

<b>Committee:</b> Development Committee	<b>Date:</b>	<b>Classification:</b> Unrestricted	<b>Report Number:</b>	<b>Agenda Item No:</b> <b>Appendix</b>
<b>Report of:</b> Corporate Director of Development and Renewal		<b>Title:</b> Town Planning Application		
<b>Case Officer:</b> Vanessa James		<b>Location:</b> STOUR WHARF, STOUR ROAD, LONDON, E3		
		<b>Ward:</b> Bow East		

## 1. SUMMARY

### 1.1 Registration Details

**Reference No:** PA/04/00078  
**Date Received:** 19/01/2004  
**Last Amended Date:** 25/06/2004

### 1.2 Application Details

**Existing Use:**

Vehicle repair workshop

**Proposal:**

Demolition of existing vehicle repair buildings and redevelopment by the erection of three buildings (Blocks A, B & C) in part 5 and part 6 storey to form 64 live-work units and 1,126 sq m of B1 (Business) accommodation plus 32 parking spaces.

**Applicant:**

Stock Woolstencroft Architects

**Ownership:**

Edgewater (Stratford) Ltd

**Historic Building:**

N/A

**Conservation Area:**

N/A

## 2. RECOMMENDATION:

2.1 That the Development Committee **grants** planning permission, subject to the completion of a legal agreement pursuant to Section 106 of the Town & Country Planning Act 1990 (and other appropriate powers) to include the matters outlined in Section 2.2 below; and the conditions and informatives outlined in Sections 2.3 and 2.4 below.

### Legal Agreement

2.2 To secure the following:

- (1) A £128,000 contribution for infrastructure improvements in the area including transportation, the public realm, environmental improvements, waterway improvements and community facilities.
- (2) To provide, cleanse, light and maintain a riverside walkway together with an access to the walkway from Stour Road, with the walkways to be made available for unrestricted public access 365 days per year.
- (3) Section 278 agreement for crossover and footway works
- (4) A car free agreement.
- (5) The use of local labour in the construction of the development.
- (6) Live/work units to be used for such a purpose only.

**LOCAL GOVERNMENT ACT 2000 (Section 97)  
LIST OF BACKGROUND PAPERS USED IN THE DRAFTING OF THIS REPORT**

Brief Description of background paper:	Tick if copy supplied for register	Name and telephone no. of holder
Application case file, plans and & UDP		Development Control 020 7364 5338

- (7) To permit reasonable inspection by the Council of the live work units.

### **Conditions**

- 2.3 (1) Time Limit for Full Planning Permission
- (2) Details of following to be agreed in writing with Council prior to commencement of development:
- I. external materials (materials indicated on applications plans not agreed),
  - II. A hard and soft landscaping scheme for the site to include any walls, fences, railings and gates, walkways, riverside strip and external lighting,
  - III. boundary treatment
  - IV. disabled access – Accessibility Statement
  - V. provision of suitable riparian life saving equipment along the riverside walkway
  - VI. Site foundation details
  - VII. Archaeological -Investigation/Excavation.
  - VIII. Contamination – Detailed site examination and remedial measures
  - IX. Surface and foul water drainage details
  - X. Storage, collection and disposal of refuse including recycling
  - XI. Noise insulation
- (3) Approved landscaping scheme to be implemented
- (4) Parking – Maximum Cars
- (5) Soakways
- (6) Hrs of Construction -Mon - Sat
- (7) Pile Driving
- (8) Wheel Cleaning
- (9) Restrictions to works adjacent to River Lee
- (10) Sewerage and Water Capacity Study
- (11) No noise, smell, dust etc (B1 condition)
- 2.4 The following informatives:
- (1) Contact the Highway Authority regarding any alteration to the public highway.
  - (2) Contact Cleansing for advice about refuse storage and recycling requirements.
  - (3) Contact Environment Agency for requirements
  - (4) Contact British Waterways Board for requirements
  - (5) Contact Environmental Health with regard to air quality and decontamination
  - (6) Contact English Heritage with regard to archaeological investigation
  - (7) Contact Thames Water regarding sewerage and water supply requirements

