

LONDON BOROUGH OF TOWER HAMLETS

Agenda Item number:	9.1
Reference number:	PA05/01759
Location:	Land bounded by Hackney Road and Austin Street, including Mildmay Mission Hospital, Hackney Road, London E2 7NS
Proposal:	<p>Demolition of existing buildings (excluding community centre) and redevelopment to provide a campus of six buildings comprising:</p> <ul style="list-style-type: none"> • a part-five, part-six storey building along Hackney Road to provide a new church and retail space (Class A1 to A5) with residential units above; • a five storey building centrally located to provide offices with residential units above; • a six storey building along Austin Street to provide a Primary Care Centre and residential units; • three storey town houses along Austin Street with adjoining commercial/retail premises (Class B1/A1 to A5); • a 23 storey residential building incorporating social services facilities and a four storey hospital facility and detox unit plus parking, servicing and cycle bay provision, landscaping and highways works. <p>The application is supported by an Environmental Impact Assessment.</p>

1. SUMMARY

- 1.1 This addendum report has been prepared to consider the matters raised by local residents during the recent consultation process that commenced on 14th June 2006 and ended on 5th July 2006.

2. CONSULTATION ISSUES

2.1 Original Scheme Consultation

No. Responses: 256 In Favour: 85 Against: 171 Petition: 1

Regulation 19 Information Consultation (14th June – 19th July 2006 – 2pm)

No. Responses: 2930 In Favour: 1265 Against: 1665 Petition: 0

Additional Objections

- 2.2 The additional planning issues raised by the responses are as follows:

- Lack of a active frontages at street level;
- The 'slab block' form has a negative impact upon neighbours;
- Inappropriate location, due to the minimal distance provided between the development and surrounding properties;
- Inappropriate location due to the schemes proximity to Virginia Primary School;
- Loss of light to surrounding properties;
- Impact to microclimate;
- Lack of green open spaces within the development;
- The scheme seems out of date: smaller specialised and dispersed accommodation for vulnerable people has been proven to work best;
- Drug use is a growing problem in the area and may be exacerbated by these proposals;
- The large number of bars and pubs in the area makes it an unsuitable location for an alcohol/drug rehabilitation facility;

2.3 Furthermore, one objector has raised an issue relating to the infringement of human rights. The Council consider that all relevant issues have been addressed in the officer's report and the EIA and is satisfied that the approval of the scheme will not result in a negative impact to the human rights of any householder.

2.4 Local resident Ms M. Duda wrote to Councillor Simon Rouse on behalf of the Colombia Road Tenants and Residents Association on the 26th June 2006. A similar report was also forwarded by Mr Peter Wilson to Councillor Rofique Ahmed, Chair of the Strategic Development Committee and to Ms Meg Hillier MP. They outlined a number of detailed representations in response to the Planning Officers report. A copy of this objection is attached for information purposes. The response related to the following subjects:

- Air Quality
- Construction Impacts
- Microclimate
- Daylight, Sunlight & Overshadowing

- Procedural Concerns
- Consultation Issues
- Housing Department
- Transport for London
- Other internal service providers
- Objectors
- Neighbourhood Objections
- Letters of Support
- Planning Officers Analysis

2.5 In response, the following points are relevant.

- Air Quality – The issue of air quality is addressed in the Environmental Assessment submitted with the relevant application documentation. The information submitted was deemed satisfactory. Air quality is addressed in the proposed conditions of approval, which is considered to be common planning practice.
- Construction Impacts – As part of the mitigation measures, a Deconstruction and Construction Method Statement (DCMS) will be required to be approved by the Council, prior to works commencing on site. The DCMS will also be required to comply with the Council's Code of Practice for Construction Sites. In addition to the DCMS, the Council's EIA review consultants have recommended that the applicants also provide Construction Environmental Management Plan (CEMP) for approval by the Council, prior to the commencement of works. As part of the CEMP, the developer will be required to submit a monthly CEMP validation report to the Council to ensure that the control measures are being fully implemented.
- Microclimate – This issue was addressed in the Environmental Assessment submitted with the relevant application documentation. The information submitted was deemed satisfactory and there are no unacceptable impacts created by the development.
- Daylight, Sunlight & Overshadowing – This was addressed in the Environmental Assessment submitted. The daylight and sunlight assessment, undertaken as part of the Environmental Statement, found that the proposed redevelopment would be generally acceptable with some localised impacts that are considered to be within acceptable

standards for built up urban areas.

