



## DEVELOPMENT COMMITTEE

16/02/2022

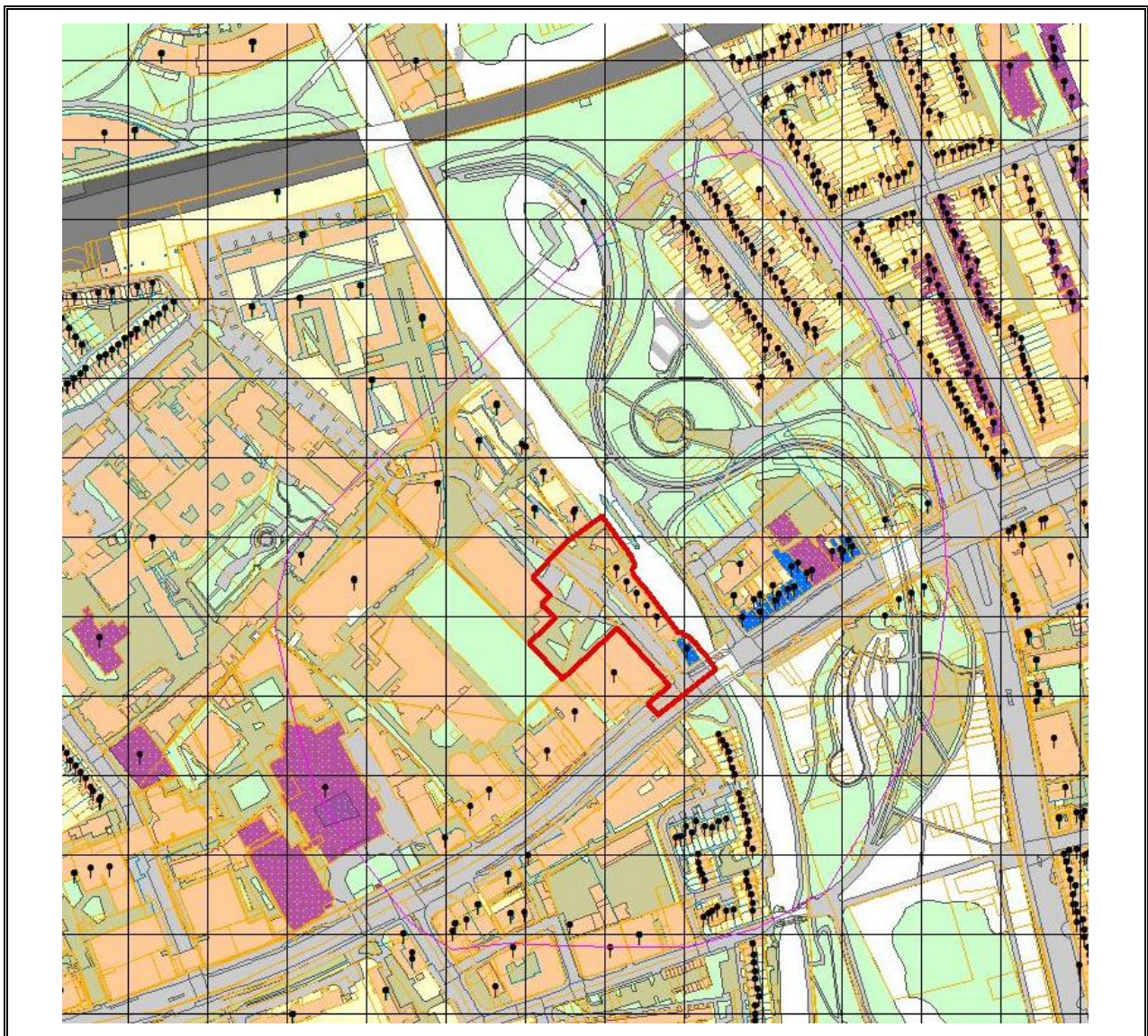
Report of the Corporate Director of Place