## **3. BACKGROUND**

### **Location**

- 3.1 The site is located within the Fish Island Central Precinct on the south-eastern side of Stour Road at the corner of Bream Street. The site is an arrow-shaped allotment fronting the Hackney Cut and has a total area of 3,164 sq m. It is currently utilised for a vehicle repair workshop, with access from three points along Stour Road.
- 3.2 The existing buildings are 3-4 storeys in height and are of low architectural quality. Plans of the existing building show two workshops on the ground and first floors with offices on the second floor. The third floor office occupies only a small space protruding above the roofline. The current floorspace is approximately 2,319 sqm.
- 3.3 The Fish Island Central Precinct area comprises a mix of industrial uses that vary in size and a number of regenerated sites comprising predominantly mixed live/work and B1 uses. The heights within the area currently range from 4-8 storeys.
- 3.4 The site is not particularly accessible to public transport, with Hackney Wick Station situated some 500m to the north. Council has identified a location at the northern end of Roach Road for a pedestrian bridge across the River Lee and this should improve the site's access

to the station. Bus routes in the area are currently limited.

- 3.5 The site is earmarked as part of the scheme for the Olympics, with a bridge proposed over the Hackney Cut to directly affect the site.

### **Proposal**

- 3.6 The proposal includes the demolition of existing vehicle repair buildings and redevelopment of the site for 64 live/work units and 1,126 sq m of B1 accommodation. Proposed buildings include 3 blocks, with Blocks A & C fronting onto Stour Road and Block B fronting onto the Hackney Cut.
- 3.7 Block A comprises 185 sqm of B1 business space at ground floor with two live/work units on each level over four storeys, totalling eight units. The total height proposed is five storeys.
- 3.8 Block B along the Hackney Cut comprises two B1 units of 89 sqm and 275 sqm at ground floor, these being physically separated by an enclosed area for bicycle storage and a 4m single storey access way from the central courtyard through to the Cut. Above the ground floor, live work units extend over five levels, with five per level on the first four levels and four per level on the upper floor, totalling 24 units. The total height is six storeys.
- 3.9 Block C extends along the main Stour Road frontage and wraps around into Bream Street. Two B1 units of 372 sqm and 205 sqm are proposed on the ground floor with four levels of live work units above, including eight on each level, totalling 32 units. The total height is five storeys.
- 3.10 Each unit has a balcony ranging from 3.75 sqm for smaller balconies to 20 sqm at the roof terrace level. Access to all units is by either lifts or stairs via an access deck.
- 3.11 Vehicular entrance to the site is from Stour Road with a centrally located carpark at grade incorporating 32 spaces. This total number includes three disabled spaces. A total of 48 bicycle spaces are provided, 24 covered and 24 open air, with seven motor cycle spaces.
- 3.12 A 160sqm landscaped courtyard is proposed between Blocks A and B, with a 290 sqm landscaped strip along the Hackney Cut. Trees are also proposed interspersed within the carpark area. A landscape plan will be required as a condition of consent.

## **4. PLANNING POLICY FRAMEWORK**

- 4.1 The following Unitary Development Plan **proposals** are applicable to this application:

- (1) Archaeological importance or potential
- (2) Flood Protection Areas
- (3) Industrial Employment Areas
- (4) Green Chains

- 4.2 The following Unitary Development Plan **policies** are applicable to this application:

- |       |                                    |
|-------|------------------------------------|
| DEV1  | Design requirements                |
| DEV2  | Environmental requirements         |
| DEV3  | Mixed Use development              |
| DEV4  | Planning obligations               |
| DEV12 | Landscaping                        |
| DEV46 | Protection of Waterways            |
| DEV47 | New Development on Waterways       |
| DEV48 | Waterfront walkways                |
| DEV51 | Contaminated land                  |
| DEV56 | Recycling                          |
| DEV66 | Green Chains                       |
| EMP1  | Encouraging New Employment Uses    |
| EMP2  | Retaining Existing Employment Uses |
| EMP8  | Small Business                     |

