planning issues raised by the application that the committee must consider are:
- Land Use
 - Design
 - Heritage
 - Landscaping and open space
 - Neighbouring Amenity
 - Highways and Transportation
 - Waste
 - Energy and Sustainability
 - Environmental Considerations (landscaping and biodiversity, noise and vibration, air quality, contaminated land, water, health)
 - Impact on Local Infrastructure and facilities, Local Finance Considerations, Human Rights Considerations and Equalities Act Considerations

9. Land use

- 9.1. This section of the report reviews the relevant land use planning considerations against national, strategic and local planning policy as well as any relevant supplementary guidance.

Loss of Hospital Use (D1)

- 9.2. Policy SP03 of the adopted Core Strategy (2010) seeks to provide high quality, accessible health services to meet the needs of the existing and future population, and encourages the co-location and integration of services to improve access to local communities.
- 9.3. Part 1 of policy DM8 of the adopted Managing Development Document (MDD) seeks to protect health, leisure and community facilities where they meet an identified local need and the buildings are considered suitable for their use.
- 9.4. Part 2 of policy DM8 requires development proposals which adversely impact on existing health, leisure and social and community facilities to re-provide the existing facility unless it can be demonstrated that a new off site location would better meet the needs of existing users and complies with part (iii) of this policy.
- 9.5. Part 3 of policy DM8 of the policy will only consider the loss of health facilities where it can be demonstrated that there is no longer a need for the facility within the local community and the building is no longer suitable or the facility is being adequately being provided elsewhere within the borough. Emerging Local Plan policy D.CF2 also takes a similar approach.

Assessment

- 9.6. The Hospital masterplan from the 2005 permission (planning ref PA/04/0611) retained the 'front block' and 'Grocers Wing' facing Whitechapel Road as part of the wider redevelopment of the site with the new 'Royal London Hospital Building' situated directly to the south of the site.
- 9.7. As part of the masterplan, the historic building to the front of the site would no longer be used for primary healthcare. The poor condition of the building meant it was no longer suitable or reasonably adaptable for delivering modern healthcare requirements and would provide support functions and ancillary hospital services only (such as retail, clinical and non-clinical offices). This element of the permission was not implemented and the former Royal London Hospital building remained vacant. The building has no longer functioned as a hospital building since 2012.
- 9.8. Subsequent to this, Barts NHS Trust declared the former Royal London Hospital site surplus to their operational requirements and after placing the site on the Public Register of Surplus Assets, sold the site to the London Borough of Tower Hamlets in 2015. The healthcare facilities that were once provided within the former Royal London Hospital Building have been adequately re-provided as part of the wider Barts Masterplan with the new Royal London Hospital building providing a comprehensive healthcare offering a range of both local services (to serve the local community) as well as specialist services which includes the children's hospital.
- 9.9. In light of the above which demonstrates:
- there is no longer an identified local need for the former Royal London Hospital building to continue to provide healthcare;

- the buildings are unsuitable for the intended health use and for the delivery of modern healthcare facilities; and,
- the healthcare facility has been re-provided within the new Royal London Hospital Building.

it is considered that the proposed loss of the former hospital use at the application site is in accordance with policy requirements and is in principle considered to be acceptable.

Provision of Proposed Civic Centre

9.10. As detailed in the proposal section of the report the application is for the refurbishment and extension of the former Royal London Hospital building in Whitechapel to provide a new Civic Centre for the London Borough of Tower Hamlets. The key elements of the proposal are as follows:

- D1 /sui generis Civic function (ground floor level) – 5,049sqm (GIA)
- B1 office space (upper floor levels) – 18,667sqm (GIA)
- Ancillary space including plant – 3,011sqm (GIA)

Proposed D1/sui generis use

- 9.11. The site falls within the Whitechapel District Centre, as per the Tower Hamlets Town Centre Hierarchy, which is the second largest type of town centre within the spatial hierarchy.
- 9.12. The NPPF states (paragraph 23) that town centres should be at the heart of communities and their viability and vitality should be supported. Within town centres, a range of suitable sites should be allocated to meet the scale and type of retail, leisure, commercial, office, tourism, cultural, community and residential development needed in town centres.
- 9.13. London Plan policy 2.15 notes that town centres should be the main foci beyond the CAZ for commercial development and intensification. Development within town centres should sustain and enhance the vitality and viability of the centre; should support and enhance the competitiveness, quality and diversity of town centre retail, leisure, employment, arts and cultural, other consumer services and public services as well as contributing to the public realm including promoting access by public transport, walking and cycling.
- 9.14. Core Strategy Policy SP01 (Refocusing on our town centres) requires developments to comply with the Town Centre Hierarchy and ensure the scale and type of uses within town centres are consistent with the hierarchy, scale and role of each town centre. This includes the concentration of civic uses and service provision of appropriate scale within town centres.
- 9.15. Development Managing Document Policy DM1 (Development within the town centre hierarchy) supports the vitality and viability of the borough's major, district and neighbourhood centres and seeks to support development that strengthens the mix and diversity of town centre uses (including employment and social/community uses). In addition, development within a town centre will be supported where it does not have an adverse impact upon the function of a town centre use.
- 9.16. DM8 requires new health, leisure, social and community facilities to be located in or at the edge of town centres as these are the most accessible locations and as per

DM1, such uses contribute to the vitality and viability of town centres. Such uses will only be supported where they are local in nature and scale and where a local need can be demonstrated.

- 9.17. London Plan Policy 2.13 'Opportunity Areas' identifies that Opportunity Areas within London which are capable of significant regeneration, accommodating new jobs and homes and recognises that the potential of these areas should be maximised.
- 9.18. Specifically, the City Fringe Opportunity Area and the supporting City Fringe Opportunity Area Planning Framework (CFOAPF) (adopted in 2015) identifies the opportunity area as having capacity for 53,000 new jobs and 15,000 new homes. The CFOAPF promotes Whitechapel as a key strategic development location and acknowledges the potential to provide employment space for continued business growth and the potential to deliver a world class life sciences campus. The CFOAPF identifies the 'Old Royal London Hospital' building as a key site within Whitechapel and the ambition to create a new civic hub. In addition, the CFOAPF sets out the aim to positively integrate Whitechapel within the wider City Fringe.
- 9.19. The site falls within the Whitechapel Vision Masterplan (SPD adopted 2013). The Masterplan highlights the importance of the delivery of a new 21st century 'civic hub' for Tower Hamlets within Whitechapel, bringing the borough's services back into the heart of the borough through the re-use of the vacant former Royal London hospital building. The Whitechapel Vision identifies three major gateways marking the arrival points into Whitechapel which will focus at key junctions. One such 'gateway' will be in front of the Crossrail station and Civic Hub which will be defined by landmark buildings (such as the former Royal London Hospital building), public realm and public art.
- 9.20. As part of the Whitechapel Vision, 'Key Place Transformation 2: New Civic Hub' of the masterplan sets out the three key masterplan initiatives including:
- The creation of the new civic hub which will retain and enhance the Grade II listed building, create employment opportunities, promote other uses within the civic hub and create new pedestrian routes/visual links
 - The creation of a new Civic Square which will provide important open space within this part of the borough for all to use. The Civic Square will have the benefits of improving connections and aid permeability as well as defining building edges and entrances; and,
 - Temporary public art and uses through animation of the hoarding fronting Whitechapel Road.
- 9.21. The council's emerging Local Plan also supports the re-use of the former Royal London Hospital building to provide a civic centre in Whitechapel.

Assessment

- 9.22. The policy direction in general supports the development of town centres which meet the needs of their communities, supports the viability and vitality of such centres and adds diversity to these centres. The policy provision specifically supports civic functions and service provision being located in town centres subject to these being appropriate in scale, local in nature and where a local need can be demonstrated.

- 9.23. As detailed above, the CFOAPF and Whitechapel Vision Masterplan SPD clearly support the provision of a civic centre in this location which not only brings the former Royal London Hospital building back into use in a highly accessible location at the heart of Whitechapel but provides centralised services for residents.
- 9.24. The proposal provides a modern 21st Century Civic Centre which will consolidate various council services from around the borough from relatively inaccessible locations neither in, or on the edge of town centre locations, to one central place.
- 9.25. Public facing services (D1/sui generis) of 5,049sqm are proposed at ground floor level where residents of the borough will be able to access services on three levels:
- Customer contact Tier 1/Triage – transactional type contact (such as paying bills, reporting issues and simple advice)
 - Customer contact Tier 2 – specialist information and guidance including simple assessments. Also includes complaints
 - Customer contact Tier 3 – complex customer matters potentially requirement assessment, referral or multi-agency approach. Will usually take place in a dedicated suite of interview or meeting rooms. Tier 3 contact are likely to require follow-up meetings and matters may not be resolved on first contact.
- 9.26. The ground floor public facing function equates to approximately 19% of the overall floorspace proposed. The indicative ground floor layout as proposed shows a fluid floor layout allowing the opportunity for the council to adapt and respond to the needs of residents over the years to come. The local presence function as currently proposed also includes a library, purpose built but flexible council chamber for meetings, conferences and training events as well as seating and ancillary café.
- 9.27. It is considered that the proposal will serve a local need for residents providing all services in one accessible prominent location and is of an appropriate scale to serve the borough's needs. The proposal will allow the re-use of the former Royal London Hospital Building, will promote the district centre of Whitechapel, positively integrating Whitechapel into the wider City Fringe as well as supporting wider regeneration benefits. The proposal is therefore considered to comply with the NPPF, policy 2.13, 2.15 of the London Plan and the CFOAPF, policy SP01 of the Core Strategy, DM1 and DM8 of the Managing Development in addition to the Whitechapel Vision Masterplan SPD and emerging Local Plan policies.

Proposed B1 office use

- 9.28. Chapter 1 of the NPPF sets out that central government is committed to securing economic growth and that the planning system should do everything it can to support sustainable economic growth.
- 9.29. London Plan Policy 4.2 sets out the strategic need for office provision within London, and supports the renewal of existing stock, and increases in floorspace, where there is demand in order to meet the needs of a growing and changing economy.
- 9.30. SP06 of the Core Strategy 2010 supports the provision of a range and mix of employment uses by encouraging and retaining the provision of units suitable for small and medium enterprises. Part (3) of SP06 supports Whitechapel in its role as a Local Office Location (LOL) and to accommodate secondary office space as well as encouraging the provision of units (of approximately 250sqm or less) suitable for

Small and Medium Enterprise (SME). DM16 also sets out how new development will be required to contribute to the delivery of the growth of office space in LOLs such as that at Whitechapel. Whitechapel is also a designated district centre,

- 9.31. As noted above, the site lies in the CFPOAPF which identifies the opportunity area as having capacity for 53,000 new jobs and 15,000 new homes. The site also lies in the boundary of the Whitechapel Vision SPD which complements and sits alongside the CFOAPF. Similar to the CFOAPF, the Whitechapel Vision SPD supports the delivery of jobs and homes. Policy 2.13 of the London Plan identifies that the Opportunity Areas are capable of significant regeneration accommodating new jobs and homes.

Assessment

- 9.32. The proposal will consist of the provision of 18,667sqm GIA of B1 (a) office space at the upper floor levels of the building and will accommodate 2,472 staff.
- 9.33. The office floorspace (in particular the new build element) has been designed to be flexible to meet the end user requirements now and in the future. Typical floor plan layouts are set out in the Design and Access Statement as to how the floor levels could be laid out, recognising the constraints and opportunities afforded by the listed building.
- 9.34. The office floorspace will accommodate staff from different offices around the London Borough of Tower Hamlets and will provide a consolidated high quality office development. The floorplates have been designed to accommodate 1,867 workstations based on current needs and includes some offices, meeting spaces and staff facilities.
- 9.35. The site is located in the Whitechapel District Centre, is a designated Local Office Location and within the CFOAPF. These policies support the provision of employment floorspace and the delivery of jobs in this location which the proposal seeks to do.
- 9.36. Policy SPO6 of the Core Strategy seeks to encourage the provision of units which are suitable for Small and Medium Enterprises (SME) of 250sqm or less. The proposal as submitted does not fully meet this policy requirement given there would not be dedicated space for such uses at the upper floor levels. It is noted however that the ground floor level of the proposal has been designed in a flexible manner with general public access including seating/table provision. The intention is also for wifi to be provided. The Whitechapel area is in need of flexible workspace and supporting individuals and small businesses to work in a flexible way can certainly be supported by the ground floor level of the site and across the wider Whitechapel area. In order to ensure the ground floor level of the proposal responds to this in the context of the wider Whitechapel area, a condition is recommended that requests a floorplan and supporting statement is provided showing how additional provision will be made for SME's and locations of workspace hubs.
- 9.37. In the context of the above, the provision of a substantial office development above the ground floor civic function in a highly accessible location such as this is welcomed given it will provide floorspace in accordance with the CFOAPF and LOL designation. Subject to a condition regarding details of provisions for SME space the proposal is considered to comply with policy 2.13, 2.15, 4.2 of the London Plan and the CFOAPF, policy DM1 and DM16 of the Managing Development Document

and policy SP01 and SP06 of the Core Strategy in addition to the Whitechapel Vision Masterplan SPD.

10. Design

Policies

- 10.1. The NPPF promotes high quality and inclusive design for all development, optimising the potential of sites to accommodate development, whilst responding to local character.
- 10.2. Chapter 7 of the London Plan places an emphasis on robust design in new development. Policy 7.4 specifically seeks high quality urban design having regard to the local character, pattern and grain of the existing spaces and streets. Policy 7.6 seeks the highest architectural quality, enhanced public realm, materials that complement the local character, quality adaptable space and to optimise the potential of the site.
- 10.3. Core Strategy Policy SP10 and Policy DM23 and DM24 of the MDD seek to ensure that buildings and neighbourhoods promote good design principles to create buildings, spaces and places that are high-quality, sustainable, accessible, attractive, durable and well-integrated with their surrounds.
- 10.4. Policy DM26 requires that building heights are considered in accordance with the town centre hierarchy. The policy seeks to guide tall buildings towards Aldgate and Canary Wharf Preferred Office Locations.

The Proposal

- 10.5. The proposal seeks the refurbishment and extension of the Grade II listed former Royal London Hospital building to provide a new Civic Centre for the London Borough of Tower Hamlets. The proposal seeks to bring a vacant historic landmark building back into public use.
- 10.6. The proposal involves the demolition of some elements of the listed building including the west wing (situated to the south west of the site) and the demolition of the Grocer's wing but retaining the existing external façade as well as reinstating the former mansard roof.
- 10.7. A new build extension is proposed to the rear (south) of the building which will be in a 'z' shaped design wrapping around the existing rear façade. The new build extension will range in height from four to seven storeys in height (plus lower ground floor level). The proposed extension is effectively arranged in three volumes with the largest element (seven storeys with lower ground and plant level roof) located toward the south west of the site, a four storey element (plus roof terrace) located in the central portion of the site and a four storey element (plus roof level) located to the east of the site. A series of bridge links internal to the proposed development will connect the historic and new build elements which will sit in a glazed atrium to expose the existing rear façade of the building.

Layout

- 10.8. The site is heavily constrained by the existing urban grain and the new Royal London Hospital buildings surrounding the site. The site is currently vacant and lacks interaction, permeability and useable public realm in its existing form. The

proposal will ultimately provide a scheme that will deliver public access and permeability achieving the objectives of the CFOAPF and Whitechapel Vision SPD including the green spine aspirations delivering north south routes through the site and around the site connecting to the wider public realm.

- 10.9. At ground floor level (referred to as ‘upper ground floor’ within the submitted plans), a ‘Local Presence’ function is proposed and will offer informal customer service spaces linked with a library/study facilities. An ancillary café looking over London Square is proposed to the south of the site adjacent to the council chamber, as shown on the indicative floor plan below which has the opportunity to spill out onto this space.



Figure 5: upper ground floor level plan with indicative internal layout.

- 10.10. The internal environment at ground floor level will be of an open plan space with enhanced floor to ceiling heights and high levels of glazing to the facades of the ground floor level. This assists in providing a human scale to the building as well as providing a highly visible and inviting space within the building.



Figure 6: artistic view of internal 'local presence' space in Grocer's wing with enhanced floor to ceiling heights looking toward Whitechapel Road.

- 10.11. The Council Meeting spaces and dedicated meeting rooms are arranged across the ground floor level and include a self-contained Housing Options space. The Council Chamber is set to the south of the site.
- 10.12. Access in to the building is via one of two main entrances facing Whitechapel Road to the east and west of the site. The access to the west will utilise the existing prominent late 19th Century porte-cochère steps (with a supplementary ramped access) and a new access to the east will be created in the form of a fully accessible glazed entrance within the Grocers wing. The glazed entrance will be located directly opposite Whitechapel station and this relationship will be enhanced with the reinstatement of the former pedestrian crossing to the east of the application site.
- 10.13. The main reception desk is located visibly from the porte-cochère entrance and a further 'meet and greet' service will be located within the new glazed Grocer's wing entrance. The proposal indicates a roving staff team to support visitors coming to the building.



Figure 7: artist's sketch of view toward reception desk from the main porte-cochère (Whitechapel Road) facing toward the south of the site

- 10.14. At the upper floor levels of the building, office accommodation is provided with large open plan floorplates to meet the modern working requirements of the council (totalling 18,667sqm GIA).
- 10.15. There are a number of historically significant spaces within the existing building. These spaces will be reused including the Chapel space which will be used as a Staff Refectory (located at first floor), the third floor room with clock face will be used as a Prayer Room and the former Operating Theatres will be used as meeting rooms. Certain features within the rooms will be retained such as light boxes, memorial plaques and viewing steps. In addition, historic features such as the staircases located at the east and west of the building will be retained. The strategic locations of these staircases are reinforced with the lifts located around the staircores.

