

LONDON BOROUGH OF TOWER HAMLETS

Agenda Item number:	6
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 service 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 any matters raised since the Strategic Planning Committee meeting of the 19th July 2006.

2. SUPPLEMENTARY INFORMATION

- 2.1 Since the consideration of the application at the 19th July Strategic Development Committee, a review of the sunlight/daylight analysis prepared as part of the Environmental Statement was undertaken due to concern about the room uses for properties at 40 Hackney Road.
- 2.2 The applicant has written to Council to clarify that there is an omission in the sunlight/daylight report and subsequently has submitted an update report to ensure that the potential amenity impacts of the proposal can be adequately assessed.
- 2.3 In order to inform this assessment, the applicant has obtained details of adjoining development from the Tower Hamlets planning history file. The drawings obtained have allowed for a more detailed assessment to be undertaken by the confirmation of room uses and actual room sizes.

- 2.4 The results show that, the daylight for all floors changes by more than 20%, although three of the windows on the third floor continue to retain in excess of 27% Vertical Sky Component (VSC). As suggested in the BRE guidance, where there is such an impact, further testing has been carried out to establish actual levels of light within the room, in the form of Average Daylight Factor (ADF) as set out in the British Standard for internal lighting.
- 2.5 All of the rooms retain levels of light in excess of the British Standard, with the exception of one room (window W 5/1, a bedroom). For the living rooms of the properties, the standards are exceeded by some margin.
- 2.6 In respect of sunlight, the re-visited analysis shows that the majority of windows have more than a 20% alteration in the levels of sunlight received. However, of the 19 windows tested, 13 will retain more than 25% annual probable sunlight hours, the recommended standard. The other 6 windows are all at either ground or 1st floor level (windows W1/G, W1/1, W2/1, W3/1, W5/1 and W6/1). Of the 13 rooms that retain more than 25% annual probable sunlight hours, 7 will have less than 5% in the winter. However, all but one of these are bedrooms (windows W4/1, 3/2, 4/2, 5/2, 6/2, 5/3 and 6/3). Of the rooms that retain less than 25% annual probable hours, all save one are bedrooms. The one is a living room to the first floor (window 1/1) and it will retain 24% annual probable sunlight hours and this does retain 5% in the winter.
- 2.7 Having regard to the urban context of the development, the results of the assessment are considered to be acceptable. The reduced levels of sunlight/daylight are marginally below the minimum requirements as detailed in the BRE Guidance and therefore could not justify the refusal of the scheme on this basis.
- 2.8 In addition to this information, the President of Common Ground (New York) wrote to Councillor Rofique Ahmed on the 30th July 2006 to explain the history of Common Ground and their role in the development of the Mildmay Hospital Project. It is noted that Common Ground have advised Crisis on a number of issues, including the design of the building, the mix of tenants and operating practices and policies. Common Ground provided Councillor Ahmed with information on the organisation and projects to assist with the consideration of the scheme and invited any enquiries. A copy of this letter is attached for information.
- 2.9 Mildmay Mission Hospital wrote to Councillor Rofique Ahmed on the 7th September 2006 providing Councillors with the opportunity to visit the Mildmay Mission Hospital to view at first hand the work carried out by the hospital and to emphasise the need to upgrade the existing facilities. A copy of this letter is attached for information.
- 2.10 The Chief Executive of Mildmay Hospital along with the Chief Executives of Genesis Housing Group and Crisis and the Reverend of the Shoreditch Baptist Church also wrote to Councillor Rofique Ahmed on the 12th September 2006.

The purpose of this letter was to provide an updated brochure providing an illustrated summary of the proposed scheme. This letter and the accompanying Brochure was also sent to fellow Councillors of the Strategic Development Committee and the Directorate of Development and Renewal. A copy of this letter and the brochure is attached for information.

3. CONSULTATION ISSUES

3.1 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

Consultation Since (19th July 2006 2pm to present)

No. responses: 167 In Favour: 109 Against: 58 Petition: 0

3.2 Additional Objections

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

3.4 The objections are not considered to raise any issue in addition to those previously addressed in the Committee Report or the update report of the 19th July 2006. The previous update report is attached for information.

3.5 SAVE Britain's Heritage strongly objects to the proposal, arguing that it is not a suitable location for a tall building. They consider that the community benefits of the construction of this building do not balance with the impact that the proposed tall building would have on the setting of surrounding listed buildings. A copy of this objection is attached for information.