Classification: Unrestricted

### Pre-application presentation

<b>Reference</b>	PF/21/00192
<b>Site</b>	Former Hatton House, Queen Mary University, Westfield Way, London, E1
<b>Ward</b>	Bethnal Green
<b>Proposal</b>	Redevelopment of the former Hatton House site to provide Education and Teaching Floorspace (Use Class F.1)
<b>Applicant</b>	Queen Mary University London
<b>Architect</b>	Nicholas Hare Architects
<b>Agent</b>	CBRE
<b>Case Officer</b>	Patrick Harmsworth
<b>Key dates</b>	Pre-application request submitted August 2021 Pre-app discussions began in October 2021 CADAP review in February 2022

# SITE PLAN



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

## Planning Applications Site Map PF/20/00126

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



London  
Borough of  
Tower Hamlets

Date: 08 February 2022

## 1. BACKGROUND

- 1.1 The National Planning Policy Framework and the National Planning Practice Guidance promote early engagement between developers and Local Planning Authorities at the pre-application stage, prior to submitting a planning application. The Council welcomes pre-application discussions and has a well-established process to facilitate this. In March 2019 the Council's Development and Strategic Development Committees considered a draft protocol for pre-application presentations. The protocol is now incorporated in the Committee Terms of Reference. The Council's updated Statement of Community Involvement also highlights the importance of pre-application engagement and the role of elected members and local communities in this stage of the planning process.
- 1.2 This report updates the Strategic Development Committee on progress made and issues identified in respect of pre-application discussions for the proposed scheme at Hatton House on the Mile End Campus.

## 2. DESCRIPTION OF THE PROPOSAL

**Figure 1: Proposed Site Layout**



- 2.1 The pre-application proposal involves the demolition of Hatton House (student accommodation) and redevelopment to provide a new university building (Use Class F.1)

(6,476 sqm GIA) and refurbishment of No. 357 Mile End Road. The new building would accommodate the university's School of Business Management (SBM). Proposals also include new access to the Regent's Canal and other associated public realm and landscaping works, cycle parking and refuse/recycling.

- 2.2 The retained 357 Mile End Road would provide a free legal advice hub for the local community and a small amount of teaching space in the lower ground floor.
- 2.3 The Lock Keepers Cottage to the rear of the new building would be retained and incorporated into the proposals, providing a new café and event/social space.

**Figure 1: CGI Visualisation – view from Mile End Road**



### 3. SITE AND SURROUNDINGS

- 3.1 The application site is located in Mile End on the south-eastern boundary of the Queen Mary University of London ('QMUL') Mile End Campus. The site is bounded by Mile End Road to the south; Westfield Way to the west; Regents Canal to the east; and student accommodation to the north (Chapman House and Maynard House).
- 3.2 The site area is approximately 0.6ha and contains four separate buildings:
  - No. 357 Mile End Road - a 3 storey locally listed building fronting Mile End Road comprising education/community uses;
  - Hatton House - a 4 storey building comprising student accommodation (62 bedrooms);
  - The Lock Keeper's Cottage – a 2 storey cottage comprising teaching and study space; and
  - A small gatehouse security building.
- 3.3 The site is located within the Regents Canal Conservation Area and the building at no. 357 Mile End is locally listed. The nearest statutory listed buildings to the site are the Grade II listed Novo Cemetery boundary walls and the Grade II listed Queens Building to the west of

the site; and the Grade II listed Guardian Angels Roman Catholic Church to the east. The Clinton Road Conservation Area is located approximately 35 metres to the east of the site.

- 3.4 The surrounding area is very diverse in its architectural style and building scale. Along the north side of Mile End Road to the west of the site, other QMUL buildings have a large scale and presence, but generally suffer from a lack of activation. Within the campus itself, there is a diverse mix of university buildings that have developed organically over time around the 1887 Grade II listed 'Queens Building'. To the east of the site across the canal, buildings on the Mile End Road are more finely grained with active frontages.

#### 4. RELEVANT PLANNING HISTORY

**PA/19/01422:** Demolition of the existing Hatton House (Student Accommodation Use Class C2) and No.357 Mile End Road (Use Class D1 Non-Residential Institution) and the construction of a new building for teaching and educational purposes (Use Class D1) along with associated access, public realm works, landscaping and cycle parking.

Refused at SDC, against officer recommendation, on 13/12/2019.

