



Application for Planning Permission and [Listed Building Consent](#)

Reference	PA/24/00184 – Full Planning Permission PA/24/00187 – Listed Building Consent
Site	Former London Chest Hospital, Bonner Road, London, E2 9JX
Ward	Bethnal Green East
Proposal	<p>Planning permission for demolition of all existing buildings and structures on site (excluding main hospital building, South Wing and Sanitation Tower) and to redevelop the site to provide residential dwellings (Use Class C3) and flexible commercial and community floorspace (Use Class E(b) / F2(b)) within a converted and extended hospital building and five new buildings ranging from five (5) to nine (9) storeys, with associated works to built heritage, selected removal of TPO trees, plus new tree planting and landscaping works including new shelter surrounding Mulberry Tree (T82), the provision of disabled car parking spaces, cycle parking, refuse storage, mechanical plant and other works incidental to the development, and a Transport for London bus driver facility. The application is accompanied by an Environmental Statement.</p> <p><i>and</i></p> <p>Listed Building Consent for works to the main hospital building and Sanitary Tower including: demolition of extensions to the rear of the main building, construction of extension across the rear of main building, retention and repair of the front of the main roof, including repairing (or replacing in replica where repair is not feasible) the existing chimneys and roof lanterns, the introduction of new roof dormers, alterations to the building including the removal and replacement of windows, various internal alterations, and associated works of repair across main building; works to the South Wing including the retention and repair of the front of the roof, a comprehensive repair of both roof slopes at the gable end, the removal of the external fire stair from the gable elevation, and various internal alterations, and associated works of repair across the South Wing; the demolition of all other buildings on site; repair and reinstatement of the gas lamp; and works to boundary features.</p>
Summary Recommendation	Grant planning permission and listed building consent with conditions and planning obligations

Applicant	Latimer by Clarion Housing Group
Architect/agent	Architect: Allford Hall Monaghan Morris Agent: hgh Consulting
Case Officer	Nicholas Jehan
Key dates	- Application registered as valid on 06 February 2024 - Public consultation (including Environmental Impact Assessment) finished on 22 March 2024

EXECUTIVE SUMMARY

The applications together seek full planning permission and listed building consent for a comprehensive redevelopment of the vacant London Chest Hospital site. The proposals seek to provide 274 new homes 50% of which, by habitable room, will be delivered as affordable housing, resulting in 76 new Social Rented homes. A modest flexible commercial and community facility will also be provided within the South Wing of the retained hospital building.

The redevelopment of the site will involve the demolition of the majority of the existing buildings on the site retaining only the Grade II Listed elements of the main hospital building, being the main hospital range and south wing. The rear of the hospital building will be extended and five new-build Buildings will be constructed to deliver the new homes. The heights of all buildings will range from 5 storeys at their lowest to 9 storeys at their highest. The tallest element of the new-build Buildings is located towards the northern-most corner of the site adjacent to the entrance to Victoria Park.

The proposed architecture is of very high design quality and draws inspiration from various aspects of the site's history and the surrounding area. The layout of the scheme results in the creation of high quality publicly accessible open spaces including a new square on St James's Avenue, reinstatement of the formal lawn in front of the hospital as a public lawn and bringing the Veteran Mulberry Tree into public enjoyment through dedicated landscaping. Two new pedestrian friendly routes through the site running east-west will also be introduced increasing the permeability of the area generally.

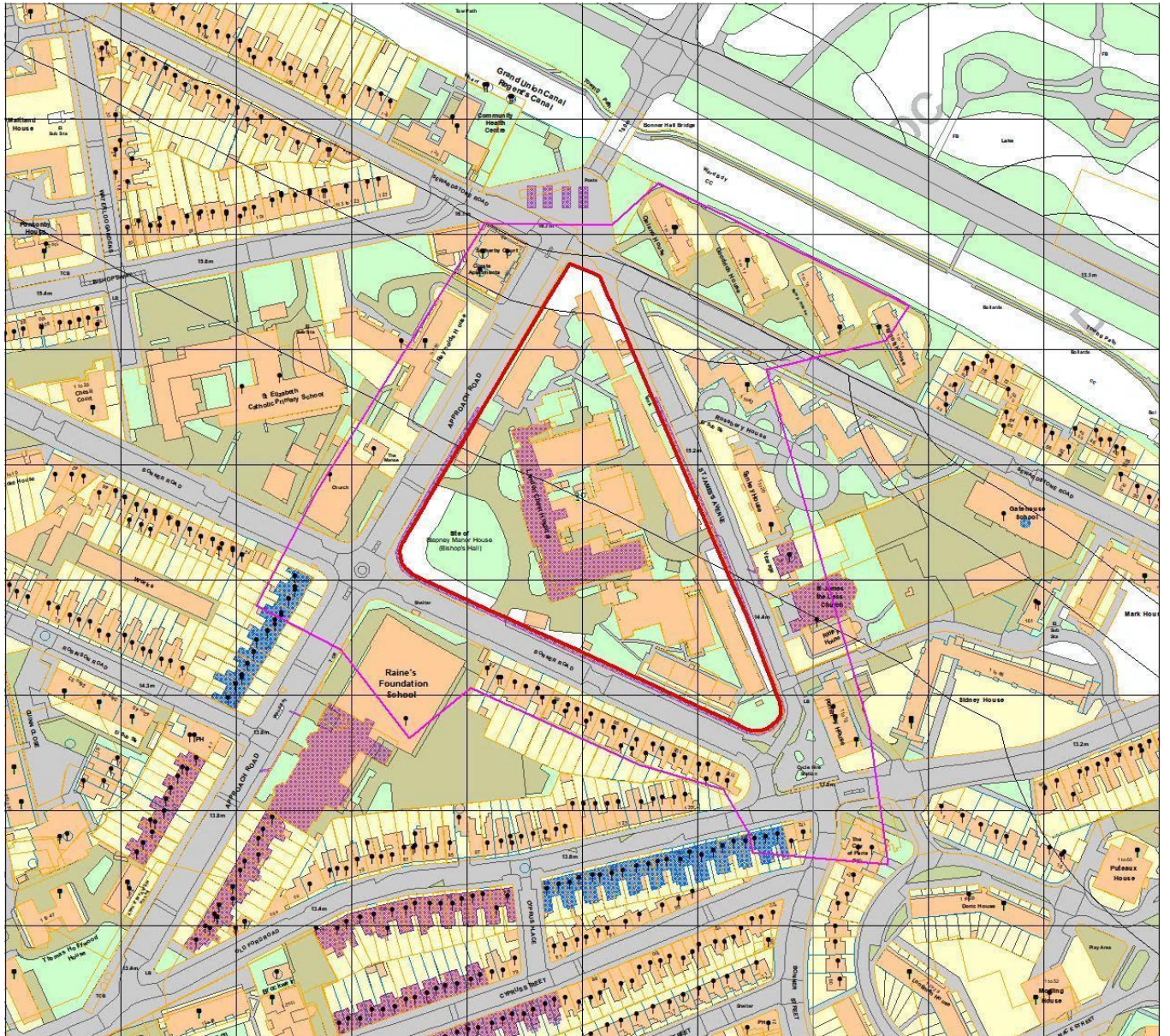
The proposal would have an acceptable impact on neighbouring residential amenity. The development would provide policy compliant cycle storage wheelchair accessible parking; and would meet Council policy on net zero carbon and biodiversity net gain.

The proposed scheme would result in a low-to-mid degree of less than substantial harm to the setting and significance of the Grade II Listed hospital building, given the rebuilding of the roof structure and new-build extension to the rear as well as the proximity and scale of the other new-build Buildings on the site and within the curtilage of the listed building. There will also be similar levels of harm to neighbour heritage assets and the Victoria Park Conservation Area.

Officers are of the opinion that the significant public benefits presented by the scheme would outweigh the harm to heritage assets in line with paragraph 208 of the NPPF.

This application has been considered against the development plan policies within the Tower Hamlets Local Plan 2031 (January 2020) and London Plan (2021); and against the National Planning Policy Framework and all other material considerations.

Officers recommend the proposed development be granted planning permission, subject to conditions and financial and non-financial obligations.



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- Planning Application Site Boundary
- Other Planning Applications
- Consultation Area
- ↑ Land Parcel Address Point
- Locally Listed Buildings
- Statutory Listed Buildings

**Planning Applications Site Map
PA/24/00184**

This site map displays the Planning Application Site Boundary and the extent of the area within which neighbouring occupiers / owners were consulted as part of the Planning Application Process



Scale : 50m grid squares

Date: 08 July 2024

Figure 1 – Consultation map

1. SITE AND SURROUNDINGS

- 1.1 The application site lies in the north of the Borough just to the southwest of Victoria Park. The site is triangular in shape, bound by Approach Road, St James' Avenue and Bonner Road. The site measures approximately 1.61 hectares.
- 1.2 The site was previously home to the London Chest Hospital until it was vacated by the Barts Health NHS Trust in April 2015 when the services provided by the hospital were transferred to St Bartholomew's Hospital in the City of London.



Figure 2 – Bird's eye view of site

- 1.3 The site comprises the main hospital building, first built in 1855, along with historic additions to this building including the South Wing (1865) and the Sanitation Tower (1892). There are also a number of post-war additions to the site including the existing north wing to the hospital building. This replaced the historic north wing which suffered extensive bomb damage during the blitz. Further twentieth century buildings on the site include a separate building of nurses' accommodation to the east of the site set towards St James's Avenue and various piecemeal buildings which accommodated administrative and ancillary functions of the hospital site whilst it was in operation. The site is contained within Victorian iron railings with ornate entrance gates.

- 1.4 The Main Hospital Building, South Wing and Sanitary Tower, together with the Victorian gas lamp, dwarf wall, iron railings and entrance gate were statutorily listed at Grade II on 18th April 2016.

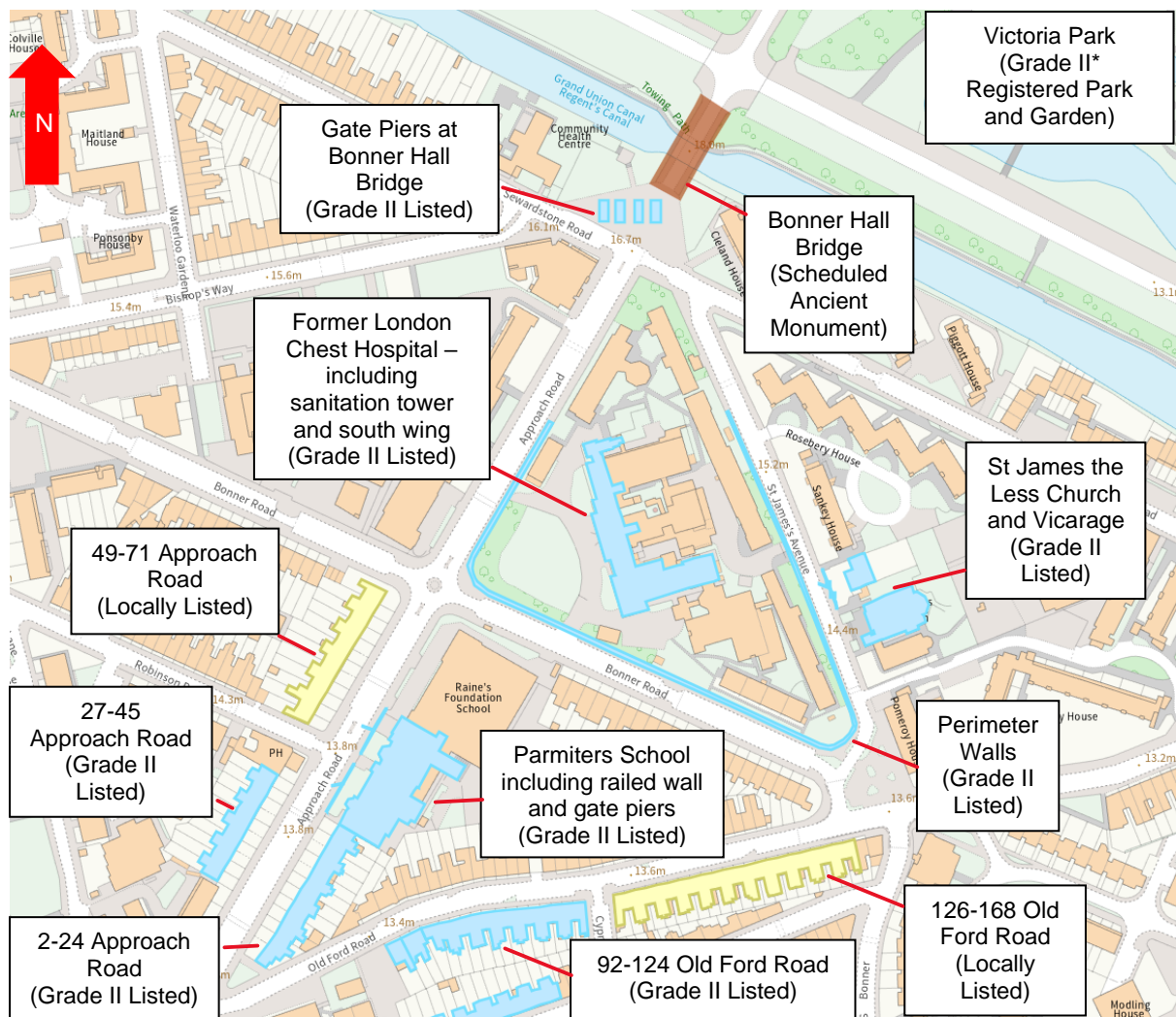


Figure 3 – Map of heritage assets

- 1.5 To the east of the site, on the eastern side of St James' Avenue, lies the Church of St. James the Less and the St James Vicarage, both of which are Grade II listed along with the railings at the street frontage. To the north of the site, the Bonner Bridge which passes over the Regent's Canal is a Scheduled Ancient Monument whilst the Bridge's Gate Piers are Grade II listed. There are also a number of other Statutorily and Locally listed buildings in proximity to the Site. The site and its immediate surrounds lie within the Victoria Park Conservation Area. Victoria Park is, itself, a registered park and garden at Grade II*.
- 1.6 The site has a strong green perimeter with a number of structural trees and large mature trees close to the boundary of the site. A total of 54 trees within the site are subject to a site wide Tree Preservation Order dating back to 1973, but which was recently renewed by an order made on 20 February 2024 and is currently awaiting confirmation by common seal of the Council to correctly reflect the position and species of those trees on site which are suitable for protection via that order.
- 1.7 Vehicle access to the hospital site was previously from Approach Road, Bonner Road and St James's Avenue. The site is highly accessible and with the majority of the site benefiting from a Public Transport Accessibility Level (PTAL) rating of 5 / 6a (6b being the highest accessibility rating) with a small section of land towards the northern end of the site having a PTAL rating of 3.

- 1.8 The surrounding townscape predominantly comprises three to six storey buildings which include the Raines Foundation School, Victorian terraces along Bonner Road, the Park View Estate dating from the 1950's and the Bethnal Green Methodist Church.
- 1.9 The site is located in the St James's Cemetery and Bonner Manor Archaeological Priority Area. Both the Regents Canal and Victoria Park to the north of the site are Sites of Importance for Nature Conservation.
- 1.10 The site has no other relevant policy designations but is located adjacent to the Old Ford Road Neighbourhood Parade at the southern corner of the site and very small areas of the northern and southernmost corners of the site are within designated areas of substandard air quality.

2. PROPOSAL

- 2.1 The application seeks a comprehensive re-development of the site which would see all of the buildings except for the Main Hospital Range, South Wing and Sanitation Tower demolished to make way for a number of new buildings on site providing 274 new homes across the site as well as a modest commercial/community facility at ground floor level of the South Wing.
- 2.2 The main hospital building, and other listed elements would be sensitively restored, repaired and retrofitted to provide 54 new homes within the historic elements of the building, as well as within a new-build extension to the rear of the building overlooking a new courtyard amenity space. New dormers would be installed in the roof, the front section of which would itself be retained and repaired. The historic verandas at the southern end of the main hospital range will be restored and reopened to provide large private amenity spaces for the proposed new homes.
- 2.3 The remaining 220 new homes would be provided across 5 new buildings built throughout the site. These buildings would range in height from 5 to 9 storeys, albeit only one of the 5 buildings would be above 7 storeys in height. 121 new affordable homes will be provided across the site, being 50% of the new homes measured by habitable room. 76 of those affordable homes will be provided as social rented units, representing 70% of the overall affordable housing provision by habitable room, with the other 45 homes being provided as shared ownership. The social rented homes will be located across two buildings at the southern end of the site. The intermediate/shared ownership homes will be located within Buildings C and D which would be the two new buildings which form the other walls of the new internal courtyard behind the main hospital building. The tallest element standing at just over 30m and 9 storeys would be Building E which is located in the northernmost corner of the site adjacent to the entrance to Victoria Park.
- 2.4 The proposals also seek a wide-ranging landscape scheme which will see the site opened up to the general public 24 hours a day, save for the internal courtyard which is proposed to be shut to the public from dusk-dawn each day, but would still be available to all residents of the site during those hours. The development would result in the removal of 21no. individual trees and 2no. groups of trees, 9no. of which trees are protected by the existing Tree Preservation Order. The Veteran Black Mulberry Tree which is present on the site will be retained in situ and would benefit from specific landscaping and protection measures to ensure that the tree can be enjoyed by the general public for years to come. The loss of trees will be mitigated by the planting of 51 new trees around the site.
- 2.5 The proposed development and the evolution of the design are described in detail within the applicant's Design and Access Statement.

3. RELEVANT PLANNING HISTORY

- 3.1 The site is subject to an extensive planning history with the below applications highlighted as being of particular relevance to the present application. Some applications of relevance from neighbouring or nearby sites have also been highlighted. It should be noted that there have been numerous applications submitted to undertake works to trees on the site which are either covered by the TPO or because the site is located within a conservation area. These have not been included in the list as they are of no relevance to the consideration of the present application.

On Site

- 3.2 PA/16/03342/A1

Planning permission for demolition of all existing buildings on-site (excluding main hospital building and sanitation tower) to redevelop the site to provide 291 residential units (Use Class C3) and 428sqm non-residential institution space (Use Class D1) with the new residential units located within an enlarged main hospital building and within the erection of three new buildings rising to a maximum of 8 storeys with associated works to built heritage, selected removal of TPO trees, plus new tree planting and landscaping works, provision of 9 disabled car parking spaces and other works incidental to the development.

Initially Granted Permission on 9 October 2020 but that permission was eventually quashed by the High Court on 21 May 2021 following a judicial review.

- 3.3 PA/16/03343/NC

Listed Building Consent for works to main hospital building including: demolition of south wing and other extensions to the rear of the main building, extension across the rear of main building, removal of existing roof structure to the main building and erection of new roof, including removal and replacement of existing chimneys to roof, removal and replacement of roof dormers, alterations to the building including the removal and replacement of all windows, various internal alterations, and associated works of repair across main building; demolition of all other ancillary buildings on site; and repair and reinstatement placement where necessary of site boundary railings.

Initially Granted Consent on 9 October 2020 but that consent was eventually quashed by the High Court on 21 May 2021 following a judicial review.

- 3.4 PA/23/00669/NC

Works to x1 Mulberry Tree (T82) - replace the existing rudimentary support measures, with three bespoke steel supports.

Granted consent for works related to a Tree Preservation order on 10 May 2023.

Off Site

- 3.5 PA/10/01072, PA/10/01073 and PA/10/01229 – Raines Foundation School

Full Planning Permission, Listed Building Consent and Conservation Area Consent for the demolition of side and rear extensions of existing building and redevelopment by the erection of a 2-4 storey rear with basement and side new build construction to Approach and Bonner Roads comprising educational floorspace, including removal of 4 trees.

Permitted 27 August 2010.

- 3.6 PA/08/00153, PA/11/01592 – Sotherby Lodge

Demolition of the existing 3 storey building. Erection of a part 5, part 6 storey building to provide 40 flats (15 x one bedroom, 16 x two bedroom and 9 x three bedroom).

Initially permitted 18 September 2008 and re-permitted on 30 March 2012.

- 3.7 PA/24/00649 – Sotherby Lodge

Replacement of the combustible timber and composite panel cladding on existing building with non-combustible brick slip system cladding.

Permitted 8 July 2024

3.8 PA/24/00310 – Sotherby Lodge

External re-cladding of the existing building and proposed two storey roof extension providing 9x residential dwellings; including reconfiguration of existing balconies, cycle and bin stores, new landscaping and boundary treatment, and excavation of new basement area for water tanks (accessible only for maintenance via a manhole and ladder).

Refused 8 July 2024

3.9 PA/22/01261 – St James the Less Church

Proposed Change of use of Church Hall (F.1) to mixed use of Class E(c)(ii) (Commercial, Business and Service - professional services) for the provision of Daycare and Training of Dogs and Class F.2 (Local Community)

Refused 3 March 2023. Reason for refusal, amongst others:

The proposal failed to provide compelling justification for the loss of existing community facility proposed with the application. The proposal failed to accord with policy D.CF2 in the Local Plan and was therefore non-compliant in land use terms. This planning policy seeks to protect, maintain and enhance existing community facilities in the borough.

4. PUBLICITY AND ENGAGEMENT

- 4.1 The applicant undertook extensive pre-application engagement with the Council, including consultation with local residents, ward councillors and other relevant stakeholders, as well as presentation at the Council's Quality Review Panel (QRP). The Statement of Community Involvement submitted with the planning application provides a more detailed summary of the consultation to date and ongoing engagement in the future. The engagement was primarily undertaken over two phases, one at a very early stage of the design development and one with more detailed designs prior to submission. Letters were sent out to properties, public exhibitions took place, as well as an online exhibition, social media and other online methods of engagement were used and meetings were held with the ward councillor and lead member for Regeneration, Inclusive Development and Housebuilding.
- 4.2 A total of 310 neighbour notification letters were issued to nearby addresses as identified in the plan in Figure 1 of this report. Site notices were placed on each of the three corners of the site and an advert was placed in the local press.
- 4.3 A total of 176 representations were received, predominantly from residents in nearby estates, particularly the Parkview Estate immediately to the east and north east of the site, residential buildings, notably Sotherby Court to the west of the site in the north corner, and other nearby residential buildings on surrounding streets.
- 4.4 6 representations were in support of the application citing the following reasons:
- *The site has been derelict, unused, and inaccessible for a long period of time, so its redevelopment will improve the area*
 - *The proposal will deliver more homes in the borough, including affordable homes*
 - *The inclusion of market housing in the proposal will bring diversity to the borough*
 - *The development of the site will increase economic activity in the area*
 - *The proposal includes the retention of listed buildings and the protected mulberry tree*
 - *New public spaces will be provided and opening the site will improve connectivity through the area*
 - *The new homes will be energy efficient*
 - *Development of accessible sites like this supports the need for high quality homes*
 - *Right balance of development and provision of affordable housing*
- 4.5 A total of 168 representations in objection to the proposals presented by the two applications were received (85 of which were in the form of an identical letter but signed individually by various residents). These representations were from neighbouring residents including letters directly from the Park View Residents Association. The following material planning issues were raised.
- *The proposal presents an overconcentration of residential units for the site, it would be much more densely populated than neighbouring residential buildings and estates and make the area untenably busy*
 - *The amount of commercial space provided in the development is negligible*
 - *No affordable housing would be provided*
 - *No social housing would be provided*
 - *The 50% affordable housing target would not be met*
 - *The definition of 'affordable housing' (80% of market rate) is not truly affordable for local people*
 - *Inappropriate massing with the tall buildings proposed being out of scale for their local context and would negatively impact the existing townscape, conservation area and overshadow the park entrance*
 - *Building E is too tall, twice the height of its neighbouring buildings.*
 - *The proposals do not comply with the Local Plan's tall building policy*
 - *The trees surrounding the site are not sufficiently tall to obscure the tall buildings and massing of the proposal and in winter, without tree cover, the visibility will be even more prominent*

- *The tall buildings will set a precedent for more tall buildings in the area*
- *The proposal fails to preserve or enhance the conservation area, particularly the low-rise Victorian and open, green character*
- *Views to and from Victoria Park will be negatively affected*
- *The setting of Bonner Gate, Pennethorne Square and Bonner Bridge, all designated heritage assets, will be negatively affected*
- *The dense development of the site diminishes the significance of the listed former Chest Hospital building*
- *The proposed buildings will block light to the main window of St. James the Less Church*
- *The loss of trees proposed disrupts the legibility of St. James Street as a tree-lined avenue which is essential to the character of the conservation area*
- *The proposed buildings have no design reference to Victoria Park*
- *Potential archaeological remains under the site would be lost during the digging of foundations, the site could potentially contain Bishop Bonner's palace or a Roman settlement*
- *Views from existing neighbouring buildings will be blocked*
- *The proposed accommodation will be of a poor quality*
- *38% of proposed homes will have inadequate ventilation and poor light levels*
- *30% of new homes do not meet median luminance target*
- *Window to window distance between new Buildings is less than 12m in many cases (contrary to Mayo's Housing SPG)*
- *35% of Buildings A,C,D,F are more than 30m from a waste store (contrary to LBTH Waste SPD)*
- *Single aspect residential units without adequate ventilation will require active cooling increasing energy demands of building*
- *The proposal involves the loss of 22 trees, including 8 with TPO*
- *Loss of trees will impact look and feel of the area forever*
- *Local microclimate and air quality will be adversely impacted by the loss of trees*
- *Tall buildings on site will block light to surrounding trees and vegetation*
- *Avian flight paths will be impacted by tall buildings*
- *Loss of trees on site will diminish the value of the site as a wildlife travel passage from Victoria Park to Museum Gardens and impact other ecology*
- *Concerns about the methodology for carrying out the daylight and sunlight impact assessment*
- *Many neighbouring buildings will lose daylight and sunlight which will impact the health and wellbeing of residents with some losses over 20% according to the report produced*
- *Loss of light and the following buildings cited: Cleland House, Good Rich House, Rosebery House, Pomeroy House, Vicarage House, Sankey House, Goodrich House, Kemp and Piggot House, Sabi Court, Park View Estate, 327 to 329 Morville Street, basement flats on Bonner Road*
- *Many of the neighbouring properties assessed in the submitted Daylight and Sunlight Report have combined their kitchen and living space, but the assessment doesn't reference this and acknowledge the 'habitable space'*
- *Increased opportunities for overlooking into neighbouring properties resulting in a lack of privacy*
- *Overshadowing of neighbouring properties results in less passive heating from the sun*
- *The demolition and construction phases of the development will be harmful to peace and wellbeing to surrounding residents*
- *The development will put a strain on the local transport network (Sewardstone Road is already heavily trafficked as it is a cut through to A12, presence of Gatehouse School also generates a lot of traffic in peak hours)*
- *In spite of the proposed development being 'car-free' there is nothing to stop new residents buying cars and parking them on-street*
- *Bethnal Green underground station is already at capacity during peak times, and the additional residents from the proposed development will worsen the situation*

- *Delivery, servicing and waste collection trips associated with the development will increase traffic on local surrounding roads*
- *The additional residents from the development will strain the already limited social infrastructure (nurseries, schools, GPs, dentists)*
- *Local residents should have access to any new amenities included in the new development (e.g. gym)*
- *Misleading CGI imagery*
- *Potential to set a precedent for further development*
- *There are potential other uses which would be more appropriate*
- *Increased pollution*
- *Noise disturbance at night*

4.6 Additionally, the following issues were raised which do not constitute material planning considerations.

- *Excavation of foundations for new buildings could cause subsidence of surrounding buildings*
- *Inadequate level of consultation with local residents in area*
- *Late notification of proposals from Clarion*
- *Public consultation by Clarion done within Ramadan*
- *Clarion consultation only done in English and didn't accommodate speakers of other languages*
- *A neighbourhood consultation event could have been held at a community hall close to the site, of which there are 2*
- *Parkview Residents Association were not consulted*
- *Clarion have a track record of neglecting resident welfare evidenced by deficiencies in ventilation, lighting and housing affordability.*
- *Market properties will be used as buy to rent pricing local people out of the area*
- *The development should prompt a reconsideration of policies relating to mansard roof developments on single dwellinghouses and a re-appraisal of conservation area guidelines*
- *Right to light concerns*

4.7 It is also noted that there is a petition on the website change.org which was started by the Parkview Residents Association Secretary and has 799 signatures at the time of publication of this report. The petition has not been presented to the LPA but officers were made aware of it during the course of the application. It is not clear how many of the signatories to the petition are Tower Hamlets residents as only names are included. The petition calls on the council to:

- Reduce the height of the proposed new Buildings to 3-5 storeys
- Require the developer to change the proposal so that the current levels of daylight and sunlight are maintained for the benefit of the surrounding flats and houses.
- Respect the stipulations of the Victoria Park Conservation Area
- Require the standard of new homes to be improved in terms of light levels and ventilation.
- Provide genuinely affordable housing for local people including social housing.

4.8 A link to the petition can be found here:

<https://www.change.org/p/london-chest-hospital-and-sotherby-lodge-development>

4.9 The Parkview Residents Association submitted two documents accompanied by a further objection letter the business day before publication of this report. The first is a letter from a daylight/sunlight consultant addressing concerns with the submitted daylight, sunlight and overshadowing report and the second being an overshadowing study prepared by an architecture firm. Both of these reports have been passed to the applicant and the LPA's appointed daylight/sunlight consultant for further review and comment which will be further addressed in an update report prior to the committee meeting.

5. CONSULTATION RESPONSES

5.1 Below is a summary of the consultation responses received from both internal and external consultees.

5.2 It should be noted that whilst the below provides a summary of the responses received, officers have had regard to the full submissions when assessing the proposed development.

External Consultees

Active Travel England

No comments to make.

Canal and Rivers Trust

The C&RT highlighted potential impacts to the Regent's Canal to the north of the site including potential overshadowing and increased usage of the canal by the additional local residents and visitors. Securing of a contribution towards towpath improvements was requested.

City of London

No comments to make.

Environment Agency

No comments to make.

Gardens Trust

No response received

Greater London Authority

Land Use Principles: The relocation and reprovision of the healthcare services was considered acceptable under the previous scheme. However, GLA officers seek reconfirmation from the Council that the proposal meets policy requirements on replacement social infrastructure. The delivery of 274 residential units on a brownfield site positively responds to local and strategic housing targets. The provision of the bus drivers' facility positively responds to strategic transport policies.

Affordable Housing: The proposal delivers 121 affordable housing units (50% by habitable room) with a tenure split of 72.6% social rent / 27.4% shared ownership. This could follow the Fast Track Route, subject to confirmation it will be delivered without public subsidy and meets other relevant policy requirements. The quantum of affordable housing, an early-stage implementation review, suitable affordability and eligibility criteria for affordable housing products must be secured in the legal agreement, for review prior to Stage II.

Heritage: The proposal will result in less than substantial harm to both direct (on-site) and indirect (nearby) heritage assets, between a very low to middle level. GLA officers have recommended conditions and obligations to minimise and mitigate this harm. There are heritage and public benefits associated with the scheme, including the restoration of the Grade II at Risk building for longevity and public realm access. However, a balancing exercise will be undertaken at Stage II once the full benefits package is clear and secured.

Other issues on urban design, fire safety, transport, sustainable development and environmental matters also require resolution prior to the Mayor's decision making stage.

Health and Safety Executive (Gateway One)

The fire safety measures meet the requirements for Gateway One.

Historic England – Archaeology

No objection subject to securing conditions relating archaeological and historic building investigations and public engagement

Historic England

Historic England welcomes these revised plans for the former London Chest Hospital which we consider to be a considerable improvement on the previous scheme for the site and would address the conservation needs of this vulnerable listed building. We are particularly pleased to see the retention of the south wing and more sensitive approach overall. We do still consider that some harm would arise from the scale and massing of the new buildings, and the loss of the former Nurses Accommodation Building which should be taken into account in determining the applications.

We consider that some 'less than substantial' harm would arise from the loss of the Edwardian Nurses Accommodation and from the scale of development within the wider site.

The NPPF requires harm to be weighed against the public benefits of a proposal by decision makers (NPPF Para 208) which can include heritage benefits (PPG, Para 020). We consider there to be many opportunities to deliver heritage benefits through the removal of later accretions, and the revealing of the historic plan form, room proportions, and concealed features.

London Borough of Hackney

No response received

London Fire & Emergency Planning Authority

The London Fire Brigade raised various concerns about various detailed aspects of the construction and layouts.

[OFFICER NOTE: The comments raised by the LFB raised no immediate concerns and primarily relate to building regulations which will be dealt with at the next detailed design stage, and are outside of the remit of fire safety for planning purposes. A response has been provided by the applicant confirming this.]

Marine Management Organisation

No comments to make.

Metropolitan Police – Crime Prevention

No objection. Standard secure by design condition requested.

National Amenities Societies

Victorian Society

The London Chest Hospital was constructed between 1851-5 to address the need for a place of treatment for respiratory disease (at the time these were thought to be particularly contagious and patients were often turned away from other hospitals). An architectural competition was held for the design of the hospital, which was envisaged to be 'as far as possible a model of its kind'. The competition was awarded to F. W. Ordish, who unusually took the 17th century as his inspiration, and the finished building displays a debt to the hospital buildings of Robert Hooke and Sir Christopher Wren, as well as the domestic architecture of Sir Roger Pratt. This makes the historic hospital building almost unique for the period in terms of its architectural style, particularly in use for a hospital building.

During the 20th century the building was extended, a nurse's accommodation building was constructed east of the main building, and the central tower was altered from its original form, yet evidence shows that this was not the result of bomb damage during WW2.

The Victorian Society raised serious concerns when consulted on previous applications for this site. Yet we recognise the improvements that have been made in the current proposal.

The greater respect for the historic fabric of the hospital building, and increased amount of open space between the new development is welcomed.

However there is room for further improvement. We welcome the retention and repair of the tower structure, yet there could be further enhancement to the building's significance if the tower was restored to its original form, as can be seen in historic photographs. The original tower was the crowning feature of the hospital and made it a landmark, proclaiming the donors' pride in providing much needed medical provision.

Considering that the original tower is deemed capable of restoration rather than reconstruction, we urge the applicant to pursue the restoration of the original form of the tower in its entirety. The continued proposed demolition of the historic nurse's accommodation building would harm the historic legibility of the hospital site. However, we understand that this building has been significantly altered, and we can accept its demolition.

Yet, the proposed buildings interact poorly with St James Avenue, and unlike the existing buildings do not follow the line of the road, forming a dissatisfactory boundary for the hospital site. If the new development followed the line of the road this would help preserve the character of St James Avenue, and therefore the Victoria Park Conservation Area.

Furthermore, this would in turn create more interesting open spaces within the site. The NPPF makes clear the desirability of sustaining and enhancing the significance of heritage assets, and states: '212. Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance.' There are opportunities for the applicant to enhance the significance of the heritage asset further and we recommend these are pursued.

National Grid

Cadent Gas

No objection subject to inclusion of informative.

Natural England

No objection.

NHS North East London

No comments received.

Thames Water

No comments received.

[OFFICER NOTE: whilst no comments were received from Thames Water, officers have included a piling method statement condition which is standard for this scale of scheme in order to protect below ground Thames Water assets.

Tower Hamlets Quality Review Panel (QRP)

The QRP were presented the scheme on three occasions, first in April 2023 and again in September 2023 prior to submission of the application where a full panel was presented with the proposals. There was then a third Chair's Workshop QRP in May 2024 following submission of the application in order to obtain the panels support for amendments that had been made following the final pre-application QRP session.

Initial Meeting

Overall, the panel stressed that they were incredibly supportive and excited by what is being proposed. They praised the applicant team for an excellent presentation and high quality scheme. They stressed that they hoped that their comments would help strengthen the proposals moving forward and help to develop improvements with key areas of focus being:

- Further consideration of movement to and across the site;
- The creation of a hierarchy of spaces across the site focusing on where areas of private, semi-public and public spaces are located;
- Further consideration of St James the Less Square and whether commercial space in this location is appropriate;
- Consideration of retaining the Nurses accommodation and then pushing the standard of design in this location to deliver a building that is bold and ambitious both in terms of the environment and heritage response;
- Consideration of reinstating the railings with entry points for the key movement routes only but a more detailed study of wider pedestrian movement to inform this decision is required. In turn, addressing the 3 corners of the site in a more deliberate way to respond to the wider context and routes.

Second QRP session

In general the panel felt that the proposals had moved forward. In particular they felt that the masterplan was very good and that it offered the foundations for a very good scheme to come together.

The Panel felt that Building E was a missed architectural opportunity. This is a great location, opposite to the entrance to Victoria Park, it deserves to be a stunning piece of architecture in views as you come from the park. It also offers the opportunity for flats overlooking the park. At the current time the design does not appear to be making the most of this special location and the views it offers.

The panel suggested that the form and location of the external staircase to Building A needed further consideration. They suggested that the applicants take this matter away and explore alternative solutions, as at the moment the relationships appear problematic.

In addition to the review of the staircase to Building A, and potential alterations to particular units within the main hospital to improve their quality they hoped that they had offered some comments which might prove helpful in terms of accenting of the elevations to try and create a scheme which is more locally distinctive and more bespoke. In particular, they would encourage the architects to try to introduce some strong interest and refined articulation to the proposals to increase the excitement of the elevations.

Chair's Review

Discussions were had around the external staircase to Building A and it was felt that a simpler, calmer treatment to the façade of the staircase may be more appropriate in terms of addressing concerns raised and providing better transparency.

Proposals for Building E were considered to be much improved. The proposals have moved away from the rectangular form, have included more relief in the façade and encompass corner bays with views over the park. The design overall is felt to be more coherent and presents more as a gateway building from the park. However queries were raised regarding brick detailing to the top of the building.

Careful consideration needs to be given to ensure potential for overheating within the scheme is mitigated. This was seen as significant given the open south and west aspects of the scheme.

In general the scheme was felt to have developed very positively since it was last considered by the panel, and is supported. Some further focus on the external staircase is recommended to ensure that the opportunity for anti-social behaviour is reduced as far as possible

[Officer Note: Amended drawings of the staircase to Building A have been provided which are assessed as part of this report. The design and access statement also deals with the brick detailing to Building E. Overheating is dealt with elsewhere in this report.]

Transport for London

No comments received.

Transport for London – Buses

No comments received.

Internal Consultees

LBTH Arboriculture

The tree officer is generally satisfied with the British Standard categories attributed to each tree and the revised, precautionary approach to each tree's Root Protection Area (RPA) measurements and is of the opinion that facilitation pruning on St James Avenue will have negligible effect and ensure healthier trees in the long term.

Satisfied with the retention methodology and construction protection measures, including the wind baffle, proposed for the Mulberry tree which will safeguard the survival of the tree during construction and help safeguard its longevity post development.

The proposals retain 53no. trees and necessitate the loss of 20no. trees and 2no. groups of colonising scrub and defunct hedging. This will result in an initial circa 10% reduction of canopy coverage from the site.

No objection to removal of the Category C trees or T33, T35, T43 or T45 within Category B.

T22 and T58 are provisionally retained, pending further investigation as per condition wording, but the tree officer is confident of their retention.

Objection to the removal of T4, T12, T13 and T52 as mitigation of loss of amenity is unlikely to be achieved due to the significance of impacts on that amenity and no arboricultural reason for removal.

Should permission be granted, conditions will be required to secure: details of protection of trees during construction, including installation and removal of temporary structures such as scaffolding, tree planting methodology, replacement of any tree that dies during construction with a net gain of 2:1, evidence of viability of planting.

LBTH Biodiversity

No objection, if the application was to be approved, conditions would be required to secure a biodiversity mitigation and enhancement plan and protection of birds and bats during site clearance and demolition.

LBTH Energy & Sustainability

No objection, if the application was to be approved, S106 legal agreement to secure: carbon offsetting contribution and the GLA 'Be seen' requirements.

If the application was to be approved, conditions would be required to secure: as-built calculations to demonstrate delivery of anticipated carbon savings and monitoring requirements of the GLA 'Be Seen' policy; maximisation of renewable energy generating technologies on-site; BREEAM 'very good' for all commercial units <500m² at the latest BREEAM methodology relevant to that phase.

LBTH Environmental Health

Air Quality

No objection, if the application was to be approved, conditions would be required to secure; dust management plan; mechanical ventilation details; PM10 monitoring; kitchen extract standards for commercial uses, construction plant and machinery details.

[OFFICER NOTE: The dust management plan and PM10 Monitoring now form part of the new code of construction practice checklist and so will fall under that condition.]

Contaminated Land

No objection, if the application was to be approved, conditions would be required to secure details in order to identify the extent of the contamination and the measures to be taken to avoid risk when the site is developed

Noise & Vibration

No objection, if the application was to be approved, conditions would be required to secure details of noise insulation verification for residential uses, noise from plant, S61 restrictions on demolition and construction activities, limiting amplified music from the commercial/community facility

LBTH Environmental Impact Assessment

The submission has been accompanied by an Environmental Statement which has been assessed along with the Council's external consultant (Temple). Further details are included in section 7 of this report.

LBTH Growth & Economic Development

No objection, if the application was to be approved, S106 legal agreement required to secure provision of financial contributions towards construction phase and end use phase job opportunities, and non-financial obligations towards construction phase apprenticeships, local job opportunities and local procurement.

LBTH Health Impact Assessment

The Health Impact Assessment officer raised various queries regarding consultation, gender and other inclusivity measures in the design of the scheme with particular focus on public realm, the loss of the health facility use and impacts on health during construction. They also suggested various improvements to the public realm design to improve green-grid links and further opportunities for food growing.

LBTH Housing (Including Occupation Therapists)

Housing officers raised concerns regarding the mix of sizes of homes within the private and intermediate tenures, the layout of some of the affordable homes including the decision not to enclose some of the kitchen spaces in larger homes and have bedrooms located directly off living spaces.

However housing officers also supported the number of family sized homes within the affordable rent tenure and the number of wheelchair accessible homes within that tenure.

They also raised various queries relating to the allocation of blue-badge spaces, provision and management of communal amenity spaces as well as the location of some of the intermediate units dispersed throughout Block C.

The occupational therapists provided comments on the layout and fit-out requirements for the wheelchair units.

LBTH Sustainable Urban Drainage

No objections subject to securing SUDS Strategy by condition.

LBTH Transportation & Highways

No objection. The applicant has engaged positively with the Highways team on this development site over a number of years. In general there are no objections to the land use proposed for this location in terms of highways.

If the application was to be approved, conditions would be required to secure: all blue badge parking bays (17) to be retained and maintained for their approved use only for the life of the development, Car Park Management Plan, Travel Plan, Deliveries and Service Management Plan, Construction Management Plan, Cycle Parking Management Plan.

If the application was to be approved, S106 legal agreement would be required to secure: 'Permit Free' agreement which restricts all future residents (other than those that are exempt) from applying for parking permits on the surrounding public highway; s278 legal agreement to secure highways improvement works including ATZ improvements.

LBTH Waste

No objections following clarifications provided, subject to a site waste management plan condition being applied to any permission

6. RELEVANT PLANNING POLICIES AND DOCUMENTS

6.1 Legislation requires that decisions on planning applications must be taken in accordance with the Development Plan unless there are material considerations that indicate otherwise.

6.2 In November 2023, the Tower Hamlets Draft New Local Plan (Regulation 18 Consultation Version) was published and public consultation ran from 6 November 2023 to 18 December 2023. This is currently considered to carry minimal weight in the decision making process.

