

<b>Committee:</b> Development Committee	<b>Date:</b> 11 <sup>th</sup> October 2017	<b>Classification:</b> Unrestricted	<b>Agenda Item Number:</b>
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<b>Report of:</b> Director of Place	<b>Title:</b> Listed Building Consent
<b>Case Officer:</b> Kirsty Gilmer	<b>Ref No:</b> PA/17/02088
	<b>Ward:</b> Whitechapel

1. **APPLICATION DETAILS**

**Location:** The Royal London Hospital, Whitechapel Road, London, E1 1BB

**Existing Use:** Vacant (former hospital use)

**Proposal:** Soft-strip works involving removal of fixtures, fittings and partitions associated with the former hospital; and limited works of structural investigation and materials testing

**Drawing and documents:** Drawings  
15095\_(01)\_P100 P01 Existing Site Plan;  
15095\_(01)\_P149 P01 Existing Lower Ground Floor Plan;  
15095\_(01)\_P150 P01 Existing Upper Ground Floor Plan;  
15095\_(01)\_P151 P01 Existing First Floor Plan;  
15095\_(01)\_P152 P01 Existing Second Floor Plan;  
15095\_(01)\_P153 P01 Existing Third Floor Plan;  
15095\_(01)\_P154 P01 Existing Fourth Floor Plan;  
15095\_(01)\_P155 P01 Existing Fifth Floor Plan;  
15095\_(01)\_P160 P01 Existing Roof Plan;  
15095\_(12)\_P149 P01 Proposed Lower Ground Floor Plan;  
15095\_(12)\_P150 P02 Proposed Upper Ground Floor Plan;  
15095\_(12)\_P151 P02 Proposed First Floor Plan;  
15095\_(12)\_P152 P01 Proposed Second Floor Plan;  
15095\_(12)\_P153 P01 Proposed Third Floor Plan;  
15095\_(12)\_P154 P01 Proposed Fourth Floor Plan;  
15095\_(12)\_P155 P01 Proposed Fifth Floor Plan;  
2150861 - SI.10 T3 Proposed Lower Ground Floor Plan;  
2150861 - SI.11 T3 Proposed Upper Ground Floor Plan;  
2150861 - SI.12 T3 Proposed First Floor Plan;  
2150861 - SI.13 T3 Proposed Second Floor Plan;  
2150861 - SI.14 T3 Proposed Third Floor Plan;  
2150861 - SI.15 T3 Proposed Fourth Ground Floor Plan;  
2150861 - SI.16 T3 Proposed Roof Plan;

Documents

- Soft Strip and Structural Investigation Works Report, prepared by AHMM Architects dated 24.07.17;
- Addendum Note to Soft Strip Application, prepared by AHMM dated 17<sup>th</sup> September 2017;

- Transport note for the soft strip application, prepared by Transport Planning Practice dated September 2017;
- Historic Impact Assessment draft 4 dated September 2017, prepared by Richard Griffiths Architects;
- Conservation Management Plan, draft 3, prepared by Richard Griffiths Architects dated June 2017.

<b>Applicant:</b>	London Borough of Tower Hamlets
<b>Ownership:</b>	London Borough of Tower Hamlets
<b>Historic Building:</b>	Grade II Listed Building
<b>Conservation Area:</b>	Located within London Hospital Conservation Area and opposite Whitechapel Market Conservation Area

## **2. EXECUTIVE SUMMARY**

- 2.2 The local planning authority has considered the particular circumstances of this application against the Council's approved planning policies contained in the London Borough of Tower Hamlets Core Strategy (2010) and Tower Hamlets Managing Development Document (2013), the London Plan (2016) and National Planning Policy Framework (2012) and has found that:
- 2.3 The proposed works have been sensitively considered to ensure the special architectural and historic interest of the Grade II listed building is preserved. As the proposed works are all internal, there is no impact on the London Hospital Conservation Area and the adjacent Whitechapel Market Conservation Area. The proposal therefore preserves and enhances the character and appearance of the surrounding conservation areas.
- 2.4 In accordance with the Arrangements for Handling Heritage Applications Direction (2015), Historic England has confirmed that they do not need to be notified and the application does not need to be referred to the Secretary of State (via the National Planning Casework Unit) as it does not meet the criteria for notification set out within the Direction.