EMP10 Business Uses  
EMP11 Industrial Employment Areas  
EMP12 Business uses within Industrial areas  
EMP13 Residential uses within Industrial Areas  
HSG9 Density  
HSG16 Amenity  
T17 Standards for parking and vehicular circulation  
U2 Flooding

4.3 The following New Unitary Development Plan 1st Deposit Draft **proposals** are applicable to this application:

- (1) Archaeological importance or potential
- (2) Flood Protection Areas
- (3) Lee Valley Regional Park
- (4) Green Chains
- (5) Mixed Use and Opportunity Site - Central and South Fish Island

4.4 The following New Unitary Development Plan 1st Deposit Draft **policies** are applicable to this application:

EMP1 Promoting economic growth and employment opportunities  
EMP2 Mixed use development  
EMP4 Office Development  
EMP6 Range of Unit sizes and managed workspaces  
EMP7 Working from home  
EMP8 New Build Residential/Employment Mixed-use proposals  
TRN6 Parking and servicing  
TRN10 Pedestrian permeability  
TRN11 Bicycle Facilities  
UD1 Scale and density  
UD2 Architectural Quality  
UD4 Design Statements and Access Statements  
UD5 Safety and security  
UD11 Landscaping  
UD12 Urban Design, the Blue Ribbon Network and the Thames Policy Area  
ENV1 Amenity  
ENV8 Energy efficiency  
ENV9 Development on Contaminated Land  
ENV11 Waste Disposal and recycling facilities  
ENV16 Enhancement of Biodiversity  
ENV19 Protection of the water environment  
ENV20 Flood Protection  
ENV22 Waterside Walkways  
IM1 Planning Agreements  
LS1 Development nodes  
LS6 Townscape Quality and Character  
LS8 Access  
LS9 Open Space and leisure

4.5 The following Community Plan **objectives** are applicable to this application:

- (1) A better place for living safely - reduction in crime and improved safety.
- (2) A better place for creating and sharing prosperity – a international centre for business and trade, more jobs for local people, community involvement in planning, and higher living standards.

## **5. CONSULTATION**

5.1 The following were consulted regarding this application:

(1) **Environment Agency**

The Environment Agency initially objected to the proposal for the following reasons:

- The site is located within the indicative tidal flood plain of the Thames;
- The development proposed would have a negative impact on the ecology and landscape of the river corridor. Shading would be excessive and the buildings are inappropriately large in relation to their proximity to the watercourse.

The applicant addressed these concerns in accordance with advice from the Environment Agency through the following:

- The applicant provided a topographical survey of the site that was compared with the modelled flood levels to indicate that the site is not at risk of flooding from the 1 in 100 year event.
- A plan was provided to indicate an 8m setback between the proposed buildings and the top of the riverbank/ riverwall.

The Environment Agency withdrew their objection but recommends that conditions be imposed.

(2) **British Waterways Board**

Initially objected to the proposal for the following reasons:

- The proposal will have a detrimental impact on the character of the waterway by virtue of its height, mass and bulk. To mitigate this concern, the development should be reduced by one storey, with the top two floors set back from the canal.
- The development fails to respect the Waterway's heritage by failing to respect the design principles of the adjacent warehouse. To mitigate the detrimental impact, the proposed development should incorporate a number of design principles associated with the adjacent warehouses, including: window style, dimensions, locations and rhythms; fenestration; building heights; and railing details fronting the canal.

The proposal has been reduced in height by one storey, with the floor to ceiling heights amended to relate to the adjacent warehouse building fronting the Hackney Cut. British Waterways has now withdrawn their objection.