6.3 In this case the Development Plan comprises:

- The London Plan 2016 (LP)
- Tower Hamlets Local Plan 2031

6.4 The key development plan policies relevant to the proposal are:

Land Use (residential, employment, retail, restaurant, cultural)

- London Plan policies: H1, E9, S1, S2, HC5, HC6
- Local Plan policies: S.H1, S.EMP1, D.EMP2, D.TC3, D.TC5, S.CF1, D.CF2, D.CF3

Housing (affordable housing, housing mix, housing quality)

- London Plan policies: D6, D7, H4, H5, H6, H10
- Local Plan policies: S.H1, D.H2, D.H3

Design and Heritage (layout, townscape, massing, height, appearance, materials, heritage, fire safety)

- London Plan policies: D1, D3, D4, D5, D8, D9, D11, D12, HC1, HC3
- Local Plan policies: S.DH1, D.DH2, S.DH3, D.DH4, D.DH6, D.DH7

Amenity (privacy, outlook, daylight and sunlight, noise, construction impacts)

- London Plan policies: D3, D6, D14
- Local Plan policies: D.DH8, D.ES9

Transport (sustainable transport, highway safety, car and cycle parking, servicing)

- London Plan policies: T2, T4, T5, T6, T6.1, T7
- Local Plan policies: S.TR1, D.TR2, D.TR3, D.TR4

Environment (air quality, biodiversity, contaminated land, flooding and drainage, energy efficiency, waste)

- London Plan policies: G1, G4, G5, G6, G7, G8, SI1, SI2, SI5, SI7, SI8, SI12, SI13, SI17
- Local Plan policies: S.ES1, D.ES2, D.ES3, D.ES4, D.ES5, D.ES6, D.ES7, D.ES8, D.MW3, S.OWS1, S.OWS2, D.OWS3

6.5 Other policy and guidance documents relevant to the proposal are:

National

- National Planning Policy Framework (2023)
- Planning Practice Guidance (as updated from time to time)
- National Design Guide (2021)
- National Model Design Code

Greater London Authority

- Affordable Housing LPG (Draft)
- Development Viability LPG (Draft)
- Digital Connectivity Infrastructure LPG (Draft)

- Fire Safety LPG (Draft)
- Air Quality Positive LPG (2023)
- Air Quality Neutral LPG (2023)
- Characterisation and Growth Strategy LPG (2023)
- Housing Design Standards LPG (2023)
- Optimising Site Capacity: A Design-led Approach LPG (2023)
- Urban Greening Factor LPG (2023)
- Circular Economy Statements LPG (2022)
- Sustainable Transport, Walking and Cycling LPG (2022)
- Whole Life Carbon LPG (2022)
- Be Seen Energy Monitoring LPG (2021)
- Public London Charter LPG (2021)
- Affordable Housing and Viability SPG (2017)
- Housing SPG (2016)
- Social Infrastructure SPG (2015)
- Accessible London: Achieving an Inclusive Environment SPG (2014)
- The Control of Dust Emissions during Construction and Demolition SPG (2014)
- Play and Informal Recreation SPG (2012)
- All London Green Grid SPG (2012)
- Planning for Equality and Diversity in London SPG (2007)
- Accessible London SPG

Tower Hamlets

- Planning Obligations SPD(2021)
- Reuse, Recycling and Waste SPD (2021)
- High Density Living SPD (2020)
- Development Viability SPD (2017)
- Central Area Good Growth SPD (2021)
- LBTH Community Infrastructure Levy (CIL) Charging Schedule (2020)
- Victoria Park Conservation Area Character Appraisal and Management Guidelines (2009) and addendum (2016)
- Tower Hamlets Biodiversity Action Plan 2019-2024

Other

- Managing Significance in Decision Taking in the Historic Environment Historic England Good Practice Planning Advice Note 2 (2015)
- The Setting of Heritage Assets, Historic Environment Good Practice Advice in Planning Note 3 (Second Edition) (2017)
- Conservation Principles Policies and Guidance for the Sustainable Management of the Historic Environment, English Heritage (2008)
- Conservation Area Appraisal, Designation and Management – Historic England Advice Note 1 (second Edition) (2019)
- Making Changes to Heritage Assets, Historic England Advice Note 2 (2016)
- 3rd edition of the Building Research Establishment's (BRE) 'Site Layout Planning for Daylight and Sunlight': a good practice guide' (2022).
- Ancient woodland, ancient trees and veteran trees: advice for making planning decisions (2022)
- The Town and Country Planning (Environmental Impact Assessment) Regulations 2017

7. PLANNING ASSESSMENT

- 7.1 Before progressing to an assessment of the key issues raised by the proposed development, it is important to acknowledge and discuss the role the planning history of the site plays in the assessment of the present proposals. The previous planning and listed building consents which were granted in 2021 (references PA/16/03342 and PA/16/03343) granted permission for an extensive redevelopment of the site to provide 291 new homes, 35% of which would be affordable homes, and a new community facility. That scheme was then successfully challenged by way of Judicial Review on the basis that the Committee Report and the advice at the Committee meeting had misinterpreted (then) paragraph 175c of the NPPF relating to the loss of or deterioration of veteran trees in a number of ways, which had affected its approach to the risk of the tree dying as a result of its proposed relocation. All other grounds within the judicial review were dismissed.
- 7.2 That permission, and associated listed building consent, was therefore quashed and remitted to the LPA for re-consideration. The applicant opted not to pursue the previous application and the present application has instead been submitted by a new applicant, albeit they were involved in the previous joint venture which applied for the quashed permission.
- 7.3 Whilst the previous quashed consent itself is capable of being a material consideration in determining this application, officers advise that it should carry little, if any, weight. However, the assessment made as part of that application, for the most part, remains sound with the High Court concluding that it was the interpretation of policy that was at fault, not the assessment. The primary difference is that the reason why that decision was quashed has fallen away given the Mulberry Tree will be retained in its current location. Therefore, a certain level of consistency needs to be struck between the assessments made under the previous applications and within the present applications.
- 7.4 Notwithstanding this, the present applications still require consideration entirely on their own merits and in line with the development plan unless material considerations require otherwise. Therefore references to assessments made under the previous application are only made where relevant, applicable and appropriate and only to demonstrate a consistent approach to application of relevant policies and where the present scheme offers enhancements above and beyond those presented by the previous (quashed) proposals.
- 7.5 The key issues raised by the proposed development are:
- i. Land Use
 - ii. Housing
 - iii. Design & Heritage
 - iv. Neighbour Amenity
 - v. Transport
 - vi. Environment
 - vii. Infrastructure
 - viii. Local Finance Considerations
 - ix. Equalities and Human Rights

Land Use

Loss of Healthcare Use

- 7.6 The site was historically used to provide health facilities, namely a hospital, operated by the Barts Health Trust of the NHS. The hospital was closed in April 2015 with the healthcare facilities being relocated to both the Royal London Hospital in Whitechapel and the Barts Health Centre at St Bartholomew's Hospital in central London. The site has remained vacant since the hospital closed and no other use has occurred within the site since.

- 7.7 Local Plan Policy D.CF2 requires that existing community facilities must be retained unless it can be demonstrated that either (a) there is no longer a need for the facility or an alternative community use within the local community, or (b) a replacement facility of similar nature that would better meet the needs of existing users is provided. Additionally, London Plan Policies S1 and S2 will also apply to the scheme and state that:
- a. development proposals that seek to make the best use of land, including the public sector estate, should be encouraged and supported
 - b. Where proposals result in a loss of social infrastructure in an area of defined need as identified in the borough's social infrastructure needs assessment, they will be required to demonstrate a realistically re-provision that continues to serve the needs of the neighbourhood and wider community, or the loss is part of a wider public service transformation plan
 - c. Redundant social infrastructure should be considered for full or partial use as other forms of social infrastructure before alternative developments are considered
- 7.8 No replacement health facility will be provided and no community facility of a similar scale will be provided either. Under the previous application, it was confirmed that there was no requirement for the ongoing use of the site to provide health services and that the healthcare need for this part of the borough would be better met by the provision of a new primary care service at the nearby Suttons Wharf development to the south east of the site, which would also include the capacity to accommodate growth in the area negating any need for any additional healthcare facilities. That healthcare facility has since been built out and includes the site within its catchment area. Officers therefore remain satisfied that there is no ongoing need for a healthcare facility on the site.
- 7.9 As for alternative community uses (for example schools, leisure facilities, places of worship), there is no known identified need for any other specific community facility within the area outside of those which are already provided for within site allocations within either the adopted or any emerging local plan. The site being in such close proximity to Victoria Park also provides for a sporting and recreational facilities.
- 7.10 The proposal also includes a small community/commercial space which is intended to be operated as a community café type facility in a similar way to the Beehive Café in Bethnal Green or the Yurt Café in St Katherine's Dock. This will provide an additional, if small, community facility.
- 7.11 It should also be noted that the loss of the community facility was considered to be acceptable to both the LPA and the GLA under the previous scheme. There are no known changes to policy or significant changes in circumstances that would lead to this conclusion being different on this occasion.

Provision of housing

- 7.12 National and regional planning policies all promote the provision of housing. Chapter 11 of the NPPF requires planning policies and decisions to promote an effective use of land (subject to compliance with all other policies within the NPPF) and paragraph 124 (c and d) states that planning decisions should give substantial weight to the value of using suitable brownfield land within settlements for homes and other identified needs and promote and support the development of under-utilised land and buildings.
- 7.13 London Plan Policy H1 sets a strategic expectation that the Borough will need to deliver 34,730 homes as a 10-year housing target between 2019/20 and 2028/29. That policy seeks to optimise the delivery of housing through, amongst other things, developing highly accessible locations and through the redevelopment of surplus utilities and public sector owned sites. Local Plan Policy S.H1 refers to the need for the Borough to secure the delivery of 58,965 new homes between 2016 and 2031, which equates to 3,931 new homes each year. Whilst new homes are stated to be focused towards the London Plan's designated Opportunity Areas,

and site allocations, there is no designation of the site which would eliminate housing as an acceptable use.

- 7.14 The proposals are seeking to redevelop a surplus facility on ex-public land, which has not been used for any other use since the previous health facility was deemed to be surplus to requirements. The provision of 274 new homes on the site would assist the borough in meeting its housing targets, would contribute to providing mixed and balanced communities and meeting strategic housing needs across London.

Commercial/community facility

- 7.15 A small commercial/community facility of approximately 125sqm will be provided on the site. This will be located within the South Wing and therefore be within the historic part of the site, which is supported. The proposal for this to be run as a community-café has been agreed by the applicant and will be secured by way of planning obligation which will require submission of a strategy detailing the community use that any occupier would be required to employ, with the facility to be let to an occupier who is committed to this type of use whilst also ensuring that the space can be used free of charge by local community groups after hours if finding a suitable community-focussed tenant is not possible within a set time period so that the facility does not remain vacant for a significant period of time. The same requirements would apply whenever the unit is re-let. This type of use is acceptable and would be a positive benefit to the development and the wider community as a whole.

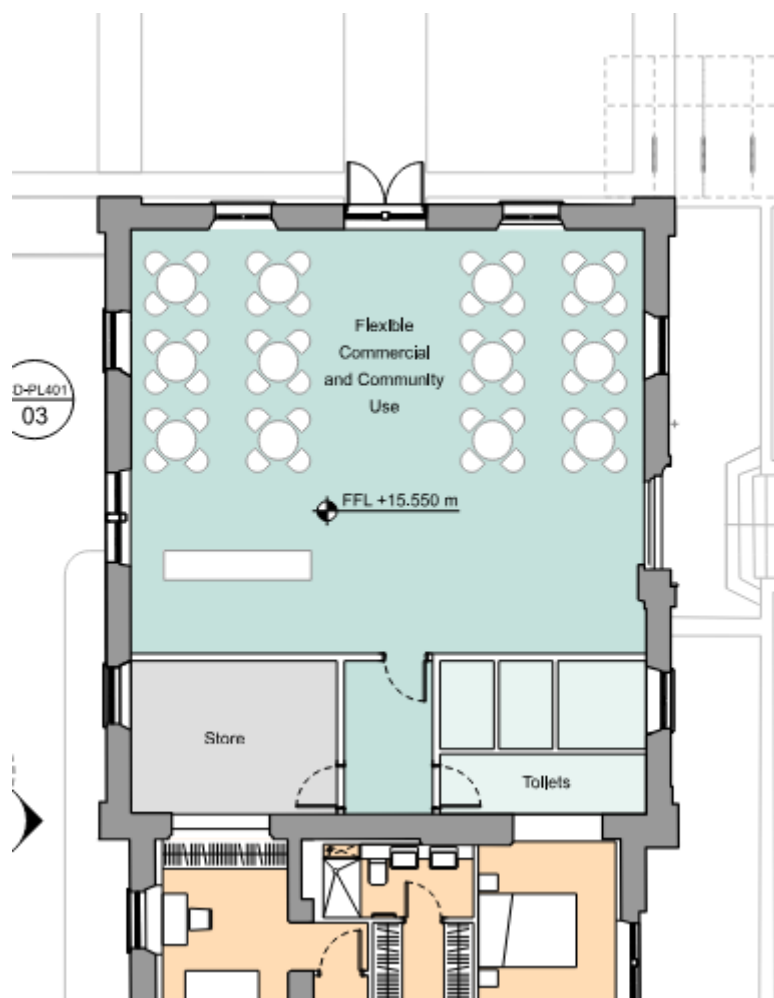


Figure 4 – Floor plan of proposed commercial/community facility

Conclusion on land use

- 7.16 The proposed residential-led development with a small commercial/community facility would be acceptable in principle, subject to all other policy considerations. The previous healthcare facility has not existed on the site for nearly a decade, the need for which is met by other facilities elsewhere in the borough.

Housing

- 7.17 The proposed development will provide 274 new homes representing 838 habitable rooms and equates to 19,052sqm of residential floorspace.

Affordable Housing

- 7.18 Of importance to the level of affordable housing to be provided by the development is that the land was last in use by the Barts Health Trust of the NHS and so should be treated as being “public sector land” for the purposes of the London Plan, being “land that is owned or in use by a public sector organisation, or company or organisation in public ownership, on land that has been release from public ownership on which housing development is proposed” (paragraph 4.5.5).
- 7.19 London Plan Policies H4 and H5 require housing to be delivered on public sector land to provide at least 50% affordable housing (based on numbers of habitable rooms and not the actual number of homes) to follow the fast track route of the threshold approach and avoid any requirement to submit to viability testing. Policy H6 goes on to say that, of that 50% of affordable housing, a minimum of 30% as affordable rent, 30% as intermediate housing products and 40% to be determined by the borough as either affordable rent or intermediate housing, to be applied to the first 35% of homes provided as affordable housing. It is also required that the threshold levels have been met without public subsidy.
- 7.20 Local Plan policies S.H1 and D.H2 set the relevant tenure split at 70% rented and 30% intermediate. In order to maximise the affordability of affordable rented homes for Tower Hamlet’s residents, policy D.H2 stipulates that 50% of the units should be secured as London Affordable Rent (LAR) (as set by the GLA) and 50% as Tower Hamlets Living Rent (THLR). Affordable housing is allocated to those on the Council’s Common Housing Register waiting list based on priority of housing need.
- 7.21 in terms of intermediate housing, London Shared Ownership (LSO) and London Living Rent (LLR) are the preferred recognised products. LSO allows a proportion (25% to 75%) of the value of a property to be purchased with rent paid on the remaining share, along with the ability to staircase up to 100% leasehold ownership (available to households on incomes of up to a maximum of £50,000 for a 1-bedroom property to £90,000 for a 4-bedroom property). The present scheme is proposing LSO homes.
- 7.22 The proposals will provide the below housing tenure split.

Tenure		Number of units	Number of habitable rooms	As a percentage of habitable rooms	As % of affordable
Market		153	419	50%	N/A
Affordable	Affordable Rent	76	419	50%	72.6%
	Intermediate	45			27.4%

Figure 5 – Housing Tenure Mix

- 7.23 London Plan Policy H5 requires the 50% provision of affordable to be without the use of public subsidy in order to follow the Fast Track Route within the London Plan Policies. Whilst this has not been confirmed by the applicant, the GLA have confirmed to the LPA that they will treat the scheme as following the Fast Track Route, irrespective of whether this has been

confirmed or not. The proposals have therefore not been tested for viability and will instead be subject only to an early stage review if required in line with Policy H5 of the London Plan.

- 7.24 As demonstrated above, the proposals will comply with the requirements to provide both 50% affordable housing in relation to number of habitable rooms across the site, the split of which will be policy compliant with just over 70% of those affordable homes being affordable rent, again by habitable room. Even though the policy requirement is to provide an event split across these homes at LAR and THLR, the applicant is proposing to offer the homes at true Social Rent, which is calculated both on average rental rates and average earnings, and is capped nationally at levels indicated below.

Table 4: Formula rent caps for 2024-25

Number of bedrooms	Rent cap
1 and bedsits	£188.04
2	£199.09
3	£210.15
4	£221.19
5	£232.26
6 or more	£243.31

Figure 6 – Weekly Social Rent caps for the year 2024-2025

- 7.25 Social Rental levels are cheaper than both LAR and THLR and so ultimately the homes will be more affordable than if the scheme were to be fully compliant with current policy. Officers are therefore satisfied that the provision of all affordable rented homes within the scheme as Social Rented homes to be acceptable.
- 7.26 This level of affordable housing represents a very high level which is rarely seen in private developments within the Borough. The level of affordable housing to be provided by the scheme is strongly supported and the high level of provision of Affordable Rent, in line with Local Plan Requirements, is also strongly supported.
- 7.27 The previous scheme would have only provided 35% affordable housing overall, with 73% of those homes being affordable rented. That figure was tested for viability at the time of the previous application and was found to be the maximum reasonable amount of affordable housing that could be viably provided. The current scheme will therefore provide an additional 35 affordable homes, 18 of those being affordable rented homes.
- 7.28 The affordable housing provision will be secured by obligation in s.106 agreement.

Dwelling Mix

- 7.29 London Plan Policy H10 requires developments to comprise a range of unit sizes. Tower Hamlets Local Plan Policy D.H2 also seeks to secure a mixture of small and large housing that meet identified needs which are set out in the Council's most up-to-date Strategic Housing Market Assessment (2017).
- 7.30 The proposed dwelling mix is set out below:

		Market			Affordable Housing					
					Intermediate			Affordable Rent		
Unit Size	Total Unit	Units	As a %	Policy Target %	Units	As a %	Policy Target %	Units	As a %	Policy Target %
Studio	2	2	1%	-	0	0%	-	0	0%	-
1B	79	46	30%	30%	20	44%	15%	13	17%	25%
2B	145	96	63%	50%	25	56%	40%	24	32%	30%
3B	37	9	6%	20%	0	0%	45%	28	37%	30%
4B	11	0			0			11	14%	15%
Total	274	153	100%	100%	45	100%	100%	76	100%	100%

Figure 7 – Proposed dwelling size mix

- 7.31 Within the market sale tenure, the proposed dwelling mix is broadly in accordance with policy targets, although there will be 2no. studio units within the provision, and there is an under provision of larger family-sized 3 and 4 bed homes with an equivalent overprovision of 2 bed homes. Whilst no provision is made within the local plan for studio units, these are to be located within the historic building and it is acknowledged that the provision of homes within this building has been maximised as far as possible to provide an acceptable tenure mix whilst also ensuring that the number of homes provided overall is optimised whilst also and dealing with heritage issues, including retaining the historic plan form.
- 7.32 There is also an under provision of larger family homes within the intermediate tenure with no homes being provided above 2 beds and the lion's share of the overprovision being provided as 1bed homes. It is noted that larger family sized intermediate homes, particularly when provided as shared ownership as is proposed, tend to be more difficult to sell once they have actually been built out.
- 7.33 The affordable housing provision is generally largely in accordance with policy targets albeit that there is a slight under provision of 1 bed homes. However, there is an overprovision of 3 bed homes, with no 3bed 4person homes provided within the 28 homes of that size. There will also be 11 x 4bed homes within that tenure. This is seen as a very positive mix for the borough, particularly given the significant quantum of affordable homes being provided in general terms by the development.
- 7.34 Overall, Officers are of the opinion that there is sufficient justification for a degree of flexibility in relation to the tenure split, provision of market sale studio units and under provision of large family homes in both intermediate and market tenures, taking into consideration the very favourable proportion of overall affordable housing at 50%, including the high proportion of family-sized affordable rented dwellings at 51% of the affordable rent homes.
- 7.35 It should also be noted that the current scheme provides a much more policy compliant mix of dwelling sizes than the previous scheme, including significantly fewer studio units and

significantly more family sized homes both overall and in the affordable rented tenure. The previous scheme would have only provided 20 family sized affordable rented homes, which would have been below the policy requirements at the time but was considered to be acceptable. There would also have been 36 studio units as part of the previous scheme, all of which were private sale.

Quality of Residential Accommodation

Housing Standards and Guidance

- 7.36 London Plan Policy D6 requires housing developments to be of a high quality and provide adequately sized rooms with comfortable and functional layouts which are fit for purpose and meet the needs of Londoners without differentiating between tenures. That policy goes on to set out various qualitative aspects of the design of housing include space standards, daylighting and sun lighting and aspects. London Plan Policy is supplemented by the Housing Design Standards London Plan Guidance 2023, which sets out various requirements for housing design within London. The GLA state that the extent to which proposed developments depart from the approach set out in the LPF should be taken into account in decision making and so it should not be applied mechanistically and also acknowledge that some deviation from the LPG may actually represent the most appropriate design solution on occasion.
- 7.37 Local Plan Policy D.H3 supplements London Plan policy and guidance by setting out the Borough's own expectations on housing standards, requiring that new dwellings meet up-to-date space and accessibility standards prescribed within the London Plan with particular regard for minimum internal space standards for unit types, minimum floor to ceiling heights and the provision of 10% 'wheelchair accessible and adaptable housing'. The policy also highlights the requirement that affordable housing should not be of a distinguishable difference in quality.
- 7.38 All of the affordable rented homes will be located exclusively in Buildings A and B to the south of the site, closest to the designated play space with the intermediate homes spread amongst Buildings C and D. The location of the intermediate homes throughout the two buildings provides a mix of options for residents who may wish to purchase a Shared Ownership home and are therefore considered to be appropriately located. Ultimately the applicant is part of the structure of the housing association that will be responsible for all of the affordable housing and so they have also accepted the location of the homes.
- 7.39 Generally, the proposed homes on the site are of an exceptional standard, all either meeting or exceeding the minimum internal space standards set out in the London Plan and LPG. Of the 274 homes provided on site, 28 will be wheelchair accessible, representing 10.2% by habitable room, 7 of which will be affordable rent homes in Building B, with the remaining wheelchair accessible homes spread throughout Buildings C, D, E and F. Housing officers have raised queries regarding the number of bedspaces in some of the wheelchair homes and asked if additional bedspaces could be included, however the sizes of the homes have been maximised to provide the optimum level of affordable housing whilst complying with space standards and so this was not possible to achieve. Specific comments raised by the Borough's occupational therapist relating to the final layout of the wheelchair homes will be addressed via planning condition as the design development reaches later stages.
- 7.40 Housing officers also raised concerns about the layouts of some of the affordable homes including whether kitchens could be separated, the arrangement of furniture and why bedrooms were shown opening straight onto living spaces. Officers note that the floorplans demonstrate how the kitchens can be separated by the insertion of an additional internal partition wall. Whilst these concerns are noted, the floorplans provided, in particular the layout of furniture, are indicative only and will be subject to final design as the later design stages of the scheme progress. Officers propose to address these concerns by securing details of the final floorplans for the affordable homes by planning condition pre-commencement of the construction of the relevant building.
- 7.41 In all of the new-build elements on the site each stair core serves no more than 8 homes at each floor which is in line with the LPA's own design guidelines set out in the High Density Living SPD. However, within Building F this has not been possible to achieve due to the historic

nature of the fabric of the building restraining layouts of floors and not allowing the insertion of additional stair cores. However, the corridors of this building are of an appropriate size to provide comfortable circulation within the building and new lifts will also be installed to allow for wheelchair access throughout the building. The deviation from this requirement is therefore acceptable in relation to Building F. Efforts have also been made to introduce deck access where appropriate to avoid lengthy internal corridors with no natural light or ventilation. It is however noted that there will be some internal corridors which will not benefit from natural light or ventilation in some of the new build elements.

Private Amenity Space

- 7.42 With the exception of 29 homes in Building F (being those which are located at ground floor and up within the historic half of the building), all new homes will have access private amenity space in the form of ground and lower ground level terraces and balconies. These have all been sized in line with Policy D6 of the London Plan. The veranda on the main hospital building will also be repurposed to provide very generous private amenity spaces to those homes in the south western corner of the building. In addition 73sqm of internal amenity space will be provided for residents within Building F over ground floor rooms opening into the courtyard and in the former morgue. The homes without private spaces will all be private sale homes and are located in the listed part of the building and so are constrained in terms of the provision of space. All homes will also have access to the courtyard in the centre of the site at all hours which provides semi-private communal amenity space and the significant quantum of public realm being provided within the site. The site is also in close proximity to Victoria Park.
- 7.43 The lack of private amenity space for those 29 homes within Building F is therefore acceptable.

Noise & Vibration

- 7.44 There are no particular noise concerns raised by the proposed development in terms of the impacts on the proposed housing as there are no particularly sensitive noise generating activities within the vicinity of the site. A condition would be secured with any permission to ensure that appropriate noise and vibration insulation levels are achieved within the proposed homes in line with the submitted Noise Impact Assessment.

Air Quality

- 7.45 The vast majority of the site is not within an identified area of low air quality. There are no particular concerns as regards access to good air quality for the new homes. The proposals have been reviewed by the Borough's environmental health team who raised no objections to the scheme subject to the securing of conditions relating to managing air quality through the construction phase of the development and ensuring that any kitchen extraction equipment is appropriate.

Privacy & Outlook

- 7.46 Impacts on privacy relating to neighbouring existing properties is dealt with elsewhere within this report. This section aims to establish the quality of privacy and outlook for the new homes within the site itself.

7.47 Whilst the distances to neighbouring properties are in full compliance with the 18m separation distance guidance contained within both Local Plan Policy D.DH8 and the High Density Living SPD, the separation distances between the buildings within the site are somewhat more constrained. Figure 8 below demonstrates the separation distances between the buildings.

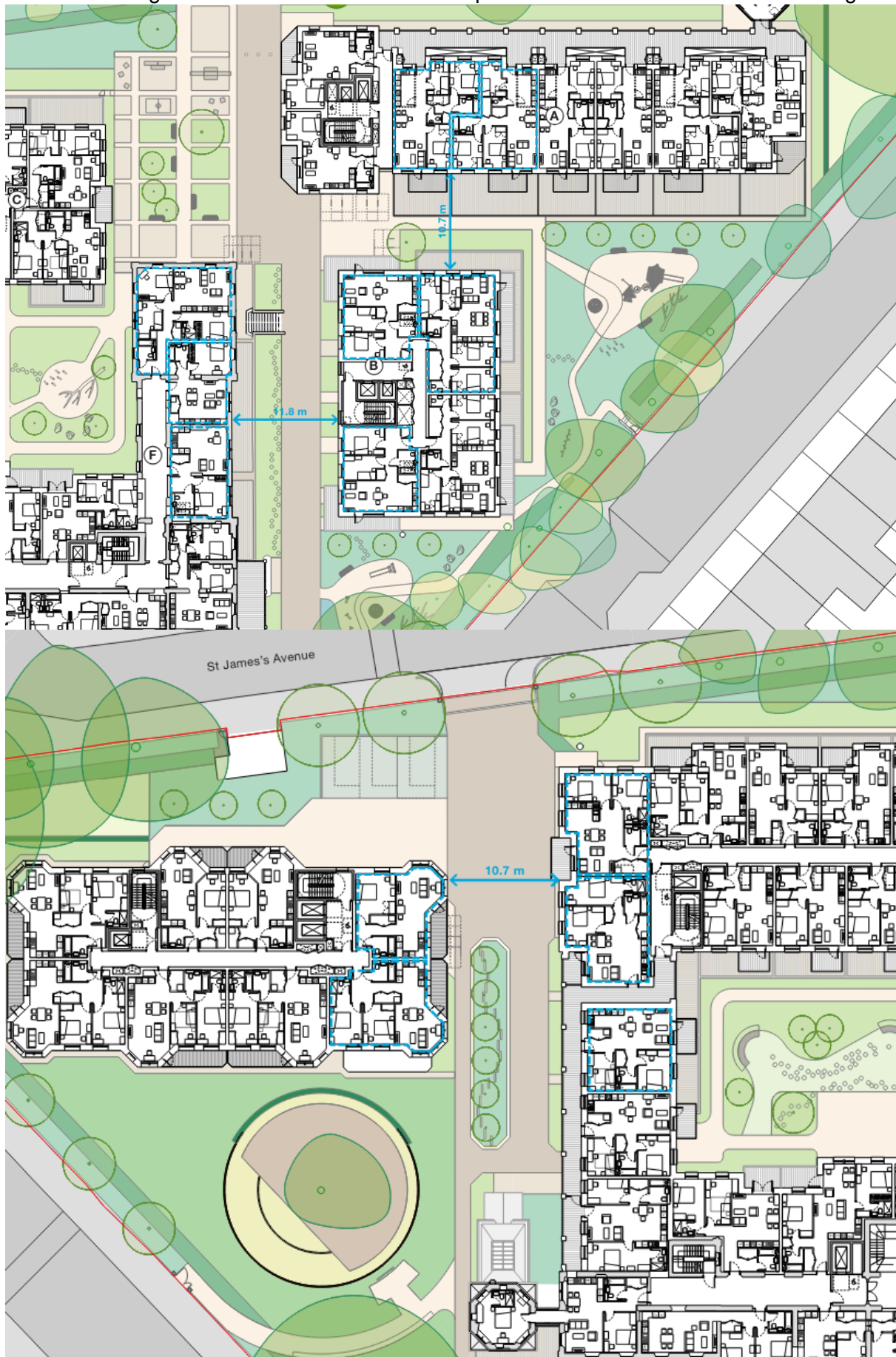


Figure 8 – Separation distances between new buildings

- 7.48 As demonstrated above, the proposed separation distances between the buildings are as follows:
- a. Building A and B – 10.7m
 - b. Building B and F – 11.8m
 - c. Building C/D and Building E – 10.7m
- 7.49 In total 36 of the homes in Buildings A, B and F would be impacted and 25 of the homes in Buildings C/D and E would be impacted by direct perpendicular overlooking between windows at these sorts of distances. This is not a significant number when the scheme is considered as a whole and is not uncommon for redevelopment of sites within an urban context. Much work was undertaken at pre-application stage to ensure that these separation distances were maximised as far as possible without impacting further on other considerations such as removal of mature/protected trees or daylight and sunlight impacts as well as heritage constraints relating to impacts to the listed buildings on the site.
- 7.50 Mitigation measures have also been introduced where possible for instance offsetting windows so that there is minimal direct intervisibility between windows and layouts have been designed so that the most sensitive windows are less impacted. This results in a reduction of the number of instances where there is direct intervisibility on a perpendicular plain to the two windows, which has the effect of both elongating the distances between windows and also reducing the angles from which that intervisibility occurs. Additionally, all of the impacted homes in Buildings A, B and E are dual aspect homes and so have additional aspects so the sense of overlooking will be reduced somewhat (albeit it is acknowledged that some of the homes within Buildings A and B have reduced separation distances on both aspects).
- 7.51 Some of the impacted homes within Buildings F and C/D are single aspect, however these are listed for private sale (in the case of Building F and some of C/D) and/or have an additional window providing a mitigated outlook for some of those in Building C. Those single aspect units in Building F are also constrained by the heritage implications of the building in which they are located and so further mitigation is limited.
- 7.52 Overall, it is felt that the level of overlooking between homes on the site itself is limited to a relatively small number of occasions and has been appropriately mitigated where possible to reduced the impacts of any overlooking. Whilst the separation distances between the buildings are closer than in the previous scheme, the mitigation provided and also the lower number of homes impacted overall means that officers are satisfied that the impacts are acceptable on balance.
- 7.53 In respect of other privacy issues related to the new homes, all ground floor homes will be provided with private outdoor amenity space which will also have a defensible planting perimeter to reduce privacy concerns. Defensible planting will also be used within ground floor homes with windows looking out into public spaces. Concerns were also raised with a small number of homes at the southern end of Building A which would have windows looking directly into the door of the external staircase. Amended floorplans have now been provided which retain the size of each home but have a rearranged layout so that this concern is addressed. There are also voids within the deck access in front of all of the windows along the eastern elevation of this building to reduce privacy concerns. These interventions have adequately addressed the privacy concerns.
- 7.54 The Mayor's Housing Design LPG, as well as London and Local Plan Policies require the maximisation of dual aspect homes. The LPG also provides a very clear definition of what would be considered to be dual aspect. Overall 54% (149 homes) of the homes to be provided across the site will meet the definition of dual aspect for the purposes of the LPG, including all but one of the Affordable Rented homes. A significant proportion of the other homes will be treated as single aspect for the purposes of the LPG but will be provided with windows or amenity spaces which enhance the outlook of those homes and allow for an aspect of passive ventilation. When the homes provided within Building F, which are constrained in terms of provision of additional aspects by the heritage nature of the building and limited scope of amending floor plans, are removed that number rises to 61.8% (136 homes).

- 7.55 The LPG, London and Local Plan policy require the elimination of single aspect north facing homes wherever possible as these provide a reduced quality of accommodation through lower levels of access to daylight and sunlight as well as minimal natural ventilation in respect of reductions in overheating. In total there are only 8 north facing single aspect homes which are located in Buildings C and D. The homes in Building C are mitigated by the provision of an additional window in the south elevation which overlooks the access deck and can provide additional ventilation as well as additional access to light. The homes in Building D are mitigated by the provision of increased private amenity space which each overlook the Mulberry Gardens to the north and are significantly more constrained as they are located at the junction between the new-build and the historic hospital building. Other options for providing dual aspect in this location were explored during pre-application but results in a further deterioration of other homes without providing much tangible improvement to the impacted homes. In addition, the homes in Building D will be private sale homes and so the occupants will have knowledge of the situation prior to purchasing the flat.
- 7.56 The overall number of north facing single aspect homes is negligible in relation to the scheme as a whole and mitigation has been sought wherever possible. In addition, the LPG supporting text makes it clear that the intention is that new homes should aim to be dual aspect but recognises that the appropriate design solution may involve some single aspect units. While the amount of single aspect units should be kept to a minimum, this will vary according to the specifics of each site and the design rationale for their use. Overall the number, orientation and placement of single aspect units on the site are acceptable on balance.



Figure 9 – North facing single aspect units

- 7.57 Objections have been raised in relation to the adequacy of ventilation to the flats that will not have passive ventilation by way of dual aspect. Those homes with secondary windows which do not technically meet the definition of dual aspect will still allow for some level of natural ventilation. However, to mitigate any overheating concerns by virtue of the lack of passive ventilation, all homes will also be fitted with Mechanical Ventilation with Heat Recovery (MVHR) Systems. Final details of this will be secured via conditions securing an overheating strategy and details of the MVHR systems to ensure adequate air quality. An additional trim/loop cooling system is also incorporated to units which may experience higher levels of noise when windows are open as an additional measure to ensure cool and well ventilated homes. These measures have been considered in the sustainability of the scheme and final details of the MVHR system as well as an overheating strategy will be secured by condition.

Daylight, Sunlight & Overshadowing

- 7.58 Policy D.DH8 requires the protection of the amenity of future residents and occupants by ensuring adequate levels of daylight and sunlight for new residential developments. Guidance relating to daylight and sunlight is contained in the Building Research Establishment (BRE) handbook 'Site Layout Planning for Daylight and Sunlight' (2022).

7.59 The applicant has provided an assessment of the internal levels of daylight and sunlight to be provided to the new homes as well as overshadowing of new amenity spaces, undertaken by Point 2. This has been reviewed by an independent consultant, Delva Patman Redler on behalf of the Council. The assessment provides results for all of the proposed habitable rooms to be created within the proposed development.

- Methodology

7.60 Section 2.1 and Appendix C of the Building Research Establishment (BRE) guidance on Site Layout Planning For Daylight and Sunlight (2022) sets out two methods for assessing the daylighting conditions within new homes. These are Illuminance and Daylight Factor, which are taken from BS EN 17037.

7.61 Luminance is a measure of light falling on a surface, usually measured in lux. BS EN 17037 contains illuminance recommendations based around the illuminances that would be met or exceeded over half of the room, over half of daylight hours over the year. It involves using climatic data for the location of the site (via the use of an appropriate, typical or average year, weather file within the software) to calculate the illuminance from daylight at each point on an assessment grid on the reference plane at an at least hourly interval for a typical year.

7.62 Target illuminance (ET) should be achieved across at least half of the reference plane in a daylit space for at least half of the daylight hours. Minimum Target Illuminance (E_{TM}) should also be achieved across 95% of the reference plane for at least half of the daylight hours; this is the minimum target illuminance to be achieved towards the back of the room. BRE target illuminances are set out in Figure 10.

Room	Target Illuminance (lx) for half of assessment grid
Kitchen	200
Living Room	150
Bedroom	100

Figure 10 – Target Illuminance levels

7.63 The Daylight Factor is the illuminance at a point on the reference plane in a space, divided by the illuminance on an unobstructed horizontal surface outdoors. The CIE standard overcast sky is used, and the ratio is usually expressed as a percentage. This method of assessments considers an overcast sky, and therefore the orientation and location of buildings is not relevant. In order to account for different climatic conditions, Annex A within the BS EN 17037 sets equivalent daylight factor targets (D) for various locations in Europe. The median daylight factor (MDF) should meet or exceed the target daylight factor relative to a given illuminance for more than half of daylight hours, over 50% of the reference plane. Figure 11 shows Daylight Factor guidance relevant to London.

Location	Target Daylight Factor for 200 lx kitchen	Target Daylight Factor for 150 lx living room	Target Daylight Factor for 100 lx bedroom
London	1.4%	1.1%	0.7%

Figure 11 – Daylight Factor guidance levels for different rooms in London

7.64 The BRE guidance in respect of sunlight quality for new developments is within section 3.1 of the handbook. The BRE handbook states that the main requirement for sunlight is in living rooms, where it is valued at any time of day but especially in the afternoon. Sunlight is also required in conservatories. It is viewed as less important in bedrooms and in kitchens, where people prefer it in the morning rather than the afternoon. The BRE guide states that, in general,

a dwelling will appear reasonably sunlit provided at least one main window wall faces within 90 degrees of due south, and a habitable room, preferably a main living room, can receive a total of at least 1.5 hours of sunlight on 21 March (spring equinox).

7.65 In order to comply with BRE guidance, an amenity area should receive more than 50% coverage of sun-on-the-ground for 2 hours on 21 March (spring equinox).

7.66 It is recognised that the requirements set out within the latest 2022 version of the BRE Guidelines are more stringent and difficult to satisfy than previous iterations of the guidance.

- Assessment

7.67 Overall 810 rooms were tested as part of the assessment and concluded that 69% of the 810 rooms would satisfy or exceed the recommended daylight factor and illuminance targets and 90% of the new homes would have at least one room which would satisfy the recommended sunlight exposure target. There is therefore a significant number of rooms within the scheme (just over 30%) that would fail to satisfy the BRE guidelines.

7.68 The primary causes of the poorer daylight results are that the rooms on the lower floor levels face increased obstruction to daylight as well as those which have windows located beneath balconies. However those rooms will also likely be served by a balcony so access to daylight is provided by that balcony. Finally, a number of the rooms tested have a predominantly north facing aspect and so will inherently have restricted access to daylight.

7.69 The LPA's daylight consultant has stated that the level of compliance within the scheme is typical for higher-density modern development and not unreasonable, providing a satisfactory level of adherence to daylight guidelines for a dense housing development.

7.70 That said, some of the most poorly lit living rooms would have 50 lux or less (i.e. less than half the minimum recommended for a bedroom). These can be explained by being located at the ground to third floors of Building A, some of the north and east facing units of Building B having windows obscured by balconies, west facing units of Building C at ground to third floor level facing onto the courtyard and being obscured by the retained hospital building, and some of the ground and first floor rooms of Building F which is the heritage building and so are constrained in respect of interventions that can be made to improve the situation. It is noted that there are no simple tweaks or adjustments to layouts which could be undertaken which would improve the results provided, without re-designing the scheme more widely and adjusting building footprints.

7.71 The results of the two-hours sun-on-ground and transient overshadowing assessments show that the proposed amenity spaces within the development will generally benefit from adequate levels of sunlight. The internal courtyard marginally falls below the BRE target values, but the outer amenity areas perform well. The level of sunlight provided to the courtyard is not uncommon for this kind of arrangement as there is built form on all sides of the space. This has been constrained by the retention of the south wing as part of Building F. It is also worth noting that during the summer months, when the space is most likely to be used, 84.4% of the courtyard will receive sunlight for at least 2 hours. Additionally, all other amenity spaces meet the requirements of the BRE guidance and so residents can use those amenity spaces when sunlight is not available within the courtyard. The lower levels of sunlight within the courtyard may also provide respite and another option for persons not wishing to remain in the sun for too long on brighter days but remain outside.

7.72 Overall, and with the benefit of advice provided by the Council's appointed independent consultant, although there would be some failures against BRE guidance, on balance the scheme would provide a satisfactory level of adherence to daylight and sunlight guidelines for a dense housing development, as assessed against the relevant BRE guidance.

Communal Amenity Space & Play Space

7.73 Local Plan Policy D.H3 requires a minimum of 50sqm of communal amenity space for the first 10 units of a development and a further 1sqm for every additional unit meaning that the requirement for the proposal is 314sqm. Only 73sqm of dedicated communal amenity space

is provided which is located within the rear of Building F at ground floor level and within the old Morgue building at the norther end of the historic building. However, it is noted that a significant quantum of public realm will be provided, including 1,140sqm of publicly accessible open space in the form of the formal lawn, St James the Less Square at the eastern end of the south wing and the courtyard to the rear of Building F. The courtyard will also only be accessible to residents from dusk until dawn and so provides additional dedicated private communal amenity space during those hours, providing 356sqm of additional dedicated space, plus the play space in that area, outside of daylight hours which will be dedicated to residents. Due to the hidden and slightly closed-off nature of the courtyard, it is also highly likely that this space will become an area primarily used by residents and not the general public. The lack of dedicated private communal amenity space is considered to be more than compensated by the significant levels of public realm to be provided. A management plan will be secured by condition detailing the final use and management of the various communal spaces.

7.74 Policy D.H3 requires major developments to provide a minimum of 10sqm of high quality play space for each child, calculated using the LBTH ‘child yield’ calculator. The development would generate a predicted child yield of 148 total children and would therefore require 1,480sqm of dedicated child play space, broken down per the below age groups.

Age group	No. of Children estimate	Area Required (sqm)	Area proposed (sqm)
0-4	55	555	678
5-11	46	461	539
12-18	46	464	487
total	148	1480	1704

Figure 12 – Play space provision by age group

7.75 The proposed play spaces will be spread around the site to provide different opportunities for play for different age groups. Figure 13 below shows where each age-group would be accommodated.



Figure 13 – Play space provision across the site

- 7.76 Specific dedicated play areas for both under fives and 5-11 year olds will be located within the woodland play landscaped areas to the west and south of Building B. These spaces will include dedicated play equipment and further opportunities for informal play for those age groups will be provided around the site including within pedestrian access ways, the courtyard space and St James the Less Square. Play for older children will be provided for by the front lawn space where the needs of those age groups are better met by larger open spaces for informal recreation or sporting activities.
- 7.77 Even with the play space provision being met on site, there are also a number of other play opportunities in close proximity to the site, in particular spaces within Victoria Park, Mile End Park and Bethnal Green Gardens, all within an 800m walk and which would comfortably be within the GLA's specified recommended distances for play spaces within the GLA's Play and Informal Recreation SPG.
- 7.78 Overall, the landscaped public realm and play spaces are considered to be well-designed, very attractive and vibrant green spaces (further details can be found in the 'Design' section). Public realm within the site would introduce playable features for informal play within the site to supplement the dedicated play spaces to the south of the site for younger children, likely attracting people from the surrounding locality to also interact and use them.
- 7.79 For the reasons above, the provision of play space on the site is acceptable and in accordance with Development Plan policies. Full details of play space layouts, equipment specifications and landscaping would be secured by condition, if the application was to be approved.

Density

- 7.80 London Plan Policy D4 states that higher density residential developments of over 350 dwellings/ hectare should undergo a local borough process of design scrutiny review. The proposal seeks to deliver 274 homes, which broadly equates to a residential density of 170 dwellings/ hectare (274 dwellings/ 1.61 hectares). That policy also requires tall buildings or buildings over 30m in height to go through the same process. As discussed at paragraph 7.261 Building E is not considered to be a tall building even though it would ordinarily meet that definition on a technicality. Regardless of this, the proposals still underwent the Borough's design review process, following a detailed, iterative and comprehensive design-led process, including extensive pre-application discussions with Council officers and design scrutiny review by the LBTH Quality Review Panel, consisting of external professionals. The proposed density is considered acceptable and further discussion around compliance with supporting policies, such as residential quality, design and impacts on surroundings can be found throughout this report.