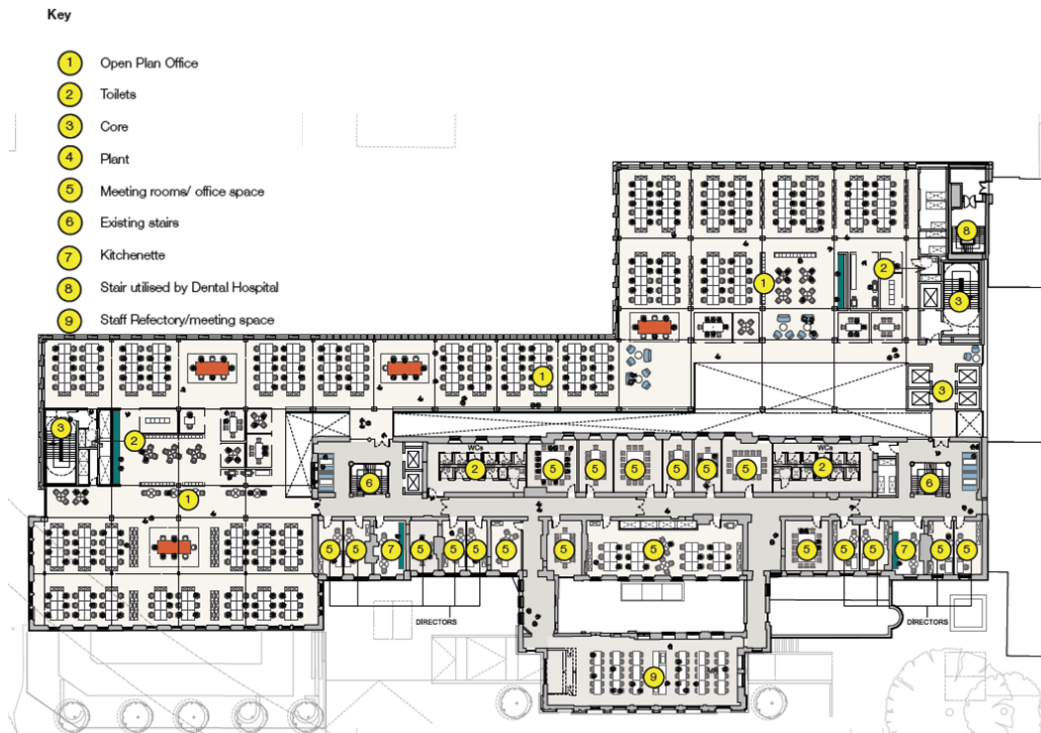


Figure 8: indicative first floor layout plan



Figure 9: artistic view of how existing theatre spaces could be re- used as meeting rooms

- 10.16. The proposal will provide a single basement (or lower ground) level containing cycle parking, refuse provisions, plant and a substation. Access to the basement is provided by internal lifts and staircase for occupant use and a separate refuse lift will be provided toward the rear of the site. In terms of access to the cycle parking store, a cycle channel is provided to basement level at the front of the building and a platform lift for cyclists will be provided at the front of the building toward the west of the site.
- 10.17. Landscaping and public realm improvements are proposed to the front of the site alongside Whitechapel Road including the introduction of hard and soft landscaping (such as the re-instating of the London Plane trees outside the Grocer's wing), the provision of two wheelchair accessible parking bays adjacent to the Grocer's wing, a delivery and servicing bay to the east of the grand porte-cochère and short term cycle parking in the public realm. At the upper floor level of

the building, a roof terrace is proposed to be utilised as external amenity space for employees.

- 10.18. The applicant has engaged with the local authority regarding the proposals during pre-application stage and application stage to improve the scheme's contributions to its surroundings whilst working with the context of the historic building. The proposal provides significant levels of glazing to the surrounding public realm and will improve connectivity and permeability through and around the site in accordance with the principles of the Whitechapel Vision SPD.

Local context and emerging townscape

- 10.19. The site lies within the vision for Whitechapel as set out within the Core Strategy (2010). The vision for Whitechapel supports the regional role of the Royal London Hospital and its important local town centre function as well as seeking improvements to the streetscape and public realm (including improved connections) within the Whitechapel area.
- 10.20. The definition of 'tall buildings' within the Local Plan is a building that is significantly taller than their surroundings and/or have a significant impact on the skyline. In this regard, context is important and whilst the buildings surrounding the site to the south and further to the east of Whitechapel Road are of some height, a more thorough assessment is required due to the height transition within the rest of the conservation area, including those buildings to the north on Whitechapel Road and immediately to the east on the opposite side of East Mount Street. In addition, the application is referable to the GLA due to the height of the building being above 30m AOD.
- 10.21. London Plan policy 7.7 part C states that tall and large buildings should:
- a. generally be limited to sites in the Central Activity Zone, opportunity areas, areas of intensification or town centres that have good access to public transport
 - b. only be considered in areas whose character would not be affected adversely by the scale, mass or bulk of a tall or large building
 - c. relate well to the form, proportion, composition, scale and character of surrounding buildings, urban grain and public realm (including landscape features), particularly at street level;
 - d. individually or as a group, improve the legibility of an area, by emphasising a point of civic or visual significance where appropriate, and enhance the skyline and image of London
 - e. incorporate the highest standards of architecture and materials, including sustainable design and construction practices
 - f. have ground floor activities that provide a positive relationship to the surrounding streets
 - g. contribute to improving the permeability of the site and wider area, where possible
 - h. incorporate publicly accessible areas on the upper floors, where appropriate
 - i. make a significant contribution to local regeneration.
- 10.22. Policy DM26 of the Managing Development Document provides the criteria for assessing the acceptability of building heights. However, it is important to note that the criteria for tall buildings are not a standalone test but should be read as a whole with the spatial strategy that focuses on the hierarchy of tall buildings around town centres.

- 10.23. The hierarchical approach for building heights directs the tallest buildings to be located in preferred office locations of Aldgate and Canary Wharf. The heights are expected to be lower in Central Activity Zones and Major Centres and expected to fall even more within neighbourhood centres. The lowest heights are expected in areas outside town centres. This relationship is shown within figure 9 of the Managing Development Document, which is located below and referenced within policy DM26 of the MDD.
- 10.24. Further to this, policy DM26 (2) of the MDD also sets out the following criteria that tall buildings must satisfy:
- a. Be of a height and scale that is proportionate to its location within the town centre hierarchy and sensitive to the context of its surroundings;
 - b. Within the Tower Hamlets Activity Area, development will be required to demonstrate how it responds to the difference in scale of buildings between the CAZ/Canary Wharf Major Centre and the surrounding residential areas.
 - c. Achieve high architectural quality and innovation in the design of the building, including a demonstrated consideration of its scale, form, massing, footprint, proportion and silhouette, facing materials, relationship to other buildings and structures, the street network, public and private open spaces, watercourses and water bodies, or other townscape elements;
 - d. Provide a positive contribution to the skyline, when perceived from all angles during both the day and night, assisting to consolidate clusters within the skyline;
 - e. Not adversely impact on heritage assets or strategic and local views, including their settings and backdrops;
 - f. Present a human scale of development at the street level;
 - g. Where residential uses are proposed, include high quality and useable private and communal amenity space and ensure an innovative approach to the provision of open space;
 - h. Not adversely impact on the microclimate of the surrounding area, including the proposal site and public spaces;
 - i. Not adversely impact on biodiversity or open spaces, including watercourses and waterbodies and their hydrology, as well as their settings and views to and from them;
 - j. Provide positive social and economic benefits and contribute to socially balanced and inclusive communities;
 - k. Comply with Civil Aviation requirements and not interfere, to an unacceptable degree, with telecommunication, television and radio transmission networks; and
 - l. Demonstrate consideration of public safety requirements as part of the overall design, including the provision of evacuation routes.

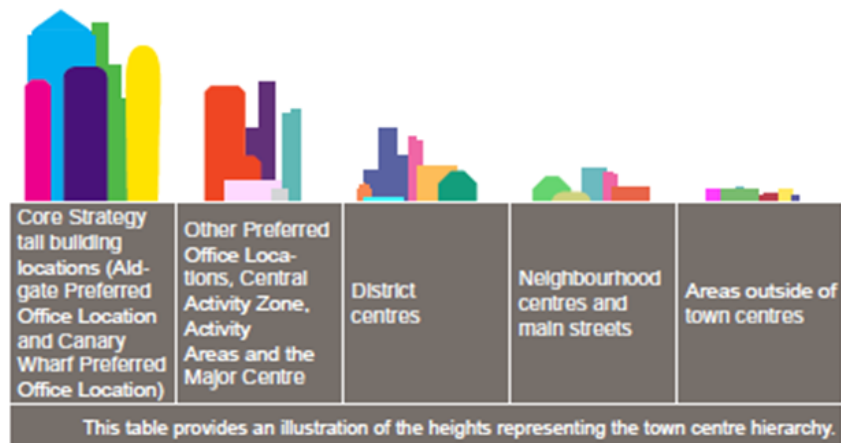


Figure 9: Illustration showing building heights for the Preferred Office Locations and the town centre hierarchy

- 10.25. As noted above, the site is located in the Whitechapel District centre which is an area identified for buildings with some height between the scale of the major centres/CAZ and the neighbourhood centres. The Whitechapel Vision masterplan identifies the site as one of the 'key transformation areas' and the CFOAPF is clear that Whitechapel should positively integrate with the wider city fringe.
- 10.26. The existing former Royal London Hospital building sits at four storeys in height (with lower ground level). The proposed new build extension ranges from 4 to 7 storeys in height (46.300m AOD to the top of the lift overrun) and will provide active frontages with high levels of glazing at ground floor level particularly within the Grocer's wing elevation to the east and provide connectivity and permeability through and around the site connecting the surrounding public realm.



Figure 10: Proposed front elevation

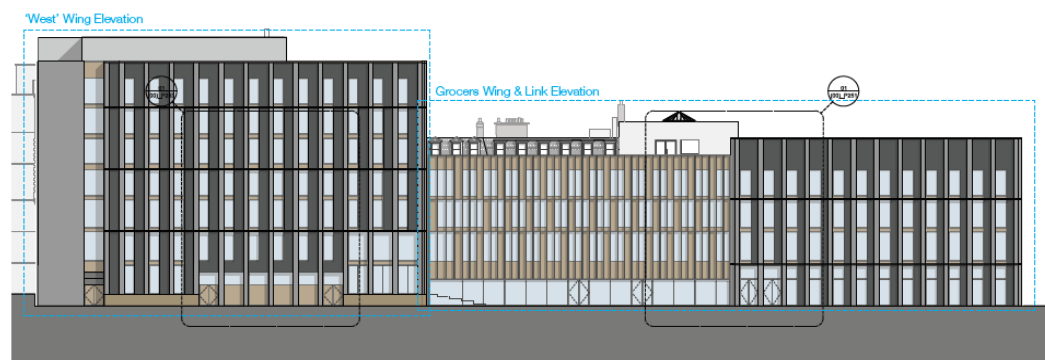


Figure 11: Proposed rear elevation

- 10.27. In the current situation, the building heights in the local vicinity vary. The overall block in which the site is located ranges from 5 to 19 storeys in height.
- 10.28. Directly to the west of the site beyond the eight storey high dental hospital and 6 storey former Medical School on Turner Street, the heights fall to 3 storeys. The heights further along this axis generally begin to increase in height within the CAZ leading up to the tallest buildings in the 'central cluster' of buildings at Whitechapel High Street/Braham Street.
- 10.29. To the south and east, the 19 storey new Royal London Hospital building (which is equivalent to a 26 residential storey building) is highly prominent. Sitting to the east of the new Royal London Hospital Building lies the former Safestore site which is currently under development (also known as Whitechapel Central) and will range from 4 to 25 storeys in height. Beyond these prominent buildings, the heights range from approximately 3 to 8 storeys including the post office building facing Whitechapel Road at 8 storeys in height.
- 10.30. On the northern side of the road, the buildings fronting Whitechapel Road range from 3 to 5 storeys in height which is more akin to a historic shopping frontage such as this one.
- 10.31. In terms of the current application, the massing originally proposed as part of the pre-application process has been reduced from 9 storeys at the maximum height to 7 storeys at the western element of the site.
- 10.32. Officers support this reduction and consider the height at 7 storeys to be suitable in the emerging context in this location as well as providing sufficient transition between the new and older elements of the historic building.
- 10.33. The Whitechapel Vision and CFOAPF are also clear that the former Royal London Hospital building should integrate Whitechapel within the wider City Fringe. As such, when taking into account the transition of heights within this part of Whitechapel, the wider opportunity area and the nearby City Fringe area with increasing heights towards the Aldgate POL, the proposed new build element is considered to sit comfortably providing transition between the emerging context further to the west of the site along Whitechapel Road and provide suitable transition to the lower scale to the north and east. Officers also consider some slight additional height to the rear of the site as proposed will better manage the transition of scale to the adjoining sites and the emerging significantly taller buildings in proximity to the south creating a more legible townscape. The proposal is considered to repair the currently fragmented and disjointed streetscene bringing a vacant and disused building back in to public use.
- 10.34. As discussed in the following sections of the committee report, the application also promotes permeability and accessibility with a fully accessible public use at ground floor level totalling 5,049sqm GIA. Multiple main entrance points are proposed including the opportunity for secondary doors and spill out spaces to the public realm at the rear. High levels of glazing at ground floor level (particularly in the Grocer's wing and to the rear) provides a human scale to the proposal with active frontages and a highly visible internal and inviting space readily connects the building to its surrounds. The proposal includes public realm enhancements in particular to Whitechapel Road and around the building edges. By activating the building edges in this way, the proposal will therefore provide animation to the ground floor level and provide a human scale to the development at street level.

Further discussion in relation to the public realm proposals including the Green spine aspirations is discussed in the following section of the committee report.



Figure 12: CGI of Grocer's wing and East Mount Street

- 10.35. Detailed discussion regarding open space and public realm in the context of the Whitechapel Vision SPD and also in the context of the emerging Whitechapel South site allocation in the emerging Local Plan is provided in the following section.
- 10.36. The proposed height is considered to be suitably low to ensure it does not adversely impact on Civil Aviation requirements. NATS and London City Airport have raised no objection to the proposal. In addition, the proposal is not considered to impact on the microclimate around the site given the proposed building is not of 'significant height' to warrant an assessment of the impact on microclimate. The existing building is 4 storeys at its maximum with the extension to the rear at a maximum of seven storeys.
- 10.37. As such, taking the above into consideration the proposed development is considered to comply with the requirements of policy DM26 of the Managing Development Document and policy 7.7 of the London Plan in relation to building heights.

Detailed design/materiality

- 10.38. The north and east facades will largely be restored with minimal intervention to restore the building to its former grandeur. The principles for the north and east facades include repairing and restoring the existing masonry, retaining brickwork openings and historical features, retention or replacement of mansard roofs using natural slate. Notwithstanding the submitted drawings, the applicant has agreed to a condition which will require a detailed window repair or replacement strategy for each window.

- 10.39. In terms of the raised ground floor space within the main porte-cochère, later brickwork and marble cladding will be removed to reveal the original brickwork (if still present) or if not a new finish of glazed tile or brick will be used. The revolving doors will be replaced with glass sliding doors and the suspended ceilings will be removed and the original ceilings reinstated. New lettering in the style of the original lettering below the clock on the front façade will be introduced.
- 10.40. With regards to the Grocer's wing facing Whitechapel Road, curtain wall glazing will be introduced at ground floor level to provide an open and visible space whilst incorporating a corner plinth. This has assisted in opening up the active frontage to the streets and public realm adjoining the site. Lettering (in the original style) will again replace the existing 'The Royal London Hospital' lettering at high level.
- 10.41. The existing rear elevation of the building will be retained and incorporated into the design of the new build extension which will be visible from the atrium within the building. The existing window openings will be retained and a simple glazing approach will be used throughout this elevation. The existing rear classical door surround will be reinstated with additional supplementary openings to create additional connections between the new and old building. In addition, the existing dark cladding covering the former wings and visible from the rear of the site will be removed and a series of lightweight bridges will connect the new and old elements at the different floor areas.
- 10.42. With regards to the new build element, the applicant's team has carefully considered comments raised by officer's at pre-application stage and by CADAP regarding the approach to the facades of the building and in particular how the transition between new and old should be appropriately managed.
- 10.43. The applicant has amended how the rear extension will be interpreted and this is now presented in three distinct volumes with a 'link' element between the larger two volumes. The proportions and window patterns of the retained listed elements have influenced the articulation and massing of the extension. . Brickwork forms the predominant material for the cladding with a vertical emphasis using brick piers in a paler brick colour. The double order of longer vertical windows is broken up with vertical string coursing.
- 10.44. The glazed link between the new and old elements on East Mount Street is successful in providing articulation and provides an opportunity for glimpses into the building taking account of the staircase location. The Georgian window proportions have been replicated and reinterpreted on the new build element with horizontal banding visually referencing some of the existing building's horizontal features.



Figure 13: Grocer's wing transition

10.45. The existing materiality within the locality consists of predominantly London stock brick, red brick, glazed bricks or tiles, brick arches, Portland stone dressing and natural slate roofs. The proposed materials include a palette of brick and glazed tile for the largest two volumes and a more playful aluminium cladding system for the link block complemented with colourful curtain wall fins to add lightness contrasting with the adjoining robust taller blocks. The integration of historic features and modern elements (with a reference to the historic design detailing) are considered to be of a high standard, complementing the historic building. The approach of retaining a predominantly heritage frontage and modern rear facade also complements the other historical buildings and the conservation area designations to the front facing Whitechapel Road as well as the more modern prominent buildings to the south. Material samples and detailed drawings will be required by condition.

Secure by Design

10.46. Policy 7.3 of the LP and policy DM23 of the MDD seek to ensure that developments are safe and secure.

10.47. The proposed development has been assessed by the Metropolitan Police who have not raised objections to the proposal. Further consideration of a number of detailed design aspects are required. Such matters include the access to the cycle storage facility, antisocial behaviour or misuse of the porte-cochère area, surrounding porte-cochère areas, external lighting, easily accessible window standards/roof lights, glazing and doors at ground floor level, lightweight framed walls, securing the reception areas and upper floor office areas and finally emergency release exit controls. A condition would therefore be attached to any approval to provide additional crime prevention measures and ensure the proposal achieves the Secure by Design Accreditation.

- 10.48. Subject to conditions, it is considered that the proposed development as a consequence would provide a safe and secure environment in accordance with policy 7.3 of the London Plan and policy DM23 of the MDD.