(3) **English Heritage**

The site is located within an Archaeological Priority Zone. The site is located close to the Roman settlement Old Ford, immediately to the north of the line of the London to Colchester Roman Road. Recent excavations at Crown Wharf, Dace Road have revealed remains dating from the Roman period. It is therefore possible that similar remains may be present on this site. The survival of archaeological deposits will largely depend on the extent of disturbance caused by previous activity on the site and the nature of the underlying alluvial deposits. The applicant was requested to provide a geotechnical or soil report and a foundation layout to English Heritage. In lieu of this information, English Heritage has recommended that their archaeological position be secured with a condition.

(4) **Thames Water**

Conditions have been recommended to obtain on site drainage details, water infrastructure plans and anticipated flow rates.

(5) **Environmental Health**

*Contamination* - Given that the site was previously utilised as an Engineering Works and is located adjacent to a Gas Works site, Environmental Health has recommended that the developer carry out a site investigation to identify potential contamination. A condition has been imposed to enforce this requirement.

*Noise* - This site is near a number of industrial businesses that have potential to cause nuisance. These activities and vehicular movements early in the morning could adversely affect future residents. In respect of the proposal being for 'mixed

use', it is recommended that residential units be protected from noise from contiguous 'work-use areas' beyond the Building Regulation standards, with a condition for noise insulation in these areas of 60DNTW. All plant and equipment ancillary to the use of the 'work units' should be designed and selected so as to not lead to an increase in background noise levels at residential facades or be audible in habitable rooms. Hours of operation of work activities and commercial vehicle movements should be restricted. Usual restriction of construction activities should apply.

*Air quality* – Recommends conditions to reduce impacts on local air quality.

(6) **Head of Highways Development**

Public transport in the area is limited to buses No.8, 339, S2 and a night bus. The site is remote from other residential areas and in an industrial area of declining activity. Because of the remote location some off street parking is appropriate. The proposal to provide approximately 0.5 parking spaces per unit is acceptable. The provision of 3 disabled parking bays is acceptable. The provision for parking spaces for cycles and motorcycles is welcome. Under the proposals for the new Olympic stadium, Stour Road is due to be extended across the canal to provide an access route to the stadium.

(7) **Cleansing Officer**

Where communal bulk refuse containers are to be provided for household premises they should ideally be provided at a ratio of one container for each five dwellings to give a once per week refuse collection service. This may be relaxed to give a twice per week collection service where space is at a premium, and with the prior approval of the Street Environment section. Where bulk refuse containers are required to be accessed across the public highway, suitable drop kerb crossovers should be provided, constructed by the Council on a rechargeable basis. Storage shown appears adequate.

(8) **Housing Strategy Group**

No comment.

(9) **Access Officer**

No Comment.

(10) **London Development Agency (LDA)**

Part of the northern portion of the application site falls within the red line boundary of the main Olympic Precinct Oly1 application (Ref: PA/04/0001). This area of land to the west of the Hackney Cut is required to deliver road bridge R11, as shown in drawing number LLV/OL/MMA/05/P/100-A. Subject to planning approval, this bridge would be constructed in advance of the Olympic Games phase and would be used to provide access for emergency services to the Olympic Precinct during the Olympic phase. The bridge would also provide vehicular, pedestrian and cycle access across the Hackney Cut to serve the post-Olympic Legacy development.

From the current application plans, the proposed bridge R11 would impact directly on the canal-side soft landscaping, Block B, the landscaped courtyard and the loading area. The requirement to connect the proposed road bridge R11 into the existing highway at Stour Road is also likely to impact on Block A. Essentially, the proposed R11 bridge included within the Oly1 planning application conflicts fundamentally with the development as proposed within the current application.

Notwithstanding this conflict, the LDA recognises in principle the potential economic and regeneration benefits that could arise from the proposed development. The LDA expects any approval to be subject to a legal agreement that requires developer contributions to the provision of general infrastructure improvements,

transport infrastructure, the public realm, community facilities and environmental enhancements.