Reasons for refusal:

- 1. The proposed development, by reason of the demolition of the locally listed no. 357 Mile End Road, would result in harm to the character and appearance of the Regent's Canal Conservation Area. The harm, whilst significant, would be less than substantial and would not be outweighed by the public benefits of the proposed development. The proposal would therefore be contrary to Policies 7.4, 7.6, 7.7 and 7.8 of the London Plan (MALP 2016); Policy SP10 of the Core Strategy (2010); Policies DM24 and DM27 of the Managing Development Document (2013); Policies HC1, HC3 of the draft London Plan (2019); Policies S.DH1, S.DH3 and D.DH4 of the Tower Hamlets Local Plan 2031: Managing Growth and Sharing the Benefits (2019); and paragraph 196 of the National Planning Policy Framework.*
- 2. The proposed development, by reason of its height, scale, mass and relationship with existing non-designated heritage assets including the Lock Keeper's Cottage, would result in harm to the character, appearance and heritage significance of both the Regent's Canal Conservation Area and the Clinton Road Conservation Area. The harm to each of these heritage assets, whilst significant, would be less than substantial and would not be outweighed by the public benefits of the proposed development. The proposal would therefore be contrary to 7.4, 7.6, 7.7 and 7.8 of the London Plan (MALP 2016); Policy SP10 of the Core Strategy (2010), Policies DM24 and DM27 of the Managing Development Document (2013); Policies HC1 and HC3 of the draft London Plan (2019); Policies S.DH1, S.DH3 and D.DH4 of the Tower Hamlets Local Plan 2031: Managing Growth and Sharing the Benefits (2019); and paragraph 196 of the National Planning Policy Framework.*

**Figure 2: Refused scheme (2019) showing building scale involving the loss of locally-listed building on Mile End Road**



## **5. PUBLICITY AND ENGAGEMENT**

- 5.1 The applicant has undertaken their own public engagement and consultation. This includes engagement with the Canal and Rivers Trust, and future engagement is proposed with various local groups such as the Friends of Mile End Park and the Friend's of Regents Canal. Further details will be presented by the applicant at SDC.
- 5.2 The current proposal will be presented to the Council's Conservation and Design Advisory Panel (CADAP) on 14th February 2022 to test the design and appearance of the proposal.

## **6. RELEVANT PLANNING POLICIES AND DOCUMENTS**

- 6.1 The Development Plan comprises:
- The London Plan (2021)
  - Managing Growth and Sharing the Benefits - Tower Hamlets Local Plan 2031 (2020)
- 6.2 Other policy and guidance documents relevant to the proposal are:
- National Planning Policy Framework (2021)
  - National Planning Practice Guidance (2021)
  - National Design Guide (2021)
  - GLA, Accessible London: Achieving an Inclusive Environment (2014)
  - GLA, Character and Context (2014)
  - GLA, Sustainable Design and Construction (2014)
  - GLA, Green Infrastructure and Open Environments: The All London Green Grid (2012)
  - GLA draft Design for a Circular Economy Statement SPD (2020)
  - LBTH, Planning Obligations SPD (2021)
  - LBTH, Regents Canal Conservation Area Character Appraisal and Management Guidelines (2009)
  - LBTH, Clinton Road Conservation Area Character Appraisal and Management Guidelines (2007)
  - BRE - Site Layout Planning for Daylight and Sunlight (2011)

