
Application for Planning Permission

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Reference	PA/19/02684
Site	Former 23 Gillender Street, 24-26 Gillender Street, London, E3 3LB
Ward	Lansbury
Proposal	The restoration and refurbishment of the existing buildings for continued industrial use falling within Class B1c, B2 and B8 uses. Associated external alterations to the existing buildings and internal and external alterations to the listed building at 23 Gillender Street.
Summary Recommendation	Grant planning permission with conditions and planning obligations
Applicant	Prologis (Gillender Street) Limited
Architect/agent	Forward Planning and Development Ltd
Case Officer	Aleksandra Milentijevic
Key dates	- Application registered as valid on 19/12/2019 - Public consultation finished on 30/01/2020

EXECUTIVE SUMMARY

The proposal seeks to change the use of the existing site from an established B8 use to flexible B1c, B2 and B8 use. Officers consider that the proposed change of use would diversify the workspace offer in the area and would enhance the role of Gillender Street as a Local Industrial Location. In addition, the proposal would provide a modernised and enhanced industrial workspace with a number of supporting facilities available to future occupiers.

The proposal would regularise the access into the site and improve the streetscape along Gillender Street. The existing vehicle access to the northern and service yards would be retained whilst the central loading bay would be utilised for the creation of a new glazed main pedestrian entrance and reception area. There would be new cycle access, cycle storage and changing facilities.

The proposal includes external changes to the grade II listed and locally listed buildings on the site situated in the Limehouse Cut conservation area. The changes are found to be acceptable in design and heritage terms.

The area in which the application site is situated is experiencing a change and redevelopment towards a more residential character. The proposed mitigation measures are considered acceptable to ensure that there would be no unacceptable impact on the residential amenity of the surrounding properties.

All servicing and deliveries would be contained within site. Further details on mitigation measures are to be secured through the provision of detailed strategies and financial contributions. The applicant has also committed to improving the lighting in the subways along the A12 which would be secured through a legal agreement.

The proposal would be air quality neutral, create a biodiversity net gain through the provision of green walls along the site's boundary and planting on the roof terrace, and improve energy efficiency of the existing industrial buildings on site.

Officers recommend the proposed development be granted planning permission.