(11) **Olympics Joint Planning Authorities Team**

The subject site is within the Olympic application boundary. A bridge across the Hackney Cut is proposed as part of the Olympic application, with its western landing point on the subject site.

5.2 Responses from neighbours were as follows:

No. Responses: 1      In Favour: 1      Against: 0      Petition: 0

5.3 Twenty-one letters were sent to surrounding property owners on two occasions. There was three responses with comments summarised as follows:

**10 Stour Road**

- The response is from an adjacent site and seeks to confirm the design details on the boundary wall and satisfactory design of refuse stores, lift cores and access decks.

**Fish Island Business Club (FIBC)**

- Pleased to see that the proposed development retains industrial working space albeit in smaller units than existing. Concerned about the low provision of car parking spaces especially as the site is poorly served by public transport.
- FIBC does not object to this development in principle, but believes it displays little architectural merit and does little to complement its surroundings especially along the water frontage.
- FIBC sees a need to enhance the business environment of the island especially for these numerous new small businesses located in the 'live work' units. The Clubs proposing to set-up, manage and run a Business Community Centre as the premier business focal point for business and community activity on the Island. The Island at present has no social or business infrastructure of any kind. FIBC request £70,000 of Section 106 money be allocated towards the Fish island FIBC Centre.

**Florida Street E2**

- Thames Water cannot currently maintain a satisfactory water supply in this area and any additional dwellings will only aggravate the situation.

**6. ANALYSIS**

**6.1 Land Use**

- 6.1.1 The current use of the site is for the purposes of a motor vehicle workshop, although the site is also partially vacant. The site is within an Industrial Employment Area under the Council's UDP 1998. However, the Council's 1st Deposit UDP 2004 designates the site within a mixed use zone under the Leaside Action Area Framework. This includes a mix of housing and the potential for light industrial. Whilst the emerging UDP offers no specific such development is not precluded by the Plan.
- 6.1.2 Policy EMP2 of the UDP opposes development that will result in a loss of employment generating uses and policy EMP12 aims to encourage B2 and B8 uses within Industrial Employment Areas. Policy EMP 13 states that residential development will only be permitted where the loss of industrial land is justified.
- 6.1.3 The 1126 sqm of business floorspace proposed would be less than 50% of the existing employment generating floorspace. However, the live/work units would provide additional employment on the site. There are precedents in the area, set in the last 12 months, with

planning permission granted for the redevelopment of former employment sites on Fish Island including Roach Works, Crown Wharf, Crown Wharf Ironworks and 417 Wick Lane.

6.1.4 Both the live/work and the B1 uses proposed for the site are considered to be consistent with the surrounding uses. The replacement of employment generating floor space is considered to satisfy Council's economic policy EMP2.

## 6.2 Live/Work

6.2.1 • The Council's draft Live/Work Supplementary Planning Guidance states that live/work units will be permitted on employment sites, providing that certain design and servicing guidelines for the live/ work accommodation are followed. These include the following requirements:

- The floorspace should be split into 60% work and 40% live.
- The workspace should be greater than 50-sq.metres.
- The total floorspace should be a minimum of 90-sq.metres.
- The workspace and residential elements should be identified separately.
- No more than two bedrooms should be included.
- Workspace should be on the ground floor in appropriate units.
- Floor loading should be sufficient to enable an employment use.

6.2.2 The application complies with the above criteria. Conditions have been attached to ensure that a split of 60% work and 40% live can be enforced. Adequate floor loading will also be enforced through condition.

6.2.3 Live/work development has recently been permitted on similar sites on Fish Island as follows:

Roach Works Phase 1- 57 live/work units  
Roach Works Phase 2 – 65 live/work units  
Crown Wharf Ironworks - 77 live/work units  
Crown Wharf – 86 live/work units  
417 Wick Lane - 75 live/work units  
Total – 360 live/work units

6.2.4 These schemes have been permitted as Fish Island was suffering severe dereliction with some 22% of available commercial floorspace vacant in 2002. The approval of live/work schemes on Fish Island also accords with Leaside Regeneration's Fish Island Regeneration Framework that advocates live/work as a regeneration tool for riverside sites.