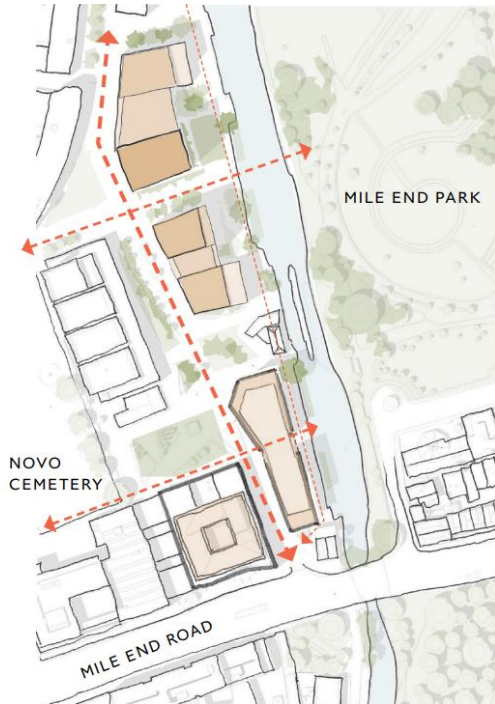
### **Mile End Campus Masterplan SPD**

- 5.3 In the wake of the refused development, Council officers and QMUL worked in partnership to produce masterplan to help manage and provide strategic context for the future redevelopment of the Mile End Campus, in ways appropriate for the surrounding community context. The masterplan was adopted as a supplementary planning document (SPD) at the cabinet on 28 July 2021.
- 5.4 In the context of Hatton House, the SPD provides the following principles:
- The importance of respecting heritage assets;
  - Retention of 357 Mile End Road and being brought into use as public-facing use;
  - Seeking to create an important gateway/arrival onto the campus, for arrivals from the east (Mile End Station);
  - Provide opportunities for potential additional building height to the north of Hatton House where there are fewer site constraints. Tall buildings (to the north of Hatton House) must be proportionate and contribute to general legibility, e.g. marking routes through the campus for a potential new canal footbridge to the park; or perhaps more likely set up an opportunity for a new well defined and landscaped public space set alongside the canal.

**Figure 3: indicative view and plan view from the SPD showing development opportunities along Regent’s Canal**

*(N.B. the Hatton House site is adjacent to Mile End Road)*





**Figure 3: indicative view from the SPD showing potential development of the 'Eastern Gateway' from Mile End Road**



## 7. PLANNING ISSUES

7.1 The following key planning issues have been identified at the pre-application stage.

### Land Use

7.2 The proposed demolition of Hatton House would result in the loss of 65 student bedrooms; and this would be replaced with a new university building to accommodate the School of Business Management.

7.3 Local Plan Policy D.CF3 supports the expansion of existing further and higher education facilities within the borough; however Policy D.H6 seeks to prevent the loss of student accommodation unless it can be demonstrated that the accommodation is no longer needed



because the needs of students can be better met elsewhere; or adequate replacement housing will be provided.

- 7.4 The adopted SPD sets out the wider development strategy for the campus in line with QMUL's aspirations. This includes the provision of additional student accommodation in the northern quarter of the campus. Such proposals would ensure that any lost student accommodation on the Hatton House site would be replaced and uplifted in the longer term.
- 7.5 In principle it would appear that the loss of student accommodation as a result of the proposed development is acceptable on the basis that the adopted SPD sets out a site-wide strategy for student accommodation. Notwithstanding, a robust justification and strategy for this land use issue would be required at application stage.

### **Heritage & Design**

- 7.6 Planning policies requires 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.
- 7.7 The design of the scheme has evolved since the 2019 refused scheme and throughout the pre-application meetings with officers. CGI images are provided in the appendix. These are the first major proposals to be progressed since the adoption of the campus-wide SPD.
- 7.8 Key features of the current proposals include:
- Retention and extension of the locally listed building at 357 Mile End Road;
  - Height reduction across the scheme by one storey – now 6 storeys at its tallest from Westfield Way. The building would appear taller from the Regent's Canal due to the basement level being revealed.
  - Greater set back of building lines from front and rear in response to heritage assets;
  - Greater setback of the west elevation to allow for views along Westfield Way;
  - Introduction of a community focused Legal advice Centre within No 357 Mile End Road.
- 7.9 The proposed development is highly visible within its canal-side conservation area setting, and therefore the quality of the elevational treatment is key. It is considered that the key elevations of note are:
- The canal-side (east) elevation which is highly visible from the towpath and Mile End Park; and set between two heritage assets. The design of this elevation is articulated and provides several features such as angled bays; projecting fins; horizontal bands; and a top crown.
  - The Mile End Road (south) elevation which provides the setting for the new 'Eastern Gateway' from Mile End Road. This frontage steps down to the locally listed 357 Mile End Road and includes textured brickwork to add interest.
- 7.10 The double-height main entrance to the building is located along Westfield Way, signposted by a projecting glazed element.
- 7.11 The proposals include enhanced public realm on the land surrounding the site's buildings, including new paving and planting. New access to a canal-side path is proposed; as well as two projecting timber decks onto the canal.