The results of the assessment of the surrounding properties are:

i) The following properties meet the requirements of the BRE Guidelines when measured using the ADF method of calculation:

- Rear of 40 Hackney Road
- 6-12 Hackney Road
- 2-16 Austin Street (with the exception of 1 window out of 16 assessed)

ii) The rear of the Leopold Buildings does not fully meet the BRE guidelines. A total of 2 out of 12 windows fail the ADF guidelines. However, none of the windows are living rooms or bedrooms – in other words, they are not habitable rooms in planning terms. The 2 windows in question are kitchens. In these circumstances, the impact of the new development is considered to be acceptable and a reason for refusal is unlikely to be sustainable on these grounds.

iii) The results of the assessment at Coll Sharp Court do not fully meet the BRE guidelines. A total of 4 out of 13 windows fail the guidelines. However, again none of the windows are living rooms or bedrooms or in other words habitable rooms. The 4 windows in question are kitchens. Furthermore, none of these windows would fail the VSC daylight test (i.e. they lose more than 20% of their existing daylight). As such, the impact of the development is considered to be acceptable and a reason for refusal is unlikely to be sustainable on these grounds.

iv) The assessment of 4-12 Columbia Road indicates it would fail to meet the BRE guidelines. A total of 8 windows would fail the guidelines when measured using the ADF method and 4 would lose 20% of their daylight using the VSC method. Nevertheless, none of these windows are habitable rooms – they are mostly kitchen windows. As such, it would be difficult to sustain a reason for refusal of the application since none of the windows affected are rooms people 'live in'.

Overall, it is considered only a small number of the windows assessed would fail to meet the BRE light targets compared to the number that would pass. Having regard to the urban context of the development, the results of the assessment are considered to be acceptable.

- Procedural Concerns – In accordance with Regulations 17 and 18 the Environmental Assessment has been made publicly available since October 2005. Since this time there has not been any formal request made to obtain this information. If requested the Council would provide

the relevant information within the required time frames, provided it is a reasonable request.

- Consultation Issues - The officer's report seeks to reflect the views of the entire Development & Renewal Directorate, including the Strategy Officer. It is therefore not applicable to detail these comments, particularly since they were made in December 2005.
- Housing Department – The Housing Department chose not to comment in this instance. Nevertheless, an officer will be available at committee to answer questions on this subject, should it be necessary.
- Transport for London – The comments of Transport for London are detailed in the Mayors Stage 1 Report. These comments are detailed in the summary of the Stage 1 report provided in paragraphs 2.8 to 2.14. The report is attached for information.
- Other internal service providers - The Horticulture and Recreation, Cleansing and Crime Prevention Departments chose not to comment in this instance.
- Objectors – The consultee objections referred to are noted and have been considered in the officer's assessment of the application.
- Neighbourhood Objections – All objections received are noted on Councils planning database and are contained on the relevant planning file. Each objection received will be individually considered on its relevant planning merits.
- Letters of Support – A number of letters of support have been received in relation to the application. Each letter of support will also be considered upon its relevant planning merits.
- Planning Officers Analysis – We note the views of the residents in response to the analysis contained within the officer's report. The residents made comment on the following points of analysis:
 - Development Density;
 - Tall buildings;
 - Community & Social Facilities;
 - Housing Mix;
 - Conservation & Historic Buildings;
 - Open & Amenity Spaces;
 - Daylight, sunlight, Overshadowing Report;

- Overlooking.

Additional letters of Support

2.6 A number of additional letters of support have been received from residents, including the following persons/organisations:

- Mildmay Mission Hospital
- Keymed – Medical & Industrial Equipment Ltd
- Spitafields Development Group
- Southwark Cathedral
- Praxis – The place for people displaced
- North East London NHS – Strategic Health Authority
- East London & the City NHS – Mental Health NHS Trust
- Tower Hamlets NHS – Primary Care Trust
- Futurebuilders England
- Spitafields Crypt Trust
- The Community College
- JP Morgan
- The Kings Fund

2.7 The key reasons for support in addition to those included in the original report, are provided as follows:

- Mildmay provides a unique service for those with HIV/Aids.
- Mildmay plays an important role in the local community. The redevelopment of the site will ensure that it continues to play an important role in the future.
- Supportive of health care centre, detox unit and other infrastructure services.
- Will contribute to enhanced security and better designed public spaces.