3.6 Local resident AM O'Connor wrote to the Urban Village Project Manager of Crisis on the 1st September 2006 A copy of this letter was also forwarded to the LBTH Development & Renewal. AM O'Connor is supportive of the work that Crisis does and acknowledges that the development goes some way to improving the facilities that Crisis offer. However, they are not supportive of the proposal for the following reasons:

- The proposed tower element is out of scale with surrounding development, including buildings of heritage significance.
- The proposed design is not in keeping with the surrounding context.
- The proposed high rise development is not appropriate for the proposed use for a detox centre, hospital and affordable housing. Low rise development

- promoting integration with the wider community would be more appropriate.
- History has proven that high density Urban Villages are not appropriate for this type of development.
- The religious component of the proposal is not appropriate in the context of the development where it may have the capacity to influence vulnerable people.

- 3.7 Local E2 Residents including A Reynolds, B Hignett, D Seex and P Seex wrote to Councillor Rofique Ahmed in a letter received by Development & Renewal on the 11th September 2006. The purpose of this letter is to provide a critique of the design statement prepared by the applicants for the proposed development.

In summary E2 residents state that:-

“This design statement fails to fulfil the most basic requirement of such a document. That is, to provide a ‘design audit trail’ which can clearly explain the evolution of design decisions, both in the context of local, regional and national policy, and in terms of design best practice. This process should clearly serve to justify the final massing, form and architectural solutions proposed for the site and are comprehensible to a non technical reader.

The documents obvious failure in this regard makes it very clear that the design statement was produced in a post hoc document to justify previously made decisions, an action specifically warned against in CABEs circular setting out the role and content for such a document.

The role of the design statement as noted in the introduction to this report is to explain the design rationale behind a proposal and as such should help a Local Planning Authority to appreciate (and hence to approve) a well designed and appropriate proposal. It should also enable the LPA to more readily identify the weakness of a poorly designed or inappropriate proposal and thus assist in producing a robust reason for refusal. The inadequacy of the design statement for the Mildmay site exposes a number of fundamental flaws in the design of the proposed development for the site, clearly suggesting a need for radical redesign, beginning with a thorough site and context analysis based on a genuine appreciation of the neighbourhood.”

- 3.8 In response to these objections, as correctly noted in the statement of E2 residents, the purpose of the design statement is to explain the design rationale behind a proposal. Furthermore, it should provide information to enable planning officers to make a thorough assessment of the application, based on planning merits, including LBTH and wider London Planning Policy. This assessment is also informed by a variety of other factors, including the officer’s intimate knowledge of the site, its context and the proposal, as well as consultation responses from a number of public bodies and the community as a whole.
- 3.9 In this instance, it is considered that the design statement is generally robust and has enabled officers to make an appropriate assessment of this application. As previously stated in the Committee Report, the proposal is considered acceptable in land use, design, amenity and highways terms and in all other respects and

should be recommended for approval, subject to a number of the conditions and the signing of a legal agreement.

3.10 Local Resident K Blannin of Dunmore Point wrote to the Department of Development and Renewal on the 12th September 2006, in relation to the number and content of the submissions received in relation to the application.

3.11 It is considered that the number of submissions received as reflected in this report is correct and more importantly that all submissions made by both the surrounding and wider London community have been adequately and accurately represented in the committee and subsequent update reports.

3.12 Local residents D and P Seex wrote to Councillor Rofique Ahmed in a letter received by Development & Renewal on the 13th September 2006. The purpose of this letter is to provide a critique of the daylight and sunlight assessment and overlooking impacts as detailed in the Environmental Statement submitted with the application and as reflected in the Committee report. The critique specifically relates to daylight and sunlight and overlooking impact to flats at the rear of 40 Hackney Road.

3.13 It is considered that these statements are dealt with in supplementary information submitted by the applicant as detailed in Section 2 of this addendum report.

3.14 Additional letters of Support

3.15 A number of pro forma letters of support were received via email and post. They considered that the scheme brought a number of benefits, including:

- A new purpose built Mildmay Hospital as well as charity offices for Mildmay.
- New affordable housing for a mixed community of low income workers and formerly homeless adults with integrated support and opportunities for training work and well being.
- A new healthcare centre for the community.
- A new church and community centre.
- The urban village is a model for sustainable communities which will benefit the residents of tower hamlets, bringing important new services to the local area

3.18 The NHS Mental Health Trust – Central & North West London, NHS Trust – Chelsea & Westminster Healthcare and MRC – Clinical Trials Unit provided strong support for the application, stating that:

- Mildmay has long been an important part of the local community. Obtaining a brand new purpose built facility on site will enable it to continue the good work it has done for the area and for London in relation to HIV/AIDS for the past 20 years. The proposal for a new health care centre, detox unit, housing for key workers, new church and other support services are supported.