Fire Safety

- 7.81 Policy D12 of the London Plan seeks to ensure that development proposals achieve the highest standards of fire safety, beyond what is covered by Part B of the Building Regulations, reducing risk to life, minimising the risk of fire spread, and providing suitable and convenient means of escape which all building users can have confidence in, considering issues of fire safety before building control application stage, taking into account the diversity of and likely behaviour of the population as a whole.
- 7.82 The application has been submitted with a Fire Statement for the purposes of consultation with the Health and Safety Executive and a Fire Strategy in accordance with London Plan Policy D12.
- 7.83 As part of the Gateway One process, the HSE considered the submitted fire statements and provided a substantive response dated 14 March 2024 which concluded that they were content with the proposals from a land use planning perspective and any issues raised can be managed later through the appropriate regulatory requirements.
- 7.84 The GLA have noted that both of Buildings A and E exceed 18m in height and are served by two staircases. However they have queried whether the external staircase proposed for Building A will fully comply with relevant fire safety requirements. The requirement for compliance was also pointed out by the London Fire Brigade in their consultation response.

The applicant has confirmed that the final design of the staircase will comply with the relevant British standards as part of later design stages.

- 7.85 The GLA have also asked for a condition to be included to confirm that there is a fire evacuation lift within each core. However it is noted that the fire strategy already confirms this to be the case. It is therefore considered that a condition is not necessary.
- 7.86 The London Fire Brigade's consultation response also raises a number of queries relating to certain fire-specific design elements of the building which are covered by other regulatory requirements such as British standards under Building Control. These have been addressed in a response from the applicant and officers are satisfied that the issues will be controlled by matters outside of planning regulation.
- 7.87 Officers are satisfied with the fire safety provisions as they relate to planning matters, with further specific queries raised by the GLA and the LFB to either be addressed by condition or as a result of other regulations set outside the planning regulatory system.

Housing Conclusion

- 7.88 Overall, the scheme will provide an exceptionally significant level of affordable housing, particularly within the affordable rented tenure, particularly when the current economic challenges facing the house building sector including those operating within the registered social landlord sector are considered. The homes have been designed to be within housing design guidelines set out within the development plan save where constraints of the site, particularly those presented by retrofitting a listed building and balancing all other planning policies, prevent full compliance with those guidelines. Appropriate mitigation is designed into the scheme to reduce any negative impacts on the quality of the accommodation. The tenure and unit mix are largely in line with policy or otherwise acceptable based on the constraints of the site or the levels of affordable housing being provided. All but one of the affordable rented homes will be dual aspect with the scheme providing an acceptable level of dual aspect homes across the rest of the site, particularly when constraints and mitigation are considered. The housing to be provided is therefore acceptable.

Design

- 7.89 The NPPF places significant weight upon the creation of high quality, beautiful and sustainable buildings and places, particularly on those developments which reflect local design policies and government guidance on design and/or represent outstanding or innovative design which promote high levels of sustainability or help raise the standard of design more generally in an area, so long as they fit in with the overall form and layout of their surroundings. Where development is not well designed and fails to reflect local design policies and government guidance on design, it should be refused.
- 7.90 The NPPF also encourages engagement on and evaluation of the design of developments throughout the entire evolution and assessment of proposals and those that can demonstrate early, proactive and effective engagement with the community should be looked on more favourably.
- 7.91 Paragraph 135 of the NPPF sets out the basis for what should be considered well-designed developments which includes design that:
- a. improves the overall quality of the area over the long-term,
 - b. involves visually attractive architecture, layout and landscaping,
 - c. is sympathetic to local character and history, including the surrounding built and natural environment, whilst not preventing or discouraging appropriate innovation or change (such as increased densities),
 - d. establishes a strong sense of place through layout, built form and materiality to create attractive, welcoming and distinctive places,

- e. optimises the potential of the site to accommodate and sustain an appropriate amount and mix of development, including green and other public space,
- f. creates safe, inclusive and accessible places, promoting health and well being and the quality of live of existing and future communities are not undermined by amenity, crime and disorder.

7.92 The National Design Guide goes further by setting 10 characteristics of good design as follows:

- a. Context,
- b. Identity,
- c. Built form,
- d. Movement
- e. Nature
- f. Public spaces
- g. Uses
- h. Homes and buildings
- i. Resources
- j. Lifespan

7.93 Development Plan policies require high-quality designed schemes that reflect local context and character and provide attractive, safe and accessible places that safeguard and, where possible, enhance the setting of heritage assets.

7.94 London Plan policy D3 promotes the design-led approach to optimise site capacity and determine the most appropriate form of development that responds to the site's context and capacity for growth. The policy requires high density development to be located in locations well connected to jobs, services, infrastructures and amenities, in accordance with London Plan D2 which requires density of developments to be proportionate to the site's connectivity and accessibility.

7.95 Local Plan policy S.DH1 outlines the key elements of high-quality design so that proposed developments are sustainable, accessible, attractive, durable and well-integrated into their surroundings. Complementary to this strategic policy, Local Plan policy D.DH2 seeks to deliver an attractive, accessible and well-designed network of streets and spaces across the borough.

7.96 The proposed development was presented twice to the LPA's design Quality Review Panel (QRP) during the pre-application stage and was also presented to a QRP Chair's Workshop following submission of the application.

7.97 The current context of the site has an irregular urban grain and is surrounded by a variety of building typologies. Many buildings in the context are linear buildings set within generous landscaping, this as well as the approach to the park makes the area very green and creates a parkland setting to much of the surrounding context. The site itself is characterised by the Grade II listed original hospital building sitting in the centre of the site with a grand façade fronting the lawn and dense trees throughout, particularly along the boundary. Ancillary buildings are dispersed throughout the site and do not form any particularly regular pattern.



Figure 14 – Proposed extent of demolition

Layout

7.98 The proposed layout of the site has been subject to significant pre-application engagement with the LPA. The focus of the proposals remains the Grade II Listed Main Hospital Building, South wing and Sanitary Tower which will all be retained and refurbished as part of the proposals and supplemented by an extension to the rear of the main building. This design approach maintains the historic Building F, and the South Wing, as the focal point of the site aided by maintaining a strong formal landscaped approach to the front including maintaining the grand lawn. All other existing buildings on the site will be demolished, including later additions to the rear of the hospital building. These will be replaced by a series of new build-elements which will provide additional housing. To the southern end of the site will be two rectangular buildings (Buildings A and B) sitting perpendicular to each other. A further rectangular building (Building C) will be located along the eastern edge adjacent to St James' Avenue. This will be connected to the main hospital building by a rectangular link-building (Building D). Finally, a fifth new-build building (Building E) will be built in the northern corner of the site closest to Victoria Park.



Figure 15 – Proposed Masterplan of the site

- 7.99 As a result of the proposed layout and arrangements of new-build elements on the site, new publicly accessible routes through the site will be created running from east-to-west (and vice versa). These run between Buildings A/B and the South Wing with access from both Bonner Road and St James's Avenue and between Buildings E and C/D/F with access from both Approach Road and St James's Avenue. These will be predominantly pedestrian/bicycle routes with vehicular access limited to emergency and refuse vehicles and, in the case of the new route to the north of the site, blue-badge parking. These routes would help to connect St James's Avenue to Bonner Road and Approach Road and improve connectivity in the area. The separation of Buildings A and B allows for views of the South Wing and the new square to be provided and easy access through to the child play space. There would be vehicle access on the east side of the site with associated blue badge parking and servicing/delivery access via the access road around the formal lawn between Bonner Road and Approach Road. Pedestrian routes through the site would be lined with planting, rain gardens, and informal play. These will be legible and in keeping with the character of the site.
- 7.100 A number of new public spaces will be created including a new public square at the eastern end of the South Wing, a new courtyard space behind the Main Hospital building created by the configuration of the new-build Buildings C and D, reinstatement of the formal lawn to the front of the main range of the Hospital Building and a new designated landscaped area surrounding the veteran black mulberry tree. There will also be new dedicated play-spaces to the south of the site next to Buildings A and B. The site will be fully accessible to the general public twenty-four hours a day, save for the courtyard space which will be closed for use of residents only between the hours of dusk-dawn.



Figure 16 – Masterplan demonstrating routes through the site and proposed landscape areas

Massing, heights and townscape

- 7.101 The context is generally between 3 to 5/6 storeys in height mostly in the form of linear blocks and a terrace to the south. The tallest nearby building is 41 Sewardstone Road adjacent to the entrance to Victoria Park which stands at 6 storeys. Reynolds House to the south also stands at 6 storeys. The Parkview Estate to the east of the site varies between 3 to 5 storeys but is also set down below the road level reducing the overall height in AOD terms. Figure 17 below demonstrates the prevailing heights in the context of the site.

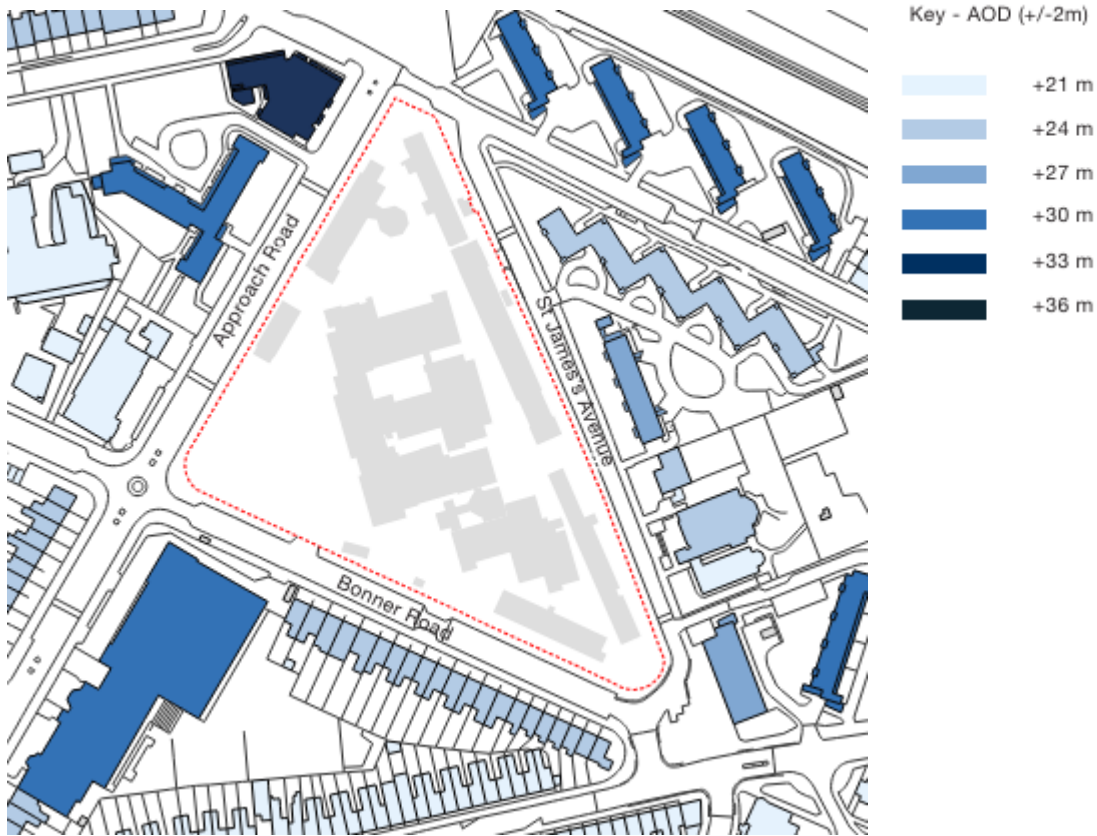


Figure 17 – Diagram demonstrating contextual heights

7.102 The proposed development will include new buildings ranging from 5 to 9 storeys in height. However, it should be noted that, even though the new buildings in the proposed scheme exceed the previous scheme in terms of number of storeys of each building, the floor-to-ceiling heights of each building have been rationalised such that each building is only marginally taller than those of the previous scheme which were considered at the time to be acceptable in townscape, massing and height terms.



Figure 18 – Proposed Masterplan including building heights

Building A

- 7.103 Building A sits opposite the Grade II Listed St James the Less Church and the Grade II Listed St James Vicarage in the south east corner of the site and would be 7 storeys in height making it taller than its context. The top storey would be set back where possible to reduce the impact of the building's height and mass on St James's Avenue. Building A fronts Bonner Square to the south and would be set back from St James's Avenue, therefore the relatively generous space around the building alleviates the impact of the additional height. It would also be positioned away from the listed hospital building. The corners would be chamfered with recessed balconies, and the elevation fronting St James's Avenue would have deck access which creates depth and articulation also alleviating the impact of the mass.
- 7.104 This building also features an external second staircase which sits to the east of the building but within the boundaries of the site. The staircase takes the form of an octagonal tower and is joined to Building A at each storey by a walkway. The staircase will be enclosed with the enclosure material terminating at a lower level than the roof of Building A with the top of the internal lift overrun projecting slightly above the roof of Building A. The staircase would therefore be of a similar scale to that of Building A but will sit closer to the Listed Church and Vicarage on the eastern side of St James's Avenue.

Building B

- 7.105 Building B would be 6 storeys in height and it would sit parallel to the South Wing of the listed hospital building. At this height it would be taller than the South wing, However it would help to transition heights up to Building A. The form is very simple with the addition of bolt on balconies to the corners which take inspiration from the retained veranda of the Main Hospital Building.

Building C

- 7.106 Building C fronts St James the Less Square and would be read adjacent to the gable of the south wing, it would sit opposite the main portion of the original hospital building. This Building would be slightly taller than the hospital building but would be read as of a similar scale, it would not be visible above the roof of the main range of the listed building in views from the west. The north and south elevations would have two vertical gabled elements with a recessed element to the centre with balconies. The east elevation fronting St James Avenue would be symmetrical with two central projecting vertical elements which provide articulation and break up what would be the longest elevation on this street. This elevation would have a mansard roof, which would slightly alleviate the scale of the building.

Building D

- 7.107 Building D connects Building C to the listed building to make a perimeter block. This building would be 5 storeys in height and would be subservient in height to the listed building. The north elevation would have deck access which adds depth to the proposed building when viewed from the new pedestrian route through the site. The top storey would again be set back to reduce impacts on views of the listed building from the east and to ensure prominence of the Grade II Listed Sanitary Tower.

Building E

- 7.108 Building E would be the tallest of the buildings at 9 storeys and would be notably taller than its context. The Building would front onto Bonner Gate to the north of the site and would be set back from what is a generous junction. In general massing terms, a taller element would be considered acceptable in this location as it would mark the entrance to the park. The corners take cues from the octagonal forms in and around the site and help with articulation. This form and scale helps create a certain mansion block appearance to the building. The octagonal corners would be one storey lower in height than the rest of the Building creating an interesting roof form and helping to reduce the overall impact of the mass. Whilst this building is bulky and as such to a degree be at odds with the scale found in the immediate

surrounding context, the mass has been well articulated which alleviates these issues relating to bulk.

Building F

- 7.109 No additional height is proposed to the existing Main Hospital Building and the proposed extension will have a flat roof and so will at no point be visible above any listed element of the building. The height of the extension is consistent with Buildings D and C and so would not dominate the courtyard behind the building.

Townscape

- 7.110 The Victoria Park Conservation Area Character Appraisal states that the scale and density of development varies across the area but does note that *'the prevailing building height is 3-4 storeys for Victorian terraced housing'* and that *'roads in the area are broad and tree-lined, or fringed with landscaped front gardens, all reflecting and contributing to the park setting.'*
- 7.111 A balance between the natural and built environment remains a key characteristic of the surrounding area and the Character Appraisal specifically refers to the application site stating that *'landmark institutional buildings generally sit within their own landscaped grounds, in keeping with the open character and setting of Victoria Park. The London Chest Hospital, opened in 1855, is the most significant of these buildings, in terms of its presence in the urban environment.'*
- 7.112 As noted above the proposed new build Buildings A, B C and E will all terminate higher than the ridge of the roof of the Main Hospital Building and are generally taller than the buildings in the surrounding area and would therefore result in varying degrees of divergence from the existing built environment. Each of Buildings A and E include set back top storeys, and in the case of Building E a tiered top to the building to further reduce impacts of any height. Building C also features a mansard-type roof to achieve the same effect.



Figure 19 – Verified view 6 as proposed (winter)

- 7.113 Despite its additional height, Building C would not be visible above the ridgeline of the existing Main Hospital building. However the new build elements of Buildings A, B and E will diminish

the prominence of the Main Hospital Building within the existing townscape. The image above shows Building E's impact on the Main Hospital Building in townscape terms during winter.

- 7.114 The area where the most eminent impacts on townscape will be felt will be on St James's Avenue where the existing built form sits below the canopy line of the trees and is set back from the boundary. All three of Buildings A, C and E will be sited in close proximity to St James's Avenue and will provide significantly taller built elements to those that are present currently. These buildings will therefore have a significant impact on the character of the street scene along St James's Avenue. The opening created by the pocket square identified as St James the Less Square within the application site will help provide valuable relief from that height and help provide a legible and inviting pedestrian route into the former hospital site for all.
- 7.115 Adjacent to the site, on the opposite side of St James's Avenue sits the Parkview Estate which, as the Conservation Area Character Appraisal outlines, sits in its own park-like grounds and is sensitive to the Conservation Area. Building heights on this eastern side of St James' Avenue vary from 3 to 5 storeys in height, although difference in floor heights and relief complicate the direct comparison between these heights and those proposed on the application site. The buildings within the estate are also significantly set back from the road and are surrounded by green spaces.
- 7.116 The Figures 20 and 21 below show the before and after images of views down St James's Avenue from the south, looking north.



Figure 20 – Verified view 3 as existing (winter)



Figure 21 – Verified View 3 as proposed (winter)

7.117 It is evident from these images that there will be a significant increase in the built form along St James's Avenue. However, the applicant has worked during the pre-application process to set back the buildings from the edge of the site so far as is possible in order to provide relief to the street. The buildings are set to run adjacent, but not parallel to St James's Avenue so that they can be set back at different points along the street-scene to provide further relief. The elevational approach of each building also differs from building to building creating visual interest and disrupting what may have felt like a single wall of development. The introduction of the square at the end of the South Wing also provides significant relief in the townscape by the creation of a pocket of open space whereby passers by can view through the entire site and view the Listed historic buildings. Similar views are provided at the northern end of the site between Buildings C and E where views of the Sanitary Tower are provided. The opening at this location is also significant as it is required to provide access to blue-badge vehicles and so, again, provides further relief. Mature trees have also been retained wherever possible and additional planting will be secured to ensure that the impacts on the street-scene are further mitigated.

7.118 At the northern end of the site, a new landmark building will be introduced which will rise to 9 storeys. The prominence of the building will provide a visual marker of both the site and also the entrance to Victoria Park via the Bonner Bridge. On the western side of Approach Road sits Sotherby Lodge which sits at 6 storeys. However Sotherby lodge sits directly at the road edge and experiences no relief from being set back and softened by a green and prominent site perimeter as the new 9 storey Building will. As noted above, this is considered to be the most appropriate location on the site to include significant additional height, provided compliance with other policies as to height can be achieved. The building would appear as very prominent in views from within the Conservation Area, particularly in winter months. However the building is relatively slender when viewed from the north and has been designed to provide additional relief through the use of octagonal forms. Views through to the Sanitary Tower are also provided.



Figure 22 – Verified View 1 as existing (winter)



Figure 23 – Verified View 1 as proposed (winter)

General conclusion on massing, heights and townscape

7.119 Generally, the proposed massing and building heights of the new build elements of the proposals are of an appropriate scale for the proposed development notwithstanding that they are not necessarily in keeping with the surrounding context. The heights of the new-build elements are acceptable as they seek to optimise the amount of housing to be provided on the site, in particular the affordable housing provision. The tallest elements of the proposals are to be located at the southern and northern ends of the site where they will also provide legibility benefits to both the entrance to Victoria Park and the Old Ford Road Neighbourhood

Centre. Whilst the new buildings will introduce additional height where there was previously no built form or very low-scale buildings, the buildings will be set back from the edge of the site, separated from other surrounding buildings by roads and will also be partially obscured by the mature trees surrounding the site and proposed replacement planting as well as include set-back top storeys or other forms of mitigation of the height.

7.120 It is also noted that the proposed buildings do not diverge in significant manner from the heights in AOD terms of buildings which were to be located in the same areas under the previous scheme. The below table (Figure 24) sets out the relevant measurements taken from drawings but it should be noted that drawings under the previous scheme did not include measurements to the top of any plant to be included on the roof of any buildings. The very tallest elements of the buildings in the new scheme, in particular in respect of Buildings A and E, are measured to plant which will be located at the centre of each building and so would not really be visible from the ground. Measurements have therefore also been included to demonstrate the height of the top of any parapet or roof ridge.

Building/Location of Building	Height previous scheme	in Proposed maximum height in current scheme	Proposed height to parapet/roof ridge of each building
A	20.57m	24.605m	23.175m
B	20.57m	21.63m	19.3m
C	19.97m	19.96m	19.96m
D	N/A	15.975m	15.975m
E	27.655m	31.075m	29.025m

Figure 24 – Building heights under previous and current schemes

Appearance & Materials

7.121 The applicant has worked with the LPA throughout the pre-application process to provide the most exemplary of developments in architectural terms. The resultant proposals are considered to be of the highest quality in architectural design and represent the key aims of national, regional and local design policies.

Building A

7.122 The position of this Building away from the listed building, albeit still within a historic context, represents an opportunity for a contemporary architecture with a unique identity.

7.123 The southern elevation would face Bonner Square. The southern and northern facades would have a similar treatment. The central element of the southern façade would run the full height of the 7 floors with chamfered corners and recessed balconies which creates a vertical emphasis to the central element. Windows to the central element would have alternating positions every other floor. The windows would have deep formed reveals in white which references the listed building and add depth and articulation to the façade. Following minor tweaks to the floorplans of the southern end of the Building to address privacy concerns, a more rational fenestration pattern has been introduced to the south elevation. This pattern of recesses, fenestration and articulation is successful in creating a unique building.

- 7.124 The east elevation would be deck access with the balcony façade clad in vertical brick piers with slightly recessed metal walkways. This creates a vertical emphasis and a rhythm along the whole façade. The deck would help to articulate the elevations and create depth. The top floor would be recessed alleviating the scale of the building. Whilst this façade could be seen as repetitive the treatment of the ends of the Building wraps around the corner to add interest to the façade.
- 7.125 The west elevation would include bolt-on balconies to each flat and present a more uniform and regular pattern of fenestration. It would overlook the child-play space below.



Figure 25 – CGI of Building A looking south along St James’s Avenue (trees not shown)

- 7.126 The materiality would be predominantly red brick with some elements with a white finish adjacent to windows. The white elements are proposed to be a glass-reinforced concrete which will add a high quality textured finish to these elements. In addition, the design and access statement suggests glazed bricks to be used on the recessed façade of the east elevation, which are shown in the CGIs and bay study, with the final colours to be controlled via condition. The use of a glazed brick here would help to brighten the recessed façade and add interest and contrast. The materiality and details such as window reveals and brick detailing reference elements of the historic context. The red tones reference the retained hospital building. Black metalwork is proposed to all balconies, windows and doors.
- 7.127 The entrance on the north elevation would have a stepped recess, creating an interesting design feature which would make the entrance legible to users. A green glazed brick would be used for the entrance.
- 7.128 The feature external staircase would be located on the east façade of the building and would be a similar scale to the main building. The form reflects the octagonal forms present within the site. The staircase would be clad in aluminium baguettes in red hues to reflect the red tones already present. The staircase would be bold but would add an interesting feature to the scheme. The success of the staircase is dependent upon the quality of the materials to be used. Aluminium baguettes are being proposed to be used and information relating to the style of material has been provided in an addendum to the Design and Access Statement. The final material, including colours, will be secured by condition.



Figure 26 – CGI of Proposed external staircase of Building A

7.129 The QRP Chair's review focussed on this element as it had been raised previously by the QRP as a potentially contentious design feature. However, the need for the staircase to be provided as an external staircase in this particular location was explained. The staircase is required to be provided to meet fire safety requirements and it was decided to introduce an external escape stair in order to retain as many dual aspect and larger homes within the building as possible. This is the only location possible for the staircase without either requiring the loss of additional trees protected by the TPO or compromising the level of child play space to be provided. The QRP therefore accepted the principal of the staircase but requested that the configuration of the baguettes be simplified in order to tone down the staircase, introduce further transparency and reduce some of the competition between it and the Listed Church on the eastern side of St James's Avenue. An updated drawing has been submitted that provides that sought simpler arrangement and the baguettes would now run continuously from top to bottom rather than track the internal stair with a staggered arrangement as was proposed previously. This is a calmer approach and is seen as a marked improvement and is welcomed by officers. Details of the final arrangements of the materials would be secured by condition.

7.130 Additional minor amendments were made to the internal layouts of the flats at the southern end of the building to address privacy concerns raised by the QRP in relation to windows looking immediately onto the staircase. The single bedroom was moved slightly and an additional window inserted into each flat on the southern elevation of the building. The resultant fenestration pattern still retains visual interest and does not present as overly busy elevation and only a very minor change to the overall appearance of the building.

Building B

7.131 Building B sits just to the south of Building A but introduces a slightly different architectural approach. The fenestration pattern for this Building would be more rational and grid-like but retaining deep window reveals. There would be bolt on balconies on the corners which break up the regular fenestration pattern and take cues from the balconies and fenestration pattern of the main hospital building. The windows would have deep formed reveals which add depth and articulation to the façade. This Building would be more visible in the setting of the main hospital building, therefore a simpler design with high quality detailing is appropriate here.

7.132 The materials of this Building are very similar to Building A with the same red brick, white window reveals referencing the listed building, and white finish on elements of the façade behind balconies, brick detailing at ground floor and a stepped green glazed brick entrance. Again, black metalwork is proposed for the balconies, windows and doors. This material palette is complementary to the historic environment and its continuity helps to create a unity and character between the Buildings.



Figure 27 – CGI of South elevation of Building B as seen from Woodland Play space

Building C

7.133 The north and south elevations of Building C would have a similar treatment with two gabled elements with a recess in the centre accommodating slightly projecting balconies. The gables reference the gable end of the South Wing which is being retained and both will be visible from the new square created. The applicant has worked hard to ensure that the southern elevation has been designed so as to reduce any domineering impacts which it has over the listed South Wing. The simple and uniform fenestration pattern aids this. The windows would be regular with deep window reveals to add articulation and depth. The east elevation would have a regular fenestration pattern which reflects that of the main hospital building, and balconies attached to the east side of the two vertical projecting elements. The top floor would be set into the roof with projecting mansard windows. This would create a distinctive roof form and add interest to the elevation.

- 7.134 The elevation internal to the courtyard will be a far more simple form with a uniform fenestration pattern and bolt-on balconies throughout.
- 7.135 The same red brick used for the other Buildings would be the predominant material, as well as the same green glazed brick detailing to the entrance. This Building would have dark metal work and a standing seam cladding to the projecting windows in the roof which would match the roof material. These materials would complement one another and whilst they depart slightly from the materials of Buildings A and B the continued use of the red brick and glazed green brick which would maintain that character through the site.



Figure 28 – CGI of South and east elevations of Building C as seen from St James’s Avenue looking into “St James the Less Square” and the east elevation of the South Wing

Building D

- 7.136 This Building connects Building C to the rear of the Main Hospital Building and represented one of the bigger design challenges for the applicant as it needed to remain subservient to the Listed Building whilst also introducing high quality design and dealing with changes in levels across the site. The resultant Building would introduce deck access overlooking the new pedestrian route with a grid composition. The vertical brick piers would be projecting slightly further than the brick clad deck element creating a vertical emphasis. The horizontality however is still read and helps to connect the listed building and Building C which book end the building. The ground floor would be on the same plane as the principal façade which helps to ground the building and defines the adjacent footpath and legible entrances to the homes and main building. The top floor would be recessed, and the principal façade would be set back slightly from that of the listed building allowing the building to be read as subservient to the listed building. The floor to ceiling heights of this building would be lower than those of the listed building meaning that the floors wouldn’t line up, however the simplicity of this building means that it won’t be an awkward transition. There would be similar deep window reveals as the other buildings.
- 7.137 The internal elevation will again be a much simpler elevation with a uniform fenestration pattern and bolt-on balconies. This elevation will reflect a similar approach to the other courtyard elevation of Building C.
- 7.138 The same red brick would be clad to a grid frame. The detailing of the brick and the subtle recess of the brick to the deck and projection of the vertical piers are important to the quality of the principal façade and will be secured via condition. The secondary façade would be in

the same glazed green brick used throughout the site which would be bold but in keeping with the emerging character of the site. This would also be used for the communal entrance with a stepped detailing making it legible as the entrance. Dark metalwork will again be used for all balustrades and windows.



Figure 29 – CGI of north elevation of Building C and D

Building E

- 7.139 This building, being the most prominent and tallest new-build element of the development and being located adjacent to the entrance to Victoria Park represents an opportunity to create an exceptionally designed feature building which complements the historic buildings on site and enhances the character of the area.
- 7.140 The resultant building takes great inspiration from current and historic buildings on the site by introducing numerous new octagonal forms within the building. This building has numerous projecting bay windows and chamfered corners which are expressed vertically. The windows would be tall and would follow this vertical emphasis. The windows would have deep reveals to provide more depth to the facades. Balconies would be linked between projecting octagonal corners providing a horizontal emphasis. Dogtooth brick detailing would be used as horizontal banding running along the top of the windows at each floor to would also provide a horizontal expression. Tiering of the façade is introduced by creating balconies from set-back elements as the building moves upwards which helps to reduce the impact of the building on the surrounding area.



Figure 30 – CGI of Building E as seen looking North West from Approach Road

- 7.141 There would be feature brick detailing and white coping to the top which would cap the building. The base would be expressed differently with the ground and first floor having a different brick detailing to the middle and would have a darker mortar to create a strong and defined base to the building. This base, middle, top expression will help to break up the building and create more human scale proportions. The octagonal elements at each corner will allow for wide-ranging views from within the new flats and also representing a high quality of architecture.
- 7.142 The same red brick would be used for this Building. The entrance would not have the same green glazed brick as the other Buildings, however the location of the main entrance on the south east corner would still be legible. The detailing and elevational composition of this Building helps to break up the mass of the building and would create a unique building with references to the historic environment.



Figure 31 – CGI of Buildings C,D and E looking west along new pedestrian route towards the Sanitary Tower

Building F

- 7.143 Full details of the proposals to the Main Hospital Building, including from a design perspective are set out in the Heritage Section below. However, an extension to the rear of the Hospital Building is also proposed.
- 7.144 The rear façade of the extension takes references from the front elevation of the Hospital and introduces a more modern interpretation of certain of those elements. The resulting elevation is an impressive elevation which overlooks and provides character to the internal courtyard. The elevation includes stepped forward sections matching those on the front elevation with inset balconies between, large deep windows with white formed elements and deep, coped parapets. The façade has been designed to be symmetrical with an ordered fenestration pattern. A formed stone base replicates the front elevation and provides grounding to the new extension.
- 7.145 Red brick will be used once again as well as white formed elements which reflect a similar use elsewhere.



Figure 32 – CGI of courtyard facing elevation of Building F

Conclusion on architecture

- 7.146 The design of the new-build elements on the site are of very high design quality and a suitable quality of materials would be secured via condition. It is also proposed to ensure that the project architect are retained throughout the build-phase of the development via a planning obligation which will also ensure continuity of the design and material quality.
- 7.147 The same red brick referencing the listed building would be used for all of the new buildings. White window reveals on Buildings A and B also reference the listed building. The green glazed brick is used on most of the buildings, and brick detailing is used throughout. The octagonal form present particularly on Building E is used throughout the site on existing buildings which will be demolished, on the listed Sanitary Tower but also on other elements of new buildings. Whilst all of the buildings have different architectural styles there are elements of detailing and materiality which are present throughout the site, creating a sense of character and family between the buildings present throughout the site. The differences between each ensure that there is visual interest provided by each building irrespective of where they are viewed from.

Landscaping & Public Realm

- 7.148 This section deals with the landscaping purely from a design perspective. Biodiversity and impacts on trees are dealt with elsewhere within this report.
- 7.149 As noted previously in the report, the parkland setting is a key feature of the Conservation Area and will therefore need to be an important feature of the landscaping of the proposal site. Much of the historic positive landscape features within the grounds of the hospital have been lost over time as new buildings and extensions have been built within the grounds and hard-standing introduced throughout. Although it is noted that the impacts on the overall look and feel of the site are somewhat limited by the low-level nature of the built form and the retention of a significant number of mature trees around the boundary of, and throughout, the site. The site therefore still has a very green feel and certainly retains a park-like feel as one walks the site.
- 7.150 The entirety of the public realm and landscaping within the site will be secured as accessible to the general public 24/7 365 days a year, save for the internal courtyard which will be close to provide private amenity space for residents from dusk until dawn. This will be secured by obligation within a s.106 agreement. However, it is likely that the courtyard and the woodland

play, given that they are away from main pedestrian routes and more hidden from view, would be used predominantly by residents which creates a semi-private feel to those spaces without being exclusively private.

- 7.151 The proposals for the landscaping of the site identify five distinct landscaped areas. The spaces are distributed throughout the site and provide interesting features regardless of where anyone is within the site.

West Lawn

- 7.152 One of the key features of the landscape of the site, the west lawn is a large expanse of open space which will be predominantly grass reinstating the formal approach lawn of the historic hospital. This provides opportunities for informal play, gathering of residents and members of the public and providing an opportunity to enjoy the historic features of the Listed Hospital Building. The access road around the edge of the lawn will be a one-way vehicular access and contain a servicing bay. Trees and herbaceous planting will be provided as well as more extensive shrubland. A long curved bench will also be provided which will allow for enjoyment of the hospital façade.



Figure 33 – Sketch of proposed West Lawn landscape area

St James the Less Square

- 7.153 The new square created at the eastern end of the South Wing allows for a break in the built form fronting St James's Avenue and creates a real opportunity to appreciate the historic east gable of the South Wing. The location of the Commercial/Community Facility at ground floor of the South Wing in this location will help to activate the square. Introduction of play equipment and seating, both within the square and as part of spill-out seating from the café will do the same. Defensible planting ensures privacy to the ground floor units of Building C and a mix of hard and soft landscaping ensures that this will create a welcoming space which will draw people into the site.



Figure 34 – CGI of St James the Less Square

Woodland Play

- 7.154 Located to the south of the site, the Woodland Play character area is where the formal play-space is provided within the site. It will be dispersed across two enclaves created by the layout of the two Buildings A and B. The residential elements overlooking the space ensure sufficient surveillance with defensible planting and amenity spaces ensuring appropriate levels of privacy. Being located amongst the existing mature trees creates a particularly exciting feel to the space for children and offers opportunities for both formal and informal play.



Figure 35 – Sketch of proposed Woodland Play area

The Mulberry Garden

7.155 A key aspect of the current proposals as opposed to the previous scheme is the retention of the veteran black Mulberry Tree. The proposed landscape scheme seeks to ensure that the importance of and value provided by that particular tree to the local and wider community is not lost and is actually enhanced. The proposals seek to create a dedicated area in which the Mulberry Tree can be enjoyed by the general public and residents. A new entrance will also be provided adjacent to the tree so that passers by can enter and enjoy the tree from provided seating areas.



Figure 36 – Sketch of proposed Mulberry Garden

7.156 Formal and informal protection of the Mulberry Tree will be provided by ensuring that viewing areas are included within the hard-landscaping and a protective boundary is installed so that

nobody can approach the tree. A wind-protection barrier will be installed from the moment of demolition of the nearby building and a permanent barrier will be designed and installed as part of a later condition to be discharged. An obligation will also be secured by s.106 agreement to detail the final protection measures to safeguard the long-term survival of the tree which would represent a significant public benefit given the tree has been completely inaccessible to the public since the hospital closed and noting its particular historic and cultural significance.

Courtyard Space

- 7.157 Hidden amongst Buildings C, D, F and the South Wing, the courtyard offers the opportunity for more peaceful enjoyment of the landscape. The courtyard will be accessible from dawn-dusk to members of the public, but due to its location is likely to be primarily used by residents. The space is accessible via St James the Less Square or through an under croft through Building D. Play space for young children will be provided as well as a quiet garden, seating and planting throughout. Planters for growing of food by residents are also to be provided. Defensible planting will also be provided to all ground floor amenity spaces.



Figure 37 – Sketch of proposed courtyard space

Other

- 7.158 Throughout the site, the green perimeter will be retained, retaining as many mature trees as possible and replacing those to be lost with new trees. Buildings have been set back where possible from the edge of the site to create pockets of green space. Pedestrian routes running east to west across the site will be lined with new planting and opportunities for informal play.

Conclusion on Landscape

- 7.159 The proposals provide approximately 1,140sqm of publicly accessible open space and will introduce significant enhancements to all of those spaces. The green perimeter of the site will be retained with set-back buildings and a mix of mature and new tree planting. Overall the proposals will bring the site back into public use and create a new and high quality park-like space with opportunities for formal and informal play as well as quieter spaces for enjoyment of both natural and built heritage. Full details of planting, materials and treatments and maintenance of the landscape would be secured via condition.

Safety & Security

- 7.160 The application has been reviewed by the Metropolitan Police and they have requested that a condition be secured to ensure that the development will achieve Secured by Design Accreditation. This will be secured.
- 7.161 Of particular concern to officers, and indeed the QRP, was potential anti-social behaviour to occur within the external staircase of Building A. Appropriate security measures are proposed to ensure that the staircase will only be accessible to residents and it is not expected that the staircase will only be used on limited occasions. The cladding of the staircase with aluminium baguettes also ensures that it will be possible to see into the staircase at all times, reducing the likelihood of anti-social behaviour occurring within the staircase. Appropriate lighting would need to be secured but this is expected to be secured as part of the SBD condition. Officers are therefore satisfied that any ASB issues that may arise can be appropriately mitigated or designed out as part of the SBD measures. That said, a management plan specifically for the staircase will be secured by condition which will require the applicant to explain how any ASB issues identified during the life of the development will be addressed and dealt with.
- 7.162 In response to a query from the HIA officer regarding the inclusion of gender inclusive design within the scheme the applicant has confirmed a series of measures that were specifically introduced to address gender inclusivity such as active frontages, lighting in the public realm, good visibility with clear lines of sight throughout the site, accessibility to public spaces for all, CCTV and natural surveillance. An inclusive public realm and play space strategy will also be secured to address these matters.

Conclusion on Urban Design

- 7.163 Purely on design terms, the scheme represents a very high quality of architectural design and meets the aspirations of national, regional and local policies as to the quality of the design. The layout of the site will ensure additional permeability will be introduced to the site and surrounding area and that new-build elements are appropriately sited so as to reduce any impacts on the surrounding context. Whilst the introduction of new built-form of a taller and denser scale within the site than is present currently is not necessarily in keeping with the existing context, it is felt that sufficient mitigation is provided to ensure that the impacts of those buildings are reduced to an extent that the proposals are acceptable from a pure urban design perspective, noting the requirements of the NPPF to consider how development should not be discouraged simply by its impact on the surrounding context.

Heritage

- 7.164 Sections 66(1) and 72(1) of the Planning (Listed Building and Conservation Areas) Act 1990 state that “special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area” and “the local planning authority shall 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”. The emphasis for decision makers is that in balancing benefits and impacts of a proposal, the preservation or enhancement of heritage assets should be given great weight in the consideration/determination of the application.
- 7.165 Paragraph 203 of the NPPF then states that in determining applications affecting heritage assets local planning applications should take account of:
- a. The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
 - b. The positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
 - c. The desirability of new development making a positive contribution to local character and distinctiveness.

- 7.166 Paragraph 205 furthers this by stating that when 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 with that weight increasing with the importance of the asset. This consideration is required to be made irrespective of the level of harm to the significance of the asset.
- 7.167 Paragraph 206 makes it clear that any level of harm to, or loss of, the significance of a heritage asset, either from its alteration or destruction or from development within its setting, should require clear and convincing justification.
- 7.168 Substantial harm to or loss of grade II listed buildings or grade II registered parks or gardens should be exceptional. Substantial harm to any asset of higher significance should be wholly exceptional. Paragraph 207 sets out that, where a proposed development leads to substantial harm (or total loss of significance of) a designated heritage asset, consent should be refused unless it can be demonstrated that the harm is necessary to achieve substantial public benefits that outweigh that harm, or all of the following apply:
- a. The nature of the heritage asset prevents all reasonable uses of the site; and
 - b. No viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
 - c. Conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and
 - d. The harm of loss is outweighed by the benefit of bringing the site back into use.
- 7.169 Paragraph 208 deals with situations where the proposed development would lead to less than substantial harm to the significance of a designated heritage asset in stating that the harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.
- 7.170 Paragraph 209 deals with the impacts on the significance of a non-designated heritage asset and requires that a balanced judgement having regard to the scale of any harm or loss and the significance of the asset.
- 7.171 Paragraph 210 requires LPAs to not permit the loss of the whole or part of a heritage asset without taking all reasonable steps to ensure the new development will proceed after the loss has occurred.
- 7.172 Paragraph 212 states that LPAs should look for opportunities for new development within Conservation Areas, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.
- 7.173 Paragraph 213 states that not all elements of a Conservation Area will necessarily contribute to its significance but that loss of a building (or other element) which makes a positive contribution to the significance of a Conservation Area should be treated either as substantial or less than substantial harm, as appropriate, taking into account the relative significance of the element affected and its contribution to the Conservation Area.
- 7.174 Regional and Local Plan policies require that proposals preserve or, where appropriate, enhance designated and non-designated heritage assets in a manner appropriate to their significance. In particular, Local Plan Policy S.DH3 requires, in order to be granted permission, proposals that seek to alter, extend or change the use of a heritage asset or that would affect the setting of a heritage asset to:
- a. Safeguard the significance of the heritage asset, including its setting, character, fabric or identity,
 - b. Be appropriate in terms of design, height, scale, form, detailing and materials in their local context

- c. Enhance or better reveal the significance of assets or their settings,
- d. Preserve strategic and locally important views and landmarks, and
- e. In the case of a change of use from a use for which the building was originally designed, carry out a thorough assessment of the practicability of retaining its existing use outlining the wider public benefits of the proposed alternative use.

7.175 That policy also requires any harm to the significance of the heritage asset to be justified having regard to the public benefits of the proposal including whether it has been demonstrated that all reasonable efforts have been made to sustain the existing use, find new uses, mitigate the extent of the harm to its significance and whether the works proposed are the minimum required to secure the long term use of the asset. It also requires development to or within the vicinity of a listed building to have no adverse impact on those elements which contribute to their special architectural or historic interest including their setting.

7.176 Finally, Local Plan Policy gives significant weight to the protection and enhancement of the borough's conservation areas including their setting. Development within a conservation area is expected to preserve or, where appropriate, enhance those elements which contribute to their special character or appearance. The policy also introduces a presumption in favour of retention of unlisted buildings that make a positive contribution to the character and appearance of a conservation area. Planning applications should explore opportunities to enhance or better reveal the significance of a conservation area.

7.177 The current application is submitted with an Environmental Statement which explicitly includes a chapter relating to impacts on Built Heritage and includes a Townscape and Visual Impact Assessment which details the impact on the surrounding townscape, conservation area and Listed buildings.

Previous Application

7.178 It should be noted that, whilst consent was initially granted under the previous application, it was determined that there was harm to both significance of the grade II listed features on the site, particularly by the demolition of the South Wing and other interventions to the Main Hospital Building including extensive internal alterations and full replacement of the historic roof, as well as to the character and appearance of the Conservation Area. That harm was concluded to be at the very top end of 'less than substantial'.