## 6.3 Scale and Design

6.3.1 The live/work element would result in a density of some 256 habitable rooms per hectare. This has been calculated including both residential components and two 'workspace' rooms per unit. This is above the London Plan's density range of 150-200 hrph for sites with a public transport accessibility index of 2-1, but within the 200-300 hrph proposed by the 1<sup>st</sup> Deposit UDP for the Leaside Area Action Framework.

6.3.2 The proposal is for five storeys fronting Stour Road and Bream Street and six storeys fronting the Hackney Cut. This is considered appropriate given the other development approved and constructed along the Cut, ranging in height from four to eight storeys.

6.3.3 Council's Urban Design Department initially had concerns regarding the design, height, bulk and scale of the proposal. The height of Block B along the Hackney Cut did not address the form and character of the surrounding buildings, in particular the existing industrial building to the north, which has some architectural merit. It was suggested that this could be achieved through utilising more open, spacious industrial architectural elements. Changes were made to the design to address these concerns.

6.3.4 The architectural design of the buildings has been varied to break up the bulk of the facades and add interest to the roofline. Floor to ceiling heights have been adjusted to accord with the adjacent building. Placement of windows along the Stour Road frontage at ground floor



has resulted in a more active street frontage. The applicant also agreed to reduce the height along the Hackney Cut by one floor.

