

Committee: Development Committee	Date: 23 rd August 2018	Classification: Unrestricted	Agenda Item Number:
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Report of: Corporate Director of Development and Renewal Case Officer: Hamdee Yusuf	Title: Planning Permission and Listed Building Consent Ref No: PA/18/01477 and PA/18/01478 Ward: St. Katherine's & Wapping
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1. APPLICATION DETAILS

Location: Raine House, 16 Raine Street, London, E1W 3RL

Existing Use: D1 Community Centre (ground floor) and dance school (1st floor)

Proposal: Refurbishment and reconfiguration of existing community facility. No change of use is proposed.

Drawing and documents: 1464_00_10; 1464_00_100; 1464_00_101;
1464_00_102; 1464_00_130; 1464_00_131;
1464_00_160; 1464_00_161; 1464_00_162;
1464_00_163; 1464_00_164; 1464_00_10;
1464_00_200 A2; 1464_00_201 A2; 1464_00_202 A1;
1464_00_230; 1464_00_231 A2; 1464_00_260 A2;
1464_00_261; 1464_00_262; 1464_00_263;
1464_00_264; 1464_24_400; 1464_31_500;
1464_31_501; 1464_31_900; 1464_31_901;
1464_31_902; 1464_32_500; 1464_33_400;
1464_35_100; 1464_35_101; 1464_35_200;
1464_35_201; 1464_72_400; 1464_72_401;
1464_72_402; 1464_72_403; Clarifications and
Amendments – Point 1_Revision B.

Applicant: London Borough of Tower Hamlets
Ownership: London Borough of Tower Hamlets

Historic Building: Grade II* Listed Building
Conservation Area: None.

2. EXECUTIVE SUMMARY

- 2.1 This report considers planning and listed building applications for works associated with the refurbishment of the Grade II* listed Raine House.
- 2.2. 25 letters of objection have been received, principally relating to the relocation refurbishment of the main hall and the relocation of the bar within it.

- 2.3. Whilst the objections are noted, it is considered that the proposed refurbishment works have been sensitively designed to preserve the special character and fabric of the building, subject to conditions.

3. RECOMMENDATION

3.1 Recommendation 1:

That the Committee resolve to **GRANT** Planning Permission subject to the conditions as set out below.

1. Time limit
2. Completion in accordance with approved drawings.

3.2 Recommendation 2:

That the Committee resolve to **GRANT** Listed Building Consent subject to conditions as set out below.

1. Time Limit.
2. Completion in accordance with approved drawings.
3. Notwithstanding the plans hereby approved all new external and internal works and finishes and works of making good to the retained fabric shall match the existing adjacent work with regard to the methods used and to material, colour, texture and profile. All such works and finishes shall be maintained as such thereafter.
4. Notwithstanding the plans hereby approved full details of all new doors (internal and external) shall be submitted to and approved by the Local Planning Authority prior to the relevant part of the works commencing on site.
5. Notwithstanding the plans hereby approved full details of all service runs shall be submitted to and approved by the Local Planning Authority prior to the relevant part of the works commencing on site.

4. PROPOSAL AND LOCATION DETAILS

Site and Surroundings

- 4.1 Raine House is Grade II* listed and was built in 1719. The building was originally built and opened as a school by Henry Raine, but the school closed in the nineteenth century. The building has since been used for various community uses. The School Master's House adjoins the main building to the east, with a large extension to the western side of the main building, dating from the 1980s. The site is adjacent to the Grade I listed Church of St Peter, with the area of public open space known as Raines Mansions, between them. The house retains very few historic features internally.
- 4.2. At present, the ground floor of the building is used as a community centre and the 1st floor and a dance studio. The building is not located in a conservation area and is not subject to any other designations.



Image of front elevation of Raine House

Proposal

- 4.3. The works of refurbishment to the community centre include the following:

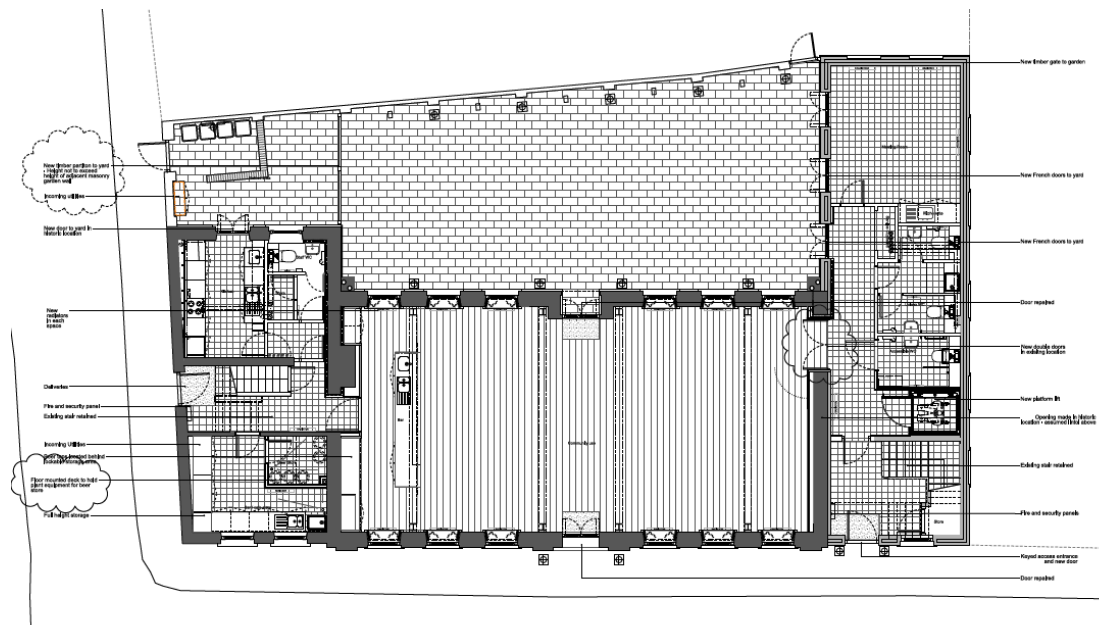
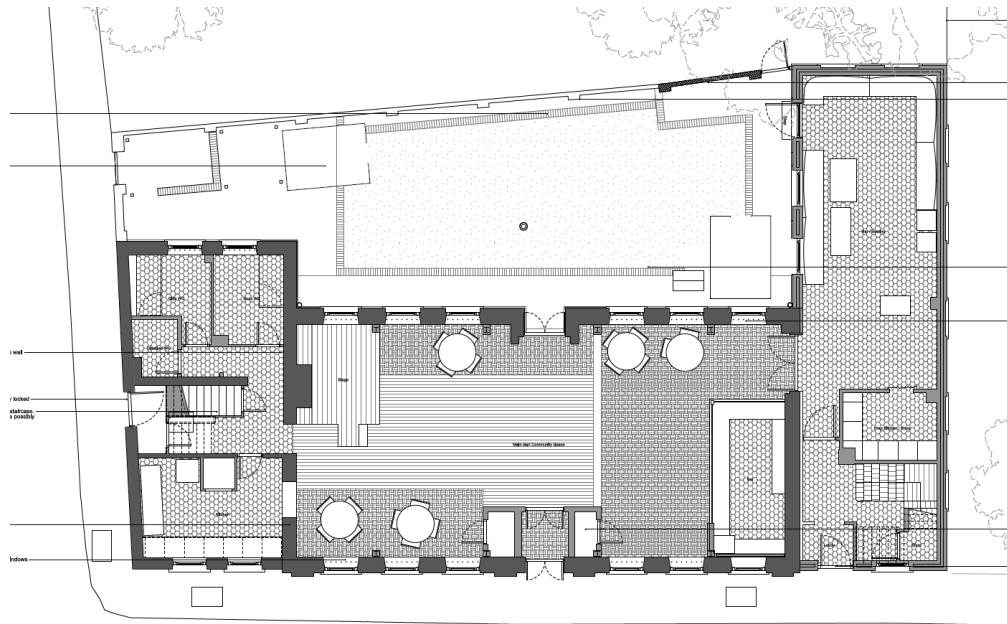
External

- Replacement doors, including two sets of French doors to the rear yard, a new door to the front elevation and the creation of a new doorway opening in a historic location to the rear.
- The repair and refurbishment of all existing windows.
- Replacement roof tiles to match where necessary.
- The reinstatement of an original chimney in brick.
- New felt roof and extract ventilation
- New timber refuse enclosure.

Internal

- The refurbishment of the main club room area, including the removal of the existing bar and the construction of a replacement bar.
- The installation of a platform lift connecting the floors.
- New radiators and service runs throughout
- The removal of existing internal partitions to the 1st floor.
- New sprung floors to the 1st floor studios.

- 4.4. Amended plans have deleted from the scheme various aspects originally proposed, including three rooflights intended for the front elevation, the creation of a corridor around the northern side of the 1st floor studio and a proposal to relocate a doorway connecting the west wing to the main part of the building.



5 RELEVANT PLANNING HISTORY

5.1 None.

6. POLICY FRAMEWORK

- 6.1 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:

6.2 Government Planning Policy

National Planning Policy Framework 2018
Planning Practice Guidance

6.3 London Plan (MALP 2016)

- 7.4 Local character
- 7.6 Architecture
- 7.8 Heritage assets and archaeology

6.4 Tower Hamlets Core Strategy 2010

- SP02 - Urban living for everyone
- SP10 - Creating Distinct and Durable Places
- SP12 - Delivering placemaking

6.5 Managing Development Document 2013

- DM23 - Streets and the public realm
- DM24 - Place-sensitive design
- DM25 - Amenity
- DM27 - Heritage and the historic environment

6.6. Tower Hamlets Community Plan objectives

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

- 6.7. 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.