7.179 The High Court considered the LPA's interpretation of heritage policies including the assessment of harm caused by that proposed development and the weighing of public benefits to be provided by that proposal in the Judicial Review of the previous application and found them to be sound. This serves as a helpful baseline of what level of harm a specific proposed development would introduce to the heritage assets on the site and the Conservation Area.

7.180 Much of the below discussion of the significance and history of the buildings on the site themselves are materially the same as contained in the report for the previous application as these elements have not changed since the previous application.

Main Hospital Building

Listing and History

7.181 The London Chest Hospital was listed in April 2016. The list entry specifically refers to the former London Chest Hospital, the South Wing of 1863-5 and Sanitary Tower of 1890-2, together with the Victorian gas lamp, dwarf wall, railings and entrance gates which surround a significant portion of the site. The 12 page listing description expressly identifies and is intended to protect as significant the main building, including the south wing and the sanitation tower, together with the railings which enclose the site and a gas lamp at the southern corner. The listing also expressly excludes any other buildings within the site and that could potentially be considered to be within the curtilage of the main hospital building, including the 1905 Nurses accommodation set adjacent to St James's Avenue.

7.182 The full extent of the listing can be seen in the below extract from the listing description:

“To the north of the south wing, the extensions dating from the 1920s/1930s, with a later addition* reaching into the angle with the main range, are not of special interest. The corresponding north wing* is a replacement of 1983 and is not of special interest. There is an octagonal sanitary wing of 1890-2 at the north end of the building, with a bridging link. The contemporary mortuary is attached immediately to the east. On the eastern, rear side of the building, is a large, multi-phase C20 addition*, extending from the centre of the building. Between this central extension and the south range, against the eastern face of the main*



range, is a later-C20 lift tower. Between the central extension and the north range is a C21 stair tower*. Attached to the south-east end of the south wing is the octagonal tower of the 1972 outpatients' building*, with a large single-storey block* extending southwards. None of these C20 and C21 additions is of special interest and they are excluded from the listing.”*

Figure 38 – Photograph of front of the Hospital taken in the early 20th Century

7.183 Constructed between 1851-1855, the hospital was founded in response to public concern at the inadequacy of provision for treating consumption or tuberculosis, a common disease in mid Victorian London. It was hoped that the new hospital would be "as far as possible a model of its kind" and following an architectural competition, F.W. Ordish was selected as architect for the new hospital.

7.184 Built in a late seventeenth century style, the design of the hospital reflects the strong tradition of hospital architecture of this period, by such architects as Robert Hooke and Sir Christopher Wren, albeit on a more domestic scale. The result is a building which also has the air of Sir Roger Pratt's influential domestic architecture of the same period, and presents itself almost as a country house, an architectural vision which is emphasised by the parkland setting. Rather than being strictly Queen Anne historicist, as it might first appear, some of the architectural details show it to be more of a post 1860s eclectic style, thus contributing to the overall interest and significance of the building.

7.185 Constructed in red brick with Portland stone dressings, the hospital is three storeys in height above a lower ground floor. Of 17 bays in width, it is symmetrically arranged around a central section of 5 projecting bays, with a further 2 bays to each side of this stepping back from the central section but projecting forward of the remainder of the elevation. It has a modillion cornice at eaves level and quoins that define the projecting sections. The building has a shallow hipped roof of slate, with substantial, originally decorated chimneys, it is topped by a central tower/cupola which as well as providing architectural interest served to provide natural

ventilation to the building, allowing the heating and control of temperature considered necessary to the successful functioning of a hospital at this time.

7.186 Within a few years of the hospital's completion, two wings were added, one to either end. Today only the south wing survives, the northern one having been lost to bomb damage. Some of the apparent symmetry of the whole is lost as a result of this damage, and with the addition of the verandas to the southern end in 1900. The verandas are an important reflection of the evolving treatment of tuberculosis, which by the turn of the century determined that fresh air was necessary for patient recovery.

7.187 The significance of the hospital itself, and its special architectural and historic interest, is enriched by its parkland setting, which not only contributes to its country house feeling, but also reflects the importance placed upon fresh air and a country location as essential to health, and the treatment of tuberculosis, the main focus of the hospital.



Figure 39 – Recent photograph of the front of the Hospital building

Significance

7.188 For the purposes of the NPPF significance is defined as “The value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting.”

7.189 The listing description summarises the significance of the building including the South Wing and Sanitary Tower, noting that the buildings are principally of:

- a. Architectural interest both are overall, in the Queen Anne domestic style designed by FW Ordish, making reference to the hospital tradition and including accomplished sculpture, attributed to the workshop of George Myers and in terms of the internal features of the building which include staircases, joinery, plasterwork, sculptural detail and fireplaces,

- b. Historical interest - being one of the earliest hospitals dedicated to diseases of the chest and founded by city philanthropists. Also significantly incorporating an unusual and innovative ventilation system.
- c. Planning interest in particular, the side corridors to the rear of wards which acts as both an access to the wards and a day room/exercise gallery, and the inclusion of small ward toilets.
- d. Interest for their internal features, including the fine main entrance, noteworthy for the carving in stone and wood as well as vaulting ingeniously executed, the fine staircases, joinery, plasterwork, and sculptural detail.
- e. Technological interest, in particular the annunciator system, used to communicate within the hospital, of which clear evidence remains, and an unusual form of heating and ventilation which the building incorporates by Jeakes.
- f. Interest derived from the contemporary ironwork (veranda, railings and gas lamp).

7.190 In summary, those elements of most interest are the principal elevation of the main Hospital Building, visible from the front lawn and surviving interior fabric including the historic plan-form, the South Wing and the octagonal sanitary tower together with the 1900 veranda at the eastern end of the front elevation.

7.191 What little remains of the rear elevation is highly fragmented and largely obscured by modern wings and services which have been added to the back.

7.192 The boundary railings and a cast iron lamp column at the eastern end of the elevation are also considered to be significant. There is also a memorial in the garden which requires consideration.



Figure 41 – Diagram showing dates of various buildings on the site

Proposals relating to Main Hospital Building

- 7.193 The primary proposals relating to the Main Hospital Building relate to its conversion to provide residential accommodation, namely 54 new homes of varying sizes. All of the modern extensions to the rear of the hospital building would be demolished but, crucially when compared to the previous scheme, the South Wing will also be retained and refurbished to provide those new homes. Also in contrast to the previous scheme, the existing roof to the front of the building will be retained and repaired rather than replaced in its entirety. The flat roof of the extension to the rear will project out to the rear from the existing ridgeline of the roof such that it will not be from views of the front of the building.
- 7.194 All of the unlisted and less significant modern extensions to the rear will be demolished to make way for the new extension, however the rest of the main building will be retained and sensitively refurbished to provide the new accommodation. Generally the proposal to retain and refurbish the main building, south wing and sanitary tower are strongly supported and the resultant repair of the front elevation and key spaces within the building are welcomed. This will enable the long-term future of the building to be secured and also allow the building to be removed from the Heritage at Risk Register (a register of historic buildings that are in a state of disrepair and at risk of being lost as a result of neglect, decay or inappropriate development).

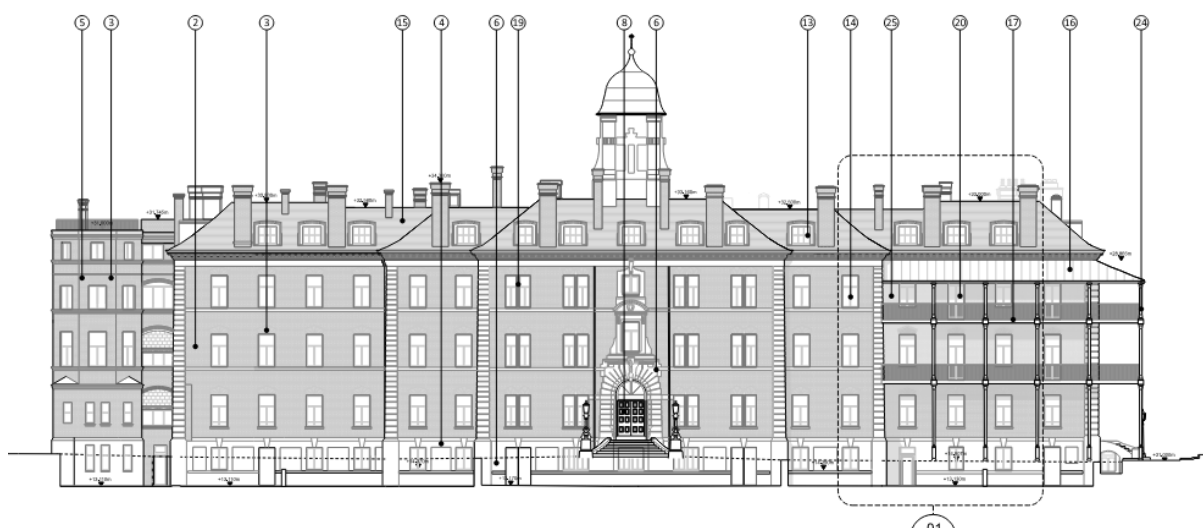


Figure 42 – Proposed front elevation of the Main Hospital Building



Figure 43 – CGI of proposed front elevation of the Main Hospital Building

- 7.195 The proposals include a full repair of the historic elevations of the main building and south wing. For the most part the proposed repairs are of the sort that you might expect for a building of this age to be restored, however there are currently bracing straps attached to the front of the building with the braces apparently running through the building and secured to the rear

wall. A full survey of these and their purpose will need to be secured to ensure that it is appropriate to remove them or whether they will, ultimately, need to be retained.

- 7.196 The removal of the modern extensions to the rear of the building will, for the most part, be replaced by the new extension to the rear. However there will be a small section of the courtyard elevation of the South Wing where the existing internal wall behind a modern part of the building will be revealed. It is proposed that, rather than rebuild this section of the façade with a similar design to the existing historic façade, the existing openings will be retained and filled with glazing or brick to demonstrate the history of the building and indicate that, historically, there would have been built form in this location. The spaces behind these openings will remain corridor spaces to continue this reference to the building's history. The contemporary look and feel of this element is considered to be appropriate however a final strategy will need to be secured once full demolition of the later additions has occurred and the condition of the existing wall can be better understood.



Figure 44 – CGI of courtyard elevation of the South Wing

- 7.197 The elevation to the rear of the building overlooking the courtyard has been sensitively designed and refined extensively such that it is sympathetic to the character of the hospital. Building D which adjoins the corner of the hospital is sympathetic to the scale of the historic building with the parapet line sitting at a similar level to that of the hospital and the top floor of accommodation set back from this can be viewed almost as a roof storey.
- 7.198 The south wing will, for the most part, otherwise be repaired and restored in full. The Commercial/community facility will be located in the eastern end of the south wing at ground floor level. To address QRP comments as to activation of the square and to allow for direct access for persons with mobility issues, it is proposed to locate the entrance to the unit directly from the square and without any steps. Due to site levels this has meant that the ground floor of the south wing has needed to be lowered in this location to the level of the square. The lower ground floor will be used for cycle storage. This will involve the removal of the existing floor in the end of the south wing but will result in a more usable, accessible and high quality commercial/community space. More modern windows and doors will be installed in the commercial unit on this façade stretching over the two floors which reflect the historic layout of the building whilst also providing access and providing a contemporary contextual response.

This will cause some harm to architectural and historic interest of the building but is an appropriate response and marks the location as a separate facility open to the public well.



Figure 45 – Drawing and CGI of proposed South Wing eastern elevation

- 7.199 It is proposed to replace the windows throughout the historic buildings. At some point in the past the windows on the hospital have been replaced with upvc windows. Historically this building would have had six over six timber sashes and this can be seen in historic photographs. These windows are typical of Queen Anne style buildings and would contribute to the special architectural and historic character of the building. The proposals indicate the intention to replace the existing windows with dark metal casements, these are harmful to the special architectural character of the listed building. The opportunity exists to reinstate six over six pane timber sashes, which could be double glazed and would better enhance the historic and special interest of the building.
- 7.200 It is also noted that the GLA in their Stage 1 Report state that the proposed replacement of the existing windows is welcome, however the replacements are not in keeping with the historical manner of the listed building. They have stated that the level of harm introduced to the significance of the building would be reduced if appropriate replacement windows were provided and have requested a condition to provide details of the final windows.
- 7.201 Officers would note that the proposed windows do represent an improvement on the existing UPVC windows in terms of the special interest of the listed building however they are not being replaced with more historic timber windows. The applicant has stated that the re-introduction of timber sash windows would result in negative implications on the overall efficiency of the building. Officers are firmly of the opinion that timber sash windows should be introduced to the front elevation of the hospital building and to the Sanitary Tower as a minimum as this is the primary facing elevation of the building and where the introduction of unhistoric windows would be most noticeable in terms of the harm it causes to the building. In the interests of striking a balance between the requirements to meet efficiency measures officers have accepted that the windows to the south wing of the building could be accepted as proposed. A condition is therefore proposed to secure timber framed sash windows to the front of the building and for full details of those windows to be provided.

7.202 In order to provide private outdoor amenity space to some of the residential units within the building, it is proposed to re-use the existing lightwells at lower-ground floor. These will be extended outward to provide sufficient space to meet space standard requirements and new doors will be installed to allow access to the spaces. The spaces will also need to be treated with a new boundary treatment which will impact upon the character of the elevation at this lower level. Full details of this would be secured via condition.

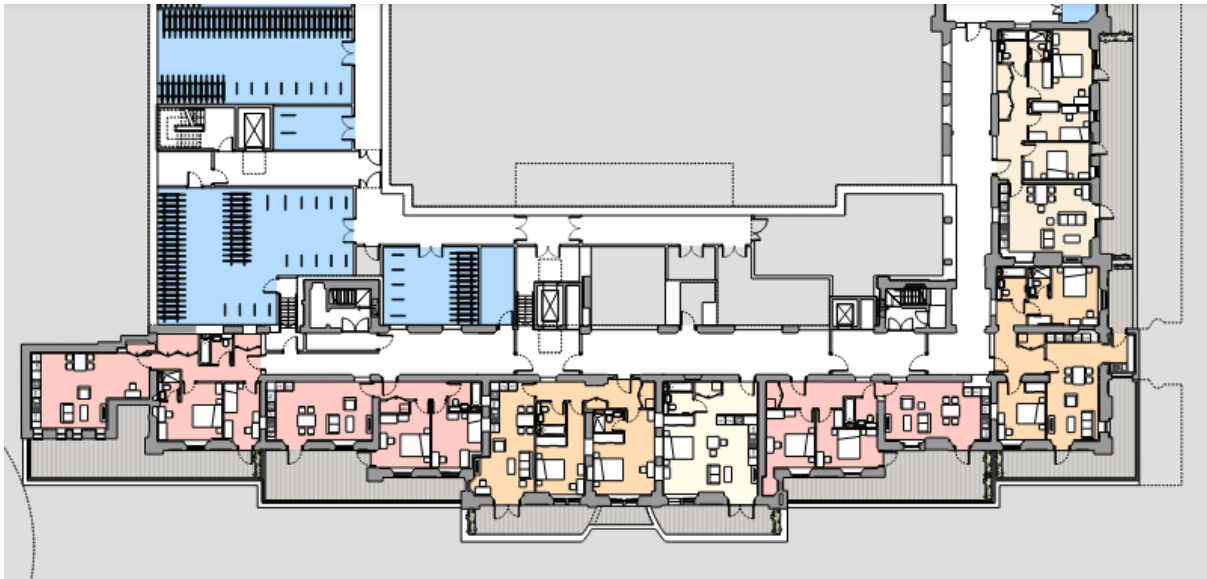


Figure 46 – Propose ground floor plan of main hospital building

7.203 The roof of the building will be retained and repaired where possible, subject to further detailed surveys to be secured by condition. There will however be an introduction of new dormer windows to the roofscape and a rationalisation of the existing dormers so that the arrangement and appearance of the dormer windows is unified and simplified. The dormers will also allow for appropriate access to daylight and sunlight and improved outlook for flats on the top storey of the building. Whilst loss of the dormers is harmful, the decision to renew dormers offering consistency in detailing, and balancing location will complement the façade below. Whilst the number of dormers to be provided (27) is significant, they have been rationalised where possible such that the majority of the rooms on the third floor are only served by one dormer. There is overall symmetry in the dormers to be provided to the roof when viewing the main range of the hospital building. It is also worth noting that a similar number and layout of dormers to the main range was considered acceptable as part of the previous application. Historic dormers have very narrow cheeks and this is difficult to replicate in a dormer which is compliant with building control requirements so full details will be required to be secured via planning condition to ensure that the dormers are respectful of the special architectural interest of the building.

7.204 Existing roof lanterns in the roof of the building will also be restored and/or replaced to provide additional daylighting to the top floor of the building. The retention of the lanterns where possible and replacement with like-for-like lanterns where they are beyond repair is supported and would retain some of the historic character of the building whilst also improving daylight and sunlight to the flats in this part of the building.

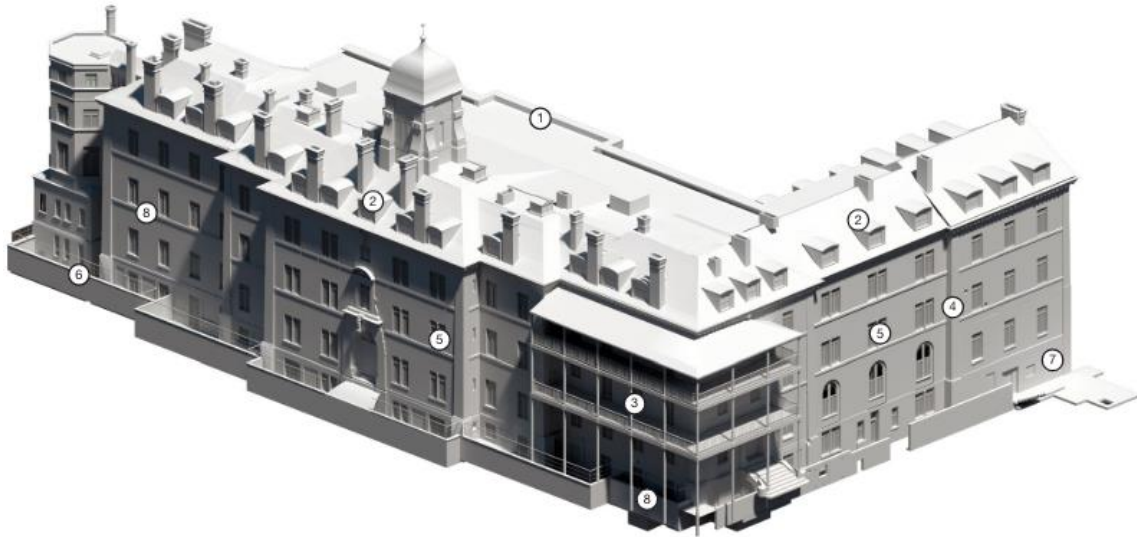


Figure 47 – CGI of Building F to demonstrate proposed new dormers and roof works



Figure 48 – Photograph of inside of existing roof lantern. The lantern has been made weathertight and boarded up whilst the application is considered.

- 7.205 To the front of the site, the verandas, originally open to the air, would be restored and utilised as outdoor amenity areas for the adjoining residential units.
- 7.206 At the present time the flat roof at the top of the building is of lead and temporary works have been carried out to make the roof wind and weathertight in the short term to safeguard the long-term survival of the building and to halt further deterioration of the top storeys of the building following a period of decay. The intention is that the lead would be replaced as part of the works and this has been confirmed by the applicant.
- 7.207 As for the inside of the building, the conversion of the building to provide residential accommodation is accepted in principle as an appropriate use of the building, subject to the

securing of various conditions so as to ensure that the proposed restoration and conversion works are undertaken in the most appropriate and sensitive manner.

- 7.208 Much of the historic plan form of the building will be retained and the flats will be laid-out internally within this form. Of particular note is the retention of the wide historic corridors with the entrance at the southern end of the building being retained and a new heritage-type stairlift provided to allow for wheelchair access to the building. On upper levels there will be some erosion of the corridors at either end of the building which will result in some harm to its character and the significance of the building. The intention is to dryline and insulate through out but, once removal of the modern NHS elements has taken place it will be important that a further review of existing historic fabric is undertaken to see whether more can be retained. This will be secured via planning condition.
- 7.209 For example reference is made in the scope of works to the possibility of retaining cornices if they are in reasonable condition – this would be strongly supported. If this is not possible, the scope of works makes provision for cornices mouldings to be recorded for replacement and reinstatement.
- 7.210 A light-touch soft-strip of the inside of the building has already commenced on site which has revealed further elements that will require consideration following the grant of any listed building consent. For instance, the removal of modern suspended ceilings has also areas where further consideration of what is proposed is required for instance historic corridor ceilings which, again, would be secured by planning condition.
- 7.211 A summary of the historic features existing on site was prepared before the clearance of modern NHS fittings and this will need to be updated in line with what has been uncovered and should include historic surfaces where found.

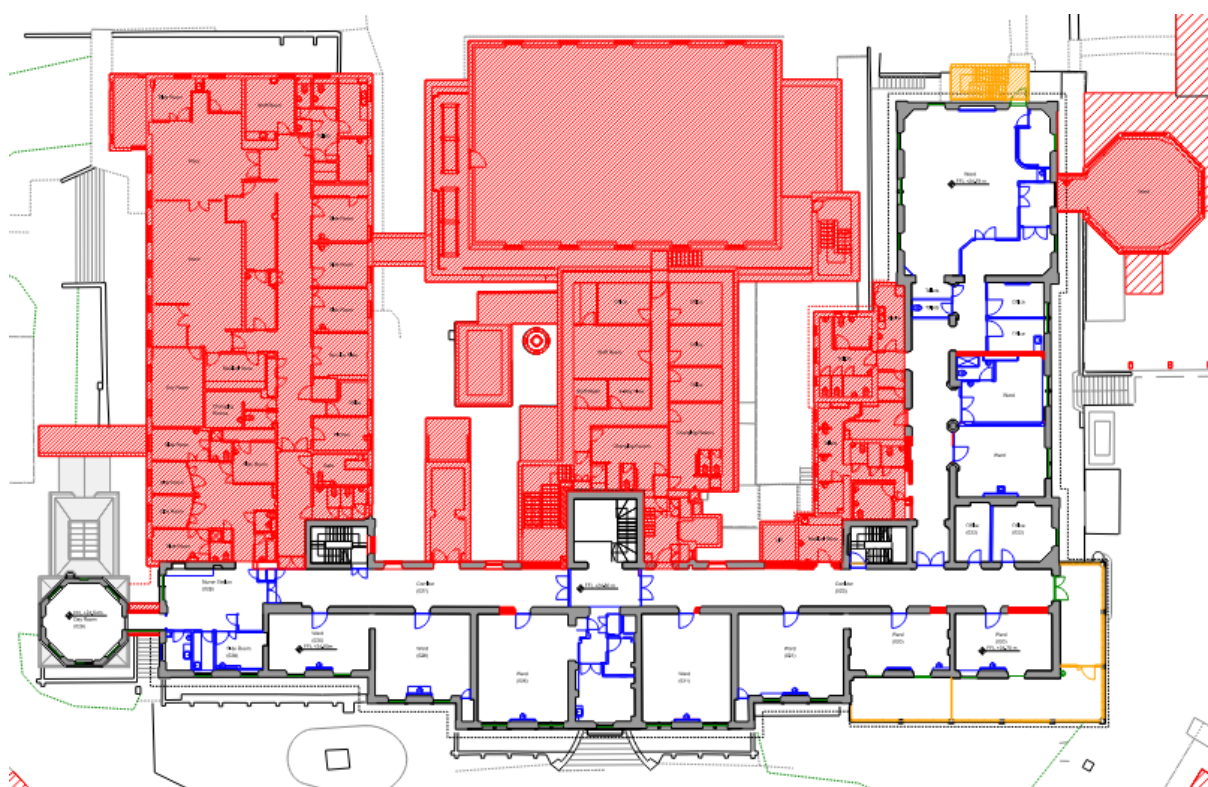


Figure 49 – Example proposed extent of internal works/demolition on one floor

- 7.212 Historic England queried whether the Sanitary Tower's historic pyramidal roof could also be sensitively reinstated to provide additional heritage benefits. However the applicant has stated that the original roof structure was likely damaged during WWII and was replaced in the late 1940s with a flat roof. The design team had explored the possibility of reinstating the roof however it was decided, in line with the wider sitewide approach to celebrate the history and evolution of the Chest Hospital, that adding an extraneous (and redundant) additional artisanal pyramidal roof would not be in keeping with revealing the scars' history and ephemera shown

elsewhere on the building – notably the south wing flank elevation and interior courtyard. Equally there are little to no drawings or details of the original roof – meaning that any replica or facsimile would be based off of limited information and could be a retrograde step against the wider conservation led approach. The use of the flat roof also allows the applicant to upgrade insulation of the roof in line with energy efficiency commitments contained in the submitted application.

7.213 The Victorian Society have also suggested that the central tower of the hospital building could be further enhanced by restoring it to its original form as seen in historic photographs. The architects and heritage consultant have explored this and it is noted that the original cupola was removed due to poor weathering qualities of the material used and unsatisfactory original design. In addition, the existing floor within the tower, which will be converted into a bedroom, measures below 18m and, by installing an additional level within the tower would likely necessitate significant further interventions to the building to bring it in line with building regulations. Officers are satisfied that, whilst the re-introduction of the cupola would be an additional heritage benefit, there are other salient reasons for not doing so and no harm is caused to the building as a result of not doing so.

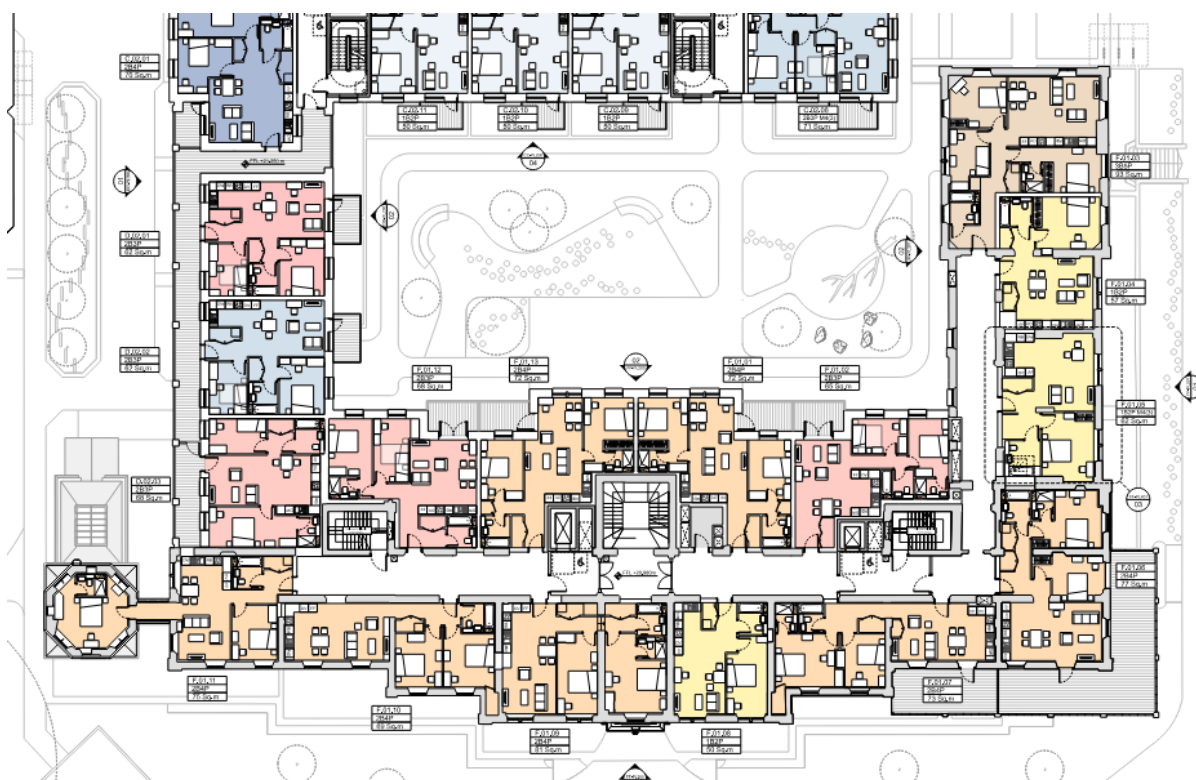


Figure 50 – Proposed upper floor plan of Block F demonstrating retention of majority of historic plan form within the listed element

Proposals relating to other listed elements including Boundary Railings, obelisk piers, gates and lamps

7.214 The boundary strategy primarily aims to maintain, reinstate and unify the existing boundary provided by the listed Grade II Victorian railings.

7.215 These have been reviewed and a condition survey carried out by Hutton and Rostron. The proposals indicate the retention and repair of the existing railings in some instances elements are missing and these will be reinstated, elsewhere elements may be salvaged for reuse.

7.216 A further study is to be carried out once the hoardings are removed and the condition of the railings can be assessed more holistically – it is anticipated that a combination of minimal intervention where possible combined with dismantlement and restoration where necessary is considered to be the most appropriate approach.

7.217 The listed Victorian gas lamp located at the southwestern corner of the building will be retained and repaired appropriately.

Significance of the Setting of the Listed Building and contribution to Conservation Area

- 7.218 The significance of the hospital itself, and its special architectural and historic interest, is enriched by its parkland setting. Designed in a country house style, the parkland setting enhances the architectural illusion of the hospital as a grand country house set in its own landscaped garden. This setting contributes much to the overall significance of the listed building.
- 7.219 The gardens also reflect the importance placed upon fresh air and a country location as essential to health, and the treatment of tuberculosis, the main focus of the hospital. The suburban location of the hospital was an important consideration in its siting. In this way, the setting contributes to the significance of the listed hospital, reflecting the beliefs of the medical profession and the wider public at the time of construction.
- 7.220 Whilst it is recognised that the parkland setting has to a certain extent been compromised by the ad hoc buildings which have developed to support the hospital function over the years, the relatively low scale of these buildings means that they sit beneath the tree canopy and are camouflaged by the mature greenery which surrounds the borders of the site. The main hospital is the most prominent building on the site, with the mature planting dominating views into the site, easing the transition between the open space of Victoria Park and development to the south and contributing positively to the character of the conservation area. For adjoining occupiers the feeling is of a low scale and intensity of development, set within an open space composed of mature trees and shrubbery.
- 7.221 The listing description also notes that the listed hospital building and those elements of the hospital encompassed within the listing have group value, with Victoria Park (a grade II listed park and Garden) and other listed structures close by including St James-the-Less Church and the Raines Foundation School. Thus their value is enhanced when considered in conjunction with one another. As a grouping, they each form a part of the setting for the others, and the interrelationships and views between them are significant.
- 7.222 The character of the conservation area is governed by the park itself, the Victorian buildings which border it and by the broader parkland feeling created by the generous public realm and landscaping. This is set out in the character appraisal which notes that, "Mature planting and landscaping in both the public and private gardens create the high-quality open character of much of the area".
- 7.223 The Chest Hospital is a major building within the conservation area and occupies a key site opposite to the entrance to the park across Bonner Bridge, an ancient monument. It is a landmark building within the conservation area set within its own landscaped grounds. Pennethorne, when designing Victoria Park, had originally anticipated that this site would provide an extension to the park and would be landscaped, and it was not until some years later that it was given over to the Chest Hospital.
- 7.224 The mature trees and shrubs around the boundaries of the site contribute to the parkland feel of the broader conservation area. Despite the numerous small scale buildings existing on the site, the overwhelming feeling is one of open character with lots of visible sky intersected by branches and foliage, views into the site being dominated by the mature planting.

Loss of Contextual Buildings

- 7.225 The current proposals involve the removal of all the buildings on the site with the exception of the main building, the adjoining sanitation tower and South Wing.
- 7.226 Whilst the listing of the hospital specifically excludes other buildings on the site as of no interest in terms of the listing, this does not necessarily mean that all of them can be dismissed as not making a positive contribution to the setting of the hospital and the broader conservation area. In the main they are relatively small buildings intended to fulfil the functional requirements of the hospital as and when those requirements have arisen.
- 7.227 The building of particular note is the nurses' accommodation facing St James's Avenue which has also been highlighted by Historic England. The building dates originally from 1905, and

although much was rebuilt with less distinguishable detailing following bomb damage, the building none the less contributes positively to the setting of the hospital and the broader conservation area beyond, being of an appropriate scale and associated with the broader historic use of the site. Its form is an important contextual element for the listed hospital, forming part of its setting. Its low scale also maintains the prominence of the landscaping, which is important to the setting of the Chest Hospital and an important part of the conservation area's special character and appearance.

7.228 The loss of the nurses accommodation has been justified but is none the less considered to be harmful to the setting of the hospital and to the character of the conservation area. Consideration was given to the possibility of retaining and converting the nurses accommodation, but the plan form was not conducive to conversion for family accommodation and the footprint limited the extent of new development across the site. Extension of the existing buildings might also have caused problems in terms of the relationship of the buildings with the protected trees and would have resulted in a building sat much closer to St James's Avenue. In order to ensure the optimisation of the site and overall viability of the scheme, the loss of the nurses accommodation is considered acceptable in urban design terms but harmful in heritage terms.

7.229 It is also worth noting that the nurses accommodation was also to be demolished under the previous scheme and was considered acceptable as part of the consideration of those proposals.

Impact of the proposed new build elements on the listed hospital building and other listed buildings

7.230 The hospital had an important public role and landmark status, and this is reflected in its scale and prominence on the site and within the conservation area. Set within its own landscaped parkland setting, and exceeding the ambient height of much of the conservation area, it is a large scale freestanding building which contrasts with the finer grain of the terraces typical of the conservation area.

7.231 In terms of the existing scale and massing of buildings on the hospital site, it is clear that the hospital is the most prominent building, dominating the other buildings in terms of both scale and height. Most of the buildings across the site sit well below the shoulder/eaves level of the existing hospital. The buildings are ad hoc in terms of placing but they are lower and less substantial thereby ensuring the pre-eminence of the hospital.



Figure 51 – Verified View 5 as proposed (winter) showing relationship between historic building and Building B



Figure 52 – Verified View 7 as proposed (winter) showing relationship between historic building and Building E

- 7.232 The proposed buildings would all be taller and of a larger footprint than the existing buildings, some being of greater scale than the hospital building itself. The new build elements would therefore, for the most part, compete with the hospital in terms of both scale and prominence. The above views demonstrate the competition between the hospital building and its nearest neighbours and could potentially be seen to detract from the landmark character of the building. The new buildings would therefore reduce the prominence of the listed building, diluting its contribution to the character of the conservation area as a consequence.
- 7.233 The scale and proximity of the new buildings to the main hospital would reduce the openness around the hospital and the architectural vision of the hospital as a substantial country house within a parkland setting would be compromised.
- 7.234 The proposed Buildings B and E would flank the main elevation of the hospital and would be read in conjunction with the front elevation. The view from the junction of Bonner Road and Approach Road, is the principle view of the main facade, and clearly shows the way in which the hospital and new buildings would be seen together. The extent and scale of the proposals compete for attention with the hospital itself impacting upon the ability to appreciate the architectural vision for the building, its landmark quality and the parkland setting, all key elements of its significance.
- 7.235 That being said, care has been taken to ensure that the lawn in front of the hospital has been retained and that in views of the west elevation, the most significant view of the hospital, new development does not interfere with the historic roofline, although the scale of Building E can clearly be read in views 6 and 7. Care has also been paid to ensure that Buildings are carefully detailed to reduce the impact of the massing and ensure their sympathetic design, and that they are set back from the boundary, allowing the protection of the trees on site and the maintenance of the green and leafy feeling of the site.
- 7.236 Views contained in the TVIA show that this approach has been successful in the main, in particular during summer months where the trees are in full leaf but equally the architectural approach is clearly demonstrated during the winter views.
- 7.237 Building E however, is considerably higher than the hospital and the ambient height of the conservation area and this is harmful to both the setting of the hospital and the character of

the conservation area. Building B is also read in clear conjunction with the listed hospital Building, and the proximity of the two buildings provides a direct comparison of the parapet height.

7.238 Turning to the impact to St James the Less Church which is an area of concern.

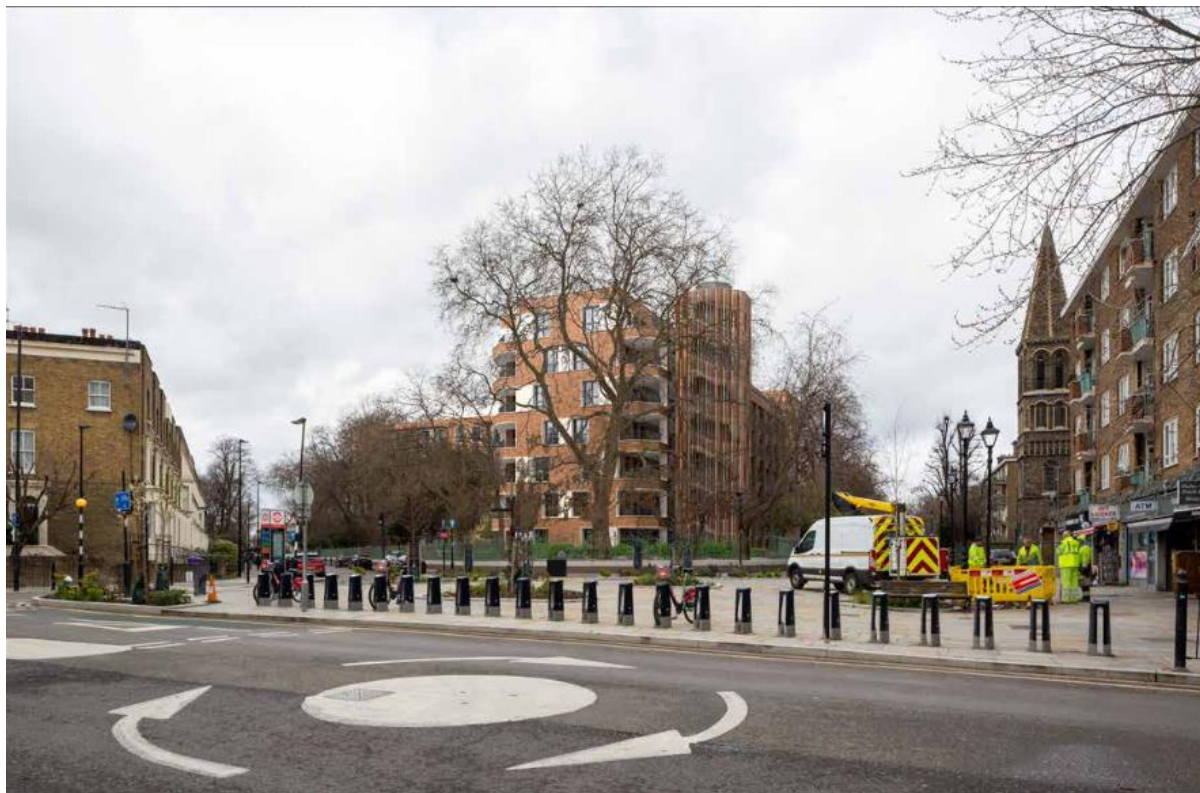


Figure 58 – Verified View 4 as proposed (winter) demonstrating relationship between Building A and St James the Less Church. NB this view does not currently include the minor amendments to the detail of the staircase or the fenestration but remains appropriate for assessing impacts in terms of massing. Updated Verified views will be provided in an update report.

7.239 At the time of construction the church would have been an important landmark and the spire would have been relatively higher than the surrounding housing, drawing attention to this important community building. The spire of the church to this today retains a landmark feature, notwithstanding the erection of 5/6 storey modern housing block since its construction. In the context of the proposed massing, the slim spire would have to compete for prominence with the new residential southern building. St James-the-less Church and the London Chest Hospital are also significant for their group value, their relationship to one another, and this is diminished by the intrusion of the proposed new southern building which sits between the two buildings.

7.240 Whilst the acceptance of a building of similar size in this location was accepted and considered acceptable in the round as part of the previous application, the decision to accommodate the required second staircase for fire safety purposes as an external staircase to the southeastern corner of Building A means that it appears clearly in views of the spire of the Grade II Listed church on the eastern side of St James's Avenue. The height and dimensions of the staircase challenge the spire directly and it is also set forward of the building line of the main Building, closer to the church. The impact of this reduces the intervention at roof level to set back the top storey to reduce the impact of the building.

7.241 In terms of heritage impact upon the church it is an indirect impact and is less than substantial so this must be weighed against the public benefits of the proposals and the necessary requirements to provide a secondary fire staircase to Building A.

7.242 The Bonner Hall gate piers and gates are grade II listed and comprise of 4 dramatic gate piers which flank three gated entrances. The piers are highly decorated with a central square red

brick core with double white stone rusticated pilasters. They are topped by large stone caps, with domed heads above which are iron bases and lamps. The piers terminate the view to the park from Approach Road. Beyond them Bonner Hall Bridge crosses the canal into the park. A scheduled ancient monument it is a 19th century segmental arched bridge of red brick with prominent stone voussoirs, the keystone to the bridge bears a crown and monogram 'VR'. The parapets above the bridge abutments are finished with stone copings, whilst a series of ornate cast iron strapwork panels form a balustrade linked on their top edge by a cast iron handrail. The corners of the bridge on the canal towpath are covered with cast iron plates, which exhibit historic wear patterns relating to 19th century rope marks caused by horses towing canal boats. The park is also Grade II* registered.

- 7.243 The bridge and the gate piers are contemporary with the development of the park in the mid 19th century and combine to form an entrance way to Victoria Park. Both have an important relationship with the park, and the bridge also has an important relationship with the canal which passes beneath it. The two elements form an important setting for one another, the bridge being almost separated from the neighbourhood beyond by the gate piers which terminate views down Approach Road.
- 7.244 The view shown below in figure 59 is the most sensitive view from within the park towards the listed gate piers and scheduled monument. Figure 60 also shows the building from within James Pennethorne Square looking south which shows. Whilst the proposals will have an impact upon the setting of the bridge, the gate piers and this discrete section of Victoria Park, their relationship to one another and the park beyond is maintained.
- 7.245 The setting for the gate piers and bridge is already mixed with Sotherby court to the south and Cleland House to the east. The proposals will introduce a carefully considered new development set back from the corner which whilst visible in conjunction with these entrance features from some views will not detract from their significance. The building will also become a prominent feature from within the square but does not unduly overbear upon the space given it is setback behind the tree line and the much closer block in Sotherby Court already impinging on the square. The park is also a very large park and any impacts to its setting would be limited to a small section of it.



Figure 59 – Verified View 10 as proposed (winter) demonstrating relationship between Building E and the listed gate piers, Bonner Bridge and setting of Victoria Park



Figure 60 – Verified View 1 as proposed (winter) demonstrating relationship between Building E, Sotherby Court and James Pennethorne Square

7.246 None of the LPA's heritage officer, the GLA's heritage officer nor Historic England raised any concerns regarding impacts to any of the Grade II Listed Gate Piers, the Bonner Bridge Scheduled Monument nor Victoria Park itself. The Gardens Trust, as statutory consultee in relation to potential impacts to a registered park or garden, were consulted but provided no comments.

Impacts on the contribution of the site and its landscape setting to the character and appearance of the conservation area

7.247 Key to the significance of the hospital and to the character of the conservation area is the landscaped environmental setting of the site and surrounding area. Principally defined by Victoria Park itself, a park laid out in a traditional fashion with sweeping lawns and informal tree planting, this landscaped character is reflected within the setting of the Chest Hospital and in the conservation area as a whole. Substantial mature planting surrounds the hospital, and the impact of this is consolidated within the conservation area by a spacious public realm and tree lined avenues. This landscaped quality and planting contribute to the special character and appearance of the conservation area.

7.248 The hospital's landscaped setting, key to its significance and an understanding of its role and history would be impacted by the introduction of large residential buildings which would rise above the tree canopy and by the consequent reduction in mature greenery, albeit there will also be substantial replacement planting throughout the site including new trees on the perimeter of the site. The vision of the open space as parkland will to some degree be compromised by the proximity and enclosure, bulk and height of the new buildings. These proposals will result in a substantial change to the perception of the balance between building and planting, and will diminish the impact and impression of other planting in the area.