Inclusive Design

- 10.49. Policy 7.2 of the London Plan (MALP 2016), Policy SP10 of the CS and Policy DM23 of the MDD seek to ensure that developments are accessible, usable and permeable for all users and that a development can be used easily by as many people as possible without undue effort, separation or special treatment.
- 10.50. A growing awareness of the importance of creating environments that are accessible for all people has led the Council to emphasise the importance of 'inclusive design'.
- 10.51. The applicant has considered how the development can be inclusive and accessible to all in terms of its design and the applicant has employed an Access Consultant to ensure the best possible access and inclusivity is achieved. The scheme has specifically been designed for council employees, visitors (attending events or accessing council services) and those passing through the building.
- 10.52. One of the key difficulties in ensuring a fully accessible and inclusive environment is giving respect to the Grade II listed building and ensuring there is no detracting from this important heritage asset and its surrounds. The proposal positively responds to the listed building and ensures that inclusive design is incorporated throughout the design of the historic and new build elements as detailed below.
- 10.53. In terms of the main entrances into the building, the existing historic porte-cochère has a stepped arrangement with a rise of 1.8 metre from pavement level to entrance level. The entrance was previously adapted to allow for ambulance access to the front entrance; however, this is not suitable for wheelchair users and a reconfigured ramp is proposed to address this. A new main public entrance is proposed to the Grocer's wing which will have level access from a ramp built into the small public square set slightly below street level. TfL has confirmed that the previous crossing along Whitechapel Road will be reinstated and this provides a desire line and direct route from Whitechapel station into the building.
- 10.54. The layout of the ground floor level ensures that the public areas are fully accessible to all and from indicative plans submitted the ground floor is arranged in a fluid spacious manner with two visible reception areas. The existing building has a variety of different levels across the site and a series of gentle ramps are proposed internally adjacent to steps. Several accesses are proposed to the rear of the building to facilitate movement through the site. All doors will be accessible to all. In addition, several lifts are proposed at the east and west of the site to provide access to the upper floor levels as necessary. Further details to address the GLA's comments regarding inclusive access arrangements (including the inclusivity of the Council Chamber) are required by planning condition.
- 10.55. Two full sized disabled bays will be provided within the site boundary to the front of the building which will be used by visitors and will be on a pre-arranged basis managed by the Management Team. A condition will also be used to ensure these spaces are managed appropriately. The applicant (the council) is continuing to explore alternative provision for Blue Badge accessible parking bays in proximity to

the site (within 150 metres of the site) and details of this arrangement will be required by condition.

- 10.56. In terms of the internal office element at the upper floor levels, hot desking will be primarily used as per existing arrangements within the council's offices at a ratio of 6 staff to 10 desks. To cater for the needs of all, a fixed desk policy will apply to 20% of the workstations. The submitted Design and Access Statement shows an indicative first floor layout plan which shows how the open plan office would be fitted out with furniture. The open plan office area will accommodate 1800mm between desks and 1500mm between storage. Desks for wheelchair users will be located toward the corridor end of the building so that wheelchair users can turn in the corridor as necessary. Personal lockers will be located next to these desks for ease of wheelchair users. Several lifts (including wheelchair accessible lifts) are positioned at the east and west sides in proximity to the historic staircores, meeting spaces have been designed to suit wheelchair users and refreshment points will be provided within easy reach of workstations and will be accessible to all. The Design and Access Statement shows a sample second floor plan and the location of the refreshment areas is anticipated in proximity to the staircores and lift areas at the east and west ends of the building.
- 10.57. The proposal includes toilets throughout the building at all floor levels. Ground floor level public toilet facilities are proposed to be located 100 metres apart. Gender segregated toilets will be provided in addition to ambulant disabled facilities and fully accessible wheelchair accessible facilities. In addition, baby change, shower facilities and a Changing Places WC. At the office levels (1st floor level and above) further consultation during the course of the planning submission has been held with staff to understand their preferences. In addition to wheelchair accessible WCs at each floor level, a mixture of defined male and female cubicles as well as gender neutral washroom cubicles are now proposed to allow greater flexibility and provide gender-specific provision. The weighting of the provision could be further tailored upon occupation given all cubicles (except the accessible WC) will be designed the same.
- 10.58. It is considered that the proposal would result in a scheme that would provide a development which promotes public access for all, will be better connected to its surroundings and would provide a development that can be used safely and easily and with dignity for all regardless of disability, age, gender, ethnicity or economic circumstances. The proposal is considered to comply with policy 7.2 of the London Plan (2016), Policy SP10 of the CS and Policy DM23 of the MDD.

Design Conclusions

- 10.59. In conclusion, the urban design, layout, building height, scale and bulk and detailed design of the development is considered acceptable and in accordance with Chapter 7 of the London Plan (2016); Policies SP10 and SP12 of the Core Strategy (2010) and Policy DM23, DM24 and DM26 of the Managing Development Document 2013 which seek to ensure buildings and places are of a high quality of design, suitably located and sensitive to the locality.

11. Landscaping, public realm and open space

Trees

- 11.1. Policy 7.21 of the London Plan states that existing trees of value should be retained and any loss as a result of the development should be replaced following

the principle 'right place, right tree'. The planting of additional trees should be included in new developments as appropriate.

- 11.2. DM23 of the MDD expect major development to undertake an urban design analysis of the public realm including how trees are taken into consideration as part of proposals.
- 11.3. In terms of trees within the site boundary, there is one remaining tree on site which is subject to a Tree Preservation Order (TPO) and is considered to be of 'Grade A' quality. The tree in question is located at the far west of the site at the site's boundary with the Dental Hospital building and is a London Plane tree.
- 11.4. The tree will be retained and an appropriate root protection plan will be put in place to ensure safe retention of the tree. The arboricultural officer has viewed the tree in question (April and June 2017) and is satisfied with the tree protection measures proposed. A condition will be required to provide a detailed Arboricultural Method Statement, updated Tree Protection Plan and implementation of Tree Protection Measures subsequent to permission being granted.
- 11.5. Within the application site boundary, a Portuguese Laurel is located to the far north east of the site where Whitechapel Road meets East Mount Street. The tree in question is not covered by a TPO but is a Tree in a Conservation Area (TCA). Due to the low quality of the tree (which has a bacterial canker) and its limited value to the streetscene, it has been graded as Grade C within the applicant's submission and is proposed to be removed. There are no objections raised by the tree officer to the removal of the tree subject to replanting.
- 11.6. The Landscape Statement notes that the Royal London Hospital building was once framed with London Plane trees in front of the Grocers wing to the east and the Alexandra wing to the west. The Landscape Statement details that the row of five historic trees in front of the Grocer's Wing will be reinstated with London Plane trees.



Figure 14: reinstatement of the London Plane trees at the front of the site facing Whitechapel Road

- 11.7. The replacement scheme proposed is considered to sufficiently mitigate the loss of the Portuguese Laurel. In addition, the proposed replacement planting is considered to add to the amenity of the streetscape by forming a link back toward the heritage asset's former grandeur through the reinstatement of a former relationship with the immediate streetscene and surrounding public realm.

Public realm/ and open Space

Public realm

- 11.8. Core Strategy Policy SP09 'Creating attractive and safe streets and spaces' seeks to improve the connectivity of identified areas that suffer from poor permeability, for

example, through the creation of new routes. Further to this, Policy DM23 'Streets and public realm' of the Managing Development Document (2013) requires development to be well-connected with the surrounding area by improving permeability and legibility, particularly to public transport, town centres, open spaces and social and community facilities.

- 11.9. Further to this, the Whitechapel Vision seeks improved accessibility within Whitechapel and promotes new connections and increased legibility through new pedestrian and cycle routes. More specifically with the application site in question, the Whitechapel Vision also identifies the opportunity for a new green route ('the Green Spine') to provide direct pedestrian connection from the centre of Whitechapel Road in proximity to Whitechapel station to Commercial Road. The emerging Local Plan also supports this approach.
- 11.10. The proposed development seeks to introduce new public realm around the site, primarily to the Whitechapel Road frontage and will also introduce north-south pedestrian routes through the site connecting Whitechapel Road to the area to the south of the site. The proposal ultimately aspires to connect the site with Stepney Way. As noted in the previous section of the committee report high levels of glazing providing active frontages with an internal open and inviting space at ground floor level (particularly within the Grocer's wing) has been proposed to facilitate pedestrian movement through the building.
- 11.11. The proposed ground floor level of the building will be permeable and accessible including multiple main entrance points consisting of the historical stepped porte-cochère entrance (with accessible ramp), a new all inclusive access in the Grocer's wing which provides a key access point into the building and provides a direct connection once the pedestrian crossing point is reinstated in December 2018 in addition to an access point to the rear.



Figure 15: Image of Grocer's wing entrance facing toward East Mount Street and public realm

- 11.12. Multiple additional access and spill out spaces to the East Mount Street elevation and rear of the new build element of the proposal have been incorporated into the design. The design allows for multiple north south connections through the building in addition to maintaining the connection around the site along East Mount Street. Whilst it is noted the routes as proposed is not directly through the main portecochère entrance as envisaged in the Whitechapel Vision, the applicant has explored whether this would be feasible. Due to the more historic element being set 1.8 metre above the exterior public realm this would make a poor interface between public realm and the proposed built form and the visibility of the route less clear and readable to users. Officers accept the approach to making the Grocer's wing entrance the key legible route through the building and how this achieves the Green Spine aspirations of the Whitechapel Vision.
- 11.13. It is considered the proposal responds appropriately in its layout and massing to allow for future development of the London Square to the south of the site and provides a main access route that will directly lead into London Square. It is considered that the design allows the ambitions of the Whitechapel Vision to be delivered in terms of the green spine and public realm aspirations and allows for the future connections to Commercial Road to be realised. In addition, the edges of the building have been designed to safeguard pedestrian links around the civic centre building in the unlikely event the London Square is not delivered alongside the civic centre proposal.
- 11.14. In order to ensure that an appropriate palette of materials are used appropriately in the public realm providing a harmonious transition with the wider TfL and Barts owned public realm, this will be conditioned and will include consultation with TfL and Barts. In addition, full landscaping details will be secured by condition to ensure the public realm is inviting, legible and useable.

Open space

- 11.15. In addition to the above policies, SP04 protects and safeguards all existing open spaces to ensure there is no net loss. Policy DM10 requires development to provide or contribute to the delivery of an improved network of open spaces and development on areas of open space will only be allowed in exceptional circumstances.
- 11.16. As detailed above, the Whitechapel Vision SPD 'Key Place Transformation 2' identifies the creation of the Civic Square to the south of the site as an important open space within this part of the borough for all to use. The Vision identifies the Civic Square as having benefits of improving connections and aid permeability as well as defining building edges and entrances.
- 11.17. The Civic Square identified (also known as 'London Square') is not included within the red line plan as part of the application and, in this respect, is not a material planning consideration as part of this submission. However, due to the location of the new build extension in an area with planning consent for open space, this would result in a 'theoretical loss' of open space this needs to be fully assessed in this report. The background to the London Square and assessment of loss of any open space is included below.
- 11.18. Planning permission was granted on 31/03/2005 (under planning references, PA/04/00611) for redevelopment and refurbishment of the Royal London Hospital. The planning permission included the provision of a new piece of public realm

known as the “London Square”, situated to the south of Whitechapel Road, to the rear of the Grade II listed former Royal London Hospital building and to the front of the modern Barts NHS Trust Royal London Hospital Building, that was the main subject of the proposals.

- 11.19. Whilst the majority of the wider development of the 2005 consent for the Royal London Hospital building has largely been built out, the London Square set to the rear of the site has not. It is also worth noting that the main built form of the hospital set to the west and directly behind the Alexandra wing of the former Royal Hospital building has also not been built out.
- 11.20. At the time of the 2005 permission, the London Square was seen to help provide an appropriate setting for the new development and to an extent mitigate the impact of a tall building in an otherwise low/mid-rise context. It would provide an extensive area of open space acting as a setting for the retained and new development and facilitating clear access to the principal hospital entrances, providing a civic space (comparable to that in the forecourt of the British Museum) that helps to offset the evolution and expansion of the hospital over the last 200 years.
- 11.21. Since the 2005 permission, the London Square has not been delivered in the last 13 years since permission was granted. The Whitechapel Vision published in 2013 reinforces the importance of the delivery of the London Square and the emerging Local Plan also highlights its importance. The Whitechapel Vision clearly shows the new Civic Hub will be built with extensions into the original square as envisaged in the 2005 permission; however, the extensions as proposed in the current submission protrude beyond this. Any additional building uptake (beyond the yellow highlighted extension in the figure below) would be treated as a theoretical loss of open space in planning terms.

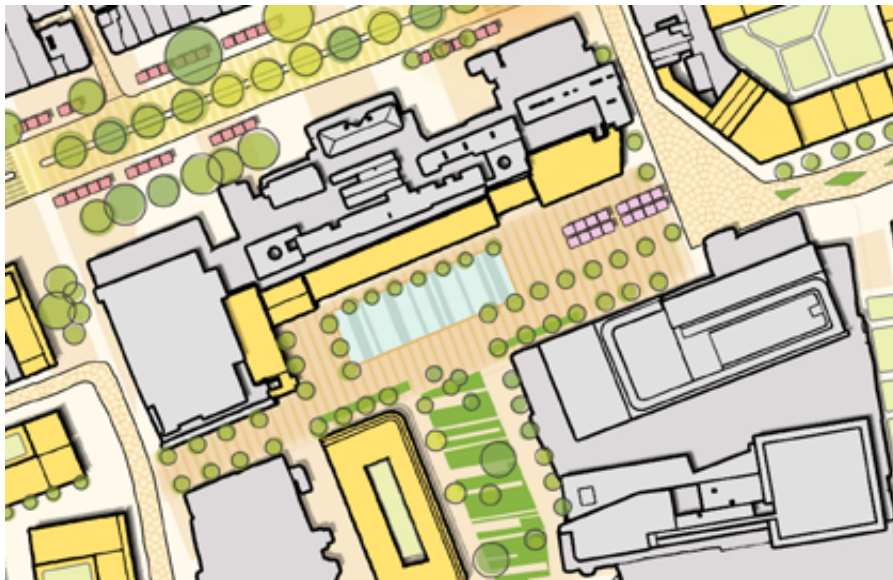


Figure 16: Whitechapel Vision SPD showing envisaged extension highlighted in yellow

- 11.22. The proposal includes additional amenity space around the edges of the building on the southern elevation to allow breathing space and also public realm at the front of the site including removal of later additions. This also has the benefit of allowing the building frontage to be better appreciated from within the surrounding wider public realm.

- 11.23. Whilst not designated public space, it is also considered that the nature of the ground floor level of the proposal being publicly accessible which all can use has some merit in offsetting the need for the open space.
- 11.24. It is considered that the proposal is delivering substantial public benefits including bringing an unused building back in to use, meeting policy aspirations for a civic centre including the delivery of services to residents in the heart of the borough as well as townscape/streetscape benefits, such as repairing the streetscene and integration with the wider city fringe. The regeneration benefits and ground floor level public access are considered to sufficiently outweigh the theoretical net loss of open space as described above, and do not compromise the future delivery of the Civic/ London Square.
- 11.25. As an aside, whilst the London Square is not a material planning consideration and is not required to mitigate the impact of this development, the applicant's team recognises the significance of the London Square. The implications of the London Square not being delivered (as has happened to date) in terms of achieving the Whitechapel Vision and the negative implications on the urban quality of this neighbourhood has been extensively discussed with the applicant, consultees and officer's at pre-application stage and application stage. The applicant's team has continued to engage with the landowner Barts NHS Health Trust and a Memorandum of Understanding has been drawn up committing the Council to the delivery of the square which would ultimately come forward as a separate joint planning application between the Council and Barts NHS Health Trust.
- 11.26. The commitment demonstrated by the applicant and Barts NHS Health Trust in delivering the London Square has been welcomed by the GLA. The applicant (the Council) intends on delivering the London Square alongside the delivery of the Civic Centre. The London Square will be subject to CIL funding which will be considered by Cabinet on 27th February 2018. Further updates on the London Square will be included in the update report as necessary.

12. Heritage

- 12.1. Statutory tests for the assessment of planning applications affecting listed buildings or conservation areas are found in Sections 66(1) and 72(1) of the Planning (Listed Building and Conservation Areas) Act 1990. Section 66(1) relates to applications that affect a listed building or its setting. It requires the decision maker to: *"have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses"*. Section 72(1) relates to applications affecting a conservation area. It states that *"special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area"*.
- 12.2. The implementation of this legislation has been addressed in recent Court of Appeal and High Court Judgements concerning the proper approach for assessing impacts on listed buildings and conservation areas. These are considered in more detail below however, the emphasis for decision makers is that in balancing benefits and impacts of a proposal, the preservation of the heritage assets should be given *"special regard / attention" and therefore considerable weight and importance*.
- 12.3. The NPPF is the key policy document at national level, relevant to the formation of local plans and to the assessment of individual planning applications. The parts of

this document relevant to 'Heritage, Design and Appearance' are Chapter 7 '*Requiring good design*' and Chapter 12 '*Conserving and Enhancing the Historic Environment*.'

- 12.4. Chapter 7 explains that the Government attaches great importance to the design of the built environment. Chapter 12 relates to the implications of a development for the historic environment and provides assessment principles. It also identifies the way in which any impacts should be considered, and how they should be balanced with the benefits of a scheme.
- 12.5. Paragraph 126 of the NPPF states that in developing a positive strategy for the conservation and enjoyment of the historic environment local planning authorities should take account of:
 - the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
 - the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality;
 - the desirability of new development making a positive contribution to local character and distinctiveness; and
 - opportunities to draw on the contribution made by the historic environment made by the historic environment to the character of a place.
- 12.6. Paragraph 129 states that local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise.
- 12.7. In this case the relevant designated heritage assets are the London Hospital Conservation Area, Whitechapel Market Conservation area and the grade II listed London Hospital building. The significance of those assets has been assessed in the submitted Historic Impact assessment that has been reviewed by the Council's Heritage Officers who found the conclusions of the appraisal to be appropriate.
- 12.8. Paragraph 132 confirms that in considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. Any harm or loss should require clear and convincing justification.
- 12.9. The effect of a development on heritage assets may be positive, neutral or harmful. Where a decision maker considers there is harm, the NPPF requires decision makers to distinguish between '*Substantial*' or '*Less than substantial*' harm. If a proposal will lead to substantial harm to or total loss of significance of a designated heritage asset, the approach set out in paragraph 133 is to be followed, namely that consent should be refused unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss or all of the following apply:
 - the nature of the heritage asset prevents all reasonable uses of the site; and
 - no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
 - conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and

- the harm or loss is outweighed by the benefit of bringing the site back into use.