SITE PLAN

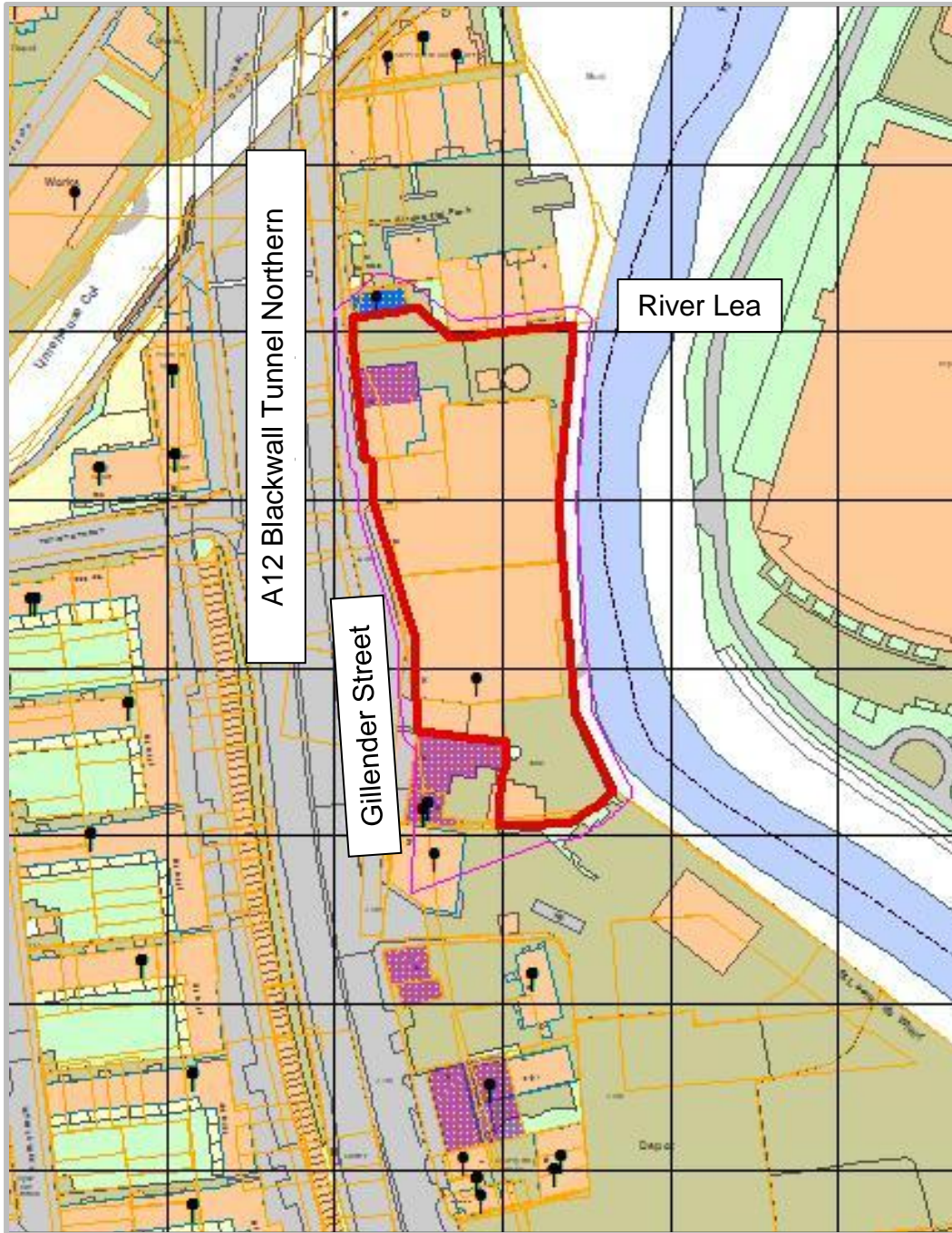


Figure One: Site Plan

The application site is shown above outlined in red. The consultation boundary is outline in pink and buildings shaded in pink are statutorily listed.

1. SITE AND SURROUNDINGS

- 1.1 The application site is bounded by the River Lea to the east which also act as the boundary between London Borough of Tower Hamlets and London Borough of Newham, and Gillender Street to the west, and beyond which is the A12 Blackwall Tunnel Northern Approach. Immediately to the north of the site is the Barratt Industrial Estate which was granted planning permission for a residential led mixed-use redevelopment. To the south of the site is the former Brunswick Road Fire Station building now occupied by flats. The south-eastern part of the boundary which extends beyond the former fire station adjoins the Ailsa Wharf Waste Management Site.
- 1.2 The application site is currently occupied by storage company Iron Mountain. The site has two service yards at each end served by the two vehicle access points, one for each yard. The southern yard has a detached single storey structure facing the rear of the former fire station to the west, and the waste management site to the south. A free standing water tank is situated within the northern yard several metres from the edge of the river wall.
- 1.3 The site forms part of the historic industrial landscape. Part two, part four storey building of a more classical appearance on the northern part of the site dates back to the first half of the 19th century. The adjoining part three, part four storey building was built during the 1930s and is of a modernist architectural style where the form of the building follows the function, clearly defining its industrial use. The site falls within the Limehouse Cut conservation area and the archaeological priority area. In terms of heritage assets in the close proximity to the site, Former Fire Station building is grade II listed and Nos. 21 and 22 Gillender Street abutting the northern boundary of the site are locally listed.
- 1.4 The site is situated within the Gillender Street Local Industrial Location. The site also forms part of the Poplar Riverside Housing Zone as set out in the Mayor's Housing Zone.
- 1.5 The site is in an area of moderate access to public transport with Transport for London's Public Transport Accessibility Level of 3, on a scale of 1 to 6 where higher numbers indicate better accessibility levels. Bromley-By-Bow London Underground Station (District and Hammersmith & City lines) is approximately 300m to the north of the application site on the opposite side of the A12.
- 1.6 The River Thames and tidal tributaries Site of Importance for Nature Conservation is situated immediately to the east of the site along the River Lea. The entire site is within flood zones 2 and 3, indicating a high risk level of flooding. The application site is also within the Green Grid Buffer zone.
- 1.7 The whole borough is within the Air Quality Management Area and the application site is within the area of sub-standard air quality.