## **3. RECOMMENDATION**

- 3.1. That the Committee resolve to GRANT Listed Building Consent subject to the conditions and informatives as set out below:
- 3.2. 1. Time Limit of 3 years;  
 2. Development in accordance with approved plans;  
 3. Watching brief;  
 4. Method Statement;  
 5. Detailed protection measures including examples; and,  
 6. Construction management and safety assessment.

Informatives: discussions will need to be held with the council's building control department regarding any asbestos removal.

## **4. SITE AND SURROUNDINGS**

- 4.1. The application site is located to the south of Whitechapel Road opposite Whitechapel Underground Station, Crossrail Station (which is currently under construction) and Whitechapel Market. 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.
- 4.2. Whitechapel Road is a TfL red route and a bus lane and separate cycle lane 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.
- 4.3. The site itself accommodates the former Royal London hospital building. 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.*

- 4.4. 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 1891. 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.
- 4.5. In 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.
- 4.6. Since the relocation of the 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.

## **5. PROPOSAL**

- 5.1. The application is for soft strip and investigation works at the former Royal London Hospital building. The proposed works will all be internal to the Grade II listed building.
- 5.2. The soft strip works include the removal of the following at lower ground to fifth floor level:

- Internal Linings
- Door Frames
- Skirtings and raised access floors
- Lightweight Walls
- Partitions back to structural walls
- Floor Finishes (excluding Terrazzo)
- Suspended ceilings
- Encasement to columns
- Sanitaryware
- Medical fixtures, Fittings & Equipment
- Mechanical, Electrical & Public Health services.
- Specialist removal of Asbestos embedded within the elements described above.

5.3. In addition to the above, detailed structural investigations are proposed in a number of locations throughout the building. This is to ascertain the condition of the existing building structure. As the building has been extended and modified over the years, the investigation works are spread across different areas of the building to include different aspects of the structure which have developed over time. There are less structural investigation works to the areas of the building with historic significance.

5.4. As part of this, the proposal also involves the removal of asbestos which has been identified within the existing fabric of the building. Only two areas within the building have been identified as being of historic significance which require specialist asbestos removal consisting of the underside of the east and west staircases and the ceiling to the fourth floor theatre space.

## **6. RELEVANT PLANNING HISTORY**

6.1. The application site has an extensive planning history. The most relevant planning history relates to the development of the new hospital building as detailed below:

- PA/04/611 - Redevelopment and refurbishment of the Royal London Hospital, as per the attached Schedule A overleaf. 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 as detailed on the attached Schedule A. 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.

## **7. POLICY FRAMEWORK**

7.1. For details of the status of relevant policies see the front sheet for "Planning Applications for Determination" agenda items. The following policies are relevant to the application:

## 7.2. **Government Planning Policy**

National Planning Policy Framework 2012  
National Planning Practice Guidance 2014

## 7.3. **Spatial Development Strategy for Greater London - London Plan 2016 (MALP)**

7.4 Local character  
7.6 Architecture  
7.8 Heritage asset

## 7.4. **Tower Hamlets Core Strategy 2010**

SP09 – Creating attractive and safe streets and spaces  
SP10 - Creating Distinct and Durable Places  
SP12 - Delivering placemaking

## 7.5. **Managing Development Document 2013**

DM20 – Supporting a sustainable transport network  
DM23 - Streets and the public realm  
DM24 - Place-sensitive design  
DM25 - Amenity  
DM27 - Heritage and the historic environment

## 7.6. **Supplementary Planning Documents include**

Whitechapel Vision Masterplan SPD (December 2013)  
London Hospital Conservation Area Character Appraisal and Management Guidelines (2007).

## 8. **CONSULTATION**

8.1. The views of the Directorate of Place are expressed in the MATERIAL PLANNING CONSIDERATIONS section below. The following were consulted regarding the application:

### **External Consultees**

#### Historic England

8.2. Historic England has advised that they do not need to be notified on this application.

#### TfL

8.3. Whitechapel Road forms part of the Transport for London Road Network (TLRN) which TfL is the highways authority for. The site is in proximity to the Whitechapel underground station and the Whitechapel Crossrail station which is currently under construction. Outside the site lies a bus stop and bus lane running along Whitechapel Road as well as cycle hire docking station and cycle lane running alongside the bus lane on Whitechapel Road. Clarification was required regarding the vehicle movements and construction impacts of the

proposal. The applicant has confirmed that the anticipated vehicle movements are low (6-12 vehicles a day for waste removal) with the existing access points to be used and all activity would take place within the site. In addition, confirmation was provided that Fleet Operator Recognition Scheme (FORS) will be used to transfer waste out of the site and that right turn movements into the site will be promoted to reduce the risk to oncoming cyclists which is acceptable. TfL has confirmed that they have no further comments and a Construction Logistics Plan will not be required for the proposal.