12.10. Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, paragraph 134 should be followed:

“Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.”

12.11. Significance (for heritage policy) is defined in Glossary 2 of the NPPF as *“The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting.”*

12.12. In considering whether any harm to the significance of a designated heritage asset (the conservation area or listed buildings) is substantial or less than substantial, account should be taken of the guidance given in the Planning Practice Guidance, where the following advice is given:

“How to assess if there is substantial harm?”

What matters in assessing if a proposal causes substantial harm is the impact on the significance of the heritage asset. As the National Planning Policy Framework makes clear, significance derives not only from a heritage asset’s physical presence, but also from its setting.

Whether a proposal causes substantial harm will be a judgment for the decision taker, having regard to the circumstances of the case and the policy in the National Planning Policy Framework. In general terms, substantial harm is a high test, so it may not arise in many cases. For example, in determining whether works to a listed building constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a key element of its special architectural or historic interest. It is the degree of harm to the asset’s significance rather than the scale of the development that is to be assessed. The harm may arise from works to the asset or from development within its setting.

While the impact of total destruction is obvious, partial destruction is likely to have a considerable impact but, depending on the circumstances, it may still be less than substantial harm or conceivably not harmful at all, for example, when removing later inappropriate additions to historic buildings which harm their significance. Similarly, works that are moderate or minor in scale are likely to cause less than substantial harm or no harm at all. However, even minor works have the potential to cause substantial harm.”

12.13. In order to amount to substantial harm to the significance of a heritage asset, there would have to be such a serious impact on the significance of the asset that its significance was either vitiated altogether or very much reduced (Bedford Borough Council v. SSCLG [2013] EWHC 2847 (Admin) at paragraph 25.

12.14. Where a number of heritage assets are involved, and where a development has a number of elements, there may be different impacts across a site. These must be

considered in forming a judgement on the acceptability of the planning application overall, in the context of relevant statutory and policy tests.

- 12.15. The National Planning Policy Guidance (NPPG) has been published following the NPPF. It provides guidance on the NPPF and is a material planning consideration and is considered in more detail below.
- 12.16. The London Plan 2016 addresses the principles of good design, in appropriate locations, preserving or enhancing heritage assets. This includes policy 7.4 'Local Character' which requires development to have regard to the pattern and grain of existing streets and spaces, make a positive contribution to the character of a place to influence the future character of an area, and be informed by the surrounding historic environment. Policies 7.5 and 7.6 emphasise the provision of high quality public realm and architecture.
- 12.17. London Plan Policy 7.8 requires development affecting heritage assets and their settings to conserve their significance by being sympathetic to their form, scale, materials and architectural detail. Policy 7.9 refers to heritage-led regeneration and considers that schemes should identify and make use of heritage assets and reinforce the qualities that make them significant so they can help stimulate environmental, economic and community regeneration.
- 12.18. Tower Hamlets Core Strategy (2010) seeks to protect and improve access to historical and heritage assets and promotes a borough of well designed, high quality sustainable and robust buildings.
- 12.19. These principles are followed in the MDD and Policy DM24 (Place-sensitive design) requires developments to be built to the highest quality standards, incorporating principles of good design. This includes being sensitive to and enhancing the local character and setting of a development, and use of high quality materials.
- 12.20. MDD Policy DM27 deals with 'Heritage and the Historic Environment.' Policy DM27.1 provides that:

"Development will be required to protect and enhance the borough's heritage assets, their setting and their significance"
- 12.21. Policy DM27 says that development within a heritage asset should not adversely impact on character, fabric or identity. Scale, form, details and materials should be appropriate to the local context and should better reveal the significance of the heritage asset. Climate change mitigation should be maximised and for changes of use a thorough assessment should be carried out on the practicalities of retaining existing use and the wider benefits of the proposed use.
- 12.22. Policy DM27 also refers to the demolition of a designated heritage asset. The justification of this policy in paragraph 27.8 states that the demolition of a listed building would only be considered acceptable in exceptional circumstances whereas there are instances where the loss of a building within a conservation area may be considered acceptable when the public benefits of the scheme are considered.

Site's history and significance of heritage assets

- 12.23. The Royal London Hospital dates originally from the mid-eighteenth century, when the principal Mainwaring block was erected on the Whitechapel Road frontage. The hospital was continually expanded throughout the nineteenth and twentieth centuries, to accommodate both the growing population of east London and developments in medical practice and care.
- 12.24. The building was listed on 21st September 1973. As it now stands following the redevelopment of the Barts and the London NHS Trust the hospital has undergone substantial demolition to a large number of its buildings.
- 12.25. Notwithstanding, the numerous extensions and alterations to the hospital, the remaining buildings are of architectural significance and these include the original 1750's Mainwaring building, the late 19th Century Chapel extension and the Grocers' Wing which comprises the Whitechapel Road frontage. It is this significant architectural element that is to be retained (façade retention for Grocers; Wing) with improvements in terms of repair and appropriate re-introduction of missing architectural features.
- 12.26. The building also has considerable historic and communal significance as one of the largest hospitals of the period, which subsequently grew and adapted over time to serve the growing population of east London.
- 12.27. The London Hospital was founded in 1740 and was first situated in Moorfields, before moving to Whitechapel in the 1750s; the building was designed by hospital surveyor Boulton Mainwaring. The new building, finished in 1757, was the finest hospital building in London in its time. Shortly after the completion of the Mainwaring building the South West Wing was added in 1770's in response to rising patient numbers, a by-product of rapid population growth in the east of London.
- 12.28. In 1870's construction of the Grocers' Wing began, built at the same time as a Post Mortem Department and Nurses Home. Their completion secured the hospital's status as the largest general hospital in the country, with nearly 800 beds. The only surviving remnant of this building programme is the north range of the Grocers' Wing, which principally resembled the façade arrangement and detailing of the original hospital building. The Grocer's wing fronts onto Whitechapel Road terminating at its junction with East Mount Street. Two bays of the south part of the wing (facing East Mount Street) survive; the rest was cleared in the 1960s for the construction of the Holland Wing which has since been demolished as part of the Barts and the London NHS Trust redevelopment.
- 12.29. The impressive Chapel extension was added in the late 19th Century to the original building, this element of the building is considered to be of significance as per the submitted Heritage Appraisal. It has both historical significance and architectural significance and forms the main architectural accent at the main entrance to the hospital. It is considered to be a distinguishable landmark within the borough. This element of the building can be clearly viewed along Whitechapel Road marking it as a centrepiece to the development.

Analysis

- 12.30. The proposal should be considered in the context of the previously approved Listed Building Consent for soft strip works which removed the later hospital internal alterations and granted consent for limited works of structural investigation and materials testing.

- 12.31. The site will be transformed into a new Civic Centre for the London Borough of Tower Hamlets which will deliver major public benefits to Whitechapel and to the Borough as a whole. The proposals are for part demolition, alterations and refurbishment of the former Royal London Hospital building including: retention and repair of the front and rear facades (including the late 19th Century porte-cochère/Chapel extension). The development includes alterations to be made to different parts of the buildings and analysis can be carried out by identifying the impacts on the heritage significance of each part of the building. The effect of the development on the significance of the designated heritage assets together with non-designated heritage assets (locally listed buildings) should be considered. Impact on the wider area also needs to be taken into account.
- 12.32. Assessment of the proposals requires appreciation of the nature of the relationship this site has with the surrounding areas. The proposal seeks to respond to both the Barts and the London NHS Trust redevelopment site and medium-rise scale of adjoining land, and the lower scale of Whitechapel Hospital Conservation Area.

Mainwaring Block

- 12.33. The Mainwaring building is the original hospital building which is of principal importance, the building was originally built in the 1751, it has since undergone considerable alterations and additions and very little of the original building remains. The façade, the side wings and the upper two storeys of the building were built in the 19th century; the main materials used were brick with slate roof.
- 12.34. The proposal primarily includes repair and restoration of the historic building, the surviving brickwork of the original elevations will be enhanced through appropriate cleaning and repair. To the rear, later addition such as balconies, redundant pipework and wiring will be removed and the historic fabric made good.
- 12.35. The fenestration to the front has been considerably altered to respond to the medical needs of the hospital. The varied fenestration will be retained and repaired and painted in a stone colour to reduce the visual impact. The fenestration to the rear elevation will be replaced with new bronze-framed and plain-glazed windows.
- 12.36. Officers note that the surviving element of this building is a key part of the character and fabric of the former hospital complex and the wider conservation area, thus contributing positively to the designated heritage asset. The retention and refurbishment approach taken is strongly supported and will maintain the strong presence and visibility of the heritage asset and will continue to preserve the character and appearance of the conservation area the site sits in as well as the Whitechapel Market Conservation Area directly opposite. In terms of internal features, it is recommended that a detailed Retention and Reuse Strategy is secured via a condition.
- 12.37. The new build element includes a glazed atrium that wraps around the rear and east side of the retained Mainwaring building. A seven storey building is proposed to the western end and rear of the atrium with light weight bridges to link the new building to the existing building. A four storey element is proposed to connect the seven storey and the four storey new build to the rear of the Grocers' Wing.
- 12.38. The architects have responded to officer's comments regarding the importance of historic detail on the exterior of this building. The brickwork would be repaired and cleaned as necessary. The new build elements would better reveal architectural

significance of the surviving parts of the original hospital building which will be visible within the atrium with its restored stringcourse and cornice. The proposed treatment of the rear elevation would ensure that it would still be possible to read the essential character of the building whilst acknowledging the new urban context.

- 12.39. The seven storey new build massing relates to the scale of the dental hospital to the west and the proposed façade composition is based on architectural elements found in the surrounding Georgian context and the way these are combined and ordered to create a rich and varied backdrop. Recessed window surrounds would create the necessary degree of depth to the facades and express an appropriate degree of robustness.
- 12.40. It is considered that the proposed use of brick would respond well to materials elsewhere in the conservation area. Curtain walling is proposed for the link extension this is considered to add interest to the facades. If permission is granted the precise nature of these would need to be agreed and this would be secured by condition.

The 1890's Chapel extension

- 12.41. The frontage onto Whitechapel Road is the principal elevation of the listed hospital and provides a clear and well-known landmark within the Borough. Unfortunately some of the historic quality and character has been lost by alterations that have been carried out over the years. This is particularly apparent on the front porte-cochère, which was added in in the late Victorian period.
- 12.42. Whilst altered, the existing porte-cochère is a significant surviving architectural element of the whole complex due to its prominence. The proposal largely consists of refurbishment and restoration, together with improvements at ground level to the space within the porte cochere which will be partially enclosed within a new glazed enclosure and draught lobby.
- 12.43. The distinctive façade and large pediment is an imposing feature along Whitechapel Road, and represents a good example of Georgian and Victorian classical architecture. It is a key feature, visible from a long distance. Views of the pediment should, in general, be protected and any new development along the road should not detract from the importance and presence of this landmark.
- 12.44. At first floor the later addition of partitioning and floors within the chapel space will be removed. This will create a free flowing space and provide a sense of the original proportions of the chapel. It is noted that the partitions to be removed are a later addition, the proposals will allow the original chapel space to be reinstated without harm to its special architectural and historic interest.
- 12.45. In terms of architectural features, the surviving chancel, associated panelling, original plasterwork and first floor eastern bay will be repaired, refurbished and reinstated.
- 12.46. The refurbished chapel will become the new staff refectory with a mezzanine floor for meeting space. The opening up of this space and intended regular use by staff allows this magnificent space and historic features to again be fully appreciated and the retention of the significant architectural elements.

Demolition of existing 1770's South-West Wing

- 12.47. The truncated rear of the south-west wing is to be entirely demolished with the exception of the emergency fire escape staircase of the Dental Hospital. A seven storey extension is proposed, the architecture of the new building had been designed in such a way as to make for an appropriate transition between the scale of the eighteenth century frontage and the twenty-first century civic centre. The proposal has been presented to the Council's CADAP who have been supportive of the approach taken.
- 12.48. In determining the heritage significance of the South-West wing, Officers have given consideration to the submitted statement and consultee responses including the advice of Historic England. The applicant's heritage statement has also been reviewed by the Council's Heritage Officers who have found that the conclusions are appropriate.
- 12.49. The submitted Heritage statement identifies that this element of the buildings has some historic interest, however it is noted that the building has been extensively altered externally. Such alterations include extensions and huge modifications to the fenestration. In terms of architectural value, some original fabric remains but has been significantly altered. The building has some character and appearance associated with its period but its retention will not reveal additional significance for the public's enjoyment and will provide limited public benefits that are not outweighed by the benefits of its demolition and the proposed modern extension. Overall it is assessed that the retention of this element of the building would compromise the development of the new civic centre and would restrict the enhancement of the heritage asset overall.

Demolition of Grocers' Wing and facsimile reconstruction of mansard roof

- 12.50. The proposals for the Grocers' Wing include demolition of the wing with façade retention, the roof and chimney will be restored. The ground floor front façade (which is an unsightly later addition) will be removed and replaced with a contemporary glass frontage. This will be the main entrance for the general public to access all public facilities.
- 12.51. The loss of most of the Grocers' Wing results in less than substantial harm to the listed building and conservation area. This is outweighed by the retention of the façade, which has been carefully configured into the new building to ensure it remains a prominent feature along Whitechapel Road.
- 12.52. Currently the lower levels of the building are concealed from public view by the free standing single storey buildings and wooden hoarding marking the site boundary and the building has limited interaction with the surrounding public realm. The opening up of the site and public access through the building are of significant public benefit, which given the open and inviting space created will enable the public to better appreciate the internal fabric of the listed building and the retained façade. The resulting scheme will open up new routes and add to the hierarchy of urban spaces within the conservation area and facilitate wider appreciation of the heritage of this part of London.
- 12.53. The initial scheme presented at pre application stage proposed the complete demolition of the Grocers' Wing with a new four storey building, however Historic England advised *'that the existing Grocers' Wing provides a significant contribution to the character and setting of the conservation area and therefore to demolish it would constitute 'serious harm'.*

- 12.54. Whilst it was noted, however, that the Grocers' Wing interior appears to be of low significance the scheme was redesigned with the proposal for façade and side retention. The dormer windows, roof and chimneys will be restored to match the height and form of the existing following the construction of the four storey new office building behind. The fenestration to the front will be retained and painted a stone-colour to match that of the 18th century building.
- 12.55. Retention of the interior of the Grocers' Wing has been considered, though it has limited heritage value. The narrow plan form and layout make it incompatible for Civic Centre use. The exterior part of the Grocers' Wing is essentially the prominent feature; this will be fully reinstated and will provide additional presence from the street, the new glazed lower ground floor will be the only visible contemporary addition to the Grocers' Wing from the public area.
- 12.56. The proposal also includes the removal of ad hoc additions to the front of the building at ground level and lowering of the ground and associated landscaping. In addition, the proposal also includes the removal of the dark cladding to the exterior of the Grocer's wing rear façade which is unattractive and poorly relates in its current form. These changes will enable the historic building to be better appreciated by members of the public from within the public realm and allow a smoother transition through the civic centre. The removal of these structures and proposed landscaping reinstating the former tree line is considered to enhance the heritage asset as well as providing a positive contribution to the surrounding conservation areas.
- 12.57. Officers consider the demolition of surviving part of the Grocers' Wing behind the facade constitute less than substantial harm. This harm is mitigated by the great gain in public benefit including the public access and permeability through the site, the repair and partial restoration of the 18th century rear elevation of the Mainwaring block and the restoration and enhancement of other architecturally and historically significant parts of the building.
- 12.58. In relation to design, the importance of balancing the needs between accommodating the new civic centre development and creating a strong sense of place while respecting the historic setting cannot be overstated. The new contemporary building is considered to achieve this balance through high quality design and appropriate use of materials. It is considered that the character of the retained listed buildings will be enhanced and safeguarded. The design of the new build element provides an innovative transition between old and new. The proposed development in terms of design quality and overall community benefit justifies the case for demolition of both the South-West Wing and Grocers Wing.

New build and transition

- 12.59. The new building by Allford Hall Monaghan Morris (AHMM) would occupy the rear of the existing hospital and can be divided into three new build extensions, West Wing, Link Extension and New Grocers' Wing. The scale varies between 4 – 7 storeys and is considered to sit comfortably within the context of the Whitechapel Road Conservation Area and the London Hospital Conservation Area and positively define the rear facade.
- 12.60. Further analysis regarding the detailed design of the new build element is included in the section above and it is considered to strike a positive balance between new and old. Internally, the buildings would be linked by an atrium and light weight bridges to the existing listed buildings. Thereby allowing the structures to appear

discreet from each other which is considered to benefit to their appearance. The approach taken has been supported by officers and the Council's CADAP.

- 12.61. Officers have stressed the historic significance of the listed hospital building, parts of which date from around 1751. The increased massing of the new build would provide a transition between the lower elements of the application site to the north, and the taller elements of the new Royal London Hospital which sits further to the south of the site. It is considered the transition of the new build element is appropriate with the existing Grade II Listed Building.

Internal/external features of historical significance

- 12.62. The applicant has provided a list of historically significant internal architectural features which are to be retained, refurbished or relocated. As features could be discovered during the works being undertaken a watching brief will be provided by condition. The Council's conservation team are in agreement with the features identified as having historical significance and the approach taken to their retention/relocation.
- 12.63. Such features include plaques and memorials, staircases located at the east and west of the site, chapel space, external clock, porte-cochère and openings and former operating theatres which will all be retained and restored in situ or elsewhere in better public view within the building.
- 12.64. Through robust and detailed conditioning the internal features will be retained, including detail of retention and protection during construction phase.