7.249 The scale and proximity of the new buildings to the boundary result in significant changes to the setting of the hospital and the conservation area. Verified views show the change in the way the site would be perceived. At present the mature greenery is the most dominant element of the street scene with branches and foliage silhouetted against the sky. Once developed the new residential buildings would dominate these views, providing a much more urban quality

to the views and in the case of St James's Avenue liable to impact on the open feel of the street.

7.250 Positively the proposals will preserve the historic green open space to the front of the hospital and indeed much of the planting across the site, alongside creating a significant quantum of public realm, green spaces and a new public square which will reinstate the eastern elevation of the South Wing as a landmark feature of the Conservation Area. Additionally there will be a dedicated landscaped space around the veteran Mulberry Tree which will be visible from the street and will enhance the more open and green feel to the site along Approach Road. The Permeability of the site will also be significantly enhanced which will increase the open parkland feel.



Figure 61 – Verified view 2 as existing (winter) looking south along St James's Avenue



Figure 62 – Verified View 2 as proposed (winter) looking south along St James's Avenue

Categorisation of harm

- 7.251 The decision about whether proposals constitute substantial or less than substantial harm to heritage assets as set out within Chapter 16 of the NPPF is always a matter of fact and degree. It is also important to note that in determining the level of harm to the identified heritage assets no account can be taken of the public benefits which may result from the proposed development. The benefits need to be weighed against the harm once the level of harm has been determined. The weighing of the public benefits of the scheme are dealt with in a separate section.
- 7.252 There are a number of harmful elements of the scheme which have been identified. To the listed hospital building there will be a partial loss of the roof, fragments of the rear elevation including the eastern elevation of the south wing, introduction of new fabric including lifts, dormers and unsympathetic windows and a significant intervention to the floor levels at ground and lower ground of the eastern end of the south wing. There will also be the loss of some internal fabric and some features of the historic layout of the building. In terms of its setting, the new development will have a negative impact on this, altering the perception of the hospital as a landmark building within a parkland setting, and impacting upon the broader landscaped character of the Conservation Area. The new build elements will compete with the existing hospital building as well as the listed St James the Less Church and Vicarage, impact negatively upon their setting.
- 7.253 In terms of the degree of harm the proposals would cause to the Victoria Park Conservation area, this would be considerable. Substantial mature planting surrounds the hospital and is key to the site's significance, but it is also a quintessential part of the special character and appearance of the conservation area as a whole which takes its cue from Victoria Park.
- 7.254 The Chest Hospital is a landmark institutional building within the conservation area and together with its landscape setting, the character of which is key to its overall significance, occupies a whole urban block. The mature planting which surrounds the site not only contributes to the aesthetic vision of the hospital as a country house but also reflects the character of Victoria Park which is a key focus of the designation, and consolidates and enhances the special character and appearance of the existing terraces within Approach Road, which is a key access to Victoria Park and which is a street which incorporates planting within the gardens and public realm, which references the park beyond. The loss of the nurse's accommodation will also impact on the character and appearance of the conservation area.
- 7.255 Whilst the impact of this scheme upon the special character and appearance of the conservation area would be harmful, it would not result in the total loss of the conservation areas significance. It also needs to be acknowledged the direct visual impacts of the proposal remain confined to a relatively small area of the Victoria Park Conservation Area and the massing and height of the proposed buildings are not such that they will be a visible and dominant feature from a significantly wider geographic area of the conservation area. There will also be the removal of some of the mature trees from the perimeter of the site, either completely or a reduction in canopy, albeit these will be partially replaced by some new planting.
- 7.256 On consideration of the proposals as a whole, officers are of the opinion that there will be less than substantial harm to heritage assets including the listed hospital building, St James the Less Church and Vicarage and the Victoria Park Conservation Area. This view is supported by Historic England. Officers would place the overall level of harm at a low-to-medium level of less than substantial harm.
- 7.257 Finally it is also worth noting that the level of harm by the present proposals is in a very different position to the previous proposals with this scheme providing for the retention, refurbishment and reintegration of the South Wing presenting a very considerable reduction in the level of harm caused to both the listed hospital and the conservation area compared to that scheme. This view is supported by Historic England in their consultation response. The retention and protection afforded to the veteran Mulberry Tree is also a considerable reduction in the level of harm to be weighed. Officers would therefore note that the level of harm to be balanced

against public benefits provided by the scheme is already in a much more positive position than it was within the previous scheme. This is further helped by an increased quality of architecture as well as other improvements such as retention and integration into the landscape of the Mulberry Tree.

- 7.258 The consideration of the weighing of the harm to heritage against the public benefits of the scheme is set out in sections 7.425 to 7.441 of this report.

Archaeology

- 7.259 With respect to the heritage implications of the scheme pertaining to archaeology the Site is located within the designated St James's Cemetery and Bonner Manor Archaeological Priority Area and the proposed scheme would involve development on the site of the medieval and later Bonner Hall complex. Part of the site of the 16th century palace of the Bishop of London is thought to lie within the northern area of the application site. It is also likely that remains of the earlier, medieval manor house of Stepney that was built and held by the Saxon and later Bishops of London, also survive within the application site.
- 7.260 The standing buildings have also been identified as having both industrial archaeology and buildings archaeology interest for their role in the development of modern healthcare, including around the pioneering ventilation system. As such it is important that were development to commence in respect of this proposal care is taken to ensure that this is known historic feature is properly investigated.
- 7.261 Historic England's Greater London Archaeological Advisory Service have not raised any objection to the scheme subject to the securing of three conditions which would require an Archaeological Watching Brief/Written Scheme of Investigation, Historic Building Recording and a scheme of public engagement to all be submitted to and agreed by the LPA prior to any development taking place. Subject to the securing of those conditions, the proposals are acceptable in terms of impact on archaeology.

Tall Building

- 7.262 It is noted that Building E stands at 31.075m measured from the ground to the very top of the rooftop plant enclosure, which is itself set significantly back from the parapet of the roof of the top storey. The building should therefore technically be considered to be a "tall building" for the purposes of the Local Plan Policy D.DH6. However, it is noted that the height measured from the ground to the top of the parapet of the set-back top storey would only be 29.025m and so would not ordinarily be considered a tall building for the purposes of the policy if it weren't for the additional plant on the roof. The additional height provided by the plant enclosure would also only be visible in certain restricted views, significantly set back from the leading edge of the building. The building would also not be visible above the neighbouring Sotherby Court in longer range views (see view 8).
- 7.263 The impact of the height of the building will also be mitigated both by its design but also by the retention of the significant mature planting around the perimeter of the site, and in particular in this corner of the site.
- 7.264 Officers are therefore of the opinion that Local Plan Policy D.DH6 need not actually be applied to Building E given the technicality in it meeting the definition of a tall building contrasting with how the building will actually be viewed within the context of the site proposals and the surrounding context being buildings of generally 3-6 storeys in height. This view is supported by the GLA within their Stage 1 report who have confirmed that they would not consider any of the buildings to be tall buildings.
- 7.265 Finally, even if the building were to be required to comply with the local plan policy, it is felt that the proposals would meet the exceptions requirements set out in part 3 of that policy through the provision of a significant quantum of high quality public realm including full public access to the grand lawn area set before the main retained hospital building, that helps mark the entrance to Victoria Park and providing generally increased pedestrian permeability throughout the wider area.

7.266 Neighbour Amenity

7.267 Development Plan policies seek to protect neighbour amenity safeguarding privacy, not creating allowing unacceptable levels of noise and ensuring acceptable daylight and sunlight conditions.

Privacy & Outlook

7.268 The proposals do not give rise to any concerns as to the impact on the privacy of neighbouring properties. The three closest relationships to neighbouring properties are outlined on the Figure 63. The separation distance between the western corner of Building E and Sotherby Lodge on the western side of Approach Road, indicated at 'A' on the image below, is approximately 22.5m. The distance between the southern corner of Building B and front of the front garden of the nearest property on the south side of Bonner Road, indicated at 'B' on the image below is approximately 20.5m, which would extend to 24.75m if measured to the front of the building. This measurement is also taken from the corner of Building B and so is actually likely to be even further. Finally, the distance between the closest point of Building A and the properties on the south side of Bonner Road, shown at 'C' below, is approximately 17m to the front of the front gardens which would extend to 20.8m if measured to the front of the building. However, the guidance specifically states that separation distances are to be between windows of habitable rooms. Therefore all of the separation distances comply with this guidance contained in the supporting text to Policy D.DH8. It should also be noted that some of these measures are taken from amenity spaces to demonstrate a "worst case" scenario, however as the windows are further set back or at oblique angles the separation distance is actually likely to be further or indirect.



Figure 63 – Marked-up drawings showing separation distances to neighbouring properties

7.269 The site is bound by three roads, Approach Road, St James' Avenue and Bonner Road. The impacts of the development on neighbouring privacy are therefore limited by the fact that any overlooking would be across a public road. In addition, the site is bound by a number of mature trees which would obscure many of the views from mutually overlooking windows and will also be set back behind a perimeter fence, reducing any feeling of a perceived impact on privacy to existing properties.

7.270 The separation distances between the proposed buildings and all surrounding neighbouring properties is therefore set at an appropriate distance and will have no unacceptable impact on the privacy of those neighbouring properties.

- 7.271 The masterplan of the site has been designed to set the buildings back from the edge of the site so far as is possible which would reduce any increase in the sense of enclosure to residential buildings surrounding the site. This is particularly relevant to St James' Avenue where Buildings A and C run adjacent to the edge of the site for a considerable stretch of the site.
- 7.272 It is however also worth noting that the large majority of the mature perimeter trees will be retained and are protected by TPO, meaning that they will need to be retained and maintained appropriately which helps to break up some of the built form and provide further relief to an sense of enclosure. Finally, the introduction of a 9 storey building at the northern corner of the site has raised concerns as to the sense of enclosure, however this is a significantly more open area surrounding the site, given it is at the junction of three roads and opposite the Bonner Gates "square" and entrance to Victoria Park. There is therefore no unacceptable increase in the sense of enclosure to neighbouring properties and the outlook from neighbouring properties will be acceptable.

Daylight, Sunlight & Overshadowing

- 7.273 Guidance relating to daylight, sunlight and overshadowing is contained within the 3rd edition of the Building Research Establishment's (BRE) 'Site Layout Planning for Daylight and Sunlight': a good practice guide' (2022) [hereafter the BRE Guide]
- 7.274 A Daylight, Sunlight and Overshadowing Report prepared by Point 2 was submitted with the application. This has been independently reviewed on behalf of the LPA by Delva Patman Redler.

Methodologies for Assessment

- 7.275 To assess the impact on daylight to neighbouring properties, the BRE Guide recommends carrying out two tests :
- Firstly, any reduction in the amount of skylight hitting a window can be calculated by finding the Vertical Sky Component (VSC) at the centre of each main window. If the VSC of a window with the development in place is both less than 27% and less than 0.8 times its former value, then the occupants are likely to notice the reduction in the amount of skylight.
 - Secondly and where room layouts are known, the BRE Guide advises calculating the distribution of daylight within main rooms by plotting the 'no sky line' (NSL) in each main room. If, with the development in place, the NSL moves so that the area of the room which does not receive direct sunlight is reduced to less than 0.8 times its former value, this will be noticeable to the occupants and more of the room will appear poorly lit.
- 7.276 In relation to sunlight, the BRE Guide states that main living rooms should be tested where they have a window which faces within 90 degrees of due south, where some part of the proposed development is situated within 90 degrees of due south of that window. Kitchens and bedrooms are less important, although care should be taken not to block too much sun.
- 7.277 The 'Annual Probable Sunlight Hours' (APSH) test is used to calculate loss of sunlight over the year. 'Probable sunlight hours' means the total number of hours in the year that the sun is expected to shine on unobstructed ground. The sunlight reaching a window is quantified as a percentage of this unobstructed annual total. If a room receives more than 25% APSH, including at least 5% in the winter months, it should receive enough sunlight. If available sunlight hours are less than the above and less than 0.8 times their former value, either in winter or over the whole year and the overall loss of APSH is greater than 4%, the occupants will notice the loss of sunlight and the room may appear colder and less cheerful.
- 7.278 In relation to sun lighting to amenity areas (overshadowing), the BRE Guide states that at least half of a garden or amenity area should receive at least 2 hours of sunlight on 21 March. If, as a result of new development, an existing amenity area does not meet the above and the area that can receive 2 hours of sun on 21 March is less than 0.8 times its former value, then the loss of sunlight is likely to be noticeable.

7.279 Appendix H of the BRE Guide gives advice on assessing the environmental impact of a proposed development. It states that where a new development affects a number of existing buildings or open spaces, the clearest approach is usually to assess the impact on each existing building separately. It is also clearer to assess daylight and sunlight impacts separately. Where losses of light are well within BRE guidelines, a classification of 'negligible impact' is appropriate. Where losses of daylight or sunlight do not meet BRE guidance, the impact is assessed as minor adverse, moderate adverse or major adverse.

7.280 Factors tending towards 'minor adverse' may include:

- a. losses of light only marginally outside the guidelines
- b. only a small number of windows or limited area of open space are affected
- c. the affected room has other sources of light.

7.281 Factors tending towards a 'major adverse' impact include:

- a. a large number of windows or area of open space are affected
- b. the loss of light of substantially outside the guidelines
- c. all the windows in a particular property are affected.

7.282 Finally, the Mayors Housing SPG states at para 1.3.45 that an appropriate degree of flexibility needs to be applied when using the BRE guidelines to assess daylight and sunlight impacts on surrounding properties. At para 1.3.46, it states that decision makers should recognise that fully optimising housing potential on large sites may necessitate standards which depart from those presently experienced but which still achieve satisfactory levels of residential amenity and avoid unacceptable harm. Paragraph 1.6 of the BRE Guide states that numerical guidelines should be interpreted flexibly since natural lighting is only one of many factors in site layout design.

Properties tested for Daylight and Sunlight Impacts

7.283 The Point 2 Report indicates the properties surrounding the site which were tested for daylight and sunlight impacts. These properties are shown in Figure 64 and, for the avoidance of doubt, are as follows:

- a. Reynold House
- b. Cleland House
- c. Goodrich House
- d. Rosebery House
- e. Sankey House
- f. The Vicarage, St James's Avenue
- g. St James-the-Less Church
- h. Pomeroy House
- i. 76-116 (even) Bonner Road
- j. 41 Sewardstone Road (Sotherby Court)



Figure 64 – CG Model of the proposed scheme used for the purposes of calculating daylight/sunlight impacts to neighbouring properties

7.284 The same properties were assessed as part of the previous application. The list of properties was agreed by the LPAs independent consultant and they were satisfied that all relevant windows and rooms were assessed adequately.

Specific queries raised in objection as regards assessment of daylight and sunlight impacts

7.285 A specific objection was raised in respect of the methodology for calculation of impacts to neighbouring daylight and sunlight which related to the taking into account of the overshadowing of balconies on adjacent properties rather than just taking into account the impacts on windows and rooms. The LPA's independent consultant was asked to address this issue and stated:

“The BRE guide recommends that the Sun-on-Ground assessment is undertaken to gardens or amenity areas, stating that half of the amenity area should receive at least 2 hours of direct sunlight or remain within 20% of the existing baseline condition on 21 March. Typically, balconies would not be included in the shadow assessment as due to their size they will often comfortably comply with the BRE guidelines. It is therefore reasonable for the applicant to discount balconies from the assessment.”

7.286 The consultant also stated that they would be of the opinion that the balconies on 41 Sewardstone Road (Sotherby Court) would all satisfy the BRE Guidelines.

7.287 Specific objections have been raised in relation to the fact that some flats will have undertaken works to combine rooms, for instance to create open-plan living/kitchen spaces and that this is not taken into account within the assessment, and that a site visit to each of the affected properties should have been undertaken. The applicant's assessor has prepared their report based on publicly available information available to them at the time and has made assumptions about the layouts of flats where specific details were not available. This has been confirmed by the LPA's consultant as an acceptable approach. Notwithstanding this, the final results in terms of daylighting and sun lighting are not likely to result in worse final levels of light within the room as a result of combining two rooms together.

7.288 Officers, and the LPA's independent consultant, are therefore satisfied that the assessment methodology has been undertaken appropriately in line with BRE requirements.

Assessment

- 7.289 Within the tested properties 743 windows serving 498 rooms were tested for daylight impacts through the VSC method. Of the windows tested for daylight impacts 562 (76%) satisfied the BRE guidelines with a further 145 (20%) experiencing a low magnitude impact beyond the BRE recommendations. Only 36 (4%) windows experienced losses equating to medium or high magnitude losses. Of the 498 rooms that were tested through the NSL method 479 (96%) satisfied the BRE guidelines with a further 6 (1%) rooms experiencing only a low magnitude of impact beyond the BRE recommendations. Only 13 (3%) of the rooms experienced losses equating to medium or high magnitude losses.
- 7.290 A further supplementary assessment was also undertaken which removed balconies from neighbouring properties, the purposes of which is to test whether windows are already impeded by existing balconies as to their access to daylight and therefore whether those balconies are actually the main factor in the relative light loss. That assessment revealed that when the balconies are removed, of the 743 windows tested, 635 (85%) would satisfy the BRE guidelines.
- 7.291 Within the tested properties, 386 rooms were tested for sunlight impacts. 355 (92%) of the rooms tested would satisfy the APSH guidelines and a further 14 (4%) would experience a low magnitude of impact beyond the BRE recommendations. Only 17 (4%) of the rooms tested would experience impacts of a medium or high magnitude.
- 7.292 The following sections will detail the results for each individual property.

Reynolds House

- 7.293 All windows except for 1 comply with daylighting requirements. That 1 window is located under a canopy and serves the entrance hall to the property and is therefore not material to the assessment and only failed on the VSC test. All rooms complied with the NSL testing.
- 7.294 As above, all rooms tested except for 1 comply fully with BRE APSH sun lighting criteria. That room is the same one identified above as the entrance hall and so is not material to the assessment.

Cleland House

- 7.295 These are the flats located to the north-east of the development site. A large proportion of the site facing windows have their ability to receive light hindered by the presence of overhanging decks.
- 7.296 The VSC results indicate that of the 52 windows tested, 33 (63%) will satisfy the BRE guidelines. 17 windows would experience low magnitude losses, 1 a medium magnitude loss and 1 a high magnitude loss. However, with the overhanging decks removed all windows satisfy the BRE guidelines. This demonstrates that the design and positioning of the deck access walkways are the main reason for the reduction in VSC beyond the BRE guidelines and not the height, bulk and mass of the proposed scheme. All of the tested rooms will satisfy the BRE requirements as to NSL.
- 7.297 The APSH sun lighting results indicate that of the 47 rooms tested, 39 (83%) will satisfy the BRE guidelines. The maximum reduction any of the rooms experience will be 6% with the threshold being 4%. All rooms that fall below the BRE recommendations are located under deck access balconies and 7 of the 8 rooms that fall below the guidelines only do so due to reductions in winter sunlight.
- 7.298 It should also be noted, that living rooms are believed to face away from the site and will not experience an alteration in sunlight.

Goodrich House

- 7.299 These are the flats located to the east of the development site. A large proportion of the site facing windows have their ability to receive light hindered by the presence of overhanging decks.
- 7.300 The VSC results indicate that of the 52 windows tested, 33 (63%) will satisfy the BRE guidelines. 15 windows would experience a low magnitude loss and 2 a medium magnitude loss. No windows would experience a high magnitude loss. However, with the overhanging decks removed all windows satisfy the BRE guidelines. This demonstrates that the design and positioning of the desk access walkways are the main reason for the reduction in VSC beyond the BRE guidelines and not the height, bulk and mass of the proposed scheme. All of the tested rooms satisfy the BRE guidelines as to NSL.
- 7.301 All of the rooms tested satisfied the BRE APSH guidelines as to sun lighting.

Rosebery House

- 7.302 These are the closest flats to the site located to the east across St James's Avenue. Some of the windows/rooms directly facing the site have their ability to receive light hindered by recesses with balconies above.
- 7.303 The VSC results indicate that of the 105 windows tested, 72 (69%) will satisfy the BRE guidelines, this increases to 79 (75%) with the balconies removed. 21 of the windows would experience low magnitude losses, 5 windows would receive a medium magnitude loss and 7 of the windows will experience high magnitude losses. If the balconies were to be removed the medium and high magnitude losses would be limited to 1 and 3 windows respectively. The majority of windows which are not located under balconies or in the recesses generally retain a VSC of around 20% in the post development condition which would be considered to represent good levels of daylight for an urban location.
- 7.304 All of the tested rooms satisfy the BRE guidelines as to NSL.
- 7.305 The APSH results indicate that of the 69 rooms tested, 65 (94%) will satisfy the BRE guidelines. The remaining 4 rooms will experience moderate to high reductions, however all 4 rooms that fall below the BRE recommendations are located under balconies and so are already compromised.

Sankey House

- 7.306 These are the flats located to the east of the site across St James's Avenue. Some of the windows have their ability to receive light hindered by the presence of overhanging balconies.
- 7.307 The VSC results indicate that of the 80 windows tested, 35 (44%) satisfy the BRE guidelines. 30 windows would experience a low magnitude loss, 9 windows a medium magnitude loss and 6 windows a high magnitude loss. The 15 windows which have the potential to experience a moderate to high reduction are all located under balconies. With the balconies removed the overall level of adherence to the BRE guidelines increases to 73%, with none of the windows experiencing a moderate to high reduction beyond the BRE recommendations..
- 7.308 The NSL results indicate that of the 60 rooms tested, 58 (97%) satisfy the BRE guidelines with the reductions with the remaining two rooms being only 20.8% and 25.3% respectively (the target is 20%).
- 7.309 The daylight results indicate that with the exception of the windows located under the balconies, all other areas will either satisfy the BRE guidelines or retain a mid-teen or above VSC.
- 7.310 The APSH results indicate that of the 60 rooms tested, 45 (75%) satisfy the BRE guidelines. Of the rooms that fail, 4 will experience minor losses, 9 moderate losses and 2 high losses during summer, with the higher losses increasing to 10 rooms during winter. However, generally the rooms that are not located under the balconies will all retain good levels of sunlight in the post development condition.

Vicarage, St James's Avenue

- 7.311 This is the residential property located to the east of the site.
- 7.312 The VSC results indicate that of the 8 windows tested, 4 (50%) satisfy the BRE guidelines. All windows will retain a VSC of at least 23.5% in the post development condition. Only one window will receive a proportional reduction in VSC of more than 30%. That window is thought to serve a room which is served by a second window which will be unaffected by the development and the room as a whole will satisfy NSL criteria.
- 7.313 The NSL results indicate that of the 7 rooms tested, 3 (43%) satisfy the BRE guidelines. The remaining 4 rooms will receive medium magnitude losses
- 7.314 The APSH results indicate that all but one of the rooms will satisfy the BRE guideline. That room only fails to meet the guidelines because it will receive a reduction in winter sunlight in excess of the guidelines, however retains acceptable total levels of APSH. It is noted that the window to this room is set back from the main front elevation and so already received impeded levels of sunlight in winter.

St James the Less Church

- 7.315 The proportional reduction in VSC to the main front window of the Church is 29.8%. This is in excess of the 20% threshold, however the retained VSC value remains 21.5% which is a high level of daylight for an urban location. None of the side windows of the church will experience losses in excess of 4%. A further calculation was undertaken to assess the overall reduction to the nave as a whole and this would not exceed the 20% requirement of the BRE guidelines.
- 7.316 There would be no reduction in NSL.
- 7.317 As to sun lighting, the nave of the church will retain 90% APSH following the development and 25% in winter which significantly exceed the BRE requirements.

Pomeroy House

- 7.318 This is the residential property with retail units at ground floor level, located to the south-east of the site. Some of the windows/rooms have their ability to receive light hindered by being positioned under recessed balconies.
- 7.319 The VSC results indicate that of the 60 windows tested, 51 (85%) satisfy the BRE guidelines. All 9 windows that fall below the BRE recommendations are located in recesses under balconies, 8 of which are secondary windows facing into the recess. All windows that are not behind recesses retain significant levels of VSC.
- 7.320 The NSL results indicate that all rooms will satisfy the BRE guidelines.
- 7.321 The APSH results indicate that of the 36 rooms tested, 34 (94%) satisfy the BRE guidelines. Both rooms that fall below the BRE recommendations are located in the recesses under balconies and only fall 1% short of the threshold in the BRE guidelines.

78-116 (even) Bonner Road

- 7.322 These are the terrace properties located to the south of the site. As the site facing elevation is not oriented within 90 degrees of south no sunlight assessment was required to be undertaken.
- 7.323 Reductions in VSC and NSL to numbers 76-80 and 116 Bonner Road are in full compliance with BRE Requirements. Of the remaining properties, 143 (76%) of the 186 windows assessed fully comply with the BRE requirements. All of the reductions experienced fall within 20-30% and are therefore a low magnitude impact. The windows are also all located at ground or lower ground and form a single bay window on each property.
- 7.324 When calculated as a bay window, rather than individual windows, 11 of the 28 comply with the guidance. The other 17 experience reductions of 20.5% to 25.4% with only the lower ground floor bay windows experiencing reductions above 22%.

7.325 Reductions to the levels of NSL above the BRE guidelines are only experienced by lower ground floor rooms within numbers 84-104 (11 of the 112 rooms in this group of properties) and range from low to high magnitude impacts. As these are lower ground floor rooms, it should be expected that the impacts would be significantly greater as the windows are already impeded. The remaining ground floor and above rooms are in line with the guidance which indicate that the impact on daylight to the properties as a whole are minor.

41 Sewardstone Road

7.326 This is the residential property located to the north-west of the site. Some of the windows/rooms have their ability to receive light hindered by the presence of balconies.

7.327 The VSC results indicate that of the 67 windows tested, 58 (87%) satisfy the BRE guidelines. This increases to 63 (94%) with the balconies removed. The only window to experience losses above 30% would retain a fully compliant level of daylight with the overhanging balcony above removed. The remaining 8 windows would experience reductions between 21.8% and 28.5% with all windows maintain a VSC of at least 16%.

7.328 The NSL results indicate that of the 44 rooms tested, 42 (95%) satisfy the BRE guidelines. Those two rooms would receive reductions of 21.9% and 38.3% respectively with the threshold for compliance being 20%. Therefore only 1 room would experience a medium magnitude impact.

7.329 The sunlight analysis indicates that all rooms tested will satisfy the BRE guidelines.

Overshadowing of neighbouring amenity spaces

7.330 All relevant neighbouring amenity spaces were tested for overshadowing in line with the BRE requirements and resulted in full compliance with those requirements. The Regent's Canal will also not be impacted by the development as it will not cast shadows that reach the canal on March 21st.

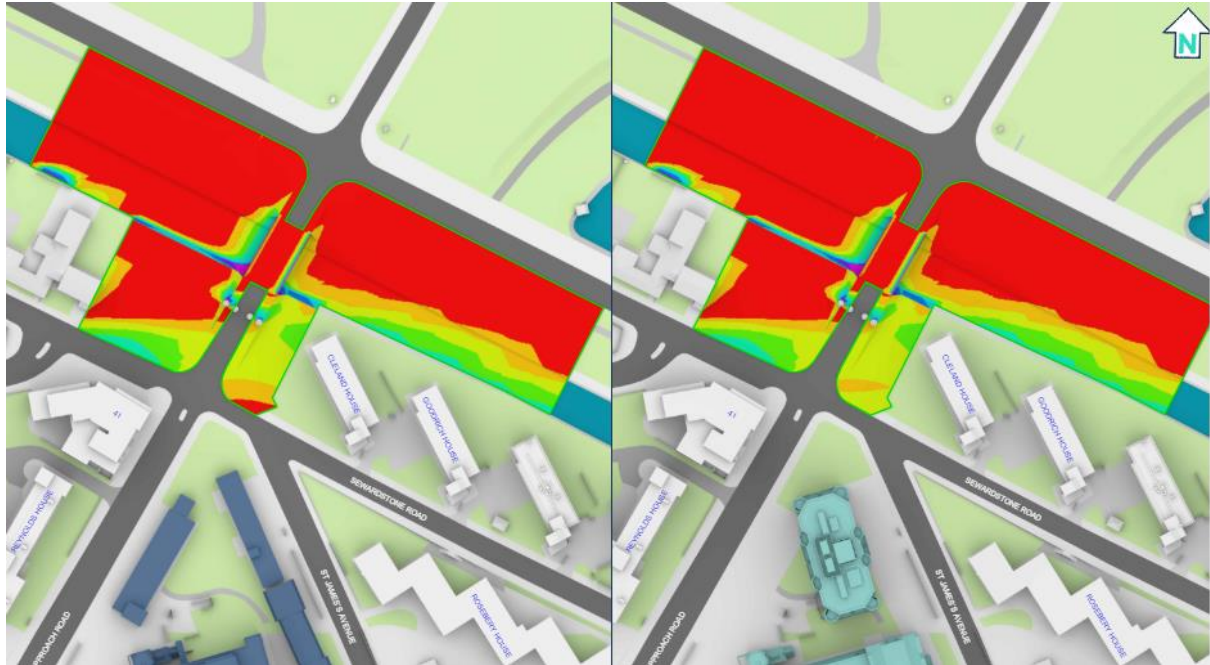


Figure 65 – Sunlight on the ground assessment of areas to the north of the site including the Regent's Canal, Victoria Park and James Pennethorne Square

7.331 Specific objections have also been received in relation to the overshadowing of the listed Bonner Gates and Scheduled Monument in the form of the Bonner Bridge. As illustrated on the images above, only a very small area of footpath towards the southernmost section of James Pennethorne Square - see the small red section on the left changing to green which represents overshadowing but still retaining at least 6-7 hours of time in the sun – that will be impacted by the proposals in terms of overshadowing on March 21st and so there will be no

unacceptable impact on the heritage assets to the north of the site, James Pennethorne Square, Regents' Canal or Victoria Park in terms of overshadowing.

Conclusion on daylight and sunlight impacts to neighbouring properties

- 7.332 Only 36 of the 743 tested windows would receive impacts on VSC of a medium (21 windows) or high (15 windows) magnitude, reducing to only 8 windows if balconies are removed and only 13 out of the 479 rooms tested would result in impacts of a medium (8 rooms) and high (5 rooms) magnitude. These are considered to be low levels of impact for a scheme of this scale in an urban location.
- 7.333 Only 31 rooms out of the 385 tested would not meet the BRE APSH requirements across the entire year with only 27 of the rooms tested failing to meet the BRE APSH requirements as to winter sunlight. Again, these are considered to be low levels of impact for a scheme of this scale in an urban location.
- 7.334 The proposed development would result in some adverse daylight and sunlight impacts to a number of neighbouring properties with some noticeable and significant reductions in daylight and sunlight. However, the number of windows and in particular rooms affected is relatively small in number for a scheme of this size. Any scheme of this scale, type and density seeking to fully optimise the relevant site would inevitably lead to some adverse impacts to the neighbouring properties. Particularly, in the case of this particular site where, with the exception of the main hospital building which is itself set well away from the site boundaries, the existing buildings on site are low rise, single storey ad hoc buildings or in the case of the nurses accommodation (set parallel to St James Avenue) only 3 storeys tall which inevitably means any proposed additional height set closer to the street edge would result in a more significant level of reduction than in other areas of the borough.
- 7.335 The LPA's independent consultant has identified where there will be impacts above and beyond the BRE requirements but has noted that, generally, where the windows/rooms do fall below BRE guidelines, the windows are generally located in recesses or balconies. Supplementary testing reveals that with those balconies removed generally acceptable levels of daylight and sunlight would remain in the post development condition for a large number of those windows, indicating that the height, bulk and massing of the proposed development is not disproportionate for the area in daylight and sunlight terms. Where there remain failings against the BRE guidelines, these are limited to a very small number of windows or rooms surrounding the entire site and would therefore be acceptable.
- 7.336 It should also be noted that, in comparison to the previous scheme a larger number of windows and rooms were tested and the way in which some of the testing is undertaken has since changed and so it is more difficult to draw direct comparisons. That being said, the overall VSC results result in a lower percentage of adherence but a near identical percentage of moderate to high impacts as compared to the previous scheme with the majority of the additional transgressions resulting in a low impact. The NSL testing resulted in a higher level of adherence generally and similar percentages of impacts across each of the low, medium and high impact categories. Finally the APSH testing resulted in a slightly lower level of adherence but the majority of the additional transgressions are attributed to a lower level of impact.
- 7.337 In addition and in compliance with the Mayors Housing SPG, the target values within the BRE Guide should be viewed flexibly, to fully optimise the potential of the site to provide housing.
- 7.338 Therefore, whilst some of the daylight/sunlight levels in the proposed condition would be lower than the BRE standard target values and result in discrete numbers of moderate to high levels of impact and given the fact that the application is introducing a significant new built-form, the impacts are considered acceptable in an urban location such as the application site. Overall, it is therefore considered that the development would, on balance, not result in any unacceptable adverse impacts on daylight, sunlight or overshadowing to neighbouring occupiers or amenity spaces.

Noise & Vibration

7.339 The proposed residential use does not raise concerns from a noise perspective and the proposed commercial/community facility is appropriately sized so as not to create any additional concerns. The introduction of additional open space and play space will obviously create additional footfall and activity but this is not expected to create unacceptable levels of noise nuisance. Anti-social behavioural noise concerns will be addressed by a Secure by Design condition.

Construction Impacts

7.340 The impacts of construction are unavoidable but will be controlled through the a Code of Construction Practice condition which also requires submission of plans addressing and controlling these impacts.

Conclusion

7.341 The proposals take account of neighbouring properties and amenity spaces and will not have any unacceptable impacts on the enjoyment of the amenity of those properties and spaces.

Transport

7.342 Development Plan policies promote sustainable modes of travel and limit car parking to essential user needs. They also seek to secure safe and appropriate servicing.

7.343 It is noted that the application site is in a highly accessible location, a short walk from local transport facilities such as Bethnal Green Tube station and has a bus-stand immediately outside the site.

Vehicular, pedestrian and cycle access

7.344 Two new east-west routes will be introduced through the site to the north and south of the hospital building respectively. These routes will primarily be for pedestrian and cycle access only. However, there will be intermittent access to each for emergency and refuse vehicles. This access will be restricted by retractable bollards. Refuse vehicles on the southern route will enter the site via St James's Avenue and travel west, exiting onto Approach Road via the road around the western lawn. On the northern route, refuse vehicles will enter from St James's Avenue, turn outside of Building E and reverse, with supervision, down the route to collect refuse from Building D, and then exiting the site again via St James's Avenue. Collection of waste from within the site will take some of the pressure of St James's Avenue as it will remove the need for refuse vehicles to stop on the street.

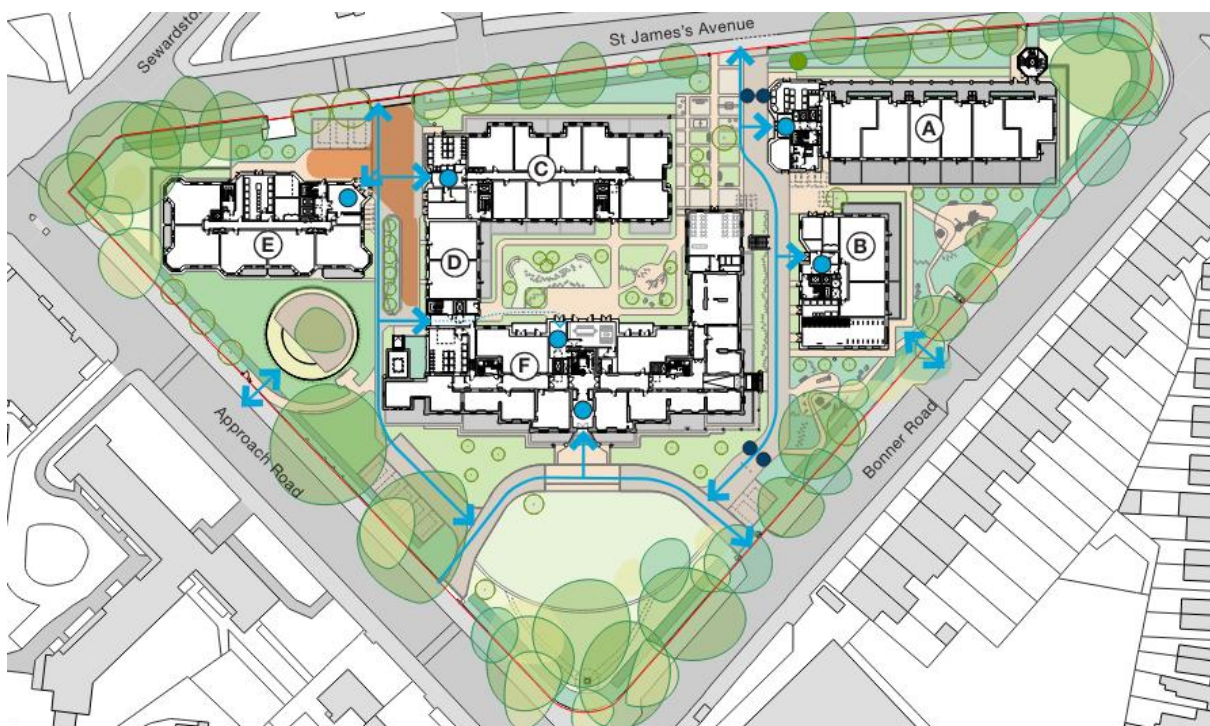


Figure 66 – Masterplan showing pedestrian access through and into the site and entrances to buildings. The orange shaded section is a shared surface solely for refuse and emergency vehicles as well as access to the accessible parking bays

- 7.345 The expected increase in trip generation is acceptable and it is expected that over 90% of those trips will be undertaken by way of sustainable transport means, which will only be further enhanced as more sustainable transport options are provided for.
- 7.346 The entrance to the northern route will also accommodate 3no. blue badge car parking spaces and sufficient room is provided to allow those vehicles to park easily. The remaining 6 blue-badge spaces are located off the formal route around the western lawn.
- 7.347 The two new routes provide significant improvements to the permeability of the site and will also be accompanied by a new pedestrian crossing to further enhance this permeability as pedestrians move through the Parkview Estate to the east of the site and continue west through the proposal site and on towards Bethnal Green. The routes represent significant improvements to the green grid and will encourage shifts towards sustainable and healthier modes of travel. A financial contribution will be secured to enable the recommendations contained in the Active Travel Zone assessment to be implemented to further enhance active travel solutions in the area.
- 7.348 The Canal and Rivers Trust have raised concerns that the development will lead to significant increases in the use of the towpath along the canal which forms the edge of Victoria Park to the north of the site and have requested a financial contribution towards tow-path improvements. The evidence does not support that the development will lead to significant increases of the use of the towpath as this area is already very-well travelled as Victoria Park is a large attraction to visitors with the towpath serving as a primary pedestrian access route through the area already. The proposal introduces new pedestrian routes which will take some pressure off the use of the towpath and increase access to the green grid, thereby already making contributions to active travel. It is not considered proportionate nor appropriate to secure such a financial contribution on this occasion.

Deliveries & Servicing

- 7.349 Servicing by lighter vehicles, taxis and drop-off deliveries will take place via the one-way access road around the formal lawn and in front of the main hospital building, with an informal servicing bay in front of the main steps. Other servicing by larger vehicles will take place on St James's Avenue and proposed highways works to facilitate this will be secured by s.278 agreement. This will result in the loss of some on street parking, in total 9 existing parking bays will be lost to the development, of which 4 bays could be re-provided.
- 7.350 Waste collection vehicles will enter the site to collect waste via St James's Avenue and use the new east-west routes to travel through the site.
- 7.351 A full deliveries and servicing plan, including a push for more sustainable forms of delivery including cargo bikes, will be secured by condition.

Car Parking

- 7.352 London Plan Policy T6.1 requires residential developments with PTAL 4 and 5 for inner London should be car-free. The policy requires the provision of disabled persons parking for new residential developments ensuring 3% provision from the outset with additional 7% to be provided upon request. The policy also states that new residential car parking spaces should provide at 20% of active charging facilities with passive provision for all remaining spaces.
- 7.353 The proposals incorporate 9 blue-badge parking spaces for residential use and 1 blue-badge parking bay for the commercial/community facility. These will also all be fitted with charging facilities from the outset. This will meet the 3% provision from the outset. The additional 7% passive provision will be secured via a parking management plan condition which will indicate the locations of the additional passive provision and how the blue-badge spaces will be allocated.



Figure 67 – Masterplan showing location of and access to accessible parking bays

7.354 The development will otherwise be car-free, other than those who qualify under the Permit Transfer Scheme. The net loss of 4 parking bays may have a slight impact on parking within the area, however the car-free nature of the development means that only those residents with existing permits will be allowed to occupy any on-street resident permitted parking spaces. Over time, the numbers of residents with those transferred permits will reduce. Concerns have been raised that a permit free scheme does not prevent residents from purchasing a car and parking it on street. This is beyond the control of the planning authority however any parking within residents permit spaces would be unauthorised as permits cannot be obtained. The Transport Assessment also provides information that there is usually available unoccupied capacity in the surrounding area during peak overnight residential parking periods.

Cycle Parking and Facilities

7.355 Cycle parking will be provided at various locations throughout the site predominantly within the basement of Building D/F and at ground floor of other buildings, with a total of 535 spaces split between 508 long stay residential spaces, 1 long stay space for the flexible commercial/community space and 26 other short stay spaces across the new public realm. The proposed quantum of spaces meets development plan requirements and they have been designed to meet London Cycle Design Guide standards. The residential cycle parking will be provided in a mix of Sheffield and two tier stands. The cycle parking will need to be secured by condition.

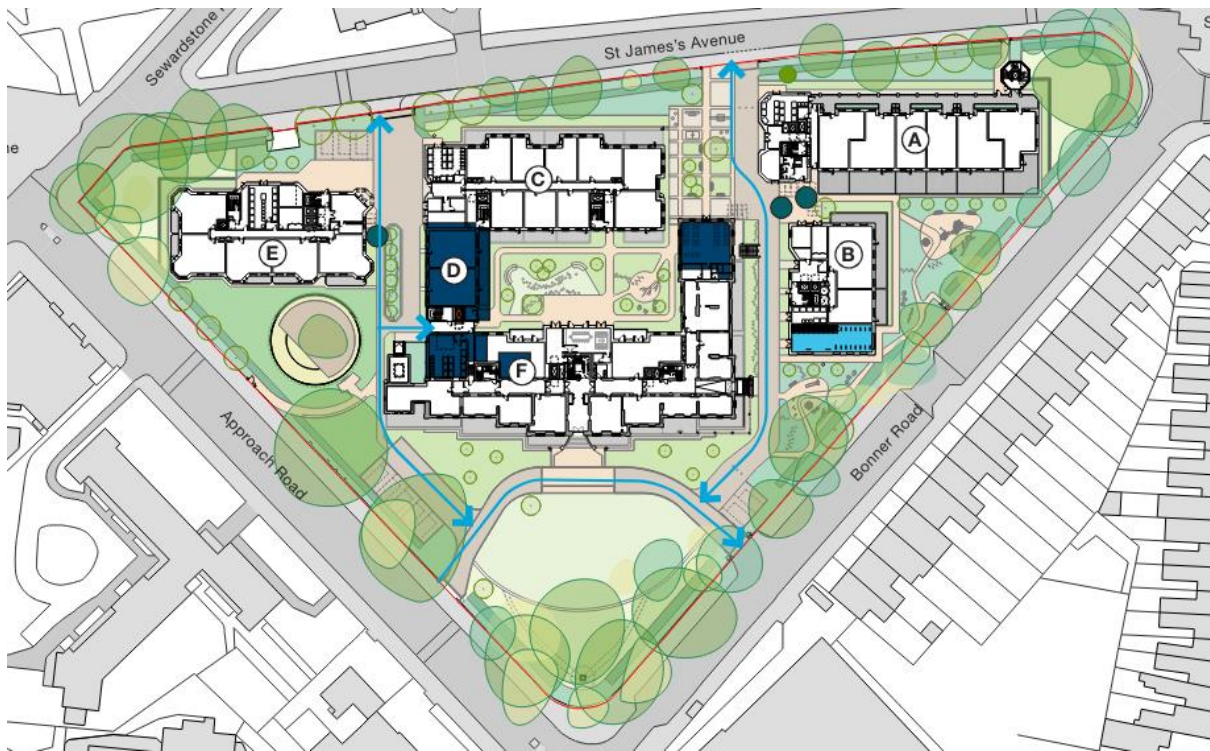


Figure 68 – Masterplan showing locations of cycle stores and cycle parking within the public realm, as well as cycle routes.