8.4. No comments were received from the following organisations:

- BARTS and the NHS Trust
- Royal London Hospital Museum
- Save Britain's Heritage
- The Society for the Protection of Ancient Buildings
- The Spitalfields Trust
- Ancient Monuments Society
- Council for British Archaeology
- East End Preservation Society
- 20<sup>th</sup> Century Society
- The Victorian Society
- Georgian Group

#### **Internal Consultees**

##### LBTH Conservation and Design Officer

8.5. No objections. Conditions and informatives required regarding protection measures of historically significant items and advice is required from Building Control department regarding asbestos removal.

##### Highways officer

8.6. Clarification required regarding the transportation aspects of the proposal in order to allow a full assessment of the impacts on the highways network. A supporting Transport Note has been submitted which includes vehicle swept path analysis, number of vehicles anticipated per day (6-12 vehicles per day), use of existing access arrangements with all activity taking place within the site. Despite this, there remains a concern from the highways officer regarding the current access and the conflicts with the cycle superhighway and the visibility for vehicles exiting (and to some extent entering) which is reduced when a bus is at the bus stop.

*Officer comment: whilst it is noted that TfL is highway authority for Whitechapel Road and they have not objected to the proposal, officers are of the opinion that the highways officer has provided their professional judgement on the proposal. On this basis officers recommend a condition is attached to the decision notice requiring further information relating to construction management and safety assessment before any works take place*

##### Arboricultural officer

8.7. No comments received.

#### **9. LOCAL CONSULTATION**

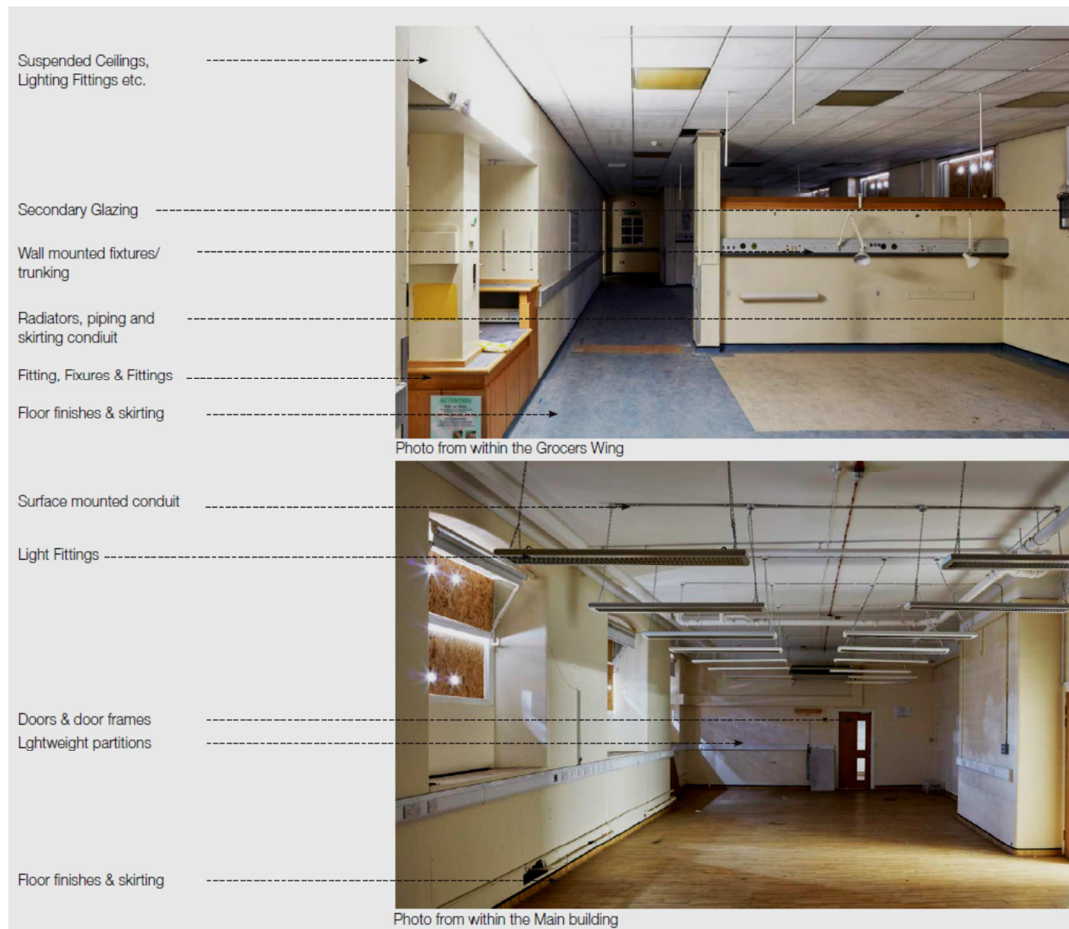
- 9.1. A total of 173 planning notification letters were sent to nearby properties as detailed on the map appended to this report. The application has also been publicised by way of several site notices around the site and advertisement in the local press.
- 9.2. No letters of representation were received on the submission.