Summary

- 12.65. Officers note that the building is a key part of the character and fabric of the London Hospital and the wider conservation area, thus contributing positively to the designated heritage asset. The retention of the key historic elements of the building and the internal historic features is viewed positively and will preserve the significance of the heritage asset as well as the character and appearance of the conservation area.
- 12.66. The historic fabric would be retained in a number of locations and only elements of the building identified as having lower historic value would be demolished. Through a combination of restoration, façade retention and rebuild, the historic significance of the building and the area would be preserved.
- 12.67. Less than substantial harm has been identified given the loss of the internal element of the Grocer's wing and the loss of the south west wing. However, heritage benefits are identified including repairing and restoring of the grand front façade, removal of unsympathetic additions at the front of the site, better revealing the significance of the internal features and rear façade given the atrium approach proposed, retention and restoration of features of historical value for the enjoyment of the public. The proposed inviting ground floor space with permeable and legible pedestrian routes through the site would enhance the pedestrian experience, inviting greater numbers of people to appreciate the heritage.
- 12.68. In addition to the heritage benefits there are also benefits associated with the provision of employment floorspace and jobs, enhancements and improvements to the public realm including fully inclusive access, bringing the main civic function to the heart of the borough and ensuring a disused heritage building does not fall into

further disrepair. It is considered that the proposal would secure the long-term future of these elements that contribute to the significance of the building and the character and appearance of the conservation area.

- 12.69. Following the consideration of relevant London Plan and local plan policies, national guidance and other material considerations officers conclude that the proposals are well designed which are sensitive and on the whole enhance the heritage asset, sensitive to surrounding heritage assets, bring a former vacant building back in to use and offer significant public benefits that decisively outweigh the less than substantial harm to elements of the heritage asset as identified above.

Surrounding Conservation Areas and Listed Buildings

- 12.70. The effect of the development on the significance of the designated heritage assets should be considered, including the impact on the wider area. This analysis is detailed below. Development should respond to the existing built heritage and pay special regard to the significance of the conservation area.

London Hospital Conservation Area

- 12.71. The application site is situated within the London Hospital Conservation Area, which was first designated in April 1990, to include the hospital precinct that is located entirely on the south side of Whitechapel Road. Since its foundation in 1757, the London Hospital site has undergone incremental development over time experiencing change and alteration not only to the hospital building, but also to surrounding buildings and facilities. The establishment and reorganisation of the hospital site has resulted in a wide range of historical and architectural styles in the area.
- 12.72. The Conservation Area has a mixed character comprised of Georgian, Victorian and Edward buildings, as well as major public buildings for the hospital. As a result of the hospital and its ongoing redevelopment programme, the character of the Conservation Area will continue to evolve and the Conservation Area Character Appraisal notes that the hospital will fundamentally alter the character of the area given that new buildings up to 90 metres in height would be constructed, creating prominent new landmarks. The character appraisal predates the building out of the Barts NHS Trust new Royal London Hospital building.
- 12.73. The key heritage assets (aside from the former Royal London Hospital building) include grade II listed buildings /structures at 22-34 Mount Terrace, the statue of Queen Alexandra close to the new hospital building, pillar box in rear courtyard of the London Hospital and two telephone kiosks on Whitechapel Road. The grade II* St Augustine with St Philip's Church on Stepney Way is also a key heritage asset.
- 12.74. The Conservation Area Character Appraisal notes that the (former) Royal London Hospital building is the main visual landmark within the conservation area and the historical importance is derived from the quality of the principal buildings, their historical associations and the relationship of those hospital facilities with their surroundings. The façade and large pediment is an imposing feature along Whitechapel Road, representing a good example of Georgian and Victorian classical architecture.
- 12.75. On this basis it can be assumed that the main building and its frontage is a key part of the fabric of the conservation area and contributes significantly to the heritage

asset. The building is visually prominent in both immediate and longer views from the major historic thoroughfare of Whitechapel Road and its surrounds.

St Augustine with St Philip's Church, Stepney Way and Statue in rear courtyard of the London Hospital, Pillar Box in rear courtyard of The London Hospital

12.76. On the basis of the above analysis, the building frontage to Whitechapel Road is the most visually prominent, contributing significantly to the conservation area. That aside, the rear elevation also carries some significance and is an acknowledgement to the changes to the hospital over time.

12.77. The Conservation Area Appraisal and Management Guidelines (2007) state that:

"A distinctive character for the London Hospital Conservation Area is not identifiable because the hospital site has undergone widespread expansion and alteration. The principle building and surrounding area now encompass a wide range of architectural and historic styles of building".

12.78. The Character Appraisal provides limited clues as to the type of development expected within the conservation area and particularly to the rear of the building. A modern intervention on the rear elevation has been proposed and this has been reviewed by the Council's CADAP which after some amendments to the volumes and articulation of the massing, support the modern approach taken. The rear elevation will be visible in the public square to the south of the site (including the pillar box) but would also be visible from the larger grade II* St Augustine with St Philip's Church on Stepney Way.

12.79. View 7 within the Design and Access Statement shows the view to the rear of the proposal which is visible from the setting of the grade II* St Augustine with St Philip's Church. The existing and proposed verified view is shown below.



Figure 17: existing view with grade II St Augustine with St Philip's Church to the left of the image*



Figure 18: proposed view with grade II St Augustine with St Philip's Church to the left of the image*

- 12.80. The proposed rear extension has been designed to sit below the lower elements of the church and appears comfortably and discreetly within the setting of this listed building allowing unobstructed views in terms of how the listed building is viewed.
- 12.81. The proposed built form is considered to be visually appropriate to the emerging townscape in which it would sit striking a good balance between old and new and mediating between the emerging modern height transitions dominating the foreground including the modern Royal London Hospital buildings to the right of the image.

Properties on Mount Terrace and Newark Street

- 12.82. Due to the built form in proximity to the site, there would be no views in which these heritage assets would be visible and therefore there is no harm to the setting of these heritage assets.

Kiosks on southern side of Whitechapel Road

- 12.83. Similarly due to the existing built form (including the 8 storey dental hospital outside these two structures) the impact of the proposal on their setting is minimal. Further discussion around the views along Whitechapel Road and impacts on the setting of surrounding heritage assets is discussed in the following section.

Whitechapel Market Conservation Area

- 12.84. The Whitechapel Market Conservation Area is situated directly opposite the site on the north side of Whitechapel Road and is a designated heritage asset.
- 12.85. The Whitechapel Market Conservation Area is centred on the long run of properties on the north side of Whitechapel Road (between Vallance Road and Cambridge Heath Road) which face on to the famous Whitechapel Market. The markets and the setting of the buildings behind this are a defining image of the East End and the road frontage is of key significance to the conservation area.
- 12.86. The Conservation Area Appraisal and Management Guidelines (2009) include reference to the Royal London Hospital site:

“Views in the area run along street axes, including the long views east and west through Whitechapel Road, highlighting the historic street frontages along Whitechapel Road north and exposing the colourful open space market activity. The London Hospital site to the south is the main visual landmark within the Whitechapel area”.

- 12.87. There are several designated heritage assets within the conservation area that are within the setting of the former Royal London Hospital Building. These include the Grade II Listed 261-267 Whitechapel Road, the former Albion Brewery and Grade II listed telephone kiosk outside the brewery, Grade II listed Telephone kiosk outside royal London Hospital building and grade II listed King Edward VII Jewish Memorial Drinking Fountain opposite main entrance to the London Hospital. In addition, 255-259 and 279 Whitechapel Road are locally listed.
- 12.88. The proposal is barely visible in long views such as from the former Albion Brewery to the east of the site which is most closely represented by View 6 within the Design and Access Statement which would be hidden by trees and the market stalls in the foreground. The proposal would not impact on the significance of the former Albion Brewery including its grand public façade and its special architectural qualities.



Figure 19: view 6 existing (left) and proposed (right) from the junction with Brady Street

- 12.89. Similarly the proposed extension would not be visible in longer views from the west with only the main porte-cochère and retained façade of the Grocer’s wing visible in such views.



Figure 19: view 5 existing (left) and proposed (right) from the junction with Fulbourne Street.

- 12.90. The proposed extension would just be visible within views directly opposite the site including those views outside East Mount Street and the junction with Court Street. In terms of views from the grade II listed 261-267 Whitechapel Road and locally listed buildings opposite the site, the original market place and commercial architecture is of significance. Given the general improvements to the frontage of the proposed development and limited visibility of the new build extension which would be just visible above the former operating theatre spaces, there is considered to be no harm to the setting of these heritage assets.



Figure 20: view 3 existing (left) and proposed (right) adjacent to no.261-267 Whitechapel Road.

- 12.91. The proposed new build element becomes more prominent in view number 2 which provides a direct view in to East Mount Street and therefore the bulk of the extension becomes visible in this view. The view is representative of the view from the locally listed building at no. 279 Whitechapel Road.



Figure 21: proposed wireline view of the building at junction of East Mount Street



Figure 22: CGI of Grocer's wing and East Mount Street

- 12.92. When considering the above view and detailed CGI, the improvements to the façade at street level are considered to sit comfortably within the context of the Conservation Area and positively define the street corner. In terms of the bulk of the new build element the proposal represents a suitable transition between the emerging height context with the new Royal London Hospital building in the background. The contrast of the materials of the application site clearly mark the distinction between the emerging character of the streets. The proposal is not considered to be of detriment to the setting of the locally listed building and the mediation of heights between new and old and improvements to the façade facing the historic street form are seen as positive enhancements to the conservation area and the setting of the locally listed building.

Other conservation areas

- 12.93. The application site is in proximity to the Ford Square/Sidney Street conservation area which sits to the south east of the site beyond the modern Royal London Hospital building.
- 12.94. The 2007 Ford Square/Sidney Square Conservation Area Character appraisal notes that the conservation area contains two areas of open space, namely Ford Square and Sidney Square, surrounded by residential terrace housing. The significance of the conservation area is derived from the coherence and rhythm of the terraced housing surrounding the areas of open space.
- 12.95. Due to the scale of the modern hospital building, there would be no visible views of the application site from within the conservation area and therefore there would be no impact on the significance of the heritage asset.
- 12.96. In addition, the site is also located to the east of the Myrdle Street Conservation Area which is characterized by a Georgian street scene and early 19th century terraces. Due to the built form to the west of the site, the proposal will not be visible

from within the conservation and there would be no impact to the significance of this heritage asset.

Conclusion

- 12.97. In accordance with section 66 and 72 of the Planning (Listed buildings and Conservation Areas) Act 1990, the proposal is considered to pay special regard to preserving the setting of the listed and locally listed buildings and the local views within the surrounding conservation areas. The redevelopment of site, in particular given the quality of the design, the level of active frontage and the use of materials as outlined above, is considered to enhance views along Whitechapel Road and would preserve the character and appearance of the surrounding London Hospital Conservation Area and Whitechapel Market Conservation Area. Overall, it is considered that the proposal would sit comfortably in this context and would not cause any adverse harm to the setting of statutory and locally listed buildings and the setting of the conservation area.

Strategic Views

- 12.98. The development does not affect any strategic views.

Archaeology

- 12.99. The National Planning Policy Framework (Section 12) and the London Plan (2016) Policy 7.8 emphasise that the conservation of archaeological interest is a material consideration in the planning process. Paragraph 128 of the NPPF says that applicants should be required to submit appropriate desk-based assessments, and where appropriate undertake field evaluation, to describe the significance of heritage assets and how they would be affected by the proposed development. If planning consent is granted paragraph 141 of the NPPF says that applicants should be required to record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) and to make this evidence publicly available.
- 12.100. The application site lies in proximity to a designated Archaeological Priority Area. Historic England Archaeology (GLAAS) have been consulted on the application and are of the opinion that this particular area of Whitechapel is an area of archaeological interest. GLAAS advise that the proposed development could expose the remains of the post mediaeval use and development of the site prior to the construction of the hospital. GLAAS also note that the development may also reveal fragmentary remains of the original hospital cemetery, potentially disturbing human remains either in situ or disarticulated.
- 12.101. Whilst the Greater London Historic Environment Record indicates the need for field evaluation to determine appropriate mitigation and this should be undertaken prior to determination in accordance with the NPPF, in this instance it is considered that a condition could provide an acceptable safeguard.
- 12.102. A two stage archaeological investigation (involving a Written Scheme of Investigation and Watching Brief) will be required by condition. The applicant has agreed to the suggested conditions.
- 12.103. Subject to conditions, it is therefore considered that the proposed scheme would therefore comply with the requirements of the National Planning Policy Framework (Section 12) and Policy 7.8 of the London Plan (2016).

13. Neighbouring Amenity

- 13.1. Adopted policy SP10 of the CS and policy DM25 of the MDD seek to protect residential amenity by ensuring neighbouring residents are not adversely affected by a loss of privacy or a material deterioration in their daylighting and sunlighting conditions. New developments will also be assessed in terms of their impact upon resident's visual amenities and the sense of enclosure it can create or loss of outlook that can result.

Daylight, Sunlight and Overshadowing

- 13.2. Guidance relating to daylight and sunlight is contained in the Building Research Establishment (BRE) handbook 'Site Layout Planning for Daylight and Sunlight' (2011).
- 13.3. Surrounding, the application site exist a number of residential properties which could potentially be impacted by the development, these have been tested as part of the application. These are discussed below.

Daylight

- 13.4. For calculating daylight to neighbouring properties affected by the proposed development, the primary assessment is the vertical sky component (VSC) method of assessment together with the no sky line (NSL) assessment where internal room layouts are known or can reasonably be assumed. These tests measure whether buildings maintain most of the daylight they currently receive.
- 13.5. BRE guidance in relation to VSC requires an assessment of the amount of daylight striking the face of a window. The VSC should be at least 27%, or should not be reduced by more than 20% of the former value, to ensure sufficient light is still reaching windows. The NSL calculation takes into account the distribution of daylight within the room, and again, figures should not exhibit a reduction beyond 20% of the former value.
- 13.6. Point 2 Surveyors have produced a Daylight and Sunlight Report on behalf of the applicant's team. A number of properties on the northern side of Whitechapel Road and along East Mount Street have been identified as having a residential element and these have been tested in terms of whether there could be any losses of daylight levels.
- 13.7. It should be noted that the case officer has undertaken a site visit and cross checked with planning records to ensure the correct number of residential windows have been assessed within the Daylight and Sunlight Report. Where there is discrepancy, this is identified and assessed below.

Buildings on the northern side of Whitechapel Road – negligible impact

- 13.8. Of the windows assessed on the northern side of Whitechapel Road, all would meet the BRE guidelines and will not face a reduction in VSC of more than 20% beyond the existing VSC. In addition, there would be no effect on daylight distribution within any of the rooms as a result of the proposal.
- 13.9. It is noted that the Daylight and Sunlight Report does not assess properties to the west of 243 Whitechapel Road (which are in residential use) and it is envisaged

that this is due to the existing taller 8 storey Dental Hospital building which is likely to be causing daylight losses to these properties in the existing situation. It is not considered these properties would face detrimental impacts to daylighting levels given properties directly opposite the site (which would be more in the line of shadow of the new build element) are not detrimentally affected by the proposal and it is reasonable for these properties not to have been included in the assessment.

13.10. From the case officer's site visit and planning records, Point 2 Surveyors have carried out a fairly robust assessment of those properties tested and in fact assesses additional windows beyond what appears to be in use as residential.

13.11. Of the properties tested directly outside the site, the proposal is considered to have a negligible impact on levels of daylight to these properties.

Buildings to the east (south side of Whitechapel Road and East Mount Street) – negligible to minor adverse impact

13.12. Of the windows assessed to the east of the site, all would meet the BRE guidelines and will not face a reduction in VSC of more than 20% beyond the existing VSC.

13.13. In terms of the effect on daylight distribution, all windows assessed (except one) meet the BRE guidelines. In terms of the one window that does not meet the NSL calculation, this has been identified as a kitchen window at 2A East Mount Street which slightly exceeds the recommended 20% margin at 22.1%. Whilst this room will experience some slight reduction in the daylight distribution the amount of daylight reaching the window retains as high VSC in the proposed situation.

13.14. It is noted that the Daylight and Sunlight Report does not assess no. 176 Whitechapel Road and any ancillary residential potentially located at the upper floor levels of this public house. Nor does it assess any residential development at 178 Whitechapel Road which appears to have two residential properties located at the second floor level. It is noted that the upper floor level of 176 Whitechapel Road has windows facing north (onto Whitechapel Road) and west (onto East Mount Street). No. 178 has windows facing north and south. Any of the northern facing windows would not be impacted by the proposal. The west and south facing windows of the two properties are also generally shadowed in the AM hours by the taller post office building to the east and the early afternoon hours by the bulk of the new Royal London Hospital building. From mid afternoon the properties could be impacted by the additional bulk of the proposed extension; however, this is likely to be of a similar magnitude to the properties at no.1 East Mount Street. Given the properties not assessed are to the north of no.1 East Mount Street and further away from the proposed development the impact on daylight is likely to be minimal.

13.15. On the basis of the above analysis, the impact to the properties to the east is considered to sit between a negligible to minor adverse impact.

Sunlight

13.16. The BRE report recommends that for existing buildings, sunlight should be assessed for all main living rooms of dwellings and conservatories, if they have a window facing within 90 degrees of due south. If the centre of the window can receive more than one quarter of annual probable sunlight hours (APSH), including at least 5% of annual probable sunlight hours in the winter months between 21 September and 21 March, then the rooms should still receive enough sunlight. If

the available sunlight hours are both less than the amount above and less than 0.8 times their former value then the occupants of the existing building will notice the loss of sunlight.

- 13.17. Of the windows tested 48 of the 52 rooms will have windows within 90 degrees due south and will meet the BRE guidelines. Of the remaining four windows that are not within the BRE guidelines, only three do so in the winter conditions where sun availability is also extremely low in the current conditions which is due to the tight urban context in this part of the borough. The properties which are affected by the proposal include 2 and 2A East Mount Street. One room experiences a deterioration from the guidelines which is slightly beyond the recommended annual loss of 20% reduction (at 20.8%) and this is from a window located at 2nd floor level at number 2 East Mount Street. Whilst one room is marginally affected by the proposal, it is considered that the overall impact of the proposal in terms of sunlight is minimal.

Conclusion

- 13.18. The proposed development shows almost full compliance with the required daylight and sunlight standards. No windows will experience significant reductions in the amount of daylight entering the windows. There are some marginal localised reductions to the daylight distribution within the rooms (no 2A East Mount Street); however, the overall level of daylight these rooms receive would remain high. The majority of rooms tested achieve good levels of sunlight with some minimal impact to no. 2 East Mount Street annually and no. 2A in the winter months. Given the existing low sunlighting levels and urban context the proposal is considered to have a negligible impact to surrounding properties. The impact of the proposal on the amenity of surrounding properties is therefore acceptable, in accordance with Managing Development Document (2013) policy DM25.