2. PROPOSAL

- 2.1 The proposal includes the change of use of existing 14,732sqm of floorspace of B8 Use Class to B1c, B2 and B8 Use Class and the provision of additional floorspace of 461sqm falling within B1c, B2 and B8 Use Class. The proposed development seeks to create flexible workspace that can cater for a number of different users on a site
- 2.2 A new glazed double-height entrance is proposed between the grade II listed and locally listed buildings on Gillender Street to replace the existing loading bay and create an enhanced pedestrian access and reception area with an ancillary café to be used by future building's occupiers only. All buildings on the site would be made fully accessible.
- 2.3 The proposal also includes other supporting facilities for future staff including one disabled parking bay, cycle storage, changing rooms and lockers, gym and roof top garden amenity.
- 2.4 External changes to the grade II listed building include the opening up of the blocked ground floor windows, replacement of upper floor windows and refurbishment of the existing roof

structure. The existing second floor bridge linking the grade II listed building with the locally listed building would be replaced with a more transparent structure.

- 2.5 External changes to the locally listed building include the insertion of new windows on first and second floors, refurbishment to the existing saw-tooth roof and the creation of a roof garden amenity space on the existing flat roof. The removal of the windows and new white render façade is proposed behind the new glazed entrance. The proposal also includes the removal of the external staircase and pipework along the northern and eastern elevations.
- 2.6 The existing vehicle access to the northern and southern yards would be retained. Servicing arrangements within both yards would be formalised. In the northern yard, new loading doors and marshalling area would be created. In addition, an acoustically absorbent canopy would be added to mitigate adverse noise impacts. In the southern yard, servicing would be brought into the building and a new acoustically absorbent canopy would be placed on the existing structure covering the majority of the yard's entrance.
- 2.7 The proposal includes the provision of one disabled bay for staff and 10 car parking spaces on the site to be used for operational purposes. All new car parking spaces would have electrical vehicle charging infrastructure and could be converted to disabled bays for staff if the need arises in the future.
- 2.8 The site including green walls along the river wall and the boundary with the former fire station site. There are also additional planting proposed as part of the rooftop amenity space.

3. RELEVANT PLANNING HISTORY

- 3.1 The planning history for the site includes various planning applications for prior approval of telecommunication apparatus.
- 3.2 Planning application for a listed building consent has been submitted for the works to the grade II listed building (PA/19/02685).

4. PUBLICITY AND ENGAGEMENT

- 4.1 The applicant has carried out their own consultation at the pre-application stage. This included sending neighbour letters to the properties indicated in the figure below, contacting Bromley South and Lansbury ward councillors, holding a public exhibition, hosting a project website and setting up and managing a consultation email and phone line. The applicant also directly engaged with the relevant stakeholders in the area including Mount Anvil, Peabody, Bow School, Acme (freeholder of the Former Fire Station), Canal & River Trust and East End Waterway Group.



Figure Three. Neighbour letter consultation map

- 4.2 The Council sent neighbour letters to the neighbouring properties to the south and north as indicated in Figure Two. A press notice was advertised in the local press on 9th January 2020 and a site notice was put up on Gillender Street on 2nd January 2020.
- 4.3 One representation has been received from the management company of the Former Fire Station situated to the south of the application site. The received representation has expressed neither objection nor support for the proposal, but a request to be informed of noise, air quality monitoring and hours of operation.

5. CONSULTATION RESPONSES

External responses

Environment Agency

- 5.1 No objections to the proposed development.

Greater London Archaeology Advisory Service

- 5.2 Suggested a two-staged condition to deal with the archaeological remains.

Transport for London

- 5.3 Further assessment should be provided to assess cycling accessibility. Local active travel improvements should be secured by the Council from the proposed development. No

physical changes to the bus lane would be supported. The extension of the bus lane operating hours should be considered.

- 5.4 The trip generation should be based on a survey of the existing site. While the projected rates are acceptable, the baseline does not reflect the situation on the site. No trip generation assessment has been carried out for employees.
- 5.5 Car free development is acceptable and the proposed car parking spaces should be exclusively for operational purposes.
- 5.6 The long-stay cycle parking exceeds the minimum standards set out in the draft London Plan; however, no short cycle parking spaces have been provided. The semi-vertical rack design for cycle spaces is considered acceptable; however, 5% should be provided for adapted/larger cycles.