## **10. MATERIAL PLANNING CONSIDERATIONS**

- 10.1. When determining listed building consent applications, section 16 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 a local planning authority must pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area.
- 10.2. The main issue for Members' to consider is whether the proposed works are appropriate in this respect.

### **Impact on Special Architectural and Historic Character of the Listed Building.**

- 10.3. London Plan policy 7.8 requires development to identify, value, conserve, restore, re-use and incorporate heritage assets where appropriate and requires development affecting heritage assets and their settings to conserve their significance, by being sympathetic to their form, scale, materials and architectural detail.
- 10.4. Adopted CS Policy SP10 seeks to protect and enhance the boroughs Heritage Assets and policy DM27 of the Managing Development Document seeks to ensure development, does not result in an adverse impact on the character, fabric or identity of the heritage asset or its setting; is appropriate in terms of design, scale, form, detailing and materials in its local context and that it enhances or better reveals the significance of the asset or its setting.
- 10.5. The proposed works are all internal and do not affect the external appearance of the building.
- 10.6. As detailed previously, the proposal includes removal of much of the later additions within the listed building including the later hospital fixture and fittings including the lightweight partitions, suspended ceilings, floor finishes. The following photographs show examples of the later hospital additions to the building within both the main building and within the Grocer's Wing.



*Images showing the later additions to the building in the Grocer's wing (top image) and Main Building (lower image)*

- 10.7. Officers consider that the later additions have only limited interest as part of the relatively recent phases of development. They are not considered to be part of the important historic fabric. By removing more of these later additions, officers are of the opinion that it will reveal more of the important historic building fabric prior to the last 100 years.
- 10.8. The Heritage Impact Assessment submitted with the application has identified parts of the existing building fabric which are of particular significance. These include such things as the historic staircases at the east and west of the building, the historic chapel, plaques and memorials throughout the building, the former operating theatres, stained glass window on the rear elevation /classical door surround, clock facing Whitechapel Road, railings external to the building and a cast iron foot scraper located outside the building. Some examples of those parts of the building of historic significance are shown in the images below which are to be retained as part of the proposed works.

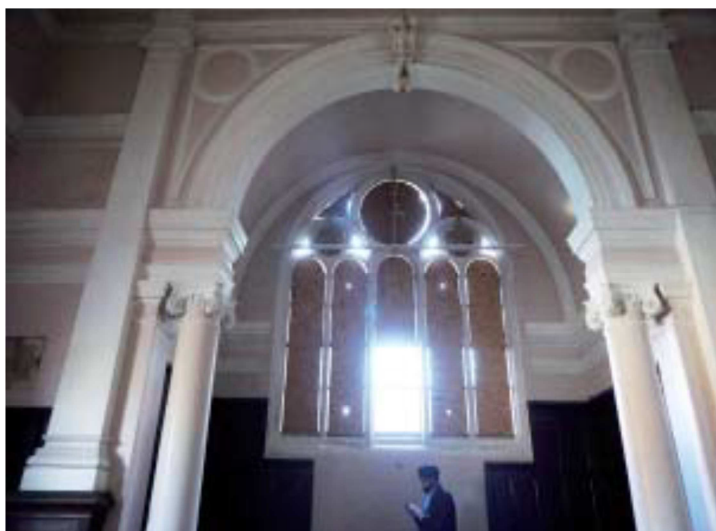




*Image showing stairs located within eastern part of the building including steel framed balustrade with timber handrail. A similar staircase is located within the western part of the building*