Overshadowing

- 13.19. In terms of permanent overshadowing, the BRE guidance in relation to new gardens and amenity areas states that "it is recommended that for it to appear adequately sunlit throughout the year, at least half of a garden or amenity space should receive at least 2 hours of sunlight of 21 March".
- 13.20. There are no specific protected amenity spaces in the vicinity of the site in terms of the council policies. However, the Whitechapel Vision SPD is clear that the space to the south of the former Royal London Hospital building is an important area of open space for all the borough to use. Whilst this area is not useable at the current point in time, the space is anticipated to provide strategic open space in this part of the borough (as per the emerging Whitechapel South site allocation in the council's emerging local plan).
- 13.21. The Daylight and Sunlight Report (prepared by Point 2 Surveyors) has assessed the future amenity areas to the front of the site (which will be part of the public realm facing Whitechapel Road) and two areas to the rear of the site which includes the location of the London Square and the area of land directly behind the south west of the site.
- 13.22. The Daylight and Sunlight Report identifies that in the existing scenario the two amenity areas to the front of the building do not receive at least 2 hours of sunlight for 50% of the area on 21st March. In the proposed situation, there would be no change to the overshadowing of these two amenity areas.

- 13.23. In terms of the two areas assessed to the rear of the site, the Daylight and Sunlight Report demonstrates that they would receive at least 2 hours of sunlight for 50% of the area on 21st March in the existing and proposed scenario. It is noted that the Daylight and Sunlight Report is fairly limited in the area of coverage for the proposed London Square. Whilst not assessed, given the built form of the new Royal London Hospital building is established and already causes considerable shadowing to the Square, it is considered that the area to the south east of the site will not be worsened by the proposal and will still receive sufficient daylight and sunlight.

Privacy/outlook/sense of enclosure

- 13.24. Officers are satisfied that the proposed development has been sensitively designed to ensure acceptable separation distances will exist between the proposed new buildings and existing facing buildings on neighbouring sites.
- 13.25. On the northern elevation the relationship of the building to its surrounds is largely maintained given the retention of existing built form. There are some single store modern elements of infill along the frontage (the north east) of the site and these will be removed bringing the building line on this side of the site back slightly. The separation distance across Whitechapel Road is 37 metres at its closest point (from porte-cochère to building frontages on Whitechapel Road). It is also considered that the building's relationship with the properties on the northern side of the road will be improved given the refurbishment of the building from its existing poor state and the improvements to public realm such as the introduction of street trees providing a more pleasant outlook.
- 13.26. Similarly, the buildings to the east of the application site on East Mount Street will largely maintain the same relationship with the existing historic building and a separation distance of 7 metres will be maintained with the properties at the northernmost extent of East Mount Street (no.1 and 2 East Mount Street). This separation distance increases with the properties set back from the road at no. 2A East Mount Street. It is noted that due to the new build element (which is also proposed in the Whitechapel Vision SPD), the existing properties on East Mount Street will maintain indirect views with the larger new Royal London Hospital Building and are likely to have some indirect views of the additional mass to the rear of the former Royal London Hospital building in the foreground of this building. These properties will also have more of a direct view of the glazed link between the new and old elements. It is noted that the applicant has ensured the height of the new and old elements are similar to ensure this does not dominate the listed building which in turn protects the amenity of the neighbouring property by not being unduly prominent or impinging on the neighbour's sense of privacy. In addition, the new build office element will largely be used during general office hours which is compatible with the residential use in close proximity. Given the above and the tight urban grain in this location, the impact on the properties on East Mount Street are considered to be acceptable.
- 13.27. The adjacent site to south includes the new Royal London Hospital Building. Barts NHS Health Trust has raised concerns that there could be overlooking issues to patient accessible areas. The separation distances are approximately 28 metres at its closest window to window point on the Grocer's wing to the east of the site (and approximately 22 metres from the entrance to the new hospital building and the rear of the site). The guidance for preventing issues of overlooking recommends a separation distance of 18 metres from habitable room window to habitable room

window for residential properties, and this is a sensible minimum standard to apply for overlooking to the hospital. Given the window to window relationship is sufficiently greater than this at 28 metres, the separation distances would be acceptable and the privacy of patients receiving treatment would not be compromised.

- 13.28. Toward the south west of the application site, the southernmost extent of the proposed building is set in from the red line boundary by 7 metres. At the current point in time, no proposals are anticipated to be built out in this space; however, should development come forward in this area then it would be anticipated that a minimum set back from this boundary would be provided to the north (7 metres) allowing at least 14 metres separation distance.
- 13.29. Given the location and separation distance of surrounding facing residential and commercial properties and the tight urban grain in this part of the borough, it is considered that the proposal would not unduly result in a detrimental impact upon the amenity of the residents of the surrounding properties in terms of privacy, loss of outlook and sense of enclosure. It is also considered that the proposal will not cause harm to future developments
- 13.30. Overall, it is considered that the proposed development is suitably designed to ensure privacy is preserved, a level of outlook is maintained and there will be no sense of enclosure to surrounding residential or commercial properties.

14. Highways and Transportation

Policy Context

- 14.1. The NPPF and Policy 6.1 of the London Plan (MALP 2016) seek to promote sustainable modes of transport and accessibility, and reduce the need to travel by car. Policy 6.3 also requires transport demand generated by new development to be within the relative capacity of the existing highway network.
- 14.2. Core Strategy policies SP08 and SP09, together with policy DM20 of the MDD seek to deliver an accessible, efficient and sustainable transport network, ensuring new development has no adverse impact on safety and road network capacity, requires the assessment of traffic generation impacts and also seeks to prioritise and encourage improvements to the pedestrian environment.
- 14.3. Policies 6.13 of the London Plan, spatial policy SP09 of the CS and Policy DM22 of the MDD seek to encourage sustainable non-car modes of transport and to limit car use by restricting car parking provision.

Site context and proposal

- 14.4. The site has excellent public transport accessibility level (PTAL) of 6a/b which illustrates an excellent level of accessibility to public transport and is far more accessible than any of the existing buildings from which staff and services are moving from.
- 14.5. The site is well served by public transport and is located opposite Whitechapel station (served by the Hammersmith and City Line, District Line and the Overground service). Crossrail works are currently being undertaken at Whitechapel station and the new Elizabeth Line services are anticipated to commence from December 2018 and be fully operational in December 2019.

- 14.6. Whitechapel Road is a key bus corridor and a number of bus stops are provided in close proximity of the site. The closest westbound bus route is directly outside the site and the nearest eastbound bus route is located approximately 150 metres to the east. Further bus stops are located on Cavell Street and New Road.
- 14.7. The A11 Whitechapel Road itself is part of the Transport for London Road Network (TLRN) and includes the footways along Whitechapel Road and the two existing accesses into the Former Royal London Hospital building. East Mount Street and the area to the south of the site (beyond the red line plan) are under the private ownership of Barts NHS Trust. The west of the site is bounded by the Royal London Dental Hospital Building.
- 14.8. Whitechapel Road provides wide footways on both sides of the road and access/crossing points to the application site are currently located temporarily to the west of the site while the Crossrail station works are being completed. TfL has confirmed that the former crossing point to the east will be reinstated when Crossrail commences from Whitechapel station in December 2018 and the crossing point to the west will also be retained.
- 14.9. Cycle Superhighway 2 (CS2) runs along both sides of Whitechapel Road. Two cycle hire docking stations are located in proximity of the site; one is located directly outside the site (providing 41 cycle docks) and a further docking station is located at the junction of New Road. Cycle parking stands are available directly outside the site.

Car Parking and access

- 14.10. Policy DM22 supports car-free development in areas with good public transport accessibility. No car parking is proposed except for two Blue Badge spaces at the front of the site facing Whitechapel Road with one space dedicated to visitors and the other space shared by staff. Given the site is located in an area of excellent public transport accessibility (6a/b), the approach of a car free development is supported by officers given this in accordance with planning policy. As per the highway's officer and TfL's comments, these spaces need to be allocated and managed appropriately and a condition in relation to a Car Park Management Plan is required.
- 14.11. There are a number of staff and visitors who are Blue Badge holders and will need to park near the site. It is noted that the site is in a more accessible location and could mean that some Blue Badge holders may use alternative means of transport to get the site. In addition, visitors who are Blue Badge holders could park on single or double yellow lines around the site for short term 3 hour stays only. The applicant's team are investigating alternative arrangements to accommodate staff parking demand and this will be secured by condition.
- 14.12. A number of staff have an Essential Car User Allowance and the applicant is in the process of obtaining further car parking spaces which could be used by these individuals. Further details of Essential Car User Allowance staff will also need to be understood and full consideration of this and where alternative parking spaces are available will be required through the Travel Plan.

Road Safety Audit

- 14.13. A Road Safety Audit (RSA) has been submitted by the applicant to demonstrate the safety of the access points. The approach proposed has not raised any objection at this stage from TfL who are the highway authority for this part of the network. Further refinement to the junction design will be required at detailed design stage relating to the give-way markings, the service area to discourage left turn-in movements, priority to pedestrian and cyclists and the removal of the 'keep clear' markings at the eastern access.
- 14.14. Whilst the LBTH highways officer has requested some further information due to their concerns regarding highway safety. The LBTH highways officer notes that further work should be undertaken by the applicant's team to explore ways of improving the access points. This will be included as a condition on the application.

Servicing and deliveries

- 14.15. It is proposed to service the development from the western forecourt access facing Whitechapel Road which provides three loading bays. Given the constrained nature of the site it will be difficult to service the site from the rear of the site given this is not within the applicant's control. Based on surveys at Mulberry Place it is estimated that 38 service vehicles per day are required to service the building; however, this could potentially reduce given the consolidation of servicing needs and co-ordination of servicing requirements.
- 14.16. In terms of refuse collections, these will be collected from the servicing bay and given the time to undertake collections, will mean the servicing bays are out of action for other deliveries. Whilst this is not ideal this matter should be resolved through the full Delivery and Service Management Plan which will be required by condition. The DSMP will also need to encourage sustainable and safe patterns of deliveries. The full DSMP will also need to include details regarding management of servicing and contingency details of how ad-hoc deliveries will be managed.

Walking and the public realm

- 14.17. Whitechapel Road has wide footways and once the building opens will have two crossing points immediately outside the site connecting the application site with Whitechapel station. Two main access points are provided to Whitechapel Road with a further main access to the rear. Secondary access points are also included along East Mount Street and to the south of the site. A full analysis of the public realm improvements is included previously within the committee report.
- 14.18. Further clarity was requested by TfL and LBTH highways regarding the pedestrian comfort levels as well as the improvements to walking routes, Legible London and the public realm in the vicinity of the site. Further information has been submitted and is considered to be acceptable.

Cycling

- 14.19. As noted above, the site is situated in close proximity to Cycle Superhighway 2 which is located on the doorstep of the application site. The applicant's team has engaged with the Council's Cycle User Group to accommodate their requirements in the scheme.
- 14.20. The applicant has proposed 296 cycle parking spaces at the lower ground floor level of the site and 40 short stay cycle parking spaces within the public realm which exceeds the London Plan FALP requirements. The Cycle User Group has

requested that more of the cycle stands are Sheffield stands which are more accessible and inclusive to all users. A condition is required that will require a revised cycle store layout and provides the minimum number of cycle parking stands (in accordance with the London Plan Standards) but maximises the number of Sheffield stands. A Cycle Management Plan is also required by condition which manages the basement cycle provision once operational.

- 14.21. In addition to the above, pool bikes are also proposed in the form of Brompton Bikes and further consideration of the management arrangements of the bikes is required in the Travel Plan.
- 14.22. The bike stores are accessed from the eastern entrance by a bike gulley and stairway with a cycle lift from ground floor to lower ground/basement level also in the eastern forecourt. A further lift (which is the service lift) is located to the west of the site and could be used in the event the designated cycle store lift breaks down. It is important to ensure that the cycle lifts are accessible and user friendly and therefore the detail of the access routes to the cycle stores and lifts will be controlled by way of condition. In addition, the design of the cycle stands (with reference to the London Cycling Design Standards (LCDS)) and cycling facilities is required by condition.
- 14.23. The applicant has confirmed that funding toward the installation of the six docking stations costing £30,000 will be provided as requested by TfL and this will be secured by condition.

Trip Generation

- 14.24. A multi-modal assessment has been undertaken and is considered acceptable by LBTH highways officers and TfL. A range of different data has been used including census data, staff travel surveys and surveys from the local Ideas store to identify the trips to the proposed community use. This is considered to be appropriate.

Demolition and Construction Traffic

- 14.25. A draft Construction Management Plan has been submitted as part of the planning submission and a full Demolition and Construction Management Plan will be required by condition. The Demolition and Construction Management Plan will need to consider the impact on pedestrians, cyclists and vehicles as well as fully considering the impact on other developments in close proximity. Due to the impact of construction traffic on the TLRN immediately outside the site, early discussions will need to be held between the applicant's team and TfL to ensure they are support the proposed plan prior to the submission of the Demolition and Construction Plan.

Travel Plan

- 14.26. A draft Travel Plan has been submitted and a full Travel will be secured by condition which will be reviewed in consultation with both TfL and the LPA. The full Travel Plan will need to consider pool bikes and Essential Car Users.

Summary

- 14.27. Subject to the above conditions (which will need to be agreed in consultation with TfL) it is considered the proposal would be acceptable in terms of supporting sustainable modes of transport, it should have no significant impacts on the safety

or capacity of the highways network, in accordance with NPPF (2012) policy 6.1, London Plan (2015) policy 6.3, Core Strategy (2010) policies SP08 & SP09, and Managing Development Document (2013) policies DM20 & DM22.

15. Waste

- 15.1. MDD Policy DM14 requires developments to provide adequate storage capacity in accordance with the Council's waste storage standards.
- 15.2. The plans show that storage space for 25 Eurobins will be provided at basement level to the west of the site. Of these 25 Eurobins, 7 Eurobins will be provided for general waste and 18 Eurobins will be for recycling. The number of Eurobins proposed is anticipated to provide storage for two days' worth of waste without the need for a compactor (in accordance with BS5906 Waste Management in Buildings). Despite meeting the standards the applicant's team has stated that waste will be collected on a daily basis.
- 15.3. From analysis of existing waste arrangements at the council's main administrative offices in Mulberry Place, the Delivery and Servicing Plan states that the volume of waste generated is higher than would be expected for a typical office of this size. In addition, the level of recycling is lower than would be expected for an office development of this size. Should this remain the case at the proposed Civic Centre then the use of a Eurobin compactor may be required to reduce the overall storage volumes of general waste.
- 15.4. At each floor level bins will be provided which will be 140 litre wheeled bins for separate waste collections. In addition (and beyond the existing provision), kitchen caddy's will be provided in each of the kitchen areas for organic waste. This approach is supported by the Council's waste officer. These bins will be transported to the basement via the goods lift to the south west of the site and a wheeled bin tipper will be used to transfer waste into the relevant Eurobins. On collection days, the tipper will transport the bins to ground floor level (upper ground) via a platform lift (for deliveries only) located at the north west of the site with vehicles using the delivery bay area located at the western most access.
- 15.5. A swept path analysis has been submitted within the Delivery and Servicing Plan which has been based on a larger waste collection vehicle rather than the 'average' waste collection vehicle. The swept path analysis is considered to be acceptable.
- 15.6. Further detail will also need to be provided in the Full Delivery Servicing Management Plan to resolve the waste officer's concerns regarding the temporary storage of bins in the servicing bay and obstruction with other servicing/delivery requirements. The Delivery Servicing Management Plan will be expected to detail information regarding the timings of waste collections and management of the external spaces if the parking spaces are occupied by a vehicle or bins etc to address the waste officer's comments.
- 15.7. The waste officer also requested some further points of clarification regarding bin sizes and access doors including ensuring the proposed bin store has been designed in accordance with British Standard BS5906:2005 (Waste Management in buildings) and Building Regulations 2000, part H6 as well as further detail that the surfaces in the servicing area being able to withstand the weight of refuse trucks. This information has been provided and is resolved. The waste officer's comment regarding the refuse vehicles and safety matters is addressed in the highways and transportation section above.

- 15.8. Subject to further detail being provided by condition, the proposal is acceptable in accordance with the Borough's MDD Policy DM14 in regard to managing waste.

16. Energy & Sustainability

- 16.1. The NPPF encourage developments to incorporate renewable energy and to promote energy efficiency.
- 16.2. The NPPF sets out that planning plays a key role in delivering reductions to greenhouse gas emissions, minimising vulnerability and providing resilience to climate change. The NPPF also notes that planning supports the delivery of renewable and low carbon energy and associated infrastructure.
- 16.3. London Plan 2016 Chapter 5 deals with London's response to climate change and seeks to achieve an overall reduction in carbon dioxide emissions of 60% below 1990 levels by 2025 (Policy 5.1).
- 16.4. London Plan Policy 5.2 sets out the Mayor's energy hierarchy to:
- Be Lean: Use Less Energy
 - Be Clean: Supply Energy Efficiently
 - Be Green: Use Renewable Energy
- 16.5. The Managing Development Document Policy DM29 includes the target to achieve a minimum 50% reduction in CO2 emissions above the Building Regulations 2010 through the cumulative steps of the Energy Hierarchy. From April 2014 the London Borough of Tower Hamlets have applied a 45 per cent carbon reduction target beyond Part L 2013 of the Building Regulations, as this is deemed to be broadly equivalent to the 50 per cent target beyond Part L 2010 of the Building Regulations.
- 16.6. Core Strategy Strategic objective SO3 of the Tower Hamlets seeks to incorporate the principle of sustainable development including limiting carbon emissions from development, delivering decentralised energy and renewable energy technologies and minimising the use of natural resources. Core Strategy Policy SP11 reiterates the Mayor's CO2 reduction targets and requires all new developments to provide a 20% reduction of carbon dioxide emissions through on-site renewable energy generation.
- 16.7. Policy 5.2 requires major development, both residential and non-domestic, to achieve a minimum improvement in CO2 emissions 40% above Part L of the Building Regulations 2010 in years 2013-2016. From 2016 residential buildings should be zero carbon while non-domestic should accord with Part L of the 2013 Building Regulations and be zero carbon from 2019.
- 16.8. Policy DM 29 also requires sustainable design assessment tools to be used to ensure the development has maximised use of climate change mitigation measures. At present the current interpretation of this policy is to require non-residential proposals to achieve BREEAM Excellent.
- 16.9. The submitted Sustainability and Energy Statement (dated 03.11.2017) has followed the principles of the Mayor's energy hierarchy, and seeks to focus on reduction of CO2 emissions through passive design, energy efficiency measures and the integration of renewable energy technologies. Passive energy measures

include efficient built form, high levels of insulation and airtightness as well as minimising overheating risks. Active energy efficient systems include mechanical ventilation with heat recovery, highly efficient heating, demand control ventilation etc. Low and zero carbon technologies are also proposed and these include air source heat pumps and a photovoltaic array system across the south west new build roof. To ensure that the specification and design of the PV panels are appropriate, a condition will require a plan of the PV panels to be submitted.