- 6.8 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.

- 6.9 The Council are in the process of finalising the new Local Plan which, once adopted, will be the key strategic document to guide and manage development in the borough until 2031.

- 6.10 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.

7. CONSULTATION

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

External Consultees

Historic England

- 7.2 Historic England has considered the information received and do not wish to offer any further comment on this occasion.

Internal Consultees

LBTH Conservation and Design Officer

- 7.3. Amended plans have addressed all concerns raised, except that which could be dealt with in the conditions set out above.

8. LOCAL CONSULTATION

- 8.1 A total of 203 planning notification letters were sent to nearby properties as detailed on the attached site plan. Site notices were erected on A site notice was erected on 19/07/2018 and a press notice was advertised on 26/06/2018. 25 letters of objection have been received, these have been summarised below:

- The existing bar should stay where it is.
- The bar has been a focal point for the Wapping Community for 45 years to meet and socialise. To take this away would be very upsetting.
- The size of the bar is insufficient and the kitchen is too small.
- It is a brilliant bar and is run by good people.
- The refurbishment has not been discussed with current users.
- Tea bar not needed. Previous one years ago was not successful.
- Generations have been coming to this club for years. As they have aged, it has become even more important in their lives.
- The social club would become a white elephant like Christian Street.
- The refurbishment is a waste of money.
- Raines House is one of the last East End Community Centre social clubs left.
- The men like to stand at the existing bar with their pints.

- The club is used by a lot of OAPs. They have supported Raines Club for 45 years and would be lost without it.

9. MATERIAL PLANNING CONSIDERATIONS

- 9.1. The main issue for Members' to consider is whether the proposed works are appropriate in this respect of their impact on the character and special interest of the Grade II* Listed Building.

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

- 9.2. 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.
- 9.3. 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.
- 9.4. External works: As amended, changes to the exterior of the building would be very limited in scope. The new door to the rear of the school master's houses is considered acceptable as the applicant has demonstrated that it would replace a door opening that was in this location historically. The replacement door to the front elevation of the modern (western) wing would be of a suitable design and appear visually subordinate to the main entrance to Raine House.
- 9.5. The repairs and refurbishment of the windows and roof are welcomed subject to the retention of as much of the original slate roofing as possible. This would be secured by condition. The reinstatement of the previously existing chimney and the rooftop extraction equipment are considered acceptable. As the height of the timber enclosure to the refuse store would be below that of the boundary wall, it is not considered that there would be any harm to the setting of the Listed Building from this feature.
- 9.6. Internal works: The proposed removal of modern additions from the main building, including the bar, the stage, the second set of entrance doors and cupboards and the partitions at 1st floor level is acceptable as these do not contribute to the significance of the listed building.
- 9.7. This also applies to the internal works to the School Master's House (eastern wing), with the rationalisation of partitions and improved legibility of the original plan form allowing a greater appreciation of its historic character.
- 9.8. The proposed internal alterations to the western wing are considered acceptable in principle as this part of the building is not historic and will have no impact on the original plan form of the building. This wing is considered an appropriate location for the new platform lift as no historic fabric would be affected.

- 9.10. Overall, it is considered that the works would have a positive impact on the character of the Grade II* listed building. In line with s66 of the Planning (Listed Building and Conservation Areas) Act the development preserves the special architectural interest of the listed building, according with the aforementioned planning policies.

Response to objections

- 9.11. There has been a great deal of interest in the proposed works from existing users of the hall. A particular concern raised in the impact of the works on the main hall, with the existing bar removed and a new one constructed at the opposite end of the space.
- 9.12. These concerns are noted, and it is acknowledged that there will be different views on the appearance of the main hall. However, since the use of the building would be retained as existing, and the alterations serve to preserve the historic character and special interest of the building, it is not considered that an objection to the revised layout of the hall, or the size or location of the bar, could be sustained in planning terms.

10.0 Human Rights 1998

- 10.1 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:
- 10.2 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 of Human Rights 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".
- 10.3 This report has outlined the consultation that has been undertaken on the planning application and the opportunities for people to make representations to the Council as local planning authority.

- 10.4 Members need to satisfy themselves that the potential adverse amenity impacts are acceptable and that any potential interference with Article 8 rights will be legitimate and justified. 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. Members must therefore carefully consider the balance to be struck between individual rights and the wider public interest.
- 10.5 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.