*Image showing Memorial door surround located at ground floor level*



*Image showing The Chapel space at first floor level*

- 10.9. Officers consider the level of significance as detailed within the Heritage Impact Assessment to be appropriate.
- 10.10. It is noted that the proposals would involve no loss of the original fabric which is being preserved as a result of the soft strip works described above. There is a lack of information regarding the method statement for removal works and also with regards to protection measures for historic features. These will be secured by way of condition.
- 10.11. Subject to the above conditions, officers are supportive of the proposed soft strip works which would not be detrimental to the historic or architectural importance of the listed building and would cause no harm to the heritage asset. The proposed alterations would not alter the fabric or identity of the listed building.
- 10.12. In terms of the structural investigation works and asbestos works, it is noted that whilst these will be carried out throughout the building, the applicant has been careful to ensure the structural investigation works are limited in the areas of the building with historic significance. In terms of the removal of asbestos, this again will be throughout the building with only two areas identified as being of historic significance requiring specialist asbestos removal. This includes the underside of the east and west staircases and the ceiling to the fourth floor theatre space. Officers recommend that further discussions are held with the council's building control department regarding the removal of the asbestos from the site. Given the limited nature and level of detail provided regarding the structural investigation works and the asbestos work, officers consider they would not cause harm to the heritage asset or alter the fabric or identity of the listed building.
- 10.13. Overall, it is considered that the proposal would have an acceptable impact on the character of the Grade II listed building. In line with s16 of the Planning (Listed Building and Conservation Areas) Act 1990 the development would preserve the special architectural interest of the listed building, according with the aforementioned planning policies. Furthermore as the works are all internal there is not considered to be any impact on the surrounding London Hospital Conservation Area or nearby Whitechapel Market Conservation Area.

### **Highways**

- 10.14. Core Strategy policy 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 and requires the assessment of traffic generation.
- 10.15. The site has an excellent public transport accessibility level (PTAL) rating of 6a/6b. The site fronts Whitechapel Road on its northern elevation which is within the control of TfL. To the east of the site, East Mount Street is a private road.
- 10.16. The existing site has two access points to the east and west of the site. From the submitted Transport Note the applicant shows that all material removed in skips will use the eastern access and other material in smaller vans will use the western access point. As requested by TfL, the contractor will be a member of FORS and left turn movements by HGV over the Cycle Super Highway will be minimised.

10.17. It is noted that LBTH's highways officer has concerns regarding the conflicts in using the existing access; however, it is noted that these are existing accesses and are within TfL's control rather than LBTH's remit. Whilst TfL have not objected to the proposal, officers are of the opinion that the highways officer has provided their professional judgement on the proposal. On this basis officers recommend a condition is attached to the decision notice requiring further information relating to construction management and safety assessment before any works take place. Subject to the aforementioned condition, officers consider the highways and transportation aspects of the proposal to be acceptable.

## **11. CONCLUSION**

11.1. The proposed works will preserve the special architectural and historic interest of the Grade II listed building as required by the statutory tests set out in the Planning (Listed Buildings and Conservation Areas) Act 1990. The proposals will not cause any harm to the significance of the building.