- The scheme represents an improvement on the current site. The proposal will bring exciting improvements to the area and will improve security and result in better designed, safer public spaces.
- The scheme is modelled on a successful project in New York known as 'Common Ground' and will be the first such scheme in the UK. This project is understood to work well as a long term solution to homelessness.
- The scheme will contribute enormously to the regeneration of the local area.

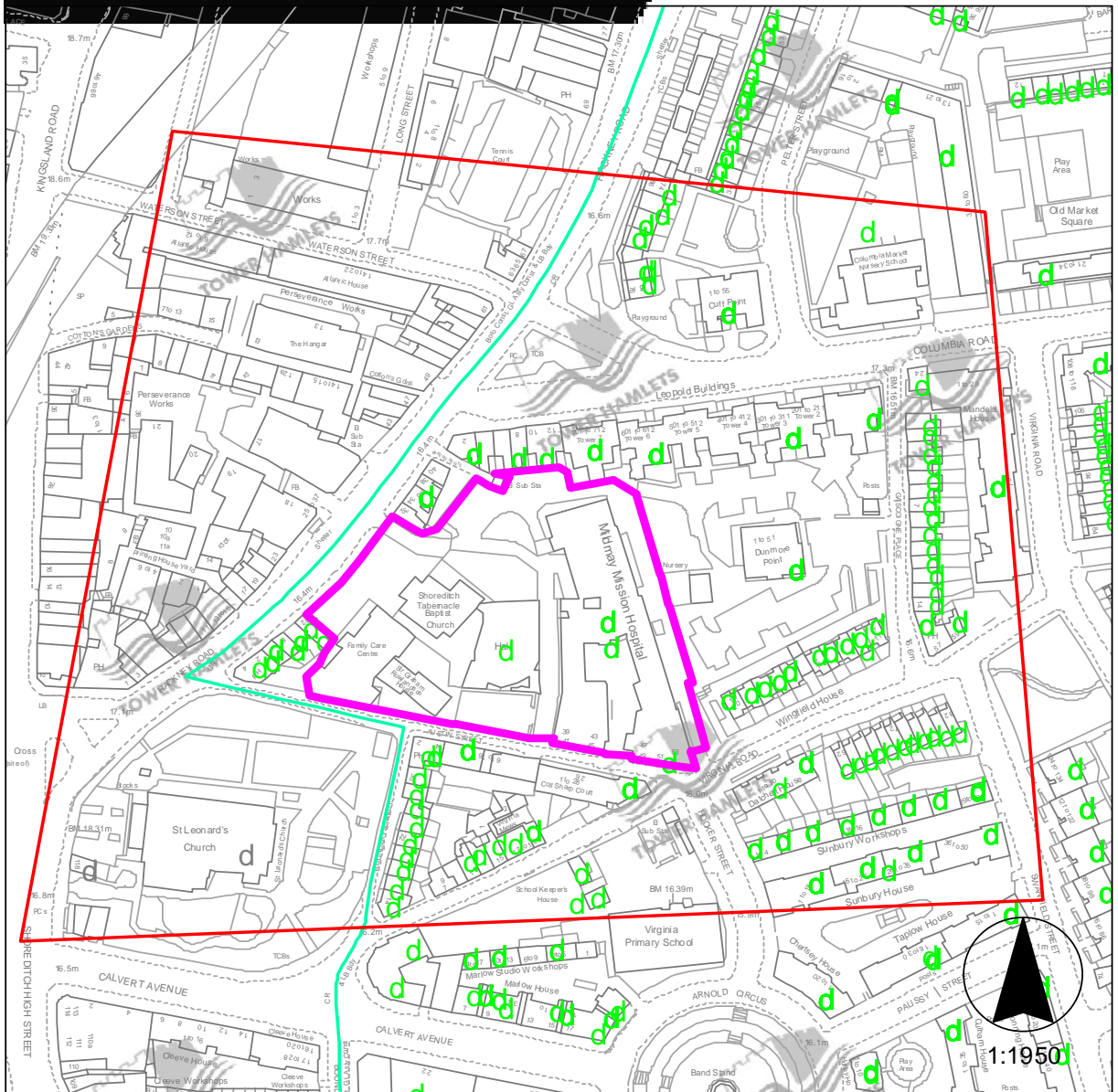
3.19 Prêt A Manger has supported Crisis for a number of years and believes that the urban regeneration program proposed will make a positive impact for both the local community and more generally for London.

4. RECOMMENDATION

4.1 It is recommended that the scheme should be approved, subject to the minor amendment of condition 2.4.2a) requiring details of all balconies and terraces across the site as detailed in the addendum report of the 19th July 2006.

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 Stationary Office © Crown Copyright. London Borough of Tower Hamlets LA086568