- The urban village will deliver an innovative model of sustainable communities not only for homeless adults but also for essential low income workers in need of affordable housing in our area.
- The quality of the architectural detailing is first class....the mix of uses on site is entirely appropriate and well thought out and the improvement to the public realm will make a major contribution to the general area.
- A number of persons also wrote letters of support stating that they are aware of or have visited similar Urban Village projects in New York. It is stated that these similar projects have reduced difficulty on the streets and have supplied vital resources to assist people.

GLA

2.8 Following the completion of the officer's report for this case, full details of the Greater London Authority Mayor's Stage 1 Report have been received. The report is attached for information purposes.

2.9 In summary:

"The mixed use nature of the proposal is an excellent approach to this urban location. The proposed morphology increases permeability and creates high quality spaces. The reinstatement of Coopers Gardens as an east-west pedestrian link is an important improvement of permeability that will enhance the use of spaces on either side of the current wall separating the hospital estate and the housing estate... The height and shape of the 23-storey tower is not incongruous in the dense urban area."

2.10 In relation to transport and parking it was noted that the site has a high public transport accessibility level.

"The proposed development is unlikely to have an adverse impact on the public transport network. There is however a need to improve the cycle parking provision for the proposed development to encourage the use of sustainable modes of transport."

2.11 In conclusion:

"The application proposal offers a residential-led mixed-use redevelopment scheme that secures community uses, health and employment and training opportunities, 100% affordable housing, a true mixed-use tower building with high quality design aspirations to be secured at a more detailed stage later in a highly sustainable manner in terms of public transport accessibility, low levels of car parking provision

and energy. The strategic benefits offered by this exemplary scheme are significant and need to be secured by further design improvements to enhance the residential amenities of future residents.”

2.12 The Mayor of London recommends that:

“Tower Hamlets Council be advised that the application proposal is strongly supported on strategic planning grounds but further improvements should be secured either by amended drawings or by suitable planning conditions to any planning permission.”

2.13 The GLA recommends in its assessment that further conditions to improve the appearance of building, its design, and materials are submitted. Conditions requiring such details and samples have been attached and are shown in Section 2.43 of the report.

2.14 In addition they also required details of various balconies and terraces across the site. In these circumstances, the Council propose to amend Condition 2.4.2a) to require full details of all balconies and terraces across the site to ensure:-

- That open space areas are of a high standard;
- An acceptable appearance of the building;
- The proposal does not have any detrimental amenity impacts on adjacent residents.

Elected Representatives

2.15 Mr John Biggs AM - Member for City and East London wrote to Councillor Rofique Uddin Ahmed on the 11th July 2006. A copy of this letter is attached for information purposes. Mr Biggs expressed his support for the proposal as follows:-

“In my view this development is an innovative scheme of benefit to us in Tower Hamlets. It will give us the opportunity to offer family housing as well as housing for single people in need, which is vital to the borough. The GP surgery and health facilities the scheme will also bring are sorely needed in the area as is the work of Mildmay Hospital for people with HIV/AIDS, which is a local as well as a regional problem. The project is key to safeguarding the future of the hospital.

The project is being brought forward by Crisis, the homelessness charity. As well as the above it will be the first UK based version of the Common Ground project in New York (see www.commonground.org). The Common Ground model is particularly worth examining as it is a model for supporting vulnerable adults but is not a hostel, and works through providing support as a part of an integrated community.

I am aware that concerns have been expressed about the scale of the development and particularly the height of the tall building. I trust that you will make a balanced decision on this. I think the building works and should be supported but understand that it has some opposition.

I have met with the project team and strongly believe that it is a good scheme, well designed and of a very high quality. I hope you will be able to support it."

2.16 A letter of objection from Mr George Galloway MP was forwarded to Council by a Respect Party Group Adviser on the 18th July 2006. A copy of this letter is attached for information purposes. The letter, originally written in November 2005 states that "although there are some excellent aspects to this scheme he has concerns in the following areas:

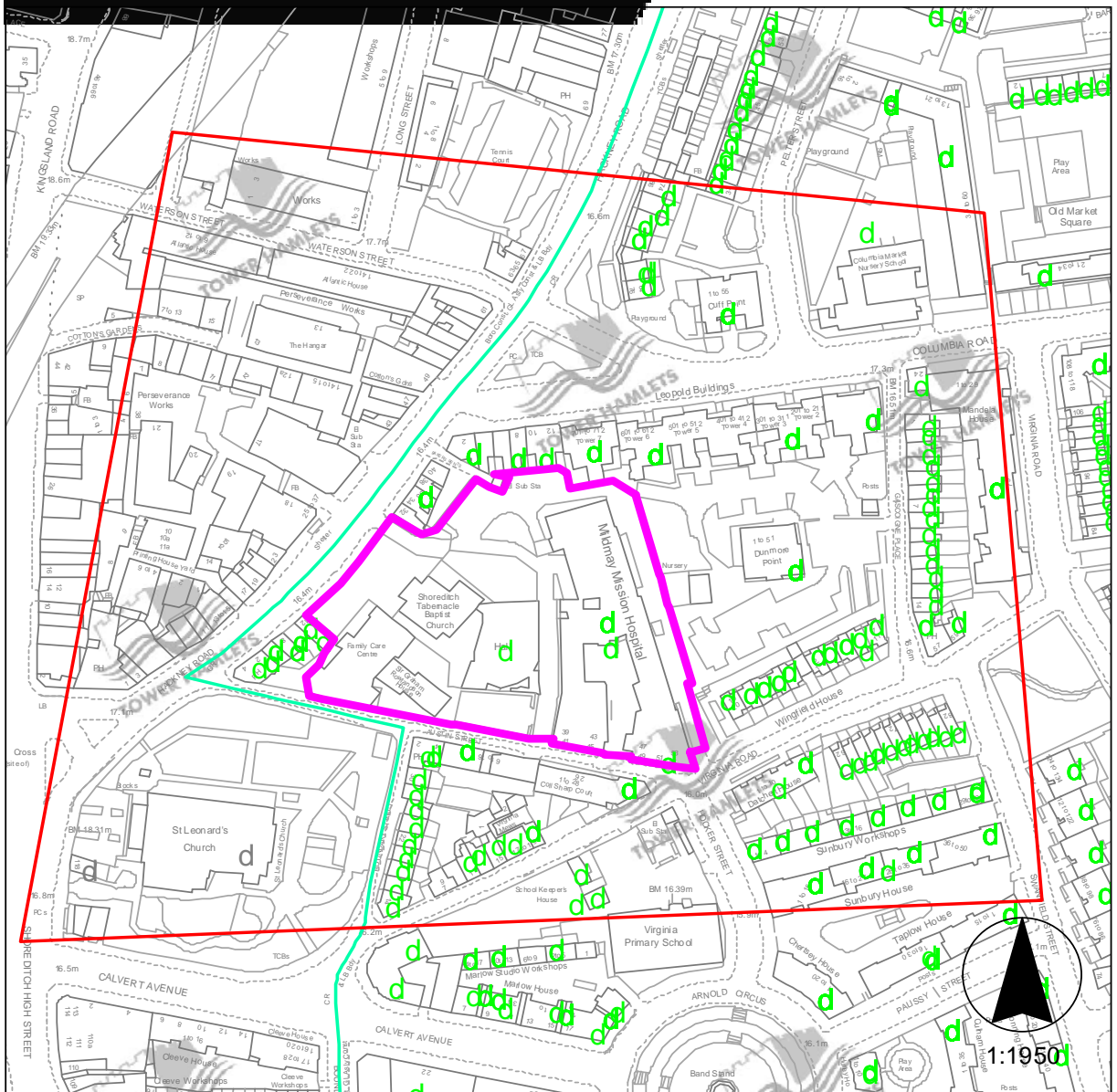
- The scale of the development is not in keeping with the area;
- Concerns about the impact of a high concentration of single homeless people within the area;
- Concerns about the impact of building works to local residents and the nearby junior school;
- Concerns on affordable housing mix grounds.

3. RECOMMENDATION

3.1 It is recommended that the scheme should be approved, subject to one minor amendment of condition 2.4.2a) requiring details of all balconies and terraces across the site.

LAND BOUNDED BY HACKNEY ROAD AND AUSTIN STREET, INCLUDING MILDMAY MISSION HOSPITAL, HACKNEY ROAD, LONDON E2 7NS

Site Map



Legend

- Planning Application Site Boundary
- Consultation Area
- d Land Parcel Address

This Site Map displays the Planning Application Site Boundary and the neighbouring Occupiers / Owners who were consulted as part of the Planning Application process. The Site Map was reproduced from the Ordnance Survey mapping with the permission of Her Majesty's Stationery Office © Crown Copyright. London Borough of Tower Hamlets LA086568