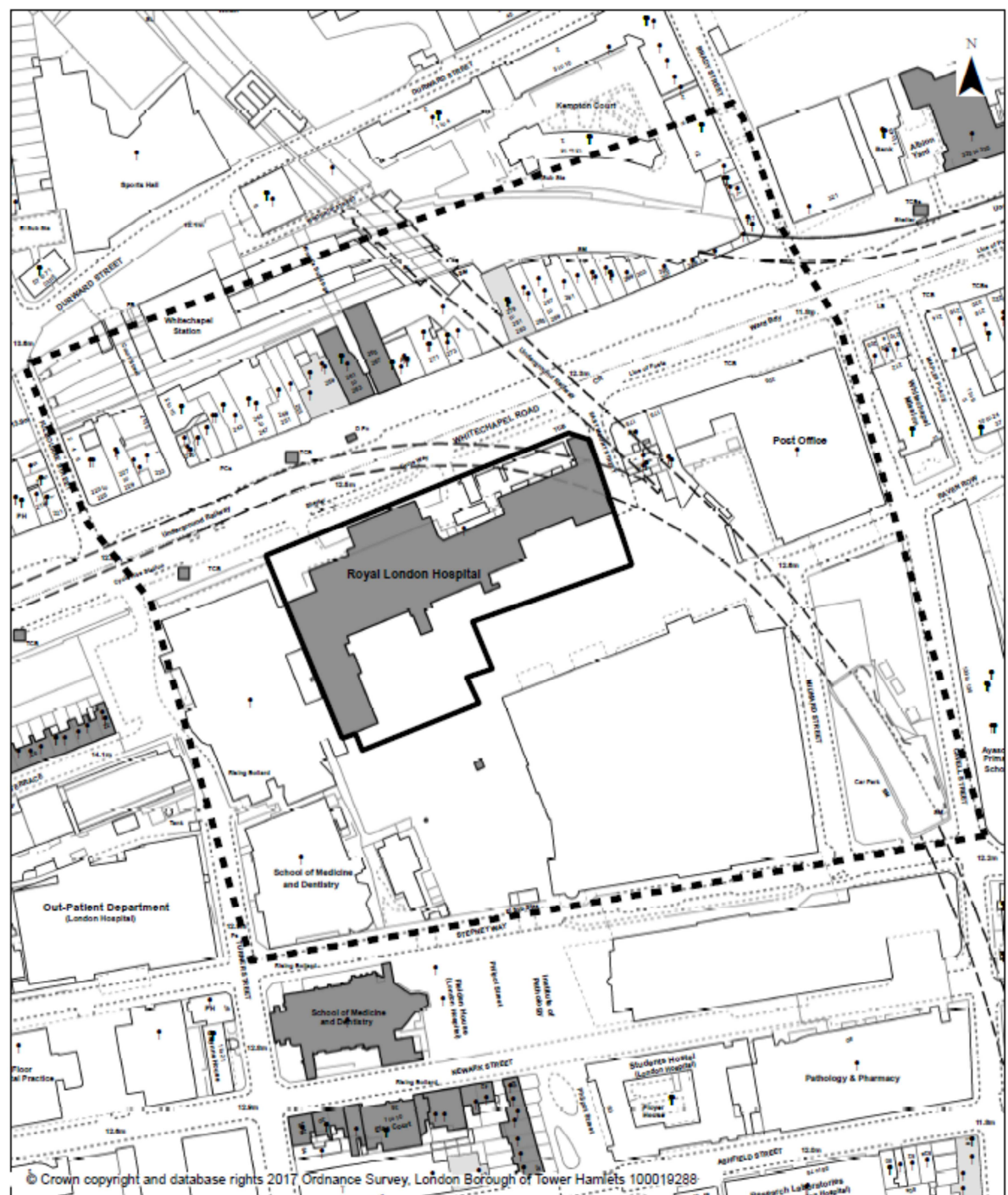
11.2. In terms of the impact on the London Hospital Conservation Area and the adjacent Whitechapel Market Conservation Area, the proposals do not include any works which will affect the external appearance of the building. On this basis, it is considered that the proposal will preserve the character and appearance of the London Hospital Conservation Area, in accordance with the National Planning Policy Framework, and statutory tests set out in the Planning (Listed Buildings and Conservation Areas) Act 1990.

11.3. As such, the proposal accords with the aims of Sections 7 and 12 of the NPPF, policy 7.8 of the London Plan, policy SP10 of the CS, policy DM27 of the MDD, which seek to ensure works to listed structures preserve features of special historic and architectural interest.

1.1. ALL other relevant policies and considerations have been taken into account. Listed Building Consent should be GRANTED for the reasons set out in the EXECUTIVE SUMMARY and MATERIAL PLANNING CONSIDERATIONS sections as set out in the RECOMMENDATION at the beginning of this report.

# APPENDIX 1

## Planning application site map




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### Planning Application Site Map PA/17/02088

This Site Map displays the Planning Application Site Boundary and the neighbouring Occupiers / Owners who were consulted as part of the Planning Application process.

-  Consultation Area
-  Planning Application Site Boundary
-  Statutory Listed Buildings
-  Locally Listed Buildings

Scale @ 1:1,700  
25 12.5 0 25 50 75 Meters

  
LONDON BOROUGH OF TOWER HAMLETS  
Date: 13/09/2017