- 16.10. The GLA Energy Planning guidance (March 2016) on preparing energy assessments provides guidance with regards to calculating regulated CO2 emissions for refurbishments. The document states at paragraph 9.2:

Where significant refurbishments are being carried out, it is expected that an estimate of the CO2 savings from the refurbishment of the building is provided. To provide this, firstly the regulated CO2 emissions of the unrefurbished, existing building should be modelled using building regulations compliance software to determine a BER/DER, which will be used to determine a baseline.

- 16.11. The submitted Sustainability and Energy Statement follows the above principles and assess the carbon reductions achieved by the refurbishment of the listed building element of the scheme. The unrefurbished element achieves a 92.1% improvement in regulated CO2 emissions over the baseline consisting of a 90.5% reduction through Be Green measures and 1.6% reduction from renewable energy.
- 16.12. The new build element achieves a 20.4% reduction in CO2 emissions including 8.2% reduction from Be Lean measures and 12.1% reduction from Be Green measures.
- 16.13. The proposals as a whole are anticipated to achieve CO2 emission reductions of 84.3% beyond the total baseline which is in accordance with the LBTH policy requirements to achieve a 45% reduction in CO2 emissions. The strategy will be secured by condition on this basis.
- 16.14. The energy officer and the GLA have noted that there is little further potential for the listed refurbished building to achieve additional carbon dioxide reductions. However, further investigation into the scope of additional carbon dioxide reduction measures to be included in the new build element should be undertaken at detailed design stage. Whilst the strategy overall has been secured, conditions will ensure additional measures to reduce carbon dioxide emissions are investigated at detailed design stage.
- 16.15. It is recognised that given the constraints of the site, the development is unsuitable to provide an energy centre on site. The GLA has noted that the development is future proofed to allow a potential future connection to a district heating network and this is welcomed. The GLA has requested that further investigation into whether a single point of connection can be provided by minimising the number of plant rooms. Given the constrained nature of the site (particularly at lower ground level) this is unlikely to be feasible; however, this can be investigated further at detailed design stage. This will be conditioned.
- 16.16. Finally, the energy officer has requested that the applicant's team should seek to meet BREEAM Outstanding to provide exemplary development. The proposal currently achieves BREEAM Excellent which complies with policy and this will be secured with the requirement for the applicant's team to investigate additional measures at detailed design stage.

17. Environmental Considerations

Landscaping and Biodiversity

- 17.1. Core Strategy SP04 is concerned with 'Creating a green and blue grid.' Among the means of achieving this, the policy promotes and supports new development that incorporates measures to green the built environment including green roofs and green terraces whilst ensuring that development protects and enhances areas of biodiversity value. MDD Policy DM11 addresses 'Living buildings and biodiversity.' Policy DM11-1 requires developments to provide elements of a 'living buildings' which is explained at paragraph 11.2 to mean living roofs, walls, terraces or other building greening techniques. DM11-2 requires existing elements of biodiversity value be retained or replaced by developments.
- 17.2. The existing building has limited ecological value. The biodiversity officer has noted that while the existing buildings are suitable for roosting bats, no bats are present. There will be no significant impacts on biodiversity as a result of the proposal.
- 17.3. In terms of biodiversity enhancements, the Biodiversity Enhancement Strategy includes a wide range of measures that will deliver the maximum feasible contribution to the Local Biodiversity Action Plan (LBAP). Such biodiversity enhancements include two green roofs including an accessible roof terrace garden with planting beds and inaccessible biodiverse brown roof (totalling 175 square metres) of open mosaic habitat. Other biodiversity enhancements also include bird boxes, bug hotels and a mix of planting.
- 17.4. The biodiversity officer has requested that further investigations into whether "bio-solar" roof could be added in combination with the proposed PVs and for some additional planting species to be included in the proposed planting mix. These matters can be resolved by condition.
- 17.5. The Council's Biodiversity officer is satisfied that with appropriate conditions the proposed development would result in a significant net gain in biodiversity and provide an exemplary approach to maximising benefits for LBAP priority species and habitats. Accordingly, the proposal will serve to improve the biodiversity value as sought by policy SP04 of the CS and DM11 of the Managing Development Document.

Noise, Vibration and odour

- 17.6. Chapter 11 of the NPPF gives guidance for assessing the impact of noise. The document states that planning decisions should avoid noise giving rise to adverse impacts on health and quality of life, mitigate and reduce impacts arising from noise through the use of conditions, recognise that development will often create some noise, and protect areas of tranquillity which have remained relatively undisturbed and are prized for their recreational and amenity value for this reason.
- 17.7. Policy 7.15 of the London Plan, policies SP03 and SP10 of the CS and policy DM25 of the MDD seek to ensure that development proposals reduce noise by minimising the existing and potential adverse impact and separate noise sensitive development from major noise sources.
- 17.8. The submitted Environmental Noise Impact Assessment notes the existing nearest sensitive residential receptors as the properties on East Mount Street to the east of

the site. The Environmental Noise Impact Assessment states that noise surveys were undertaken from Monday 13th March 2017 through to Thursday 16th March 2017 on the ground floor roof located to the north east of the site. Existing noise levels were identified from a variety of noise sources including road traffic, pedestrians, sirens, helicopter events, typical air traffic plant noise and entertainment noise from the local bar.

- 17.9. In terms of the completed development, some plant locations are proposed on the roof level of the site. An assessment of all indicative externally mounted mechanical services achieves 13dB below the lowest measured background level over the proposed hours of operation with the use of screening and attenuation measures. This is in accordance with BS4142:1990 and the council's adopted noise policy for the assessment of new externally mounted plant. It is noted that a full schedule of plant has not been finalised and therefore a condition will be required regarding submission of details of any proposed plant specification (including locations) and screening/attenuation measures as necessary to demonstrate conformity with the requirements of BS4142:1990.
- 17.10. In order to ensure the noise is acceptable for the occupants of the building, mechanical ventilation will be used. The windows to be retained and replaced will be resolved by condition including the details of which windows will be openable or not.
- 17.11. In addition, given the proposal includes a large office element and working hours of staff would mean there is limited noise out of hours when the office is emptier. Any potential noise from ground floor uses could also be controlled by an "hours of use" condition and similarly with deliveries and servicing. Relevant conditions would be included on any permission if granted.
- 17.12. It is considered that proposed arrangements would ensure that the development would be compliant with the NPPF and development plan policy.

Demolition and Construction Noise and Vibration

- 17.13. A further response in relation to the construction noise and the potential of sensitive receptors (the properties on East Mount Street to the east of the site) has been provided by the applicant's team. This document acknowledges the potential for adverse effects from demolition and construction noise and vibration on a sensitive site such as this one. Works that are likely to create noise and vibration during the demolition and construction phase have been identified and the noise and vibration levels will be monitored during the demolition and construction phase. A range of mitigation methods are also proposed to reduce noise levels further. This includes screen and scaffolds (including solid timber hoarding), switching off of vehicle engines when not in use, use of chutes and soil to fill skips, use of hand held electrical tools etc.
- 17.14. Demolition and construction works, are likely to include activities that would be likely to increase noise and vibration levels. The submission of a construction management plan via condition would therefore be required to reduce the noise and vibration impacts on the neighbouring properties and ensure that all works are carried out in accordance with contemporary best practice.
- 17.15. Should planning permission be granted there would also be conditions controlling the hours of construction (Monday – Friday 08:00 – 06:00, Saturdays 08:00 – 13:00 and no work on Sundays and Bank Holidays).

- 17.16. Subject to safeguarding conditions, officers consider that the proposed development would therefore not result in the creation of unacceptable levels of noise and vibration during demolition and construction in accordance with the NPPF, policy 7.15 of the London Plan, policies SP03 and SP10 of the CS and policy DM25 of the MDD.

Air Quality

- 17.17. Policy 7.14 of the London Plan seeks to ensure design solutions are incorporated into new developments to minimise exposure to poor air quality, Policy SP03 and SP10 of the CS and Policy DM9 of the MDD seek to protect the Borough from the effects of air pollution, requiring the submission of air quality assessments demonstrating how it would prevent or reduce air pollution in line with Clear Zone objectives.
- 17.18. The borough is designated an Air Quality Management Area and the Council produced an Air Quality Action Plan in 2003. The Plan addresses air pollution by promoting public transport, reducing the reliance on cars and by promoting the use of sustainable design and construction methods. NPPF paragraph 124 requires planning decisions to ensure that new development in Air Quality Management Areas is consistent with the local air quality plan.
- 17.19. The main sources of pollutants are considered to be emissions from vehicles using the development as well as local road traffic and also from on-site energy emissions. The air quality monitoring data was taken from 25 receptors located at the application site (totalling 9 receptors) and also in close proximity to the application site (totalling 16 receptors). Receptors were modelled at 1.5m above ground level to represent typical human exposure. In addition, the receptors were also modelled at elevated height representing each floor within the building.
- 17.20. In the future 'without' development scenario which are all located at 1.5m above ground floor level, 8 of the 16 receptors around the site will exceed the NO₂ levels with the highest predicted to be recorded at Receptor 16 which is representative of the ground floor shops on the opposite side of Whitechapel Road. In terms of the development's impact on these receptors (the 'with development' scenario), 15 of the 16 receptors are predicted to be 'negligible' with one receptor having a very small increase in NO₂ level which is considered to be a 'slight adverse' impact. Despite the increase, this is still well within the defined air quality objectives and is therefore considered to be acceptable. Further to the above, the Air Quality Assessment notes the largest change in NO₂ concentrations as a result of the proposed development occur at ground floor level. Five receptors show changes at heights above 1.5 metres and in all cases these changes are considered to be negligible.
- 17.21. Nine receptors were assessed at the façade of the proposed building. As would be expected on a key busy corridor such as Whitechapel Road, the two receptors on the front façade of the building would exceed the defined annual NO₂ objectives in the future 'without' development scenario. The other seven receptors would be within the defined objective in the future 'without' development scenario. The Air Quality Assessment notes that an annual assessment has been undertaken. Given the proposed development is for civic/office use and would not introduce new residential exposure, an annual assessment is an overly robust assessment given it would be expected individuals would be at the site for extended periods but not all of the year. It should be noted that the air quality objective seeks to protect the

most vulnerable individuals who would be present at a site near permanently (for instance a residential care home). An hourly view of NO₂ has therefore been investigated and the Air Quality Assessment notes that NO₂ concentrations are predicted to achieve the hourly objectives. In addition, to protect future workers and visitors a mechanical ventilation system is proposed (as per the Energy Strategy) and therefore windows do not need to open for ventilation purposes.

- 17.22. In terms of particulate matter, all of the modelled receptors achieve the relevant objectives in the 'without' development and 'with' development scenarios.
- 17.23. Overall, the air quality assessment shows that the development will have a negligible impact (at all but one receptor location) on the local air quality and that the development meets the air quality neutral requirements in terms of building emissions.
- 17.24. The LBTH Air Quality officer reviewed the Air Quality Assessment and after further points of clarification from the applicant in relation to the number of vehicle trips per day has confirmed that the Air Quality Assessment is acceptable.
- 17.25. Finally, in terms of the construction phase this is acceptable and the air quality assessment includes a range of on-site management practices to mitigate the impact of construction dust and construction vehicle emissions on the surrounding air quality. A Construction Environmental Management Plan will be required by condition that also secures these measures, along with a program for dust monitoring. All on site non road mobile machinery must comply with the GLA's emission limits for Non Road Mobile Machinery.
- 17.26. As such, the proposal is in keeping Policy 7.14 of the LP, Policy SP02 of the CS and Policy DM9 of the MDD which seek to reduce air pollution.

Contaminated Land

- 17.27. In accordance with the requirements of the NPPF and policy DM30 of the MDD, the application has been accompanied by a Ground Investigation Report which assesses the likely contamination of the site.
- 17.28. The Council's Environmental Health Officer has reviewed the documentation, and advises that subject to conditions to ensure that appropriate mitigation measures are in place there are no objections on the grounds of contaminated land issues. Relevant conditions would be included on any planning permission if granted.

Water Resources

- 17.29. The NPPF, policy 5.12 of the London Plan, and policy DM13 of the MDD and SP04 of CS relate to the need to consider flood risk at all stages in the planning process. Policy 5.13 of the London Plan seeks the appropriate mitigation of surface water run-off.
- 17.30. The site is within flood zone 1 and has no significant risk of surface water flooding.
- 17.31. In relation to surface water run-off, the applicant proposes a range of Sustainable Drainage Measures to limit surface water flow including rainwater harvesting, brown roofs and below ground attenuation.

- 17.32. The Environmental Health officer has requested that a detailed surface water drainage scheme (based on the submitted 'Drainage Strategy and SuDS Statement') is secured by condition which shall include a restriction in run off to 5 l/s, evaluation of safe and appropriate flow routes and also maintenance regime.
- 17.33. The GLA also supports the approach taken to limit surface water run off given there are sites in the vicinity that are at risk and have capacity issues.
- 17.34. Thames Water advises that conditions could also appropriately address the matters raised regarding piling and water supply studies.
- 17.35. In summary, subject to the inclusion of conditions to secure the above, the proposed development complies with the NPPF, Policies 5.12 and 5.13 of the London Plan, policy DM13 of the MDD and Policy SP04 of the CS.

Health Considerations

- 17.36. Policy 3.2 of the London Plan seeks to improve health and address health inequalities having regard to the health impacts of development proposals as a mechanism for ensuring that new developments promote public health within the borough.
- 17.37. Policy SP03 of the Core Strategy seeks to deliver healthy and liveable neighbourhoods that promote active and healthy lifestyles, and enhance people's wider health and well-being.
- 17.38. Part 1 of Policy SP03 in particular seeks to support opportunities for healthy and active lifestyles through:
- a) Working with NHS Tower Hamlets to improve healthy and active lifestyles.
 - b) Providing high-quality walking and cycling routes.
 - c) Providing excellent access to leisure and recreation facilities.
 - d) Seeking to reduce the over-concentration of any use type where this detracts from the ability to adopt healthy lifestyles.
 - e) Promoting and supporting local food-growing and urban agriculture.
- 17.39. As detailed in the previous section, the site is located in a highly accessible location (PTAL of 6a/b) and the proposal responds appropriately to this through promotion of sustainable modes of transport and a car free development (only two wheelchair accessible bays are proposed). In addition, the proposal will improve the existing building's relationship with the public realm providing active frontages, coherent and accessible routes through and around the site in accordance with the Green Spine aspirations of the Whitechapel Vision SPD. It is therefore considered that the proposed development as a consequence would broadly promote public health within the borough in accordance with London Plan Policy 3.2 and Policy SP03 of the Council's Core Strategy.

18. Impact upon local infrastructure / facilities

- 18.1. Core Strategy Policy SP13 seeks planning obligations to offset the impacts of the development on local services and infrastructure in light of the Council's Infrastructure Delivery Plan (IDP). The Council's Planning Obligations SPD (2016) sets out in more detail how these impacts can be assessed and appropriate mitigation.

- 18.2. The NPPF requires that planning obligations must be:
- (a) Necessary to make the development acceptable in planning terms;
 - (b) Directly related to the development; and,
 - (c) Are fairly and reasonably related in scale and kind to the development.
- 18.3. Regulation 122 of the CIL Regulations 2010 brings the above policy tests into law, requiring that planning obligations can only constitute a reason for granting planning permission where they meet such tests.
- 18.4. Securing appropriate planning contributions is further supported policy SP13 in the CS which seek to negotiate planning obligations through their deliverance in kind or through financial contributions to mitigate the impacts of a development.
- 18.5. The Council's Planning Obligations Supplementary Planning Document (2016) carries weight in the assessment of planning applications. This SPD provides the Council's guidance on the policy concerning planning obligations set out in policy SP13 of the adopted Core Strategy. This identifies the council's priorities as Affordable housing, Sustainable transport, publicly accessible open space, education, health, training, employment and enterprise etc.
- 18.6. The development is predicted to generate a number of jobs once the development is complete. Therefore, the development will place some additional demands on local infrastructure and facilities, including transport facilities, public open space and the public realm and streetscene.
- 18.7. The applicant has agreed to the full financial contributions as set out in the s106 SPD in relation to:
- Enterprise and Employment Skills and Training;
 - End User;
- 18.8. In addition, the applicant has also agreed to the request from TfL to fund six additional cycle hire docking points costing £30,000.
- 18.9. The developer has agreed to provide 65 construction phase apprenticeships or equivalent. It is recommended that this is secured through an appropriately worded condition on the basis that this obligation will allow for a combination of at least 18 apprenticeships working with the Council's appointed contractor (which will all be at least 2-year apprenticeships, and equivalent to a minimum of 36 apprenticeship-years), a proportion of higher level apprenticeships providing technical construction qualifications, as well as participants on the Council's apprenticeship programme during the construction phase. This will offer borough residents a start-to-end qualification (as opposed to an apprenticeship start at entry level) which offers continuity to complete a qualification, exposure to a wide range of construction and building services sectors, and will allow participants to achieve level 3 (advanced apprenticeship) and 4 qualifications. The applicant has also committed to work with Workpath to advertise all vacancies during the construction phase as well as work with local schools and colleges to deliver work placements. Furthermore, as the Council is the applicant for this application, the applicant will continue to deliver apprenticeships (up to NVQ Level 4) during the end user phase through the council's in-house apprenticeships programme.