## **Neighbouring Amenity**

- 7.12 Planning policy seeks to protect and where possible improve the amenity of surrounding neighbouring properties and provide a good standard of amenity for all future occupants of development proposals.
- 7.13 The full planning application will benefit from daylight, sunlight and overshadowing assessment in accordance with policy D.DH8 (Amenity) of the Local Plan which states that these must accompany all major planning applications and/or smaller schemes where adverse effects on daylight and sunlight levels are anticipated. It should follow the methodology set out in the most recent version of Building Research Establishment's 'Site layout planning for daylight and sunlight' guidance (2011) and the British Standard Code of Practice for daylighting, the results of which must be submitted with the planning application.
- 7.14 As discussed in the committee report for PA/19/01422, given that the site is predominantly surrounded by university buildings and student accommodation, there was a minimal impact to residential amenity and daylight and sunlight. The closest residential units to the site are located approximately 40 metres to the east of the site on the other side of the Regents Canal. On the basis that the proposed massing has decreased in the revised proposals, the scheme is not considered to cause any unacceptable issues in terms of daylight and sunlight to nearby residences.
- 7.15 Notwithstanding, in accordance with previous comments from Canal and Rivers Trust and the CA Appraisal Guidance, there is potential for overshadowing of the canal and the public realm set around the canal such as the towpath. Studies would be undertaken at application stage to demonstrate this impact and to set out how mitigation would be incorporated.

## **Transport and Servicing**

- 7.16 Planning policies promote sustainable modes of travel and limit car parking to essential user needs. They also seek to secure safe and appropriate servicing.
- 7.17 The site is in an area of PTAL (Public Transport Access Level) 6a, on a scale of 0-6b where 6b represents the highest level of public transport connectivity.
- 7.18 The applicant has stated that the cycle parking requirements in the London Plan and Local Plan will be fully adhered to. The correct quantum, location, and design of the long and short-stay cycle parking requirements will be supplied across the site.
- 7.19 Westfield Way will continue to provide for vehicular access to/from the Mile End campus as existing. Vehicles will enter onto Westfield Way and stop at the gated entrance to the site without obstructing the eastbound carriageway of Mile End Road, pedestrians crossing Westfield Way on the northern footway adjacent to Mile End Road or users of Cycle Superhighway 2 (CS2).

## **Environment**

- 7.20 Planning policies seek to secure a range of sustainable development outcomes including net biodiversity gains whilst not impacting on existing protected species; the implementation of efficient energy systems which seek to minimise carbon emissions and to secure effective

strategies for addressing matters relating to contaminated land and sustainable urban drainage.

- 7.21 The proposals would comply with Local Plan and London Plan objectives for carbon reduction. Furthermore, the proposals would enhance biodiversity value, particularly along the canal-side, and contribute towards the Local Biodiversity Action Plan (LBAP).
- 7.22 The proposals do not constitute Environmental Impact Assessment (EIA) development.

#### **Public benefits**

- 7.23 The development would provide a number of key public benefits, alongside additional teaching space for the University, including enhanced public realm, improved canal side access, a free legal advice hub for the local community and a café and event space on the Lock Keeper's cottage.
- 7.24 Officers will also work with QMUL to ensure that opportunities for wider community and local business engagement and outreach are secured with the development using appropriate conditions or planning obligations.

#### **Infrastructure Impact**

- 7.25 The proposed development will be liable to the Mayor of London Community Infrastructure Levies (CIL) and planning obligations to be secured under Section 106 of the Town and Country Planning Act 1990 (as amended).

### **8. RECOMMENDATION**

- 8.1 The Committee notes the contents of the report and pre-application presentation.
- 8.2 The Committee is invited to comment on the issues identified and to raise any other planning and design issues or material considerations that the developer should take into account at the pre-application stage, prior to submitting a planning application.

9. APPENDIX – CGI IMAGES

Front elevation



**East elevation**



**New canal-side path (along east elevation)**



**View from towpath beneath Mile End Bridge (east elevation)**



**View from towpath (east elevation)**



**Aerial view**



**West elevation**



**Building entrance from Westfield Way**





**North elevation**