Bus Facilities

- 7.356 There is a bus stand located on Bonner Road which historically relied on facilities provided by the hospital when it was in use to provide welfare for bus drivers. TFL requested at pre-application a bus-welfare facility be provided on the site with a certain distance of the bus stand. The proposed welfare facility will be located within the ground floor of Building A and provides a small kitchenette and toilets so that drivers can rest in between routes. Whilst the facility will be located slightly further away than as required by TFL, it is considered to be the most appropriate location for the facility as it is located away from child play spaces, residents amenity and will be outside of the historic building so that it can be designed easily to be fit for purpose. The facility will be approximately 28sqm and full details will be secured by obligation within the s.106 agreement.
- 7.357 The provision of the facility is in line with London Plan Policy T3, the Mayor of London's Transport Strategy and TfL Bus Action plan.

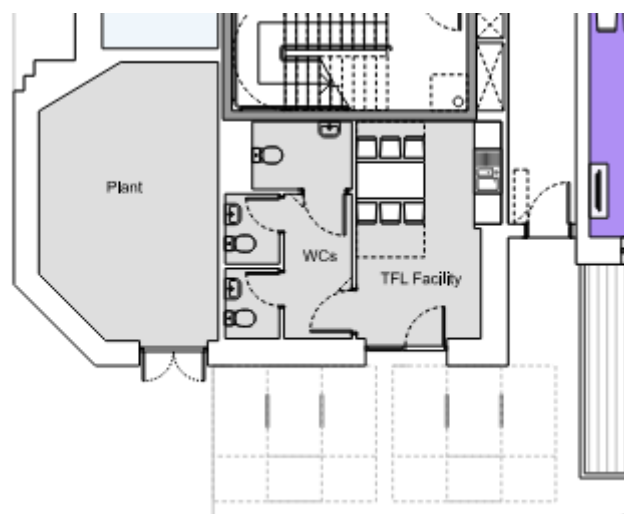


Figure 69 – floorplan of TFL facility within Building A

Travel Planning

- 7.358 Draft travel plans have been provided which would need to be secured by obligation in the s.106 agreement.

Conclusion on Transport

- 7.359 The submitted documentation demonstrates the impacts on the highway of the development and these have all been considered acceptable by the Borough's transport officers. The site is located in a highly accessible location with strong public transport links and the proposals introduce a number of interventions to move towards more sustainable forms of transport and reducing the reliance on the car including being "car-free", policy compliant cycle parking, introducing permeability through the site for pedestrians, active travel improvements to be secured by obligation and a travel plan promoting sustainable means of transport. The impacts on the highway are therefore acceptable.

Environment

Environmental Impact Assessment

- 7.360 The planning application constitutes an Environmental Impact Assessment (EIA) development under the Town and Country Planning (Environmental Impact Assessment) Regulations 2017 (as amended) (EIA Regulations) and is accompanied by an Environmental Statement (ES) coordinated by HGH Consulting.
- 7.361 Regulation 3 prohibits the Council from granting planning permission without consideration of the 'environmental information' that comprises the ES, including any further information submitted following request(s) under Regulation 25 and any other information, any representations made by consultation bodies or by any other person about the environmental effects of the development.
- 7.362 Following issuance of a Scoping Opinion, the submitted ES assesses the environmental impacts of the development under the following topics:
- a. Built Heritage
 - b. Townscape and Visual Impact
- 7.363 The ES has been reviewed in accordance with The Town and Country Planning (Environmental Impact Assessment) Regulations 2017 (as amended) (EIA Regulations).
- 7.364 The Council has appointed Temple Group Consulting to independently examine the ES, to prepare an Interim Review Report (IRR) and to confirm whether the ES satisfies the Regulations. This is supported by reviews by the Authority's internal environmental specialists. The IRR identified clarifications and potential 'further information' required under Regulation 25.
- 7.365 In response to the IRR, the Applicant provided an Interim Review Report Response which was followed by a Final Review Report (FRR) issued by Temple that took account of the Applicant's Interim Review Report Responses.
- 7.366 The ES has concluded significant adverse effects on built heritage, townscape and visual receptors during demolition and construction. Table 7.1 of Chapter 7 in Volume 2 Main Text of the ES (starting on page 165 of the Volume 2 PDF) summarises the significant effects for the relevant receptors. Table 3.1 of FRR 002 summarises mitigation measures which are to be secured via conditions. This also includes any mitigation measures for topics that have been scoped out of the ES.
- 7.367 The 'environmental information' has been examined by the Council and has been taken into consideration by officers to reach a reasoned conclusion of the likely significant effects of the proposed development, which forms the basis of the assessment presented in this report. Appropriate mitigation / monitoring measures as proposed in the ES will be secured through planning conditions and/or planning obligations.

Energy & Environmental Sustainability (including overheating)

- 7.368 Generally, a decarbonisation agenda has been adopted at all planning policy levels. Policy SI2 of the emerging London Plan requires major development to be net zero-carbon. This means reducing carbon dioxide emissions from construction and operation, and minimising both annual and peak energy demand in accordance with the following energy hierarchy.
- a. Use Less Energy (Be Lean),
 - b. Supply Energy Efficiently (Be Clean),
 - c. Use Renewable Energy (Be Green), and
 - d. Monitor, verify and report on energy performance (Be Seen).
- 7.369 Policy D.ES7 includes the requirement for non-residential developments to be zero carbon with a minimum of 45% reduction in regulated carbon dioxide with the remainder to be offset with cash payment in lieu.
- 7.370 The proposals will introduce various efficiency measures to reduce carbon emissions including:
- a. energy efficiency measures – thermal fabric performance levels set out principally in line with LETI standards
 - b. low carbon communal heating and hot water system through a centralised Air Source Heat Pump Ambient loop solution
 - c. Renewable energy generating technologies including 123.82kWp photovoltaic array are proposed
- 7.371 Overall the scheme will deliver a reduction of 81% for the residential element and 58% for the commercial/community facility and a contribution will be secured by s.106 agreement to offset the remaining emissions. Be seen monitoring requirements will also be secured within the s.106 agreement.
- 7.372 The applicant has committed to exploring connection to any future district heating networks, further details of which will be secured by planning obligation.
- 7.373 As discussed earlier in this report an MVHR system will be installed within the buildings which has been taken into consideration in the assessment of the sustainability of the scheme. A final overheating strategy will be secured by condition.
- 7.374 The GLA have raised various minor queries regarding the Energy Strategy, Whole-Life Carbon and Circular Economy Statements, the majority of which have now been addressed or can be addressed via planning condition. The remaining queries are all relatively minor and technical in nature and it is not expected that the responses will alter the final assessment. Any additional conditions requested by the GLA will be included within any final decision notice.

Air Quality

- 7.375 London Plan policy SI1 and Tower Hamlets Local Plan policy D.ES2 require major developments to submit an Air Quality Assessment demonstrating to meet or exceed at least Air Quality Neutral standard.
- 7.376 The application is accompanied by an Air Quality Assessment which has been reviewed by the Council Environmental Health Air Quality Officer. The assessment concludes that the proposed development would be air quality neutral, in accordance with planning policy. Given that the proposed development would rely on air source heat pumps there would be no NOx emissions associated.
- 7.377 The mitigation measures to prevent dust nuisance and air pollution during construction and the life of the development would be secured via a condition, as requested by the Council's air quality officer.

Waste

- 7.378 Policy D.MW3 of the Local Plan (2020) requires adequate refuse and recycling storage alongside and combined with appropriate management and collection arrangements.
- 7.379 Each of the residential buildings will have a bin store located at ground floor adjacent to the main entrance to each of the new buildings with access to the stores within Buildings C, E and F also being provided from within the buildings themselves. The inclusion of traditional bin stores and collections rather than modern methods of storage has been considered acceptable given the constraints posed by the site in heritage terms. The final capacities for each bin store would be secured via planning condition which will include evidence that the bins can be manoeuvred appropriately.
- 7.380 Residents would be responsible for taking the waste from their home to the relevant waste/recycling store. It is noted that some of the carry distances exceed the recommended carry distance of 30m within the Tower Hamlets Reuse, Recycling & Waste SPD 2021. 105 homes do not meet this requirement. However, 45 of those homes are located within the historic building and are primarily located within the southern section of that building, given the waste store is at ground floor of Building D. Other design options were considered, however to maximise the level of housing and ensure that further harm to the historic building was not incurred as a result of requiring additional bin storage in the southern section of the building, it was felt that the increased carry distance on this occasion was necessary and acceptable. In relation to the other homes, which are located in Buildings A, C and D, the bin stores have been located adjacent to the main entrance/exit to the buildings which will be the natural path for residents to take to enter and leave the buildings when they are most likely to deposit their waste. Additionally, by consolidating the waste stores into one location in each building, the collection of the waste does not require movement and storage of bins within the public realm which would have negatively impacted the high quality of design of that public realm. The increased carry distance is, therefore, on this occasion acceptable.
- 7.381 Bulky waste stores are also located within Buildings C and F.



Figure 70 – Masterplan showing routes of refuse vehicles for residential collections

- 7.382 Refuse vehicles will collect the waste from immediately outside each waste store with access to the stores provided via the new routes to be provided into the site from St James's Avenue. The waste collections will be limited to specific collection days and so the intrusion of waste vehicles within the new routes will be limited to a discrete number of occasions. Officers were

initially not content with this strategy, however the applicant has since detailed all other strategies which were explored and all involved additional negative consequences. For example storage of bins outside to await collection within the public realm, having dedicated external stores or presentation of bins along St James's Avenue which would increase pressure on this road. The collection of refuse from within the site was there concluded to be the most appropriate and presented the fewest negative consequences.

7.383 The commercial unit will be required to demonstrate its waste storage arrangements within the unit itself and it is expected that a private contractor will collect the waste from that unit. The unit is a small unit so is unlikely to produce significant amounts of waste and dedicated space has been left within the proposed floor plan where waste could be stored. The waste final waste storage arrangements for the commercial/community facility will be secured by condition.

7.384 A site waste management plan would be secured by planning condition.

Biodiversity & Trees

Biodiversity

7.385 The applications were submitted prior to 12 February 2024, therefore statutory Biodiversity Net Gain provisions introduced into the Town and Country Planning Act 1990 do not apply to the proposals. Nevertheless, Local Plan Policy D.ES3 requires net enhancement of biodiversity in line with the Local Biodiversity Action Plan. Paragraph 186(a) of the NPPF also states that If significant harm to biodiversity resulting from a development cannot be avoided, adequately mitigated or, as a last resort, compensated for, then planning permission should be refused.

7.386 It is noted that the site already has a relatively high baseline of biodiversity given the existing mature planting and trees, particularly along the west and southern edges of the site. The overgrown shrubbery beneath the trees will provide additional nesting opportunities and habitat for common birds. Overall 21 trees and two tree groups, together with much of the overgrown shrubbery are to be removed which will represent a small loss of wildlife habitat, relative to the scale of existing habitat on the site. In order to ensure that any harm to wildlife by the removal of such habitat is reduced, vegetation clearance should take place outside the bird nesting season or a survey for nesting birds should be undertaken immediately prior to any such clearance. This will be secured by condition.

7.387 Regarding bats, which are a species protected by statute, emergence surveys undertaken in 2022 and 2023 indicated that the existing buildings are not used by roosting bats. As each building and the trees provide significant opportunity for roosting of bats, a further precautionary emergence survey will be secured by condition should the development not commence demolition prior to April 2025. In addition, a small number of foraging bats were recorded by the survey. Those bats may be impacted by lighting included in the scheme and so further details of lighting, in particular along the western and southern edges of the site, will be secured by condition to ensure that there is no significant increase in illumination on the site, in particular to the tree canopies, taking into account best practice guidance produced in conjunction with the Bat Conservation Trust.

7.388 The proposed landscaping includes 1,107sqm of flower-rich grassland and 77m of mixed native hedges, both of which are priority habitats for the purposes of the LBAP and so are supported. The biodiversity officer raised concerns with the location of a "grassland wildlife area" on the Western Law located beneath mature trees, which would be a more appropriate location for a flower rich grassland. The final landscaping scheme would be secured via condition to ensure that the final planting specification and biodiversity enhancements are acceptable. This will also include final species lists for all planting, including new trees, which will address comments raised by the biodiversity officer regarding lack of native tree species in the replacement planting.

7.389 Specific biodiversity enhancements include nectar-rich planting and bird and bat boxes which will all be secured within a planning condition. The biodiversity officer would also seek introduction of enhancements for invertebrates which will also be secured.

7.390 There will be a total of 1,202sqm of biodiverse roof which will also be secured by condition.

7.391 The securing of all biodiversity features by planning condition will ensure that appropriate biodiversity enhancement is secured in order to meet the requirements of Local Plan Policy D.ES3.



Figure 71 – Illustrative plan of proposed landscaping works

Urban Greening

7.392 London Plan policy G5 states that predominantly residential developments should meet the Urban Greening Factor target score of 0.4 in regard to the quality and proportion of urban greening proposed. The applicant has calculated the Urban Greening Factor (UGF) score of the proposed development as 0.54 if the existing mature tree planting is included within the calculation. With all existing trees removed from the site, i.e. if the baseline of greening were effectively nil, the UGF score would be 0.4. Both scenarios comply with the London Plan Policy. If the application was to be approved then a condition would be required to secure that landscaping is revised to achieve the target 0.4 score.

Trees

7.393 The NPPF sets out the importance of trees to the character and quality of urban environments at a national level, including their importance to mitigation of, and adaptation to, climate change. Paragraph 136 seeks to ensure that new streets are tree-lined, that opportunities are taken to incorporate trees elsewhere in developments, that appropriate measures are in place to secure the long-term maintenance of newly-planted trees, and that existing trees are retained wherever possible. It also highlights the importance of working with highways and tree officers to ensure that the right trees are planted in the right places.

7.394 Section 15 of the NPPF deals further with conserving and enhancing the natural environment. In particular paragraph 186 states that development resulting in the loss or deterioration of irreplaceable habitats (such as ancient woodland and ancient or veteran trees) should be refused, unless there are wholly exceptional reasons and a suitable compensation strategy exists.

7.395 London Plan G7 requires that boroughs should, within Development Plans, protect ‘veteran’ trees where these are not already part of a protected site. It also states that Development proposals should ensure that, wherever possible, existing trees of value are retained. Planning

permission necessitating the removal of trees should include adequate replacement based on the existing value of the benefits of the trees removed and new planting should generally be included regardless of any tree replacement. For the purposes of the London Plan, “trees of value” are Category A, B and lesser category trees where these are considered by the LPA to be of importance to amenity and biodiversity, as defined by BS 5837:2012.

- 7.396 Finally, Local Plan Policy D.ES3 requires the protecting and increased provision of trees through, protection of existing trees, incorporation of native species and provision of replacement trees where the loss of or impact on trees in a development is considered acceptable.
- 7.397 The site itself is characterised by its strong green perimeter with significant, dense and mature canopy cover on all three sides of the triangular site. Predominant species on the site include London Plane, Lime and Cherry Trees. The significant amenity value offered by the trees on the site resulting in the introduction of a Tree Preservation Order (TPO) in 1973. Since that time, a number of TPO trees have been removed or have perished. The TPO is therefore somewhat out of date and a number of discrepancies in respect of tree species and locations had also been identified. Therefore, prior to submission of the present application, the applicant’s tree consultant engaged with the LPA’s Senior Arboricultural Officer to undertake a thorough and detailed assessment of the existing trees on site in order to revoke the previous TPO and introduce a new one, which would include all of the original TPO trees on site which are still in situ, as well as any additional trees which required protection. This new TPO was made on 20 February 2024 and is currently awaiting confirmation by the Council’s legal team. The new order contains 53 trees including, notably, the veteran black mulberry tree and 6 additional trees that were not covered by the previous TPO.
- 7.398 In addition to the TPO, the site is within the Victoria Park Conservation Area and so trees with a diameter of >75mm on the site receive additional statutory protection under s.211 of the Town and Country Planning Act 1990.



Figure 72 – Proposed Trees to be removed as part of the development and comparison against previous scheme

- 7.399 20 trees, and 2 groups of colonising scrub and defunct hedge are proposed for removal, retaining 53 trees on the site overall. This will result in a c.10% loss of canopy cover across the site.
- 7.400 Some of the documentation states that 21 trees are to be removed, however the Category A Tree of Heaven (T51) was required to be removed urgently just a few days prior to submission of the application as it was collapsing and imminent full collapse was considered imminent. The submitted arboricultural impact assessment (AIA) was therefore updated to reflect that this tree had already been removed but other documents have not. It is noted that the tree was scheduled to be removed as part of the application in any event.
- 7.401 Of those 20 trees to be removed, 3 are category A trees, 5 are category B trees and 14 (including the 2 groups) are category C trees. 8 of the trees to be removed are subject to the TPO. These are detailed below:

Category A	Category B	Category C
T4 London Plane (TPO)	T12 Lime (TPO)	T19 Holm Oak
T13 Lime (TPO)	T33 Lime (TPO)	T20 Holly
T52 Holm Oak (TPO)	T35 Tulip Tree (TPO)	T59 Holly
	T43 Sycamore 'Leopoldi' (TPO)	T60 Variegated Holly
	T44 Norway Maple 'Crimson King'	T71 Sycamore (TPO)
		T76 Laburnum
		T79 Holly
		T84 Cherry
		T85 Cherry
		T86 Cherry
		T87 Lawson Cypress
		T88 Western Red Cedar
		Groups 1 and 2
Total: 3 (3 TPO)	Total: 5 (4 TPO)	Total: 14 (1 TPO)

- 7.402 The submitted AIA provides supporting information relating to the requirements for the removal of these trees including the introduction of new built form within root protection areas. This has been reviewed by the Borough's Senior Arboricultural Officer who has confirmed that they are content with the categories attributed to each tree and the approach to identification of each tree's root protection area measurements which has taken a more precautionary approach.
- 7.403 It is noted that there will be facilitation pruning to a number of trees along St James's Avenue which will have a negligible impact on amenity. It would be recommended by the Arb officer to ensure that the trees are brought into a regular manageable pruning cycle, following a period of neglect, which will ultimately result in healthier, safer trees with increased longevity.
- 7.404 The Arb officer has confirmed that they have no issues with the loss of the 14 category C trees as they are of low value and can be adequately mitigated through proposed on-site planting.
- 7.405 The removal of T33, T35, T43 and T44 within category B is also considered acceptable as they have relatively low visibility from the public realm and the subsequent limited amenity impact their loss will have. They are also capable of being mitigated through the proposed on-site planting.
- 7.406 The Arb officer has however objected on purely arboricultural grounds to the removal of the remaining 4 trees. T12 and T13 are located on St James's Avenue adjacent to where the existing substation is and where the new vehicular access route into the site will be introduced. The removal of these trees, together with the facilitation pruning on this boundary, will have a significant impact on amenity and the current screening properties that the trees provide to the site. The Arb officer also disagrees with statements made in the AIA that that cumulative harm from previous development including installation of a substation and other service runs in the area has actually necessitated the removal of the trees, as the trees could well be managed in their current condition without the introduction of the proposed access route in this location. They also note that T4, T13 and T52 are all large Category A trees, the value of which cannot be adequately mitigated owing to their size, visibility from the public realm, prominence in the landscape and subsequent amenity value. All factors that cannot be replicated or enhanced in the short to medium term by on-site planting.
- 7.407 It is also noted that two trees, T22 and T58 are to be retained as part of the proposed scheme but subject to further investigation in accordance with a planning condition. T22 is to be retained and managed to a smaller size through cyclical pollarding and T58 is to be integrated alongside blue-badge parking at the south of the site within a previously unsurfaced part of its RPA. The condition would require investigation into methods for retention of the tree. The Arb officer is confident that both trees can be retained. However, should they not be able to be retained, adequate mitigation will be sought by inclusion of additional planting.
- 7.408 In mitigation for the proposed loss of trees, 51 new trees of varying sizes are proposed, a near 2:1 replacement ratio in relation to the trees lost, and which will, in time, provide a comparable canopy cover to that which will be lost. Larger trees will also be planted along the boundary in order to provide more immediate impacts in the replacement of lost canopy cover. Final species of trees will be secured within the landscaping conditions. It is noted that there are proposed to be 10 additional trees planted as compared to the previous scheme.

7.409 Further conditions have been proposed and will be secured in relation to protection measures during construction, tree planting methodology and investigation of underground utilities.



Figure 73 – Proposed Tree Planting plan

7.410 Officers note the Arb officer's objections to the loss of the 4 trees identified above. However the removal of these trees are necessary to facilitate the development of the site in full optimisation of the use of the site, including the provision of strategic quantum of high quality housing, a significant quantum of affordable housing, reintegration of a heritage asset into public enjoyment and provision of a significant quantum of new public accessible open space. Options were explored at length during pre-application discussions specifically in relation to the retention of T12 and T13 but the relocation of the entrance to the new through-route would either result in the loss of other trees or render other aspects of the proposals unmanageable. The loss of those trees is therefore, on balance, acceptable subject to securing all suggested conditions.

Mulberry tree

7.411 The veteran black mulberry tree, which is subject to the TPO, as well as the previous TPO, sits within the site to the north of the main hospital building and just to the south of the Institute Building. There are competing theories as to the age and provenance of the tree, however the site itself has a long history and association with Mulberry Trees dating back to the occupation of the site by Bishop Bonner in the 16th Century. The tree was also damaged significantly by bomb damage during WWII.

7.412 Given the historical association of a Mulberry Tree at the site, and the tree's survival following significant bomb damage during the blitz, the tree has gained significant cultural and historical importance. On this basis it is considered that the tree warrants classification as a Veteran Tree as per joint Standing Advice published Natural England and the Forestry Commission in October 2014.

- 7.413 The previous scheme proposed to move the Mulberry Tree from its present location and place it within the front lawn. Following the quashing of the previous permission in the high court, the applicant has sought to introduce a new focus to the proposals on the retention of the Mulberry Tree. The tree will be retained in its current position and the development has been designed to respect and reintegrate the Mulberry Tree into public enjoyment. Building E has been set back to allow for retention of the tree and new homes will overlook and enjoy views of it. A dedicated landscape design has been introduced to ensure that the tree can be enjoyed whilst also protecting it from intrusion and damage by the public.
- 7.414 The applicant has worked extensively to safeguard the survival of the Mulberry Tree in the time since the previous application including through the installation of new steel props and preventing the collapse of the tree. It has been identified that the demolition of the Institute Building nearest to the Mulberry Tree, will expose the tree to various risks throughout construction, including wind, vibration and dust. Mitigation measures including significant screening to the tree, misting and manual demolition nearest to the tree have all been proposed and will need to be secured. It is proposed to secure specific protection measures relating to the Mulberry Tree via obligation in a s.106 agreement so that the fullest and strictest measures can be adequately secured.

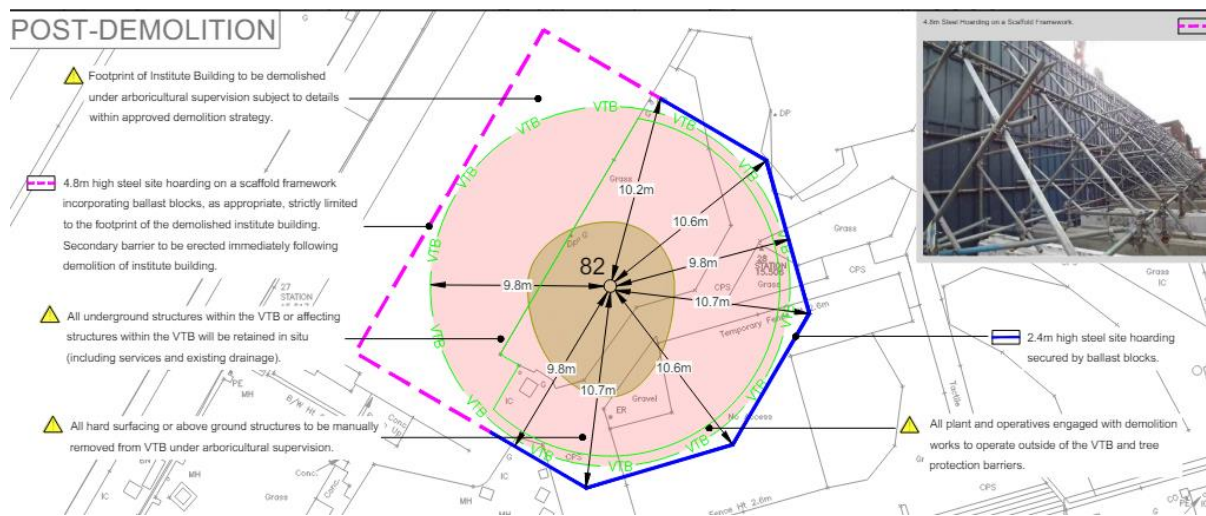


Figure 74 – Proposed protection measures for Mulberry Tree following demolition of Institute Building including 4.8m steel hoarding on west side and supervised demolition works

- 7.415 A permanent wind baffle is also proposed to be installed as part of the landscape proposals which will protect the tree from unmitigated exposure to wind as a result of removal of the Institute Building, the final detailed design of which will be secured by condition. Measures will also need to be in place (via s106 or planning condition) in a bid to secure that individuals do not attempt to climb on the tree given its precarious physical condition.
- 7.416 One of six progeny/clones of the Mulberry Tree, grown from cuttings taken during the development of the previous application, is proposed to be planted within the front lawn as a nod to the site's history and to introduce further trees of historic significance within the site and replacing a mulberry tree which was previously lost in this location. At least one of the clones will be retained at a nursery for the purposes of providing further cuttings which could lead to the planting of further progeny elsewhere in the borough.
- 7.417 The Borough's Arb officer has confirmed that they are satisfied with the retention methodology and construction protection measures proposed for the Mulberry Tree and that they are confident, with the timely installation of the wind baffle, that this will safeguard the safe retention of the tree during construction and help safeguard its longevity post-development.
- 7.418 Therefore, in consideration of paragraph 186(c) of the NPPF, officers are of the opinion that there will be no loss or deterioration of the veteran Mulberry Tree as a result of the proposals but rather the proposals have allowed for a strict, professional and detailed protection and

reintegration of the tree into public enjoyment which should be seen as a significant public benefit of the scheme.

Flood Risk & Drainage

- 7.419 Development Plan policies seek to manage flood risk, encourage the use of Sustainable Urban Drainage Systems (SuDS) and sets out that development proposals should aim to achieve greenfield run-off rates and ensure that surface water run-off is managed as close to its source as possible. The site is located in Flood Zone 1. The Environment Agency have reviewed the submitted Flood Risk Assessment (FRA) and have not objected on flood risk grounds. The GLA also raised no concerns as to the risk of flooding from fluvial/ tidal, pluvial, sewer, groundwater and reservoir flooding in accordance with London Plan Policy SI 12.
- 7.420 The drainage strategy sets out a proposal to limit the sites overall surface water discharge rate to as close to greenfield as reasonably possible and sets a total discharge rate of 8.7l/s for the whole site (1.61ha) in a 1 in 100year+40% storm event. Additionally, the drainage proposal is to split the site into three separate drainage areas (network 1, 2 and 3) and will utilise the 2 existing sewer connections to the Thames Water combined sewer in Approach Road and St James's Avenue. Which is agreed in principle.
- 7.421 The development has also incorporated onsite surface water storage of 1,403m³, which has been provided using underground geo-cellular attenuation tanks that will be fitted with a twin vortex type device to manage the discharge rates during differing storm events. However, the developer has also put forward that during the detailed design stage they will look to include both the green roofs, and rain garden areas into the storage capacity model. We would be hesitant on accepting this approach as the storage capacities for both features are reduced in the wetter winter months as green roofs and rain gardens would be saturated.
- 7.422 Consequently, the current proposed drainage strategy will go towards reducing the demand on the drainage network and will provide 97% betterment over the existing situation. Therefore, the drainage strategy is accepted in principle.
- 7.423 The application is supported, subject to a condition to require submission of a final detailed surface water drainage scheme.

7.424 Land Contamination

- 7.425 The application has been reviewed by the Council's Environmental Health Land Contamination Officer and subject to standard conditions, the proposals are considered to be acceptable. Any contamination that is identified can be addressed within the condition discharge process and will ensure that the land is made safe prior to any construction or demolition work takes place.

Planning Balance

- 7.426 As discussed earlier in the report, the local planning authority has a statutory obligation under Sections 66 (1) and 72 (1) of the Planning (Listed Building and Conservation) Acts 1990 to the conservation of designated heritage assets. In accordance with the aforementioned Act, paragraph 205 of the NPPF sets out that "great weight" should be given to protection of designated assets, "irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance".
- 7.427 As set out in the Heritage section of this report, officers conclude that the scheme would result in a low-to-mid level of less than substantial harm to designated heritage assets including the listed buildings within the site, the listed church and vicarage on St James's Avenue and the Victoria Park Conservation Area. Primarily that harm occurs as a result of:
- a. Loss of historic fabric of the main building including the rear slope of the roof, internal walls, historic dorms and by the insertion of lifts within the building;
 - b. An uncharacteristic flat roof on the extension;

- c. Uncharacteristic changes to the front elevation including the widening of lightwells;
- d. Replacement of windows with modern designed windows rather than historic timber sash windows within the South Wing (albeit it is acknowledged that the windows are an improvement on the existing UPVC windows);
- e. Intervention to the floor levels at the eastern end of the south wing
- f. A loss of openness of the historic curtilage of the listed building and the parkland feel of the conservation area;
- g. Loss of the nurses accommodation;
- h. The competition between the external staircase to Building A and the Listed Church spire;
- i. Impacts to local views by introduction of new built form affecting the character and appearance of the conservation area;
- j. Loss of trees and canopy cover (although it is noted that overtime the impact of this will reduce) which is a key contributor to the character and appearance of the conservation area.

7.428 Upon that basis, it falls upon the Council, as decision maker to apply a public benefit planning balance test, as set out in paragraph 208 of the NPPF which states that “*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, where appropriate, securing its optimum viable use*”.

7.429 The key public benefits identified and presented by the proposals are as follows:

- a. Heritage benefits arising from the reintroduction of the retained listed hospital building into active use, thereby securing the future maintenance and conservation of the designated asset.
- b. The retention and refurbishment of the building will ensure that it can be removed from the Heritage at Risk Register;
- c. Heritage benefits arising from the restoration of original features of the hospital both internal and external, restoration and reuse of the veranda, reinstatement of historic fabric and replacement windows and dormers enhancing its appearance;
- d. Reinstatement of historic style timber sash windows in the front elevation and Sanitary Tower of the Hospital Building;
- e. Revealing of the gable end elevation of the South Wing onto a new public square, bringing it back into public views and enjoyment;
- f. Refurbishment, repair and reinstatement of historic boundary treatment, historic interiors, fixture and fittings;
- g. Delivery of 274 new high quality homes;
- h. Provision of 50% of the residential accommodation as affordable housing (by habitable room) with the affordable rented units being provided in accordance with the LPA’s preferred mix (i.e. 50% LAR and 50% THLR);
- i. Provision of new 76 affordable rented homes including a significant number of family sized dwellings, all in accordance with the LPA’s preferred unit size mix;
- j. Provision of a new commercial/community facility which will be operated as a community-led café with the option of renting the space by the public for free;

- k. 24/7 public access to the majority of the publicly accessible open space within the site, including a new public square adjacent to St James's Avenue and the formal lawn to the front of the main hospital building;
- l. Retention of the veteran mulberry tree and inclusion of strict protection measures to safeguard the long-term survival of the tree, bringing the tree back into public enjoyment by provision of dedicated landscaping and seating after being hidden away from public view and enjoyment for nearly a decade. The tree is imbued with such cultural and historical significance to the site and the local area and yet is presently not visible from the street or the public realm more generally;
- m. Planting of progeny of the mulberry tree within the grounds of the hospital in the same location as a previously protected mulberry tree;
- n. Demolition of a set of post war buildings, extensions and ancillary development on site that detract from the setting of the listed building and the character and appearance of the conservation area to be replaced with new buildings that offer some architectural merit and will visually benefit the locality;
- o. A wide ranging landscaping scheme which will deliver significant improvements to the public realm and net gains in biodiversity including increases in numbers of trees planted on the site;
- p. Enhanced permeability and reopening of a historically public site that has long been closed off to the public, including introduction of heritage interpretation throughout the site;
- q. Economic benefits associated with the scheme including construction phase jobs and apprenticeships and other financial and non-financial obligations;
- r. Provision of a high quality facility for bus drivers while their bus is on stand, a facility which has not been available to them since the hospital closed.

7.430 In particular, it should be noted that the retention of both the South Wing and the Mulberry Tree in its present location are key public and heritage benefits that will be delivered as part of the proposed scheme that would not have been present within the previous application as the South Wing was to be demolished as part of that application and the Mulberry Tree was to be moved to a different location on site which both previously raised additional heritage concerns and harm. Therefore the balance of heritage harm to benefit is at a significantly different position to where it was within the consideration of the previous scheme.

7.431 In assessing the key public benefits, it is recognised that the bringing back of the main hospital building and all other listed elements on the site into an operational use would be a major benefit and positive outcome of the scheme. An informative with regard to this public benefit consideration is Historic England Advice Note 2 ("Making Changes to Heritage Assets" which sets out "The best way to conserve a building is to keep it in use, or to find it an appropriate new use if it has passed out of use, either that for which it was designed or an appropriate new use which would see to its long-term conservation. Even recently restored buildings that are vacant will soon start to degenerate."

7.432 The Borough has a five-year supply of deliverable housing land, and a track record of delivering significantly more new homes than any other London borough. Nevertheless the scheme's provision of new housing is recognised to be a public benefit that needs to be given very significant weight given London is considered (as set out in London Plan) to operate as a single housing market with an existing housing supply shortfall.

7.433 The level of affordable housing to be provided by the scheme is significant. The scheme will provide 50% affordable housing by habitable room, 70% of which will be affordable rented homes. This is a high level of affordable housing, including affordable rented homes, and is in line with strategic targets to deliver 50% of all homes across London as affordable homes. This is in line with both Local and London Plan policies and is only all the more notable given

the context and constraints represented by the site, in particular in relation to the refurbishment of a listed building to provide homes, the location of the site with the Victoria Park Conservation Area and the constrained developable area of the site. The level of affordable housing being provide should therefore carry significant weight in the balance.

- 7.434 The proposals would provide an opportunity to secure (through conditions and obligations) protection and management of the existing and proposed trees on the site, including importantly the Veteran Mulberry Tree which has been the subject of significant public interest in the history of the site and will, once again, be brought back into public enjoyment by the proposals. This will help to preserve, and to some extent enhance, the visual appearance of the conservation area, as well as the associated ecological and biodiversity benefits.
- 7.435 Obligations and conditions would be secured to ensure that any works to the listed buildings or demolition of the surrounding buildings would only commence once it was confirmed that there is an intention to build the scheme out in full, protecting the heritage assets from harm until the full range of benefits will be delivered. Additionally an obligation will be secured to ensure that the heritage benefits are delivered prior to occupation of a certain number of homes to ensure that the benefits are satisfactorily delivered at an early stage of the construction process.
- 7.436 The delivery of such a quantum of housing on such a constrained site is entirely in line with NPPF objectives of optimising sites to provide appropriate scales of development and securing optimum viable uses of heritage assets.
- 7.437 Officers are firmly of the opinion that, on balance, the public benefits of the proposed development would outweigh the low-to-mid level of less than substantial harm which has been identified to the listed heritage assets on the site and adjacent to the site as well as to the surrounding Victoria Park Conservation Area.

Infrastructure Impact

- 7.438 It is estimated that the proposed development would be liable for Tower Hamlets Community Infrastructure Levy (CIL) payments of approximately £2,558,232.49 (inclusive of social housing relief and exclusive of indexation) and Mayor of London CIL of approximately £1,046,295.27 (inclusive of social housing relief and exclusive of indexation). These figures are indicative only and have been estimated using the most up to date available information provided by the developer on floorspace and current indexation values. This estimate is also subject to a full in-depth assessment following the grant of planning permission as required by the CIL Regulations.
- 7.439 The CIL Regulations 2010 (as amended) allow CIL to be used to fund a wide range of infrastructure, including transport, flood defences, schools, hospitals, and other health and social care facilities. The levy can be used to fund a very broad range of facilities such as play areas, open spaces, parks and green spaces, cultural and sports facilities, healthcare facilities, academies and free schools, district heating schemes and police stations and other community safety facilities. This flexibility gives local areas the opportunity to choose what infrastructure they need to deliver their relevant plan (the Development Plan and the London Plan in London).
- 7.440 Alongside CIL, Development Plan policies seek financial contributions to be secured by way of planning obligations to offset the likely impacts of the proposed development on local services and infrastructure.
- 7.441 The applicant has agreed to meet all of the financial contributions that are sought by the Council's Planning Obligations SPD, as listed in the 'Recommendation' section below.
- 7.442 Full details of the impacts on existing infrastructure can be found throughout the report.

Local Finance Considerations

- 7.443 Assuming that the Council delivers its annual housing target of 3,931 units, the Council would be liable for a New Homes Bonus. Due to the threshold approach by the Government it is not

possible to provide an exact amount of New Homes Bonus that the proposed development would deliver.

Human Rights & Equalities

- 7.444 The proposal does not raise any unique human rights or equalities implications. The balance between individual rights and the wider public interest has been carefully considered and officers consider it to be acceptable.
- 7.445 The proposed new residential accommodation would meet inclusive design standards and 28 of the new homes would be specifically designed to be wheelchair accessible, including 7 within the affordable rented tenure, with the affordable rented homes to be built out as fully accessible. This would benefit future residents, including disabled and elderly residents and parents/carers with children.
- 7.446 The application has undergone the appropriate level of consultation with public and Council consultees. The applicant has also undertaken extensive engagement with residents of the surrounding area.
- 7.447 The proposed high level of affordable housing would be of particular benefit to groups that are socially/economically disadvantaged.
- 7.448 High quality publicly accessible open space will be provided which will include new playspaces and will be fully accessible.
- 7.449 A new community facility will also be provided which will be accessible to all residents.
- 7.450 The proposed development would not result in adverse impacts upon equality or social cohesion.

8. RECOMMENDATIONS

In relation to Planning Permission (PA/24/00184)

- 8.1 That subject to any direction by the Mayor of London, **conditional planning permission is GRANTED** subject to the prior completion of a legal agreement to secure the following planning obligations:
- 8.2 **Financial obligations**
- a. £105,944.00 towards construction phase employment skills training
 - b. £3,218.74 towards end-user phase employment skills training
 - c. £152,530.00 toward carbon emission off-setting
 - d. £27,553.00 towards development co-ordination and integration
 - e. Monitoring fee to be calculated once the final heads of terms are agreed following any permission granted.
- 8.3 **Non-financial obligations:**
- a. Affordable housing (50% by habitable room)
 - 76 affordable rented homes comprising 50% London Affordable Rent and 50% Tower Hamlets Living Rent
 - 45 homes as Shared Ownership
 - Early Stage Viability Review
 - b. Access to employment
 - 20% local procurement
 - 20% local labour in construction
 - 20% local labour in end-use phase
 - 20 construction phase apprenticeships
 - c. Transport matters:
 - Car Free development (residential)
 - Car Club (details of 1 x space, plus three years free membership for households. One-year free membership for commercial occupiers and £30 Driving Credit per membership).
 - Residential Travel Plan
 - S278 Agreement for highways improvement works and ATZ improvements.
 - d. Public realm access and management including compliance with the principles of the Public London Charter
 - e. “Be seen” energy monitoring
 - f. Future proofing for district heating networks
 - g. Architect Retention and Design Certification
 - h. Mulberry Tree Protection measures
 - i. TFL Bus Driver’s Facility
 - j. Scheme of heritage works including engagement with local community
 - k. Completion of Heritage Works prior to occupation of certain number of homes
 - l. Operation and letting strategy of Commercial/Community Facility
- 8.4 That the Corporate Director of Place is delegated the power to negotiate the legal agreement. If within three months of the resolution the legal agreement has not been completed, the Corporate Director for Place is delegated power to refuse planning permission.

8.5 That the Corporate Director of Place is delegated the power to impose conditions and informatives to address the following matters:

8.6 **Planning Conditions**

Compliance

1. 3 years deadline for commencement of development.
2. Development in accordance with approved plans.
3. Development in compliance with the energy/sustainability strategies with a post-completion verification report
4. Construction Restrictions
5. Travel Plans in accordance with s.106
6. Provision of waste stores
7. Undertaking tree/shrub clearance outside of bird nesting season
8. Bat protection should bats be discovered during construction
9. Use class restriction on commercial/community facility
10. Development to be undertaken in accordance with ES mitigation measures
11. No roller shutters on the commercial/community facility
12. No plant on the roof of any building save for as otherwise approved
13. Restriction on music within commercial/community facility
14. Retention of frontage to commercial/community facility as wholly transparent and active
15. Removal of PD rights relating to installation of fences, bollards etc
16. Back up generator restriction
17. Secure By Design

Pre-commencement

The inclusion of the following pre-commencement conditions has been agreed in principle with the applicants, subject to detailed wording

18. Details of wheelchair units
19. Code of Construction Practice Checklist/CEMP
20. Piling method statement to protect water assets
21. Investigation of means of retention of T22 and T58
22. Tree protection plan and arboricultural method statement
23. Archaeological written scheme of investigation
24. Historic Building Recording
25. Level 2 Historic Building Survey for Nurses Accommodation and Outpatients Building
26. A programme of archaeological engagement with the public
27. Land contamination remediation strategy
28. Requirement for a binding contract for full implementation of the scheme to be provided prior to any demolition
29. Details of aerals to be installed on roofs
30. Details of digital connectivity
31. Carrying out bat emergence survey if demolition has not commenced prior to April 2025
32. Tree Planting Methodology
33. Non Road Mobile Machinery
34. Details of the proposed MVHR

35. Final floorplans for affordable rent units

Pre-superstructure works

36. Details of external facing materials and architectural detailing, including wind baffle and external staircase.

37. Details of hard and soft landscaping of all public realm and open spaces including play equipment, street furniture and lighting.

38. Provision of an Inclusive Communal Amenity and Play Spaces Strategy

39. Details of all plant to be installed in the development

40. Water efficiency

41. Overheating strategy

42. SUDS

43. Biodiversity enhancements

44. Final plans for affordable homes

Pre-occupation

45. Wheelchair marketing

46. Details of kitchen extraction for the commercial/community facility

47. Noise insulation verification report for proposed homes

48. Noise from plant and verification report

49. Circular economy post-completion report in line with GLA guidance

50. Installation of smart meters

51. Car parking management strategy

52. Cycle parking management and provision

53. Deliveries and servicing plan

54. Waste management plan which will include details of all waste stores, both residential and commercial

55. Whole life carbon post-construction report in line with GLA guidance

56. Management plan for internal and external amenity spaces and external staircase

8.7 Informatives

1. Permission subject to legal agreement.
2. Development is CIL liable.
3. GLAAS informatives relating to content of requested reports
4. C&RT informative relating to code of practice
5. SBD.