- 18.10. The developer has also offered to use reasonable endeavours to meet at least 20% local procurement of goods and services, 20% local labour in construction and 20% end phase local jobs.
- 18.11. The financial contributions offered by the applicant are summarised in the following table:

Heads	Planning obligation financial contribution
Employment, Skills, Construction Phase Skills and Training	£106,908
Access employment and end user	£608,067.90
Cycle hire – six additional docking points	£30,000
Total	£744,975.90

- 18.12. The application was submitted by the London Borough of Tower Hamlets and as such, could not be accompanied by a s106 legal agreement to secure contributions to off-set the impacts of the development. Despite this, the applicant has shown a willingness to secure contributions and specific conditions will require the applicant to commit to providing such contributions.

19. OTHER

Financial Considerations

Localism Act (amendment to S70(2) of the TCPA 1990)

- 19.1. Section 70(1) of the Town and Country Planning Act 1990 (as amended) entitles the relevant authority to grant planning permission on application to it. Section 70(2) requires that the authority shall have regard to:
- The provisions of the development plan, so far as material to the application;
 - Any local finance considerations, so far as material to the application; and,
 - Any other material consideration.
- 19.2. Section 70(4) defines “local finance consideration” as:
- A grant or other financial assistance that has been, or will or could be, provided to a relevant authority by a Minister of the Crown; or
 - Sums that a relevant authority has received, or will or could receive, in payment of Community Infrastructure Levy.
- 19.3. The mechanism for contributions to be made payable towards Crossrail has been set out in the Mayor’s Supplementary Planning Guidance (SPG) “Use of planning obligations in the funding of Crossrail, and the Mayoral Community Infrastructure Levy” (April 2013). The SPG states that contributions should be sought in respect of uplift in floorspace for B1 office, hotel and retail uses (with an uplift of at least 500sqm). These are material planning considerations when determining planning applications or planning appeals. Due to the Mayoral CIL charge being higher than the Crossrail charge there will be no Crossrail Contribution and the GLA has requested the Crossrail contribution formula is secured.

- 19.4. The LBTH CIL Levy came into force for application determined from 1st April 2015. This is a standard charge, based on the net floor space of the proposed development, the level of which is set in accordance with the Council's adopted CIL charging schedule. The site is located outside of the CIL charging zone for office development and no Borough CIL payment is required.
- 19.5. Members are reminded that that the London mayoral CIL became operational from 1 April 2012 and will be payable on this scheme. The likely Mayoral CIL payment associated with this development would be approximately £653,345.
- 19.6. Officers are satisfied that the current report to Committee has had regard to the provision of the development plan. The proposed package of contributions secured by condition has been detailed in full and is considered to adequately mitigate the impact of the development.

Human Rights Considerations

- 19.7. In determining this application the Council is required to have regard to the provisions of the Human Rights Act 1998. In the determination of a planning application the following are particularly highlighted to Members:-
- 19.8. Section 6 of the Human Rights Act 1998 prohibits authorities (including the Council as local planning authority) from acting in a way which is incompatible with the European Convention on Human Rights. "Convention" here means the European Convention on Human Rights, certain parts of which were incorporated into English law under the Human Rights Act 1998. Various Convention rights are likely to be relevant, including:-
- Entitlement to a fair and public hearing within a reasonable time by an independent and impartial tribunal established by law in the determination of a person's civil and political rights (Convention Article 6). This includes property rights and can include opportunities to be heard in the consultation process;
 - Rights to respect for private and family life and home. Such rights may be restricted if the infringement is legitimate and fair and proportionate in the public interest (Convention Article 8); and,
 - Peaceful enjoyment of possessions (including property). This does not impair the right to enforce such laws as the State deems necessary to control the use of property in accordance with the general interest (First Protocol, Article 1). The European Court has recognised that "regard must be had to the fair balance that has to be struck between the competing interests of the individual and of the community as a whole".
- 19.9. This report has outlined the consultation that has been undertaken on the planning application (as well as the applicant's own consultation) and the opportunities for people to make representations to the Council as local planning authority.
- 19.10. Were Members not to follow Officer's recommendation, they would need to satisfy themselves that any potential interference with Article 8 rights will be legitimate and justified.

- 19.11. Both public and private interests are to be taken into account in the exercise of the Council's planning authority's powers and duties. Any interference with a Convention right must be necessary and proportionate.
- 19.12. Members must, therefore, carefully consider the balance to be struck between individual rights and the wider public interest.
- 19.13. As set out above, it is necessary, having regard to the Human Rights Act 1998, to take into account any interference with private property rights protected by the European Convention on Human Rights and ensure that the interference is proportionate and in the public interest.
- 19.14. In this context, the balance to be struck between individual rights and the wider public interest has been carefully considered.

Equalities Act Considerations

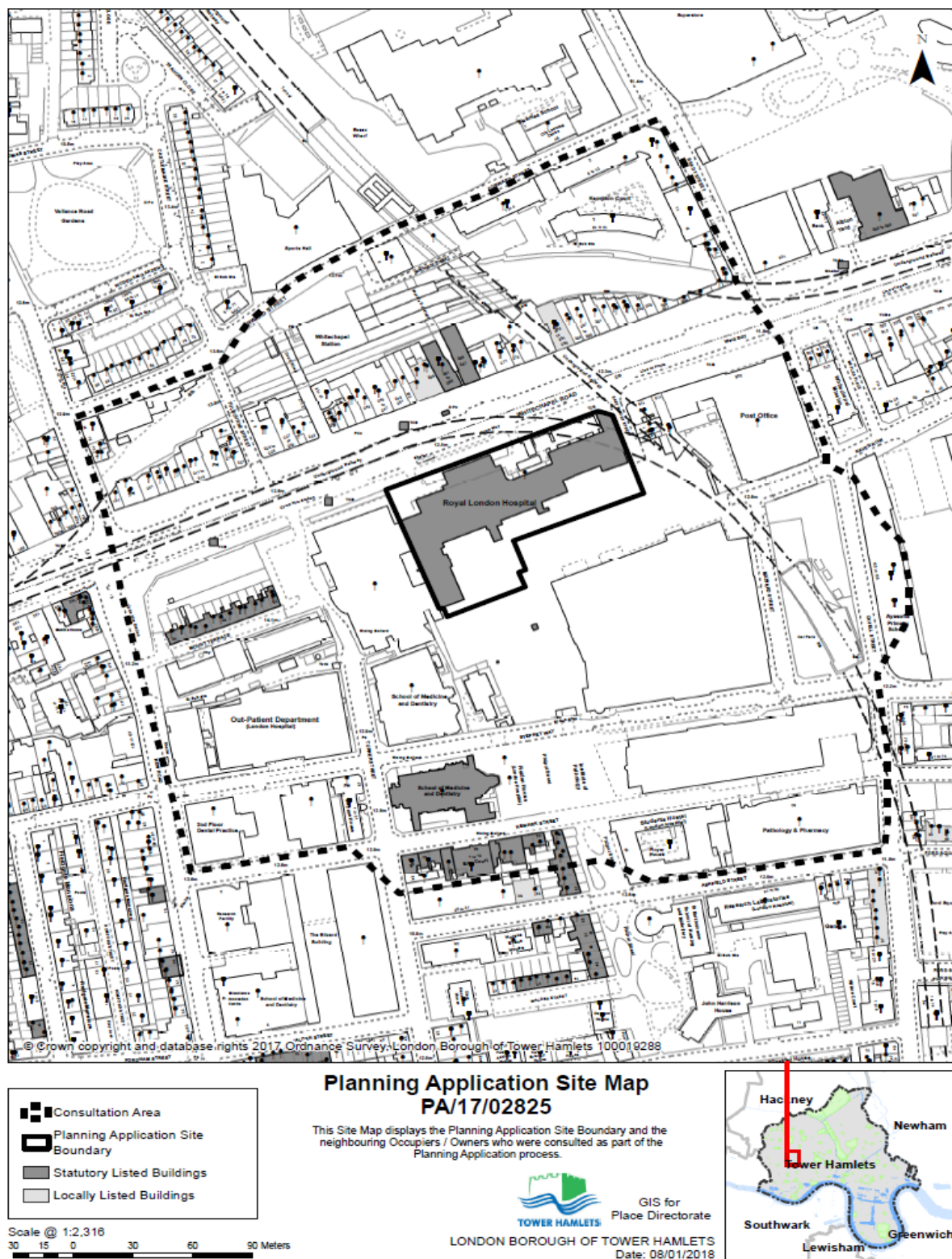
- 19.15. The Equality Act 2010 provides protection from discrimination in respect of certain protected characteristics, namely: age, disability, gender reassignment, pregnancy and maternity, race, religion or beliefs and sex and sexual orientation. It places the Council under a legal duty to have due regard to the advancement of equality in the exercise of its powers including planning powers. Officers have taken this into account in the assessment of the application and the Committee must be mindful of this duty, inter alia, when determining all planning applications. In particular the Committee must pay due regard to the need to:
1. Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act;
 2. Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and,
 3. Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 19.16. The requirement to use local labour and services during construction and at end phase and the offer of apprenticeships enables local people to take advantage of employment opportunities, supports community wellbeing and social cohesion.
- 19.17. The proposed development allows for an inclusive and accessible development for, employees, visitors and workers. Conditions secure accessibility for the life of the development.
- 19.18. The proposed development and uses as a consequence are considered to have no adverse impacts upon equality and social cohesion.

Conclusion

- 19.19. All other relevant policies and considerations have been taken into account. Planning Permission and Listed Building Consent should be **GRANTED** for the reasons set out and the details of the decisions are set out in the RECOMMENDATIONS at the beginning of this report.

APPENDIX 1

Planning application site map



APPENDIX 2

List of plans for approval

Full Planning Permission

Schedule of Drawings

Existing

15095_(01)_P001 Location Plan; 15095_(01)_P119 P01 Existing Lower Ground Floor Plan; 15095_(01)_P120 P01 Existing Upper Ground Floor Plan; 15095_(01)_P121 P01 Existing First Floor Plan; 15095_(01)_P122 P01 Existing Second Floor Plan; 15095_(01)_P123 P01 Existing Third Floor Plan; 15095_(01)_P124 P01 Existing Fourth Floor Plan; 15095_(01)_P125 P01 Existing Fifth Floor Plan; 15095_(01)_P130 P01 Existing Roof Plan; 15095_(01)_P200 P01 Existing Context Elevation: North; 15095_(01)_P201 P01 Existing Context Elevation: East; 15095_(01)_P202 P01 Existing Context Elevation: South; 15095_(01)_P203 P01 Existing Context Elevation: West; 15095_(01)_P210 P01 Existing Elevation: North; 15095_(01)_P211 P01 Existing Elevation: East; 15095_(01)_P212 P01 Existing Elevation: South; 15095_(01)_P213 P01 Existing Elevation: West; 15095_(01)_P214 P01 Existing Elevations: Lightwell; 15095_(01)_P215 P01 Existing Elevations: East 02 & 03; 15095_(01)_P301 P01 Existing Section: AA; 15095_(01)_P302 P01 Existing Section: BB; 15095_(01)_P303 P01 Existing Section: CC

Demolition

15095_(12)_P119 P01 Demolition Plan: Lower Ground Floor Plan; 15095_(12)_P120 P01 Demolition Plan: Upper Ground Floor Plan; 15095_(12)_P121 P01 Demolition Plan: First Floor Plan; 15095_(12)_P122 P01 Demolition Plan: Second Floor Plan; 15095_(12)_P123 P01 Demolition Plan: Third Floor Plan; 15095_(12)_P124 P01 Demolition Plan: Fourth Floor Plan; 15095_(12)_P125 P01 Demolition Plan: Fifth Floor Plan; 15095_(12)_P130 P01 Demolition Plan: Roof Plan; 15095_(12)_P210 P01 Demolition Elevation: North; 15095_(12)_P211 P01 Demolition Elevation: East 01; 15095_(12)_P212 P01 Demolition Elevation: South; 15095_(12)_P213 P01 Demolition Elevation: West; 15095_(12)_P214 P01 Demolition Elevations: Lightwell; 15095_(12)_P215 P01 Demolition Elevations: East 02 & 03; 15095_(12)_P301 P01 Demolition Section: AA; 15095_(12)_P302 P01 Demolition Section: BB; 15095_(12)_P303 P01 Demolition Section: CC

Proposed 15095_(00)_P119 P01 Proposed Plan: Lower Ground Floor; 15095_(00)_P120 P02 Proposed Plan: Upper Ground Floor; 15095_(00)_P121 P01 Proposed Plan: First Floor; 15095_(00)_P122 P01 Proposed Plan: Second Floor; 15095_(00)_P123 P01 Proposed Plan: Third Floor; 15095_(00)_P124 P01 Proposed Plan: Fourth Floor; 15095_(00)_P125 P01 Proposed Plan: Fifth Floor; 15095_(00)_P126 P01 Proposed Plan: Sixth Floor; 15095_(00)_P127 P01 Proposed Plan: Seventh Floor; 15095_(00)_P130 P01 Proposed Plan: Roof; 15095_(00)_P200 P01 Proposed Elevation: North Context; 15095_(00)_P201 P01 Proposed Elevation: East Context; 15095_(00)_P202 P01 Proposed Elevation: South Context; 15095_(00)_P203 P01 Proposed Elevation: West Context; 15095_(00)_P210 P02 Proposed Elevation: North; 15095_(00)_P211 P02 Proposed Elevation: East; 15095_(00)_P212 P02 Proposed Elevation: South; 15095_(00)_P213 P02 Proposed Elevation: West; 15095_(00)_P214 P02 Proposed Elevations: Lightwell; 15095_(00)_P215 P02 Proposed Elevations: East; 15095_(00)_P216 P02 Proposed Elevation: South (Newbuild); 15095_(00)_P250 P02 Proposed Elevation: Bay Detail A; 15095_(00)_P251 P02 Proposed Elevation: Bay Detail B; 15095_(00)_P252 P01 Proposed Elevation: Bay Detail C; 15095_(00)_P253 P01 Proposed Elevation: Bay Detail D; 15095_(00)_P301 P02 Proposed Section: AA; 15095_(00)_P302 P02 Proposed Section: BB; 15095_(00)_P303 P02 Proposed Section: CC; 822_100 Rev 06 General Arrangement Of External Works; 822_102 (Terrace And Brown Roof Layout And Sections); 822_300 (Proposed Longitudinal Elevations And Section); 822_301 (Proposed Cross Sections)

Schedule of Documents

Cover letter prepared by Gerald Eve dated 3rd November 2017
 Planning Statement Prepared by Gerald Eve dated 3rd November 2017
 Design and Access Statement rev P01 prepared by Allford Hall Monaghan Morris dated 1st November 2017
 Conservation Management Plan prepared by Richard Griffiths Architects dated June 2017
 Historic Impact Assessment prepared by Richard Griffiths Architects dated November 2017
 Structural Statement for Planning rev P2 prepared by Elliot Wood dated November 2017
 Historic environment assessment prepared by MOLA dated November 2017
 Statement of Community Involvement prepared by Hardhat dated November 2017
 Transport Assessment prepared by TPP dated November 2017
 Outline Construction Logistics Plan Rev C prepared by Blue Sky Building dated October 2017
 Landscape Statement prepared by Kinnear Landscape Architects (undated)
 Daylight and Sunlight Report prepared by Point 2 Surveyors dated January 2018
 Air Quality Assessment prepared by AECOM dated September 2017
 Biodiversity Enhancement Strategy prepared by BSG Ecology dated 1st November 2017
 Preliminary Roost Assessment prepared by The Ecology Consultancy dated 22nd August 2017
 Quaife Woodlands Tree Assessment letter dated 9th August 2016
 Sustainability and energy statement revision 3 prepared by Atelier Ten dated November 2017
 Environmental Noise Impact Assessment prepared by Gillieron Scott Acoustic Design dated 2nd November 2017
 Drainage Strategy and SuDS Statement prepared by Elliott Wood dated November 2017
 Utilities Statement prepared by Atelier Ten dated September 2017
 Utility Statement - Drainage rev P2 prepared by Elliott Wood dated 2nd November 2011
 Ground Investigation Report prepared by Soiltechnics dated October 2017
 Planning and Listed Building Consent Addendum Note Rev 03 prepared by AHMM dated 18th September 2017
 Planning and Listed Building Consent Addendum 02 Note Rev 02 prepared by AHMM dated 21st December 2017
 Planning and Listed Building Consent Addendum (WVDT) 03 Note Rev 02 prepared by AHMM dated 21st December 2017
 15095_SK_Grocers Wing Image
 15095_SK_East Mount Street Image
 171207 Wheeled Bin Tipper Information 3 Options
 Vehicle Tracking Drawings 052 & 053
 822_SK026_Indicative paving build up areas

Listed Building Consent

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Elevation: East; 15095_(01)_P212 P01 Existing Elevation: South; 15095_(01)_P213 P01 Existing Elevation: West; 15095_(01)_P214 P01 Existing Elevations: Lightwell; 15095_(01)_P215 P01 Existing Elevations: East 02 & 03; 15095_(01)_P301 P01 Existing Section: AA; 15095_(01)_P302 P01 Existing Section: BB; 15095_(01)_P303 P01 Existing Section: CC

15095_(01)_P400 P01 Chapel – existing plan / internal elevation; 15095_(01)_P401 P01 Chapel – existing plan / internal elevation; 15095_(01)_P402 P01 Chapel – RCP /internal elevation; 15095_(01)_P410 P01 Existing East stairwells existing plan / internal elevation; 15095_(01)_P411 P01 Existing East stairwell RCP/internal elevations; 15095_(01)_P420 P01 existing west stairwell plan / internal elevation; 15095_(01)_P421 P01 existing west stairwell – RCP/internal elevations; 15095_(01)_P430 P01 Existing Theatre 1 – plan / internal elevations / RCP; 15095_(01)_P431 P01 Existing Theatre 2 - plans / internal elevations; 15095_(01)_P432 P01 Existing Theatre 2 –RCP's /internal elevations

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15095_(00)_P260 P02 Proposed Elevation: Bay Detail A; 15095_(00)_P261 P02 Proposed Elevation: Bay Detail B; 15095_(00)_P262 P02 Proposed Elevation: Bay Detail C; 15095_(00)_P263 P02 Proposed Elevation: Bay Detail D; 15095_(00)_P264 P02 Proposed Elevation: Bay Detail E; 15095_(00)_P265 P02 Proposed Elevation: Bay Detail F; 15095_(00)_P266 P02 Proposed Elevation: Bay Detail G; 15095_(00)_P267 P02 Proposed Elevation: Bay Detail H (Portico)

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