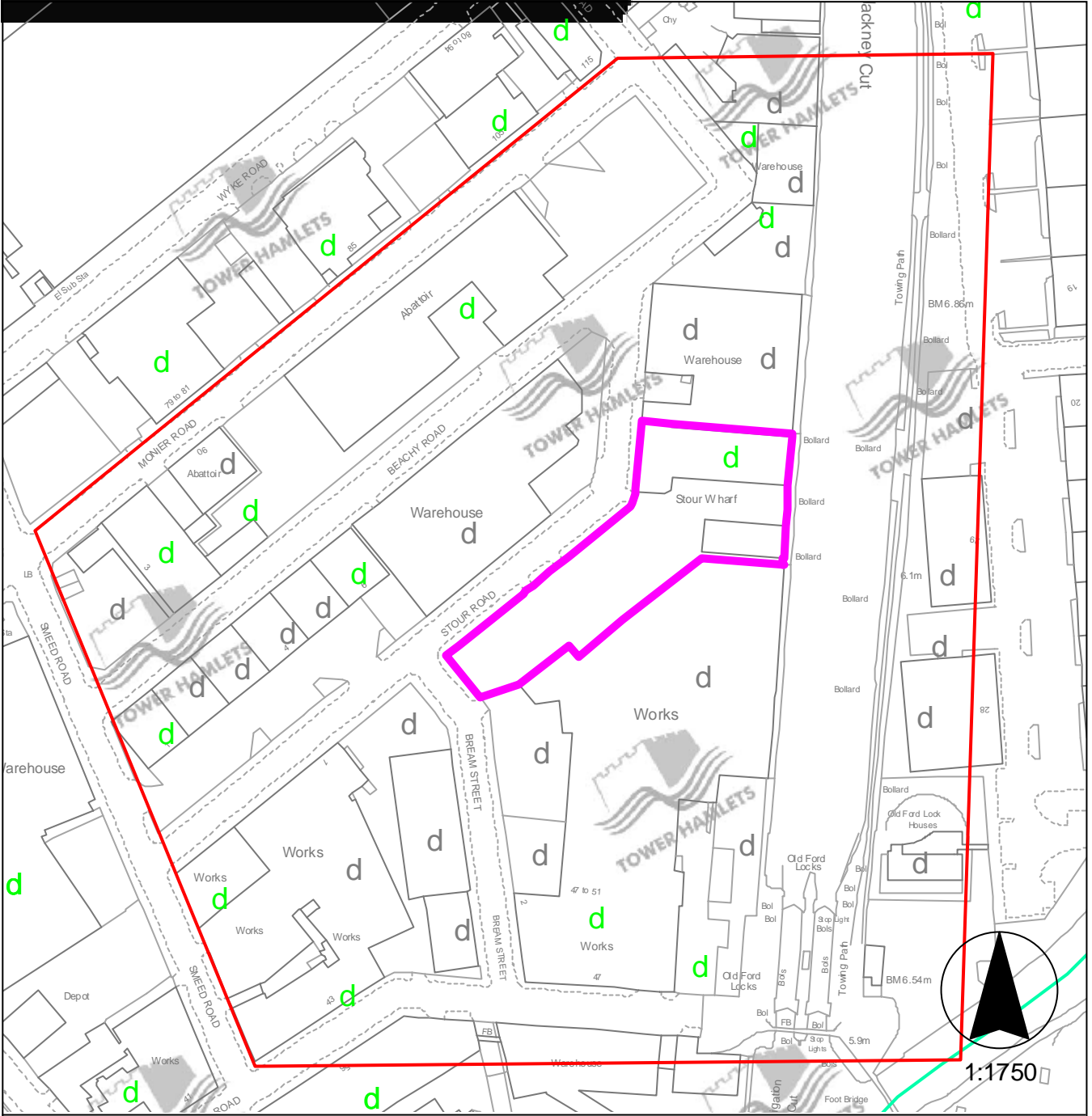
#### **6.4 Amenity**

- 6.4.1 In accordance with Policy HSG16, all units will have balconies providing adequate private open space, with the larger units including private terraces. In addition, there are two areas of common open space, one 160 sqm space within the central courtyard between Blocks A and B and a strip of open space along the Hackney Cut of 290 sqm. This is in compliance with Policies DEV 48 of the 1998 UDP.
- 6.4.2 The proposal complies with DEV1, DEV2 and DEV3, in terms of minimising impacts on the local amenity and environment. At present there are no sensitive uses in the vicinity of the site. It is anticipated that further regeneration of the area will take place within the next five years, given that the 1<sup>st</sup> deposit UDP now designates the area for mixed uses.

#### **7. SUMMARY**

- 7.1 The 1<sup>st</sup> Deposit UDP does not preclude live/work development and there are a number of precedent developments in the immediate area. This application has been subject to negotiations with respect to design and use. Overall the design is considered to be appropriate to this location.
- 7.2 The proposed mix of accommodation is considered satisfactory. The submitted plans indicate that in terms of height, bulk and scale the amount of development sought could be satisfactorily accommodated on the site with satisfactory amenity achieved. The provision of a riverside walkway is proposed to link with future redevelopment of adjacent sites. Parking provision would accord with the advice of Council's Highways Department.
- 7.3 Part of the northern portion of the application site falls within the red line boundary of the main Olympic Precinct Oly1 application. This area of land to the west of the Hackney Cut is required to deliver road bridge R11. Subject to planning approval, this bridge would be constructed in advance of the Olympic Games phase and would be used to provide access for emergency services to the Olympic Precinct during the Olympic phase. The bridge would also provide vehicular, pedestrian and cycle access across the Hackney Cut to serve the post-Olympic Legacy development. Essentially, the proposed bridge conflicts fundamentally with the development as proposed within the current application. Notwithstanding this, the application must be determined without reference to the Olympic Applications. The London Development Agency will liaise with the owners of the site once future plans for the area become clear.
- 7.4 The proposal would meet the Council's strategic regeneration objectives through the provision of a mixed use development incorporating commercial and live/work uses as well as a contribution towards the environmental improvement of the area.

# 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

**STOUR WHARF, STOUR ROAD, LONDON, E3 2**