Recommendation,

In relation to Listed Building Consent (PA/24/00187)

8.8 That conditional listed building consent is GRANTED subject to the following listed building consent conditions:

1. 3 years deadline for commencement of development.
2. Development in accordance with approved plans.
3. Protection of Historic Features during construction

4. Historic Building Record of the Main Hospital Building, South Wing and Sanitary Tower
5. Full, final schedule of works
6. Method statements for external works
7. Method statement for reduction in floor levels in South Wing
8. External and internal finishes to match existing
9. Revised schedule of historic features
10. Retention of hidden historic features
11. Details and method statements for repair of railings, dwarf walls, entrance gate, gas lamp and monument
12. Details and materials for all proposed works to listed building
13. No demolition of any part of the Main Hospital Building until contract secured to deliver scheme in full
14. No new features to be installed on façade other than as approved
15. No grilles, alarms, lighting other than as approved
16. The listed buildings to remain weathertight throughout construction
17. Scheme of heritage interpretation
18. Details of all signage
19. Details of the repurposing of concealed voids related to the Jeakes heating and ventilation system
20. Structural survey regarding the braces on the front of the main façade
21. Structural survey of roof to assess what will need to be replaced rather than repaired

APPENDIX 1

LIST OF APPLICATION PLANS AND DRAWINGS FOR APPROVAL

Existing Drawings

DL0163-AHMM-ZZ-ZZ-DR-A-PL001 Rev P03 – Site Location Plan
DL0163-AHMM-ZZ-ZZ-DR-A-PL005 Rev P03 – Existing Site Plan
DL0163-AHMM-ZZ-00-DR-A-PL010 Rev P03 – Existing Ground Floor Hospital Plan
DL0163-AHMM-ZZ-01-DR-A-PL011 Rev P03 – Existing First Floor Hospital Plan
DL0163-AHMM-ZZ-02-DR-A-PL012 Rev P03 – Existing Second Floor Hospital Plan
DL0163-AHMM-ZZ-03-DR-A-PL013 Rev P03 – Existing Third Floor Hospital Plan
DL0163-AHMM-ZZ-RF-DR-A-PL014 Rev P03 – Existing Hospital Roof Plan
DL0163-AHMM-ZZ-B1-DR-A-PL015 Rev P03 – Existing Hospital Lower Ground Floor Plan
DL0163-AHMM-ZZ-ZZ-DR-A-PL020 Rev P02 – Existing Sitewide Elevations - East and West (Sheet 1 of 2)
DL0163-AHMM-ZZ-ZZ-DR-A-PL021 Rev P02 – Existing Sitewide Elevations – East and West (Sheet 2 of 2)
DL0163-AHMM-ZZ-ZZ-DR-A-PL022 Rev P02 – Existing Sitewide Elevations – North and South
DL0163-AHMM-ZZ-ZZ-DR-A-PL023 Rev P02 – Existing Main Hospital Building – East and West Elevations
DL0163-AHMM-ZZ-ZZ-DR-A-PL024 Rev P02 – Existing Main Hospital Building – North and South Elevations – Below Ground Detail
DL0163-AHMM-ZZ-ZZ-DR-A-PL030 Rev P02 – Existing Site Sections
DL0163-AHMM-ZZ-ZZ-DR-A-PL040 Rev P02 – Scope of Demolition – Site Wide Plan
DL0163-AHMM-ZZ-00-DR-A-PL050 Rev P03 – Scope of Demolition – Hospital Ground Floor Plan
DL0163-AHMM-ZZ-01-DR-A-PL051 Rev P03 – Scope of Demolition – Hospital First Floor Plan
DL0163-AHMM-ZZ-02-DR-A-PL052 Rev P03 – Scope of Demolition – Hospital Second Floor Plan
DL0163-AHMM-ZZ-03-DR-A-PL053 Rev P03 – Scope of Demolition – Hospital Third Floor Plan
DL0163-AHMM-ZZ-RF-DR-A-PL054 Rev P03 – Scope of Demolition – Hospital Roof Plan
DL0163-AHMM-ZZ-B1-DR-A-PL055 Rev P03 – Scope of Demolition – Hospital Lower Ground Floor Plan
DL0163-AHMM-ZZ-ZZ-DR-A-PL060 Rev P03 – Scope of Demolition – East and West Elevations
DL0163-AHMM-ZZ-ZZ-DR-A-PL061 Rev P03 – Scope of Demolition – North and South Elevations
DL0163-AHMM-ZZ-ZZ-DR-A-PL065 Rev P03 – Scope of Demolition – Existing Site Sections

DL0163-ISS-XX-XX-DR-C-3000 Rev P04 – Existing Drainage Layout
DL0163-ISS-XX-XX-DR-C-3500 Rev P04 – Existing Permeable Areas Layout

Proposed Drawings

DL0163-AHMM-ZZ-ZZ-DR-A-PL006 Rev P02 – Proposed Masterplan
DL0163-AHMM-ZZ-00-DR-A-PL100 Rev P09 – Proposed Ground Floor Masterplan
DL0163-AHMM-ZZ-01-DR-A-PL101 Rev P09 – Proposed First Floor Masterplan
DL0163-AHMM-ZZ-02-DR-A-PL102 Rev P09 – Proposed Second Floor Masterplan and Block F First Floor
DL0163-AHMM-ZZ-03-DR-A-PL103 Rev P09 – Proposed Third Floor Masterplan and Block F Second Floor
DL0163-AHMM-ZZ-04-DR-A-PL104 Rev P09 – Proposed Fourth Floor Masterplan and Block F Third Floor
DL0163-AHMM-ZZ-05-DR-A-PL105 Rev P09 – Proposed Fifth Floor Masterplan and Block F Fourth Floor

DL0163-AHMM-ZZ-06-DR-A-PL106 Rev P09 – Proposed Sixth Floor Masterplan
DL0163-AHMM-ZZ-07-DR-A-PL107 Rev P09 – Proposed Seventh Floor Masterplan
DL0163-AHMM-ZZ-08-DR-A-PL108 Rev P09 – Proposed Eighth Floor Masterplan
DL0163-AHMM-ZZ-RF-DR-A-PL109 Rev P09 – Proposed Roof Masterplan
DL0163-AHMM-ZZ-B1-DR-A-PL110 Rev P09 – Proposed Lower Ground Masterplan
DL0163-AHMM-AA-00-DR-A-PL100 Rev P03 – Block A – Ground Floor Plan
DL0163-AHMM-AA-ZZ-DR-A-PL101 Rev P03 – Block A – Level 01, 03 and 05 Floor Plans
DL0163-AHMM-AA-ZZ-DR-A-PL102 Rev P00 – Block A – Level 02, 04 and 06 Floor Plans
DL0163-AHMM-BB-00-DR-A-PL100 Rev P02 – Block B – Ground Floor Plan
DL0163-AHMM-BB-ZZ-DR-A-PL101 Rev P02 – Block B – Upper Floor Plan
DL0163-AHMM-BB-ZZ-DR-A-PL401 Rev P02 – Block B – M4(3) Unit Typo 01 (1 bed), Type 02 (2 bed), Type 03 (4 bed)
DL0163-AHMM-CD-ZZ-DR-A-PL401 Rev P02 – Block CD – M4(3) Unit Type 01 (1b), Type 02, 03 and 04 (2b)
DL0163-AHMM-CF-00-DR-A-PL100 Rev P02 – Block CDF – Ground Floor Plan
DL0163-AHMM-CF-01-DR-A-PL101 Rev P02 – Block CDF – Proposed L01 Floor Plan
DL0163-AHMM-CF-02-DR-A-PL102 Rev P02 – Block CDF – Proposed Block CD L02 and Block F L01 Floor Plan
DL0163-AHMM-CF-03-DR-A-PL103 Rev P02 – Block CDF – Proposed Block CD L03 and Block F L02 Floor Plan
DL0163-AHMM-CF-04-DR-A-PL104 Rev P02 – Block CDF – Proposed Block CD L04 and Block F L03 Floor Plan
DL0163-AHMM-CF-05-DR-A-PL105 Rev P02 – Block CDF – Proposed Block CD L05 and Block F L04 Floor Plan
DL0163-AHMM-B1-ZZ-DR-A-PL106 Rev P02 – Block CDF – Proposed Lower Ground Floor Plan
DL0163-AHMM-EE-00-DR-A-PL100 Rev P02 – Block E – Ground Floor Plan
DL0163-AHMM-EE-ZZ-DR-A-PL101 Rev P02 – Block E – Level 01 to Level 03 Floor Plan
DL0163-AHMM-EE-ZZ-DR-A-PL104 Rev P02 – Block E – Level 04 to Level 06 Floor Plan
DL0163-AHMM-EE-07-DR-A-PL107 Rev P02 – Block E – Level 07 Floor Plan
DL0163-AHMM-EE-08-DR-A-PL108 Rev P02 – Block E – Level 08 Floor Plan
DL0163-AHMM-EE-09-DR-A-PL401 Rev P02 – Block E – M4(3) Unit Type 01 and 02 (1b), Type 03 (2b)
DL0163-AHMM-FF-ZZ-DR-A-PL401 Rev P02 – Block F – M4(3) Unit Type 01 and 02 (1b), Type 03 (3b)
DL0163-AHMM-ZZ-ZZ-DR-A-PL200 Rev P03 – Proposed East and West Sitewide Elevations (Sheet 1)
DL0163-AHMM-ZZ-ZZ-DR-A-PL201 Rev P04 – Proposed East and West Sitewide Elevations (Sheet 2)
DL0163-AHMM-ZZ-ZZ-DR-A-PL202 Rev P03 – Proposed North and South Sitewide Elevations (Sheet 1)
DL0163-AHMM-ZZ-ZZ-DR-A-PL203 Rev P03 – Proposed North and South Sitewide Elevations (Sheet 2)
DL0163-AHMM-AA-ZZ-DR-A-PL200 Rev P04 – Block A – Proposed External Elevations
DL0163-AHMM-BB-ZZ-DR-A-PL200 Rev P03 – Block B – Proposed External Elevations
DL0163-AHMM-CC-ZZ-DR-A-PL200 Rev P03 – Block C – Proposed External Elevations
DL0163-AHMM-DD-ZZ-DR-A-PL200 Rev P03 – Block D – Proposed External Elevations
DL0163-AHMM-EE-ZZ-DR-A-PL200 Rev P03 – Block E – Proposed External Elevations
DL0163-AHMM-FF-ZZ-DR-A-PL200 Rev P03 – Block F – Proposed External Elevations
DL0163-AHMM-FF-ZZ-DR-A-PL201 Rev P02 – Block F – Proposed External Elevations
DL0163-AHMM-AA-ZZ-DR-A-PL210 Rev P03 – Proposed Bay Studies – Block A North Elevation
DL0163-AHMM-AA-ZZ-DR-A-PL211 Rev P04 – Proposed Bay Studies – Block A East Elevation
DL0163-AHMM-AA-ZZ-DR-A-PL212 Rev 00 – Proposed Bay Studies – Block A East Elevation – External Staircase
DL0163-AHMM-BB-ZZ-DR-A-PL210 Rev P03 – Proposed Bay Studies – Block B North Elevation
DL0163-AHMM-CC-ZZ-DR-A-PL210 Rev P02 – Proposed Bay Studies – Block C North Elevation

DL0163-AHMM-CC-ZZ-DR-A-PL211 Rev P01 – Proposed Bay Studies – Block C West Elevation
DL0163-AHMM-DD-ZZ-DR-A-PL210 Rev P03 – Proposed Bay Studies – Block D North Elevation
DL0163-AHMM-EE-ZZ-DR-A-PL210 Rev P03 – Proposed Bay Studies – Block E South Elevation
DL0163-AHMM-FF-ZZ-DR-A-PL210 Rev P03 – Proposed Bay Studies – Block F East Elevation
DL0163-AHMM-FF-ZZ-DR-A-PL211 Rev P02 – Proposed Bay Studies – Block F West Elevation
DL0163-AHMM-ZZ-ZZ-DR-A-PL300 Rev P03 – Proposed Site Section AA and BB
DL0163-AHMM-ZZ-ZZ-DR-A-PL301 Rev P03 – Proposed Site Section CC and DD, EE, FF

DL0163-LDA-SW-00-DR-LA-00103 Rev P08 – Landscape General Arrangement Plan Building Outline Only
DL0163-LDA-SW-00-DR-LA-00104 Rev P06 – Landscape General Arrangement Plan Architect Internal Layout
DL0163-LDA-SW-00-DR-LA-00201 Rev P06 – Landscape Hardworks Paving Types Plan
DL0163-LDA-SW-00-DR-LA-00202 Rev P03 – Landscape Hardworks Furniture Types Plan
DL0163-LDA-SW-00-DR-LA-00203 Rev P04 – Landscape Hardworks Boundary Types Plan
DL0163-LDA-SW-00-DR-LA-00204 Rev P03 – Landscape Hardworks Edge Types Plan
DL0163-LDA-SW-00-DR-LA-00301 Rev P06 – Landscape Softworks Plan
DL0163-LDA-SW-00-DR-LA-00601 Rev P02 – Landscape Indicative Levels and Drainage Plan
DL0163-LDA-SW-00-DR-LA-00101 Rev P03 – Landscape Illustrative Colour Plan
DL0163-LDA-SW-00-DR-LA-00102 Rev P03 – Urban Greening Factor Including Existing Retained Trees
DL0163-LDA-SW-00-DR-LA-00105 Rev P03 – Urban Greening Factor Excluding Retained Trees

DL0163-ISS-XX-XX-DR-C-3050 Rev P07 – Proposed Surface Water Drainage Layout
DL0163-ISS-XX-XX-DR-C-3300 Rev P04 – Proposed Levels Layout
DL0163-ISS-XX-XX-DR-C-3400 Rev P03 – Proposed External Works Layout
DL0163-ISS-XX-XX-DR-C-3510 Rev P04 – Proposed impermeable-Permeable Areas Layout
DL0163-ISS-XX-XX-DR-C-3550 Rev P01 – Flood Exceedance Plan
DL0163-ISS-XX-XX-DR-C-3800 Rev P02 – Drainage Construction Notes
DL0163-ISS-XX-XX-DR-C-3801 Rev P02 – Drainage Construction Details Sheet 1
DL0163-ISS-XX-XX-DR-C-3802 Rev P02 – Drainage Construction Details Sheet 2
DL0163-ISS-XX-XX-DR-C-3803 Rev P02 – Drainage Construction Details Sheet 3
DL0163-ISS-XX-XX-DR-C-3900 Rev P01 – External Works Details Sheet 1
DL0163-ISS-XX-XX-DR-C-3901 Rev P01 – External Works Details Sheet 2
2045-ISS-XX-XX-DR-C-3060 Rev P07 – Proposed Foul Water Drainage Layout Overall
2045-ISS-XX-XX-DR-C-3060 Rev P06 – Proposed Combined Drainage Layout Overall

Other application documents

- Environmental Statement Volume 1 Dated February 2024 and prepared by hgh Consulting
- Environmental Statement Volume 2 Dated February 2024 and prepared by hgh Consulting
- Environmental Statement Volume 3 Dated January 2024 and prepared by Montagu Evans
- Air Quality and Dust Management Plan dated 28 February 2024 and prepared by SRL ref 80825-SRL-RP-YQ-02-S2-P6
- Air Quality Assessment dated 14 June 2024 and prepared by SRL ref 80825-SRL-RP-YQ-06-S2-P4
- Air Quality Neutral Assessment dated 22 December 2023 and prepared by SRL ref 80825-SRL-RP-YQ-03-S2-P8

- Air Quality Positive Statement dated 22 December 2023 and prepared by SRL ref 80825-SRL-RP-YQ-05-S2-P8
- Air Quality Screening and Dust Risk Assessment dated 22 December 2023 and prepared by SRL ref 80825-SRL-RP-YQ-01-S2-P5
- Arboricultural Impact Assessment dated February 2024 and prepared by Aspect Arboriculture ref 11433_AIA.05 Rev B
- Archaeological Desk Based Assessment dated 21 December 2023 and prepared by Mola ref P23-399
- Circular Economy Statement dated 24 January 2024 and prepared by Wallace Whittle ref DL0163-WWL-XX-XX-RP-CS-00105
- Construction Environmental Management Plan (including Noise and Vibration Technical Document) – draft prepared by Latimer dated February 2024
- Daylight, Sunlight and Overshadowing Report dated December 2023 and prepared by Point 2 ref P3145 v2
- Design and Access Statement dated 29 January 2024 and prepared by AHMM ref DL0163-AHMM-ZZ-XX-RP-A-PL001 P04
- Design and Access Statement Addendum dated 20 June 2024 and prepared by AHMM ref DL0163-AHMM-ZZ-XX-RP-A-PL003 P01
- Ecological Appraisal dated 20 December 2023 and prepared by BSG Ecology ref P22-524
- Energy Statement (including Overheating Assessment) dated 24 January 2024 and prepared by Wallace Whittle ref DL0163-WWL-XX-XX-RP-CS-00103
- Exterior Lighting Design Report dated January 2024 and prepared by Studio Dekka ref 1239-rch-ex-RP-001
- Flood Risk Assessment and Drainage Strategy dated January 2024 and prepared by IESIS Structures ref DL0163-ISS-XX-XX-RP-C-3000
- Fire Safety Strategy dated 18 January 2024 and prepared by Sweco ref 65207071/RW/240118 Revision 2
- Fire Statement Form dated 18 January 2024 and prepared by Sweco
- Health Impact Assessment dated January 2024 and prepared by hgh Consulting
- Heritage Statement dated January 2024 and prepared by Montagu Evans
- Land Contamination: Desk Study and Preliminary Risk Assessment Report dated 21 December 2023 and prepared by Jomas Engineering ref P5282J2841/JLW
- Noise Impact Assessment dated 12 January 2024 and prepared by SRL ref 80825-SRL-RP-YA-005-S2-P5
- Outline Construction Logistics Plan dated January 2024 and prepared by WSP ref DL0163-WSP-XX-XX-RP-TP-00004
- Outline Schedule of Works and Repairs dated 24 January 2024 and prepared by AHMM ref DL0163-AHMM-XX-ZZ-RP-A-PL002
- Outline Site Waste Management Plan dated 22 January 2024 and prepared by Velocity ref 23/107 Doc D013
- Planning Statement dated February 2024 and prepared by hgh Consulting
- Pre-Redevelopment and Pre-Demolition Audit dated 12 January 2024 and prepared by Velocity ref 23/107 and prepared by Velocity ref 23/107 Doc D014
- Statement of Community Involvement dated February 2024 and prepared by London Communications Agency
- Sustainability Statement dated 24 January 2024 and prepared by Wallace Whittle ref DL0163-WWL-XX-XX-RP-CS-00107
- Sustainability Technical Note: The Development's Impact on Greenhouse Gas Emissions & Climate Change Resilience dated 29 January 2024 and prepared by QODA LN1006-QODA-XX-XX-RP-YS-1001
- Transport Assessment (including Swept Path Plans, Framework Travel Plan and Delivery and Servicing Management Plan) dated January 2024 and prepared by WSP ref DL0163-WSP-XX-XX-RP-TP-00001
- Utilities Assessment dated 12 January 2024 and prepared by Wallace Whittle ref DL0163-WWL-XX-XX-RP-CS-00102
- Waste Management Strategy dated February 2024 and prepared by WSP ref DL0163-WSP-XX-XX-RP-WM-00001

- Whole Life-Cycle Assessment dated 24 January 2024 and prepared by Wallace Whittle ref DL0163-WWL-XX-XX-RP-CS-00104

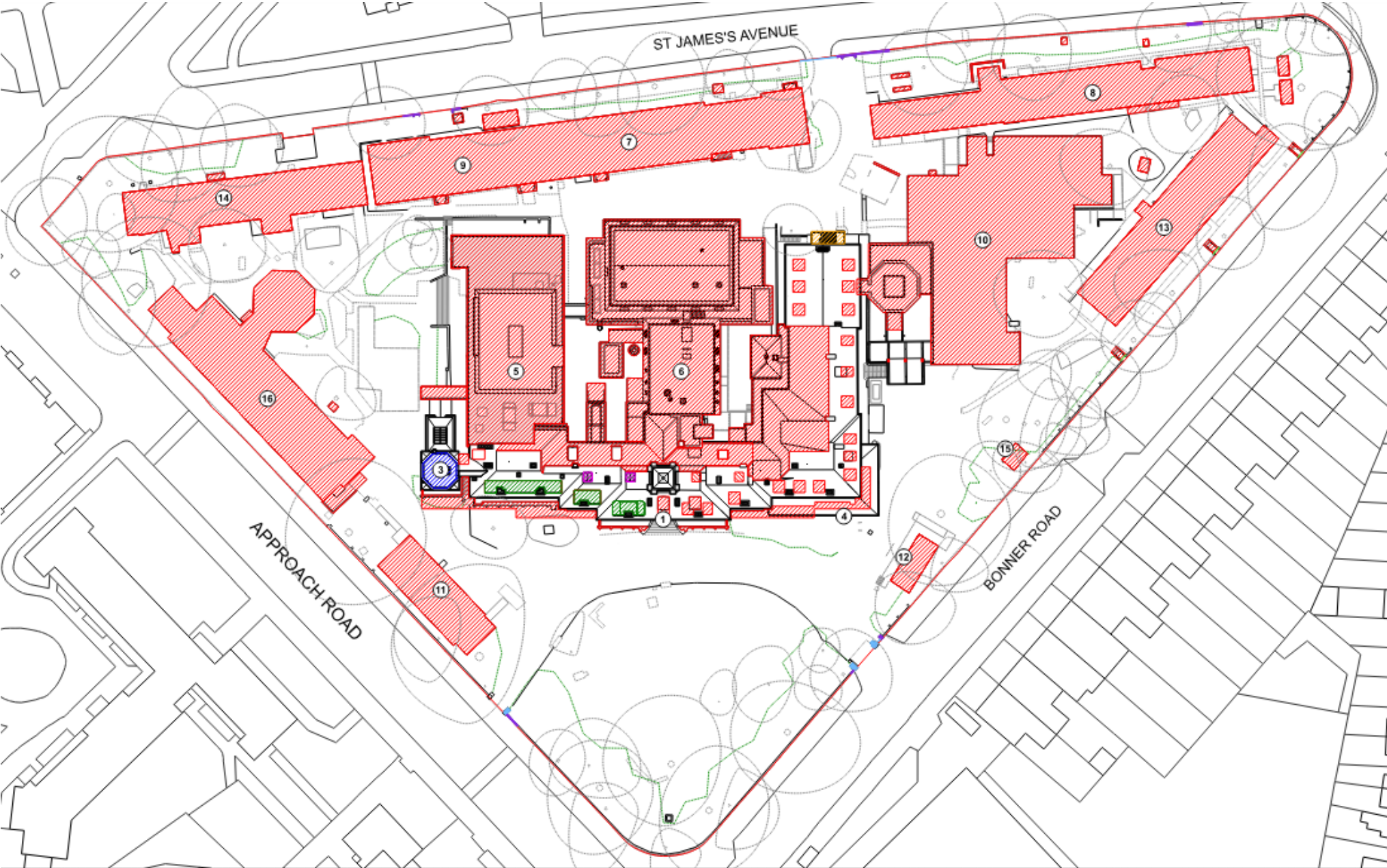
APPENDIX 2

SELECTION OF APPLICATION PLANS AND IMAGES

Existing Site Plan



Scope of Demolition Sitewide



Ground Floor Masterplan



First Floor Masterplan



Second Floor Masterplan (First Floor Building F)



Third Floor Masterplan (Second Floor Building F)



Fourth Floor Masterplan (third Floor Building F)



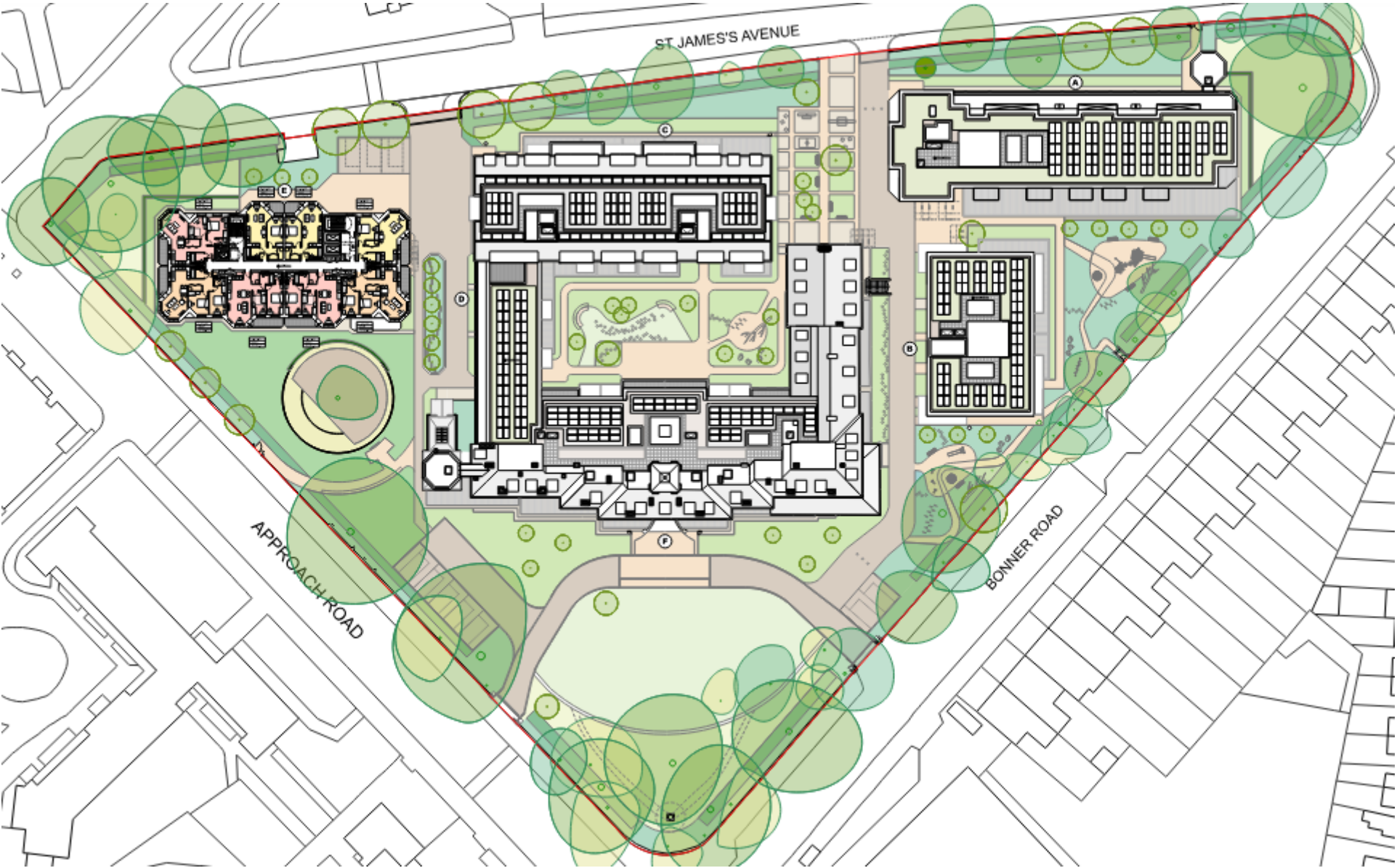
Fifth Floor Masterplan (Fourth Flood Building F)



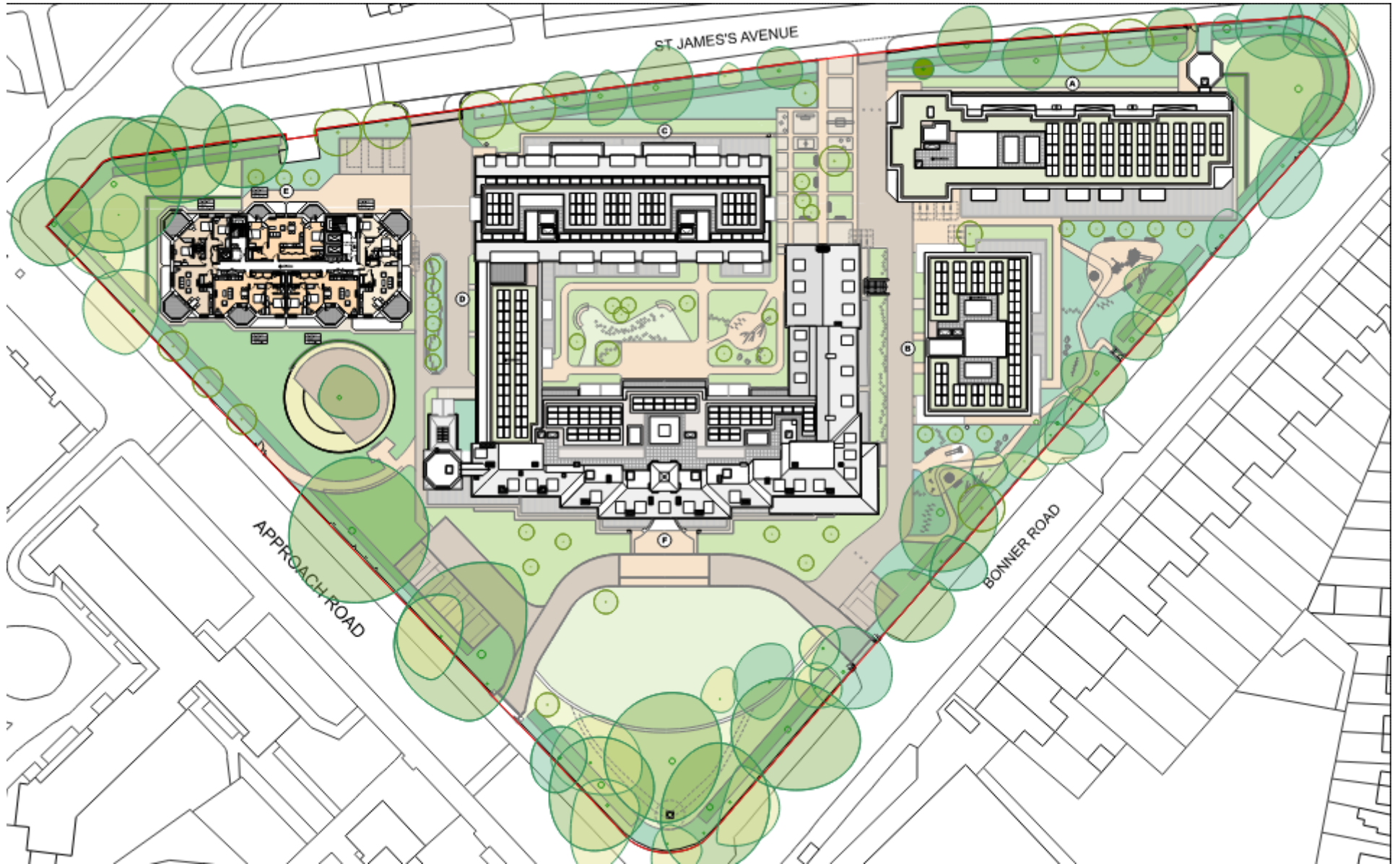
Sixth Floor Masterplan



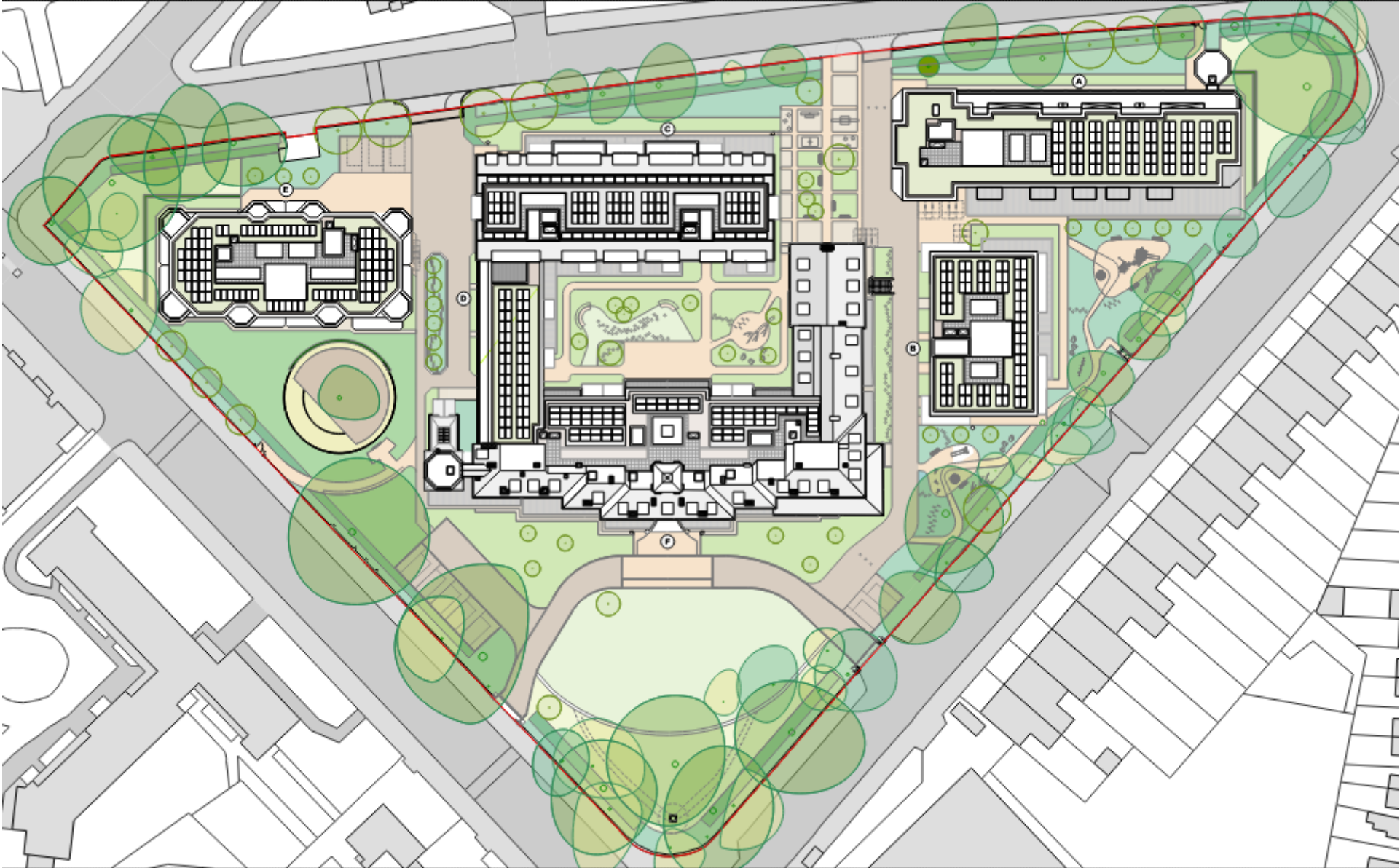
Seventh Floor Masterplan



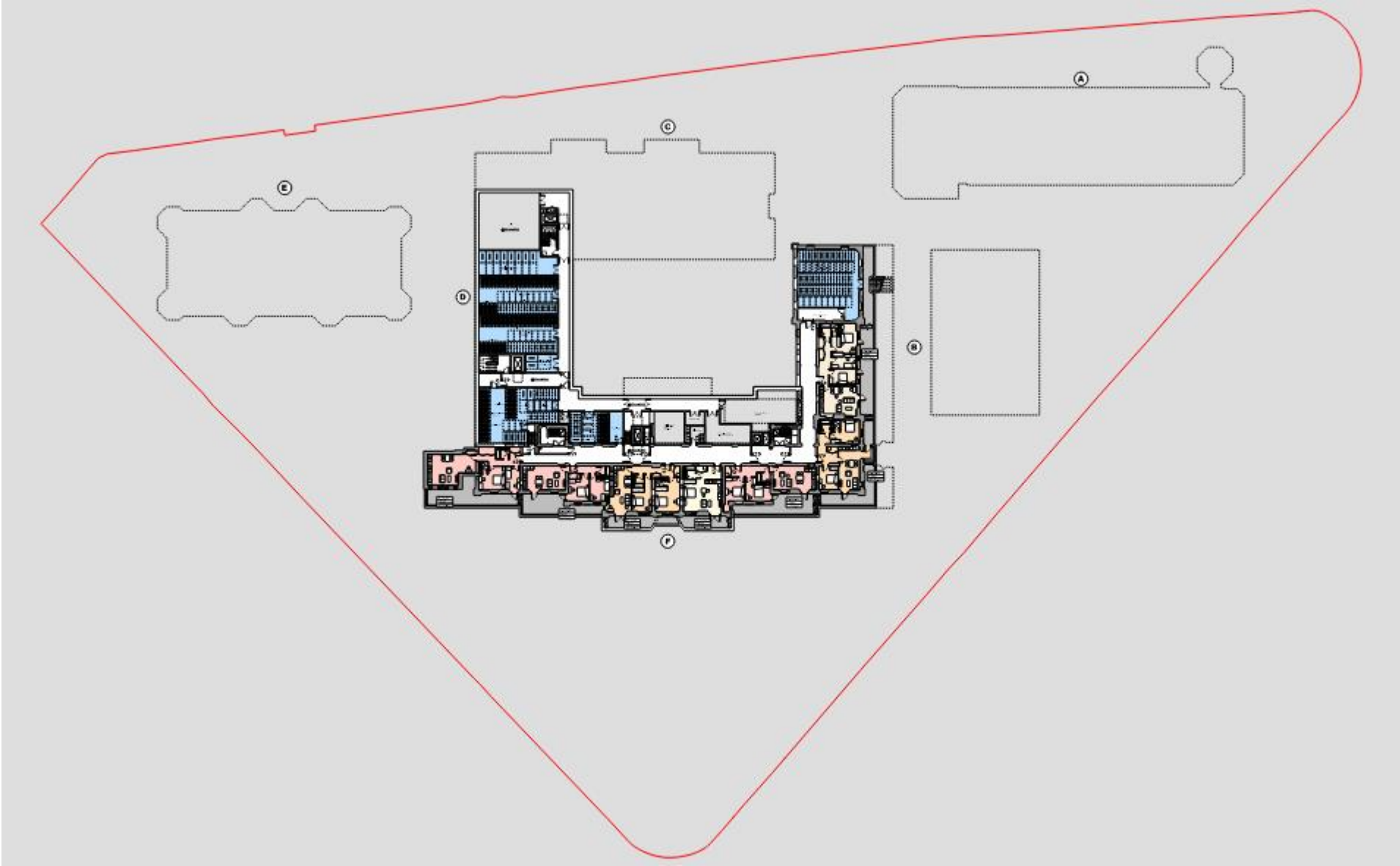
Eighth Floor Masterplan



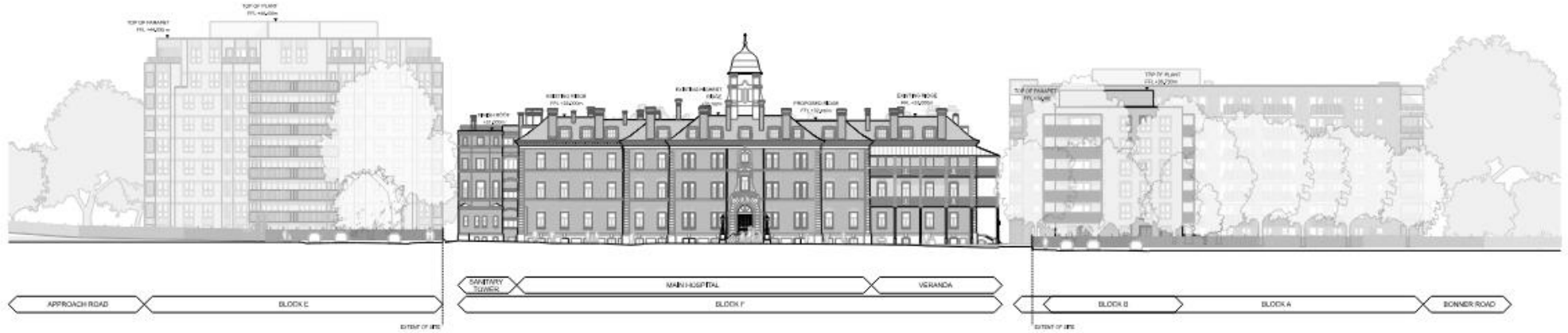
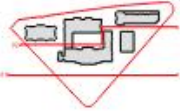
Roof Masterplan



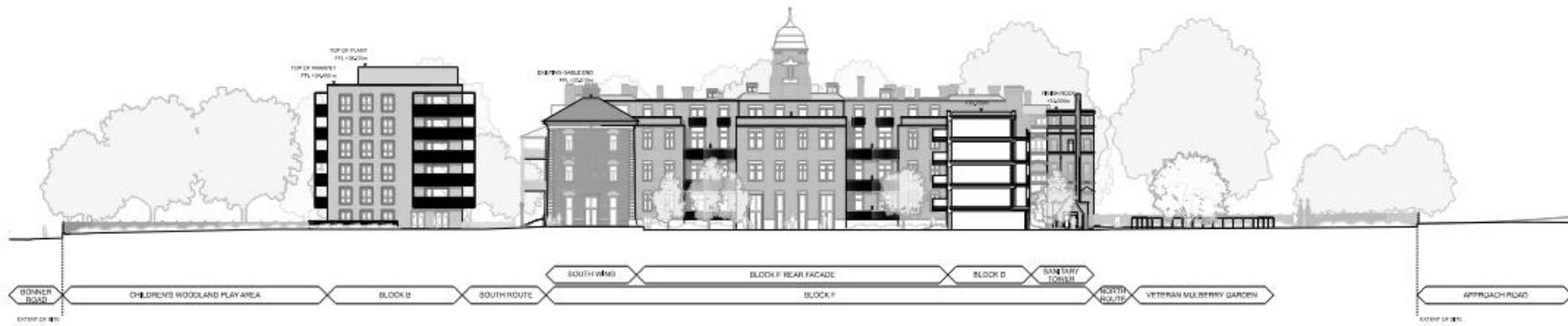
Lower Ground Masterplan



Proposed Site Wide Elevations 1

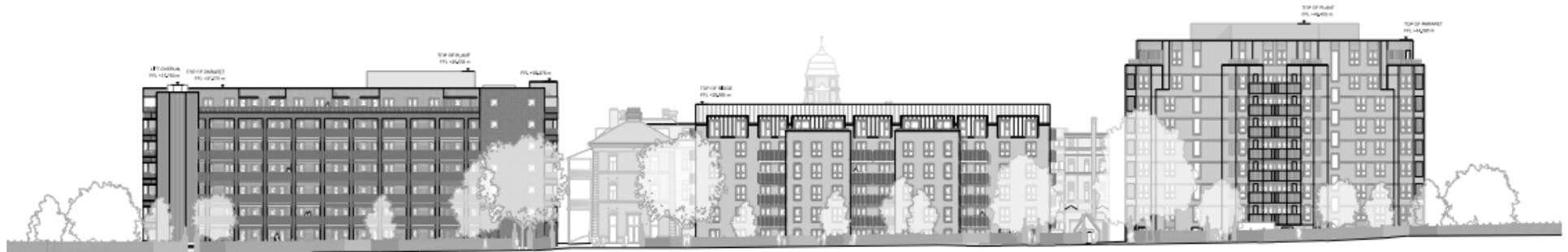
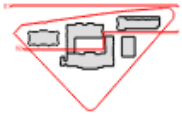


01 PROPOSED SIDE WIDE ELEVATION WEST



02 PROPOSED SIDE WIDE ELEVATION EAST

Proposed Sitewide Elevations 2



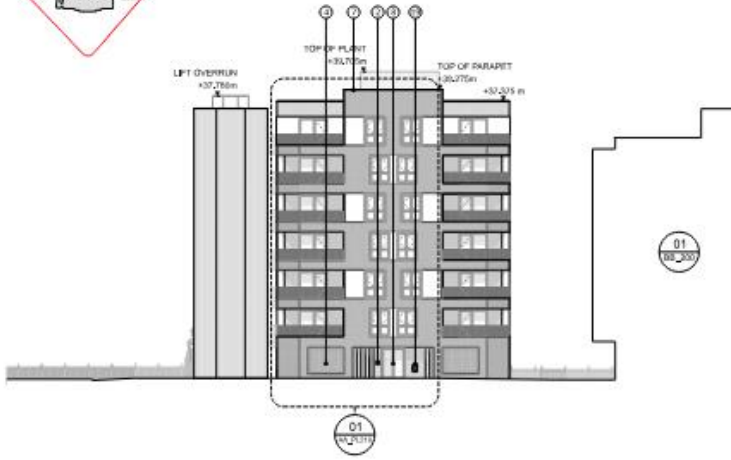
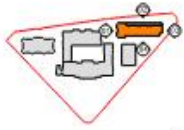
01 PROPOSED SIDE WIDE ELEVATION EAST