11.0 Equality Act 2010

- 11.1 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, gender 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.
- 11.2 It is considered the proposed development would not conflict with any of the above considerations. In particular, the installation of a platform lift would improve disabled access to the premises.

12 CONCLUSION

- 12.1 The works are considered to preserve the special historical and architectural character and appearance of the Grade II* Listed Building. As such, the works 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.
- 12.2 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 in the EXECUTIVE SUMMARY and MATERIAL PLANNING CONSIDERATIONS sections as set out in the RECOMMENDATION at the beginning of this report.

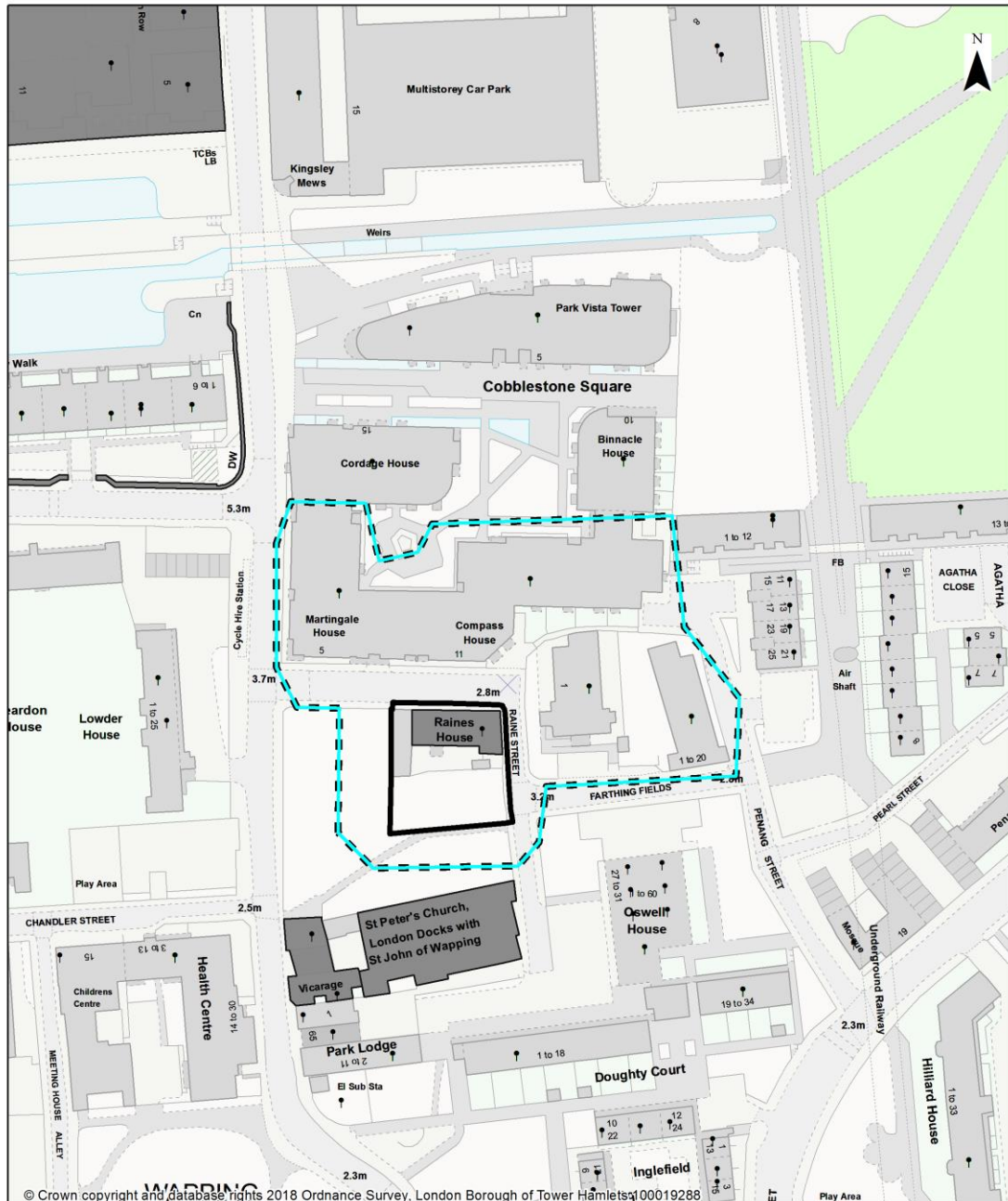


Current view of the main hall's interior.



Visualisation of the proposed hall interior and bar.

Appendix 1 SITE MAP



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

Scale @ 1:1,147
10 5 0 10 20 30 Meters

Planning Application Site Map PA/18/01477

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



GIS for
Place Directorate
LONDON BOROUGH OF TOWER HAMLETS
Date: 13/08/2018