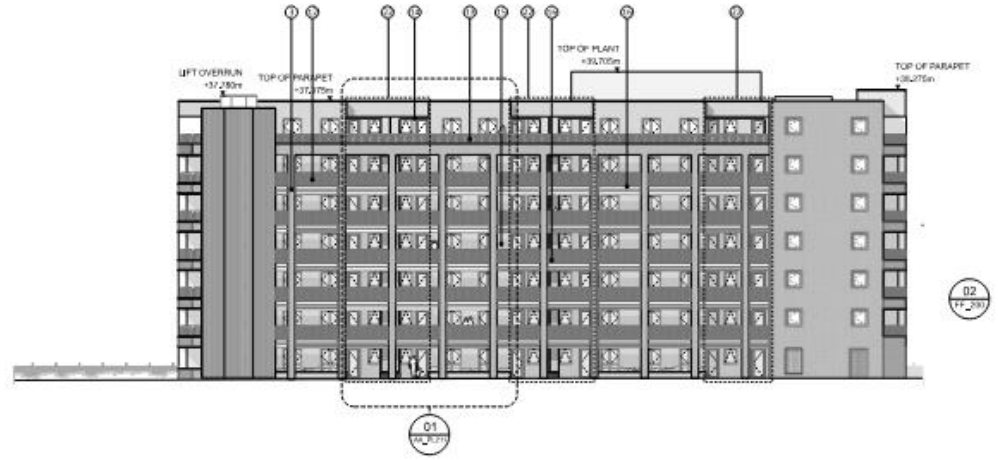
02 PROPOSED SIDE WIDE ELEVATION WEST



Block A Elevations



01 PROPOSED NORTH ELEVATION



02 PROPOSED EAST ELEVATION



03 PROPOSED SOUTH ELEVATION



04 PROPOSED WEST ELEVATION

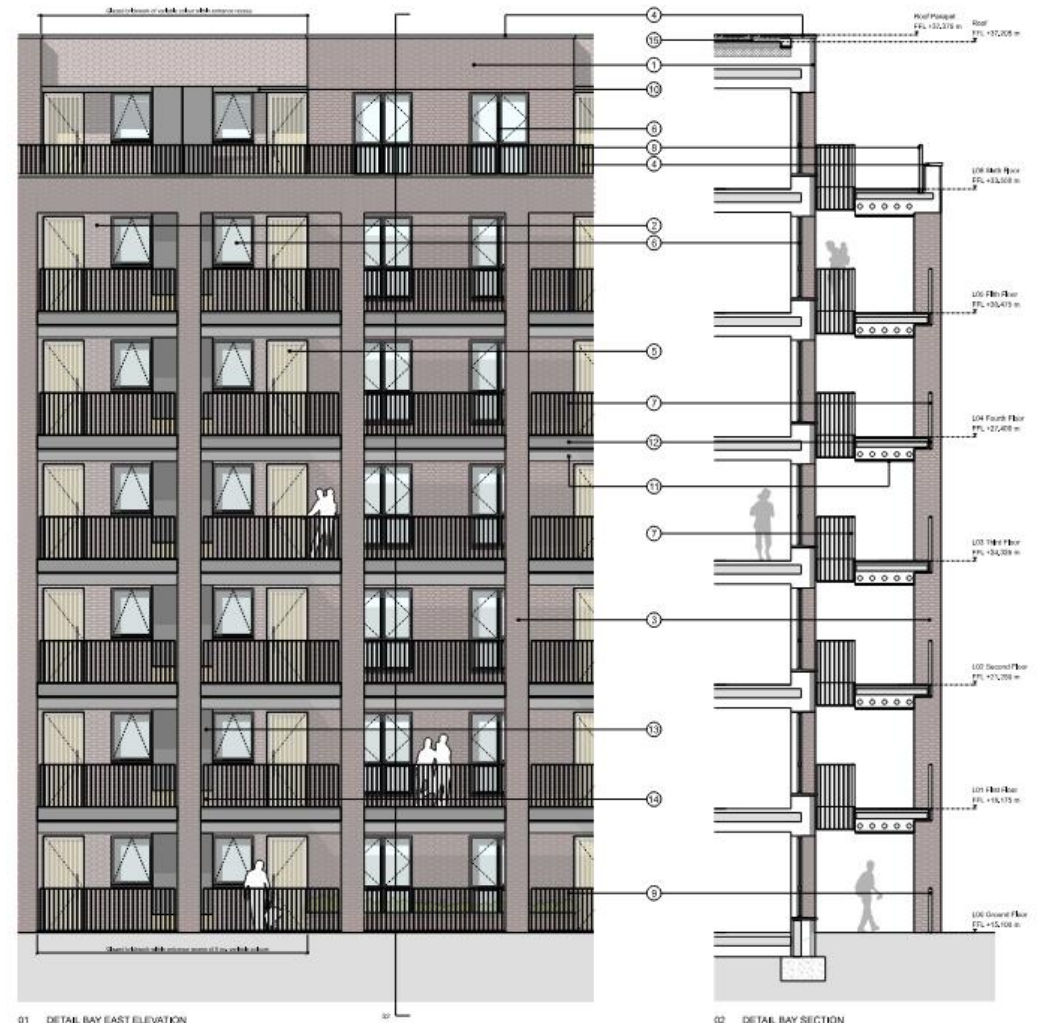


Building A Bay Study



01 DETAIL BAY NORTH ELEVATION

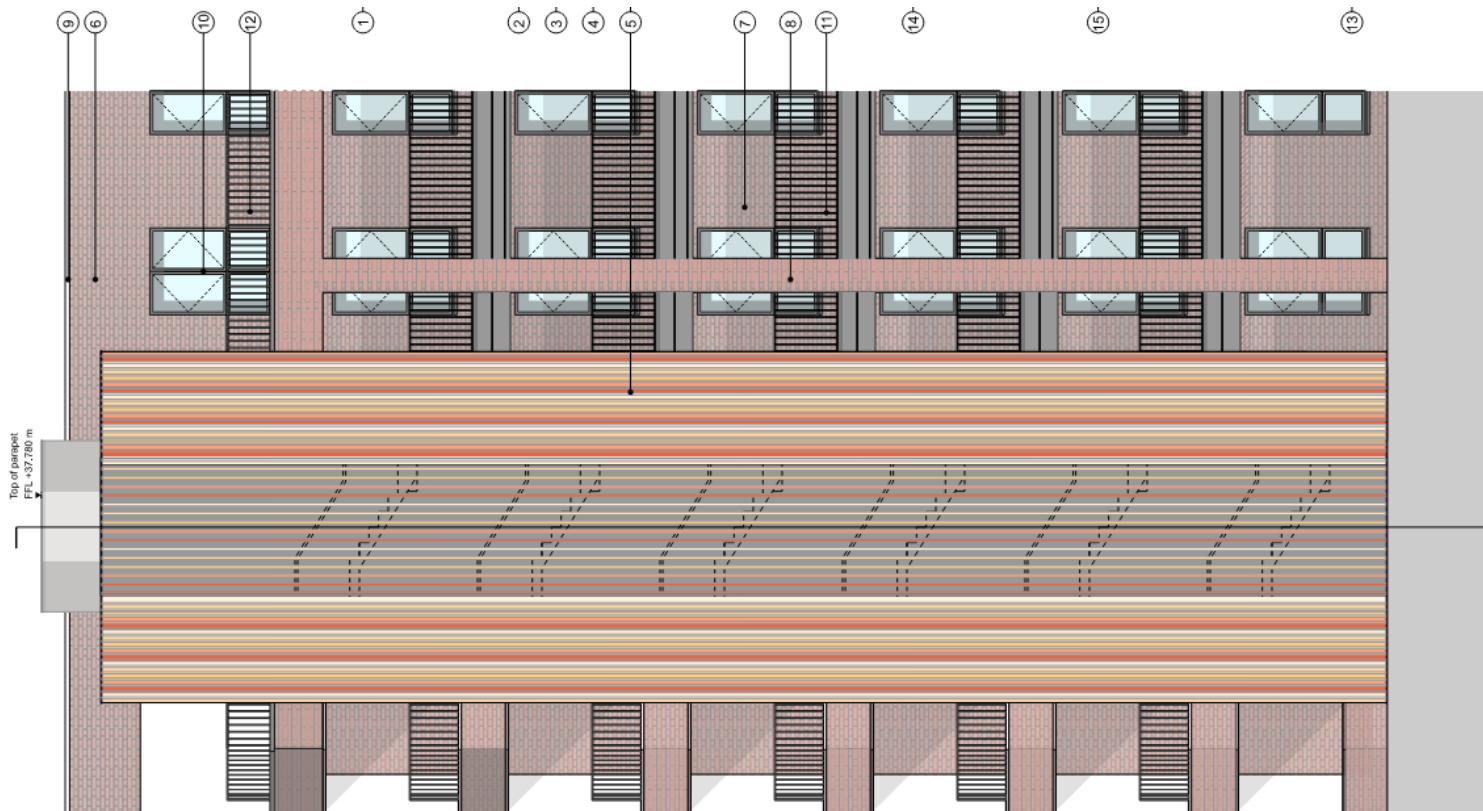
02 DETAIL BAY SECTION



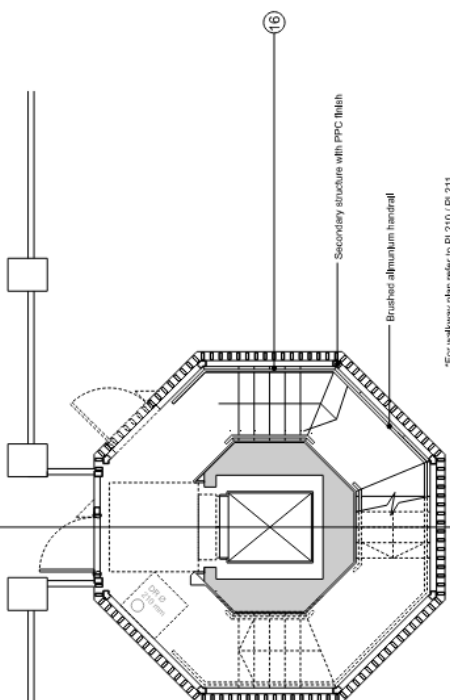
01 DETAIL BAY EAST ELEVATION

02 DETAIL BAY SECTION

Building A Staircase



01 DETAIL BAY EAST ELEVATION

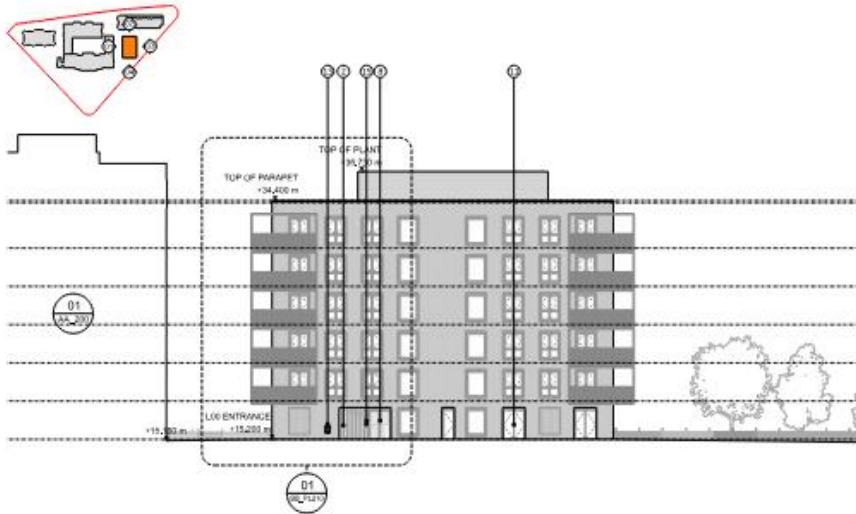


03 DETAIL BAY PLAN TYPICAL FLOOR

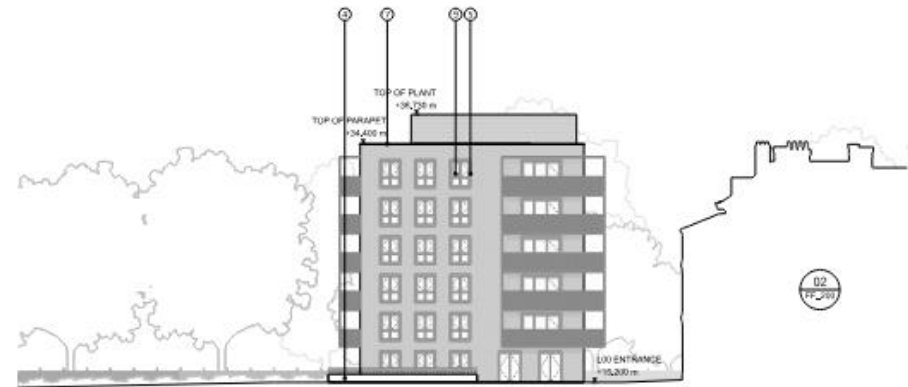
Building A CGI



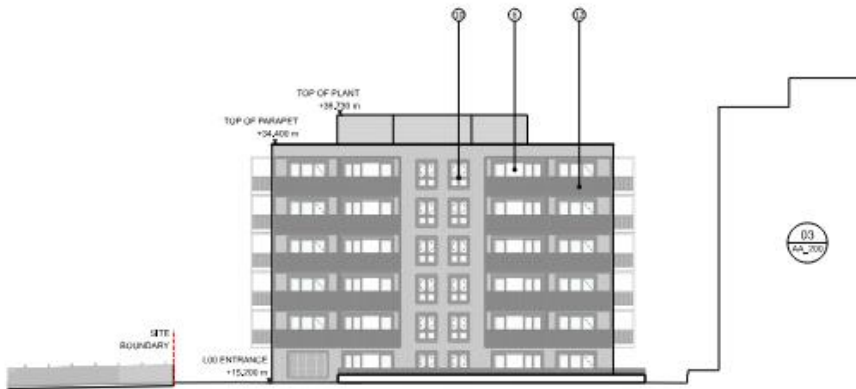
Building B Elevations



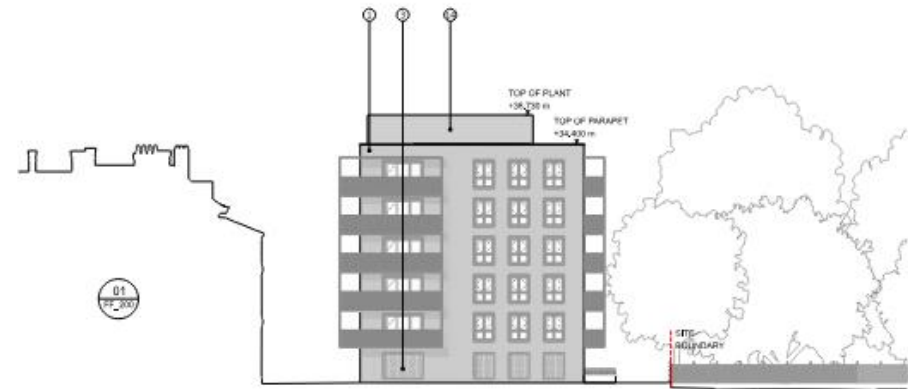
01 PROPOSED NORTH ELEVATION



02 PROPOSED EAST ELEVATION



03 PROPOSED SOUTH ELEVATION



04 PROPOSED WEST ELEVATION



Building B Bay Studies



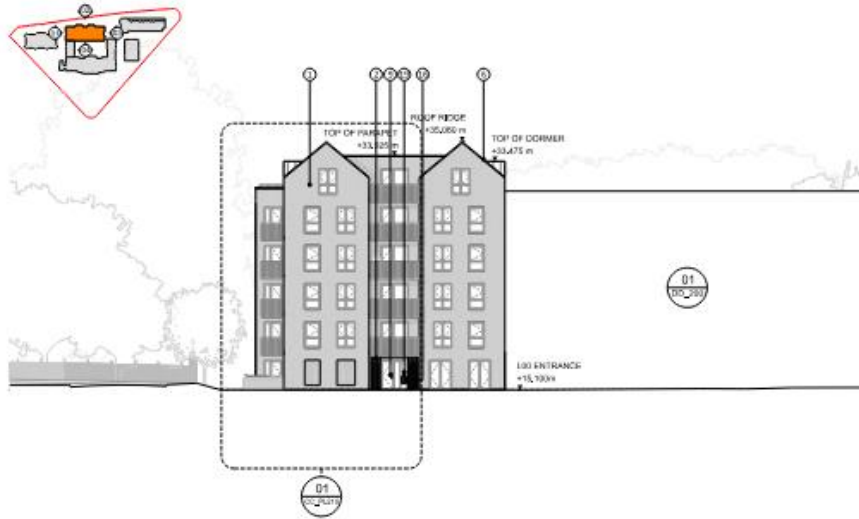
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02 DETAIL BAY SECTION

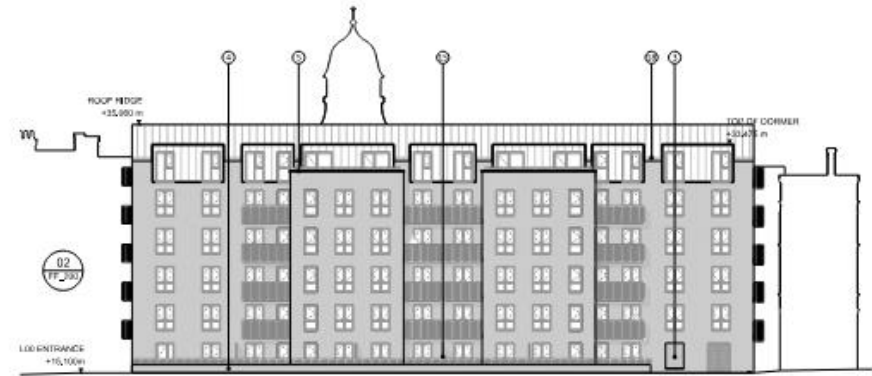
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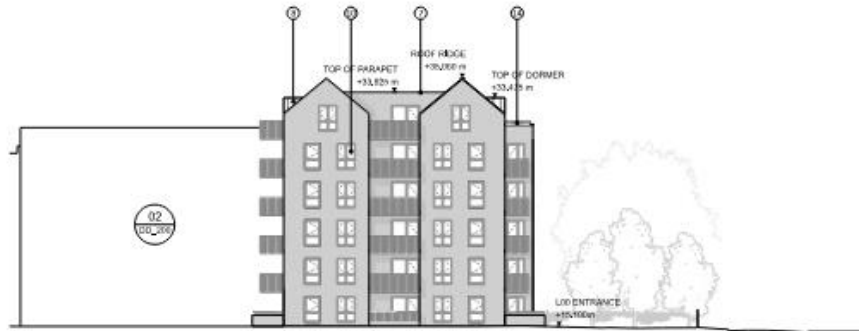
Building C Elevations



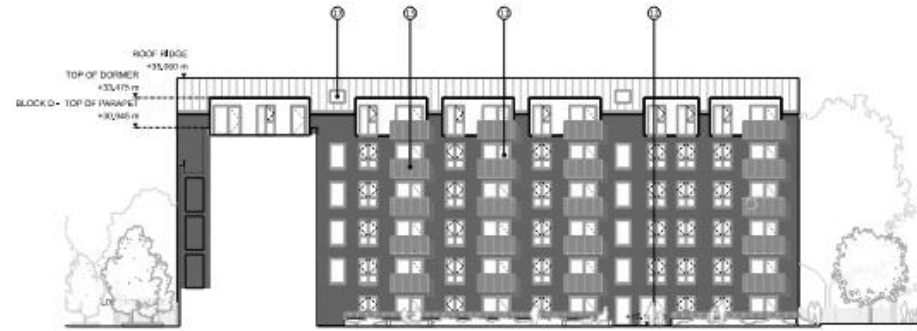
01 PROPOSED NORTH ELEVATION



02 PROPOSED EAST ELEVATION



03 PROPOSED SOUTH ELEVATION



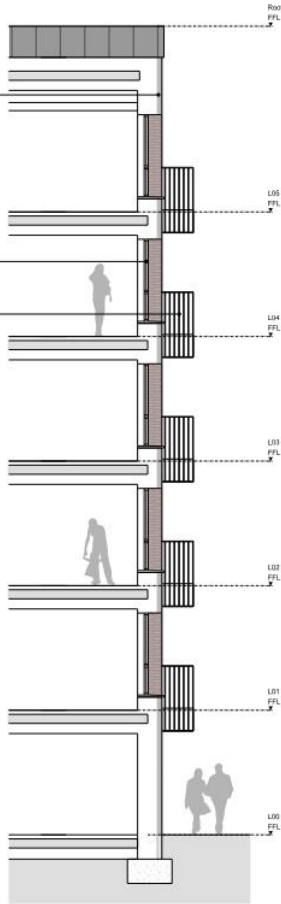
04 PROPOSED WEST ELEVATION



Building C Bay Studies



01 DETAIL BAY NORTH ELEVATION



02 DETAIL BAY SECTION



01 DETAIL BAY NORTH ELEVATION

02 DETAIL BAY SECTION

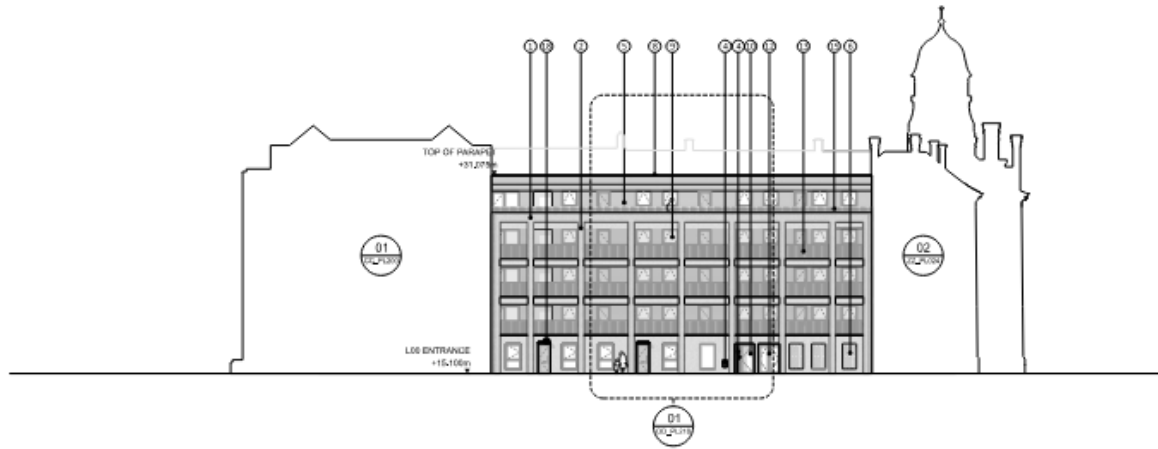
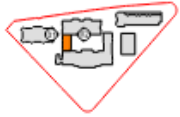
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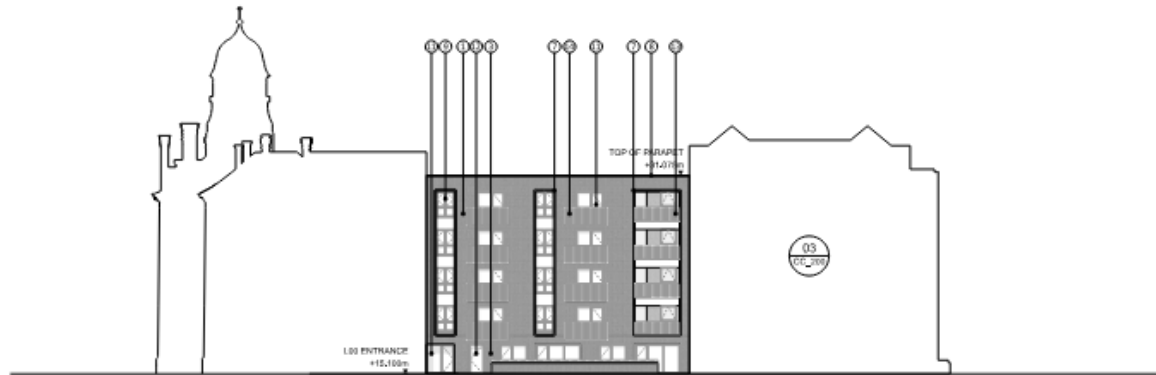
Building C CGI



Building D Elevations



01 PROPOSED NORTH ELEVATION



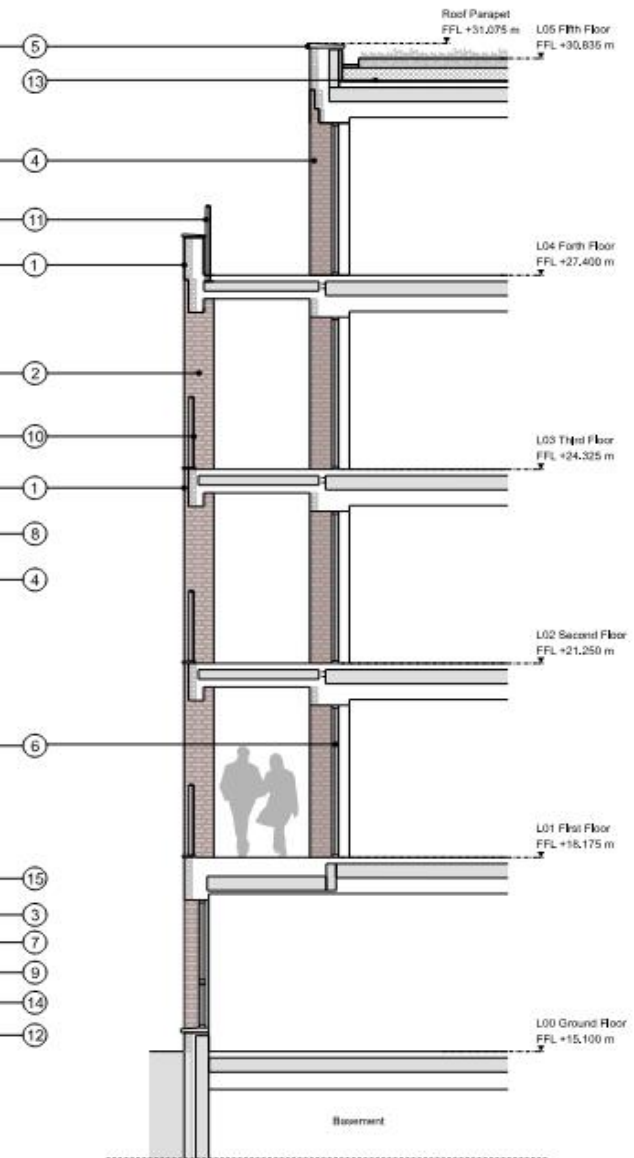
03 PROPOSED SOUTH ELEVATION



Building D Bay Studies



01 DETAIL BAY NORTH ELEVATION



02 DETAIL BAY SECTION

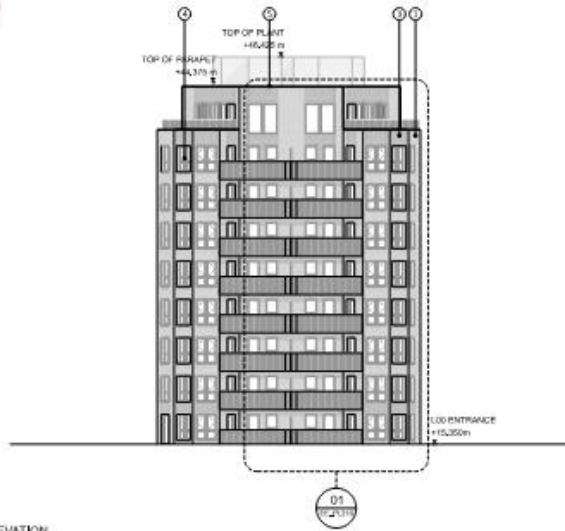
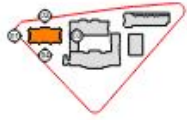
Building D CGI



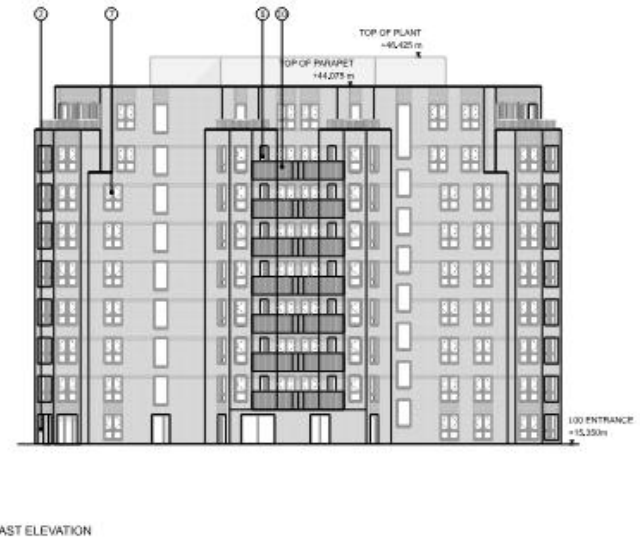
Building D CGI



Building E Elevations



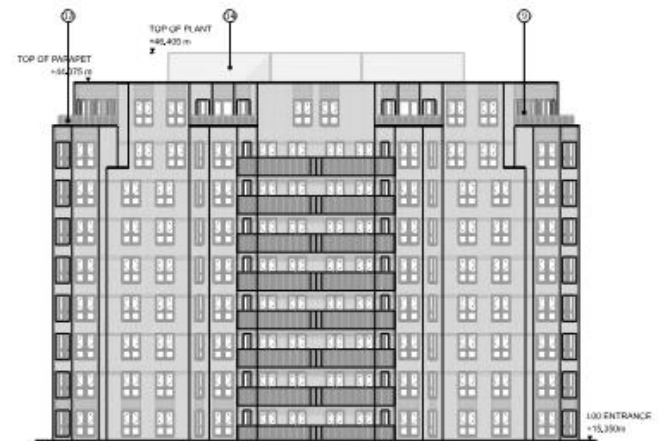
01 PROPOSED NORTH ELEVATION



02 PROPOSED EAST ELEVATION



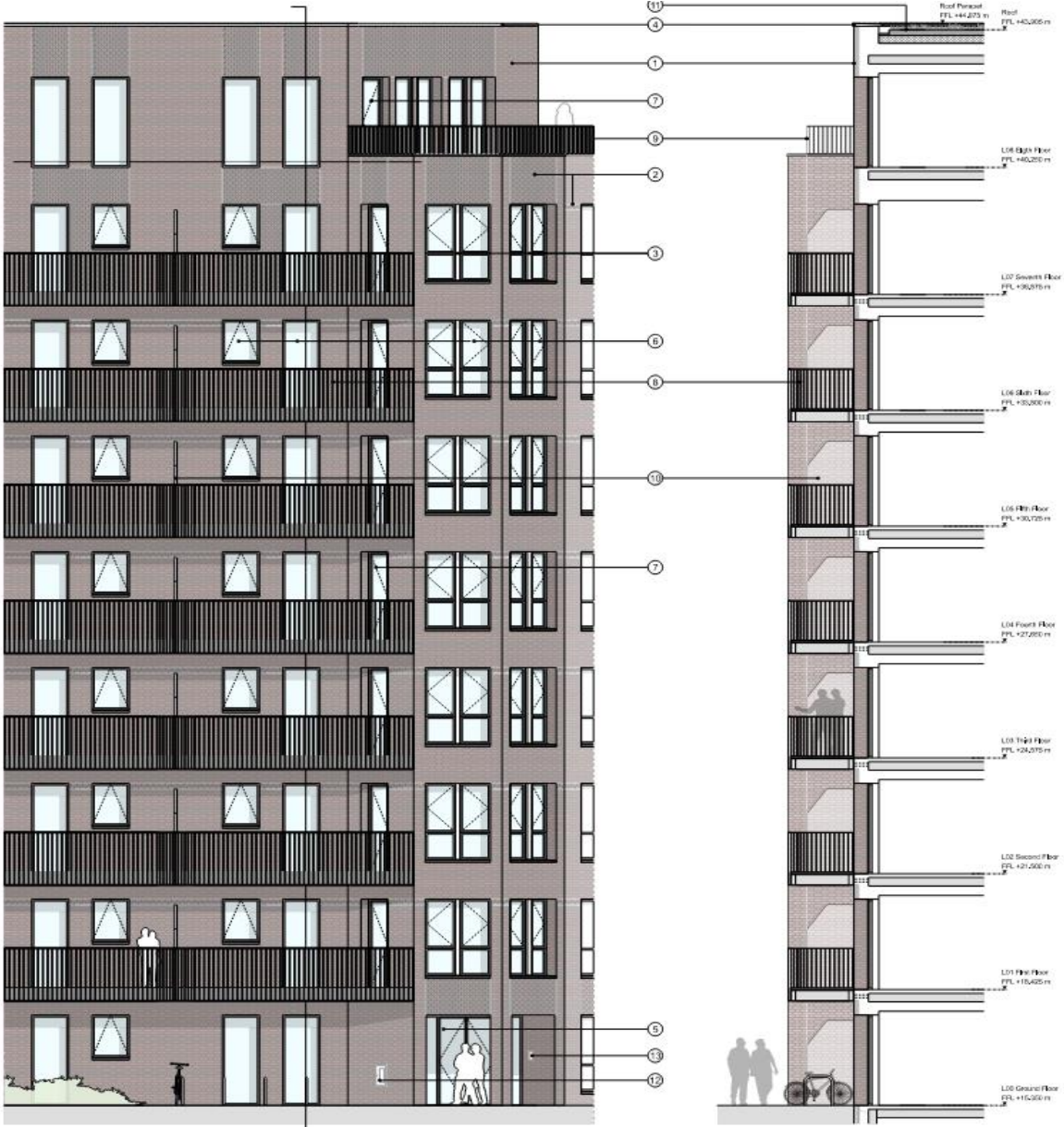
03 PROPOSED SOUTH ELEVATION



04 PROPOSED WEST ELEVATION



Building E Bay Studies



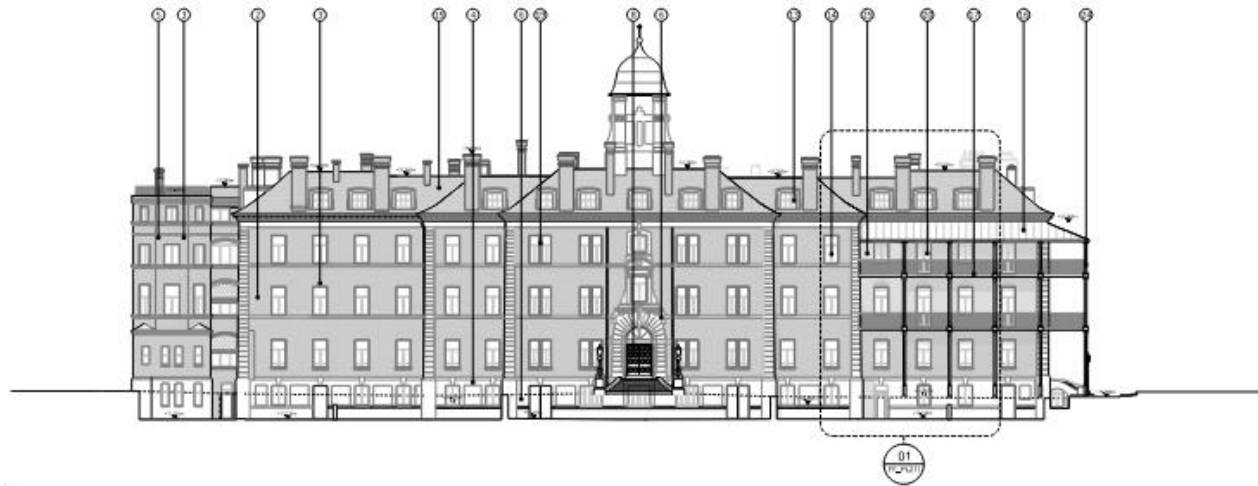
01 DETAIL BAY SOUTH ELEVATION

02 DETAIL BAY SECTION

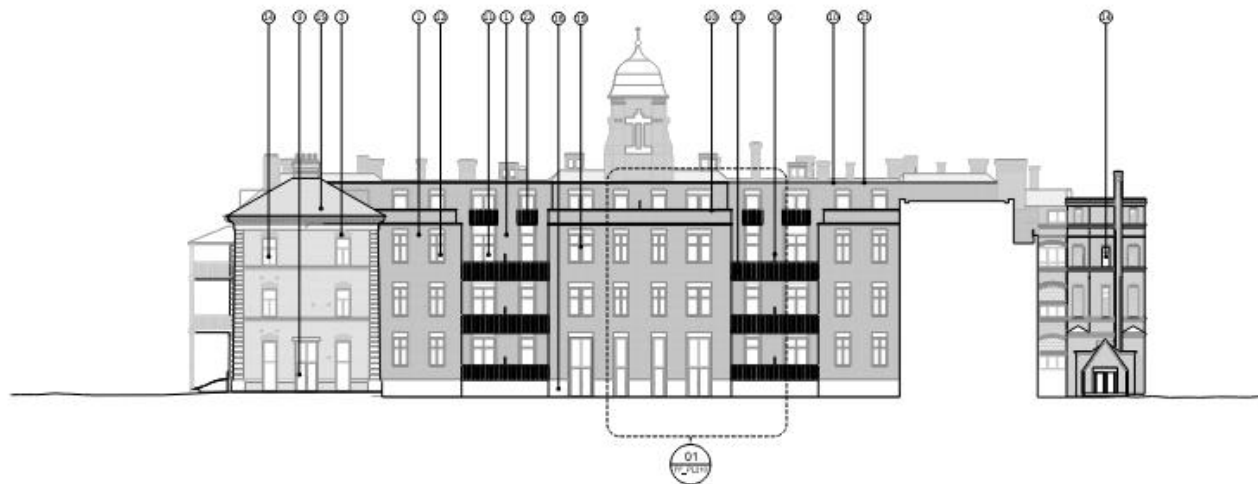
Building E CGI



Building F Elevations

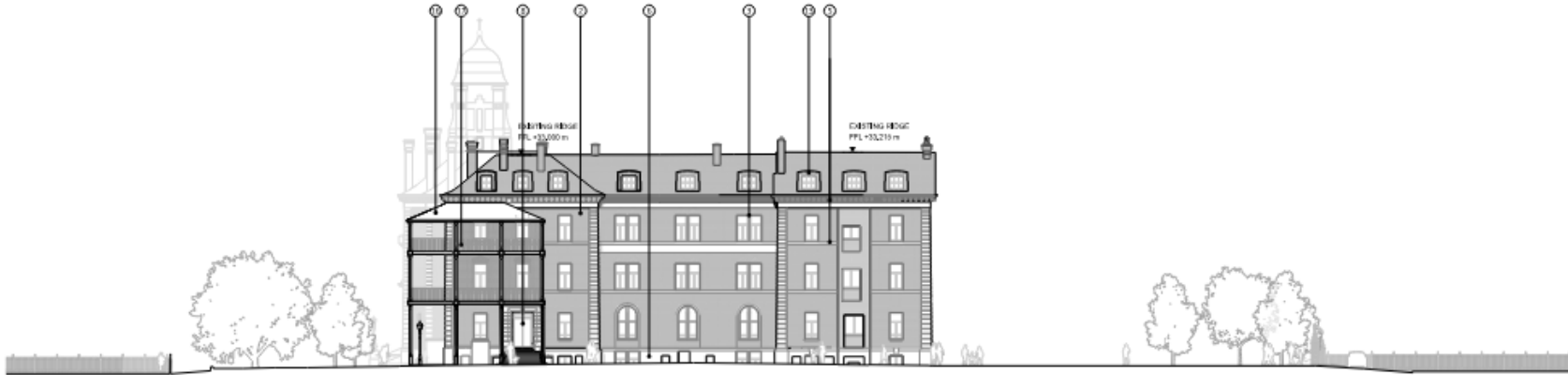


01 PROPOSED WEST ELEVATION

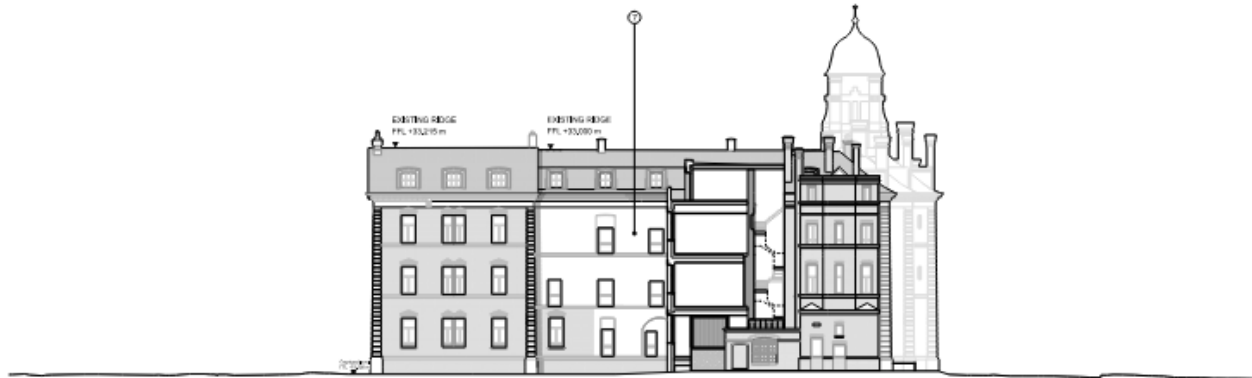


02 PROPOSED EAST ELEVATION





01 PROPOSED SOUTH ELEVATION



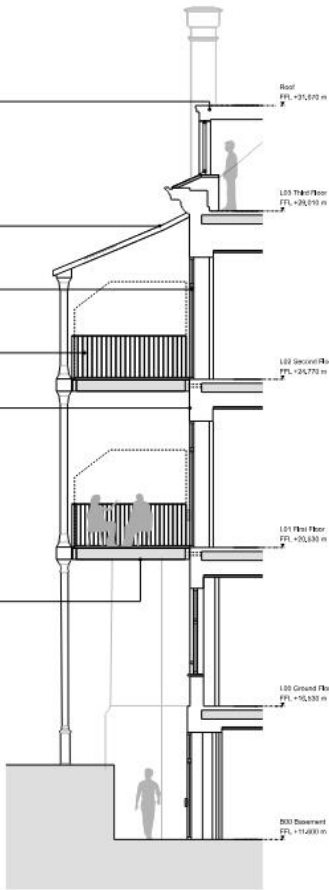
02 PROPOSED NORTH ELEVATION



Building F Bay Studies



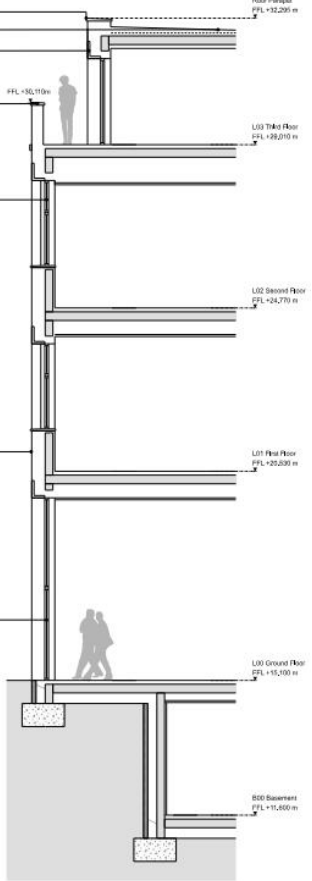
01 DETAIL BAY WEST ELEVATION



02 DETAIL BAY SECTION



01 DETAIL BAY WEST ELEVATION



02 DETAIL BAY SECTION

Building F CGI



Building F CGI



St James the Less Square CGI



Selected Verified Views