Internal responses

Biodiversity officer

- 5.7 The existing buildings have negligible potential to support bat roosts. Light spill onto the river should be minimised as the river is likely to be used by foraging and commuting bats.
- 5.8 Mixed native hedge on the eastern edge of the site would contribute to Local Biodiversity Action Plan (LBAP) target, but it should be cut once a year in autumn or winter as the suggested May cutting is likely to disturb nesting birds.
- 5.9 Two areas of green roof should be biodiverse roof to contribute to LBAP target. Ornamental landscaping at ground and roof terrace level and other proposed biodiversity targets such as bat and nest boxes will contribute to LBAP target.
- 5.10 A condition should be secured to provide further details on biodiversity mitigation and enhancements.

Design and Conservation officer

- 5.11 No objections to the proposal. The renovation of the grade II listed building is welcomed subject to details for materials, design and a method statement for repairs and relevant making good. The Heritage Assessment contains sufficient information for structural timber repairs.

Energy and sustainability officer

- 5.12 The development proposals are significant reducing the existing energy baseline and integrating improvement to reduce CO2 emission of the scheme by 74%.
- 5.13 In relation to sustainability, the development is proposing to achieve BREEAM Very Good and a sustainability statement has been submitted to demonstrate how this can be delivered. Given the site's constraints, this is supported.
- 5.14 All development proposals should be future proofed, and consistent with the objective to be net zero carbon on-site in 2050, as required by the Climate Change Act 2008 (as amended). It would be beneficial for the development to integrate energy metering and set out best practice for data disclosure in accordance with the emerging London Plan. A condition and information should be included.

Environmental Health Team

Air quality

- 5.15 The results of the air quality assessment show that the development will be air quality neutral and there is not likely to be an exceedance of relevant National Air Quality Objective levels. A standard condition has been suggested to provide additional information how dust and emissions during the construction phase is to be controlled.

Contaminated land

- 5.16 A standard condition for the submission of relevant details has been suggested in the case of contamination being found present at the site.

Noise

- 5.17 The submitted noise impact assessment indicates a potential adverse noise impacts. Further information should be provided on control measures. The applicant should provide further details on the installed mechanical plant post completion which should not exceed level of 10dBA below the lowest measured background noise level as measured one metre from the nearest affected window of the nearest affected neighbouring residential property.

Suds officer

- 5.18 No objections in principle to the proposed development. A surface water drainage scheme for the site should be provided prior to the superstructure works.

Transportation & Highways

- 5.19 The proposal is for a car free development which is acceptable. The use of 10 car parking spaces should be secured for operational purposes only and a potential to futureproof the accessible parking provision.
- 5.20 It is proposed to exceed the London Plan standards in terms of cycle parking provision on the site. The short-stay cycle parking should be explored on the site, rather than on street. The proposal should provide facilities for adapted/larger cycles, such as Sheffield stands. All cycle facilities are to be retained and maintained for the life of the development.
- 5.21 Further assessment should be made to examine walking and cycling infrastructure in the area and potential improvements to contribute to, as requested by both highway authorities (LBTH and TfL). Similarly, servicing details should be provided.
- 5.22 The servicing would be contained on the site. No on-street deliveries are acceptable. In order to ensure this, a financial contribution of £10,000 should be secured to revise the waiting and loading restrictions along Gillender Street and loading restrictions to ensure that there are enforceable restrictions should any parking take place on street. Further servicing and deliveries details should be secured via a condition.
- 5.23 A Demolition and Construction Management Plan should be submitted prior to works taking place. Travel Plan and Service Management Plan should be secured prior to occupation. A s278 agreement should be secured for highways works around the site.

Waste officer

- 5.24 No information has been provided on the waste capacity and management plans. Details should be provided via condition. The subsequently provided swept path analysis for refuse vehicles is acceptable.

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 this case the Development Plan comprises:

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

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

Land use LP4.4; TH S.EMP1, TH D.EMP2
(industrial land and uses)

Design LP7.4, TH S.SH1, TH D.H7
(appearance, public realm, safety)

Heritage LP7.8; TH S.DH3, TH D.DH4
(historic environment)

Amenity TH D.DH8
(privacy, outlook, daylight and sunlight, noise, construction impacts)

Transport LP6.9, LP6.10, LP6.13; TH S.TR1, TH D.TR2, TH D.TR4
(sustainable transport, highway safety and capacity, car and cycle parking, servicing)

Waste LP5.17; TH D.MW3
(waste capacity and collection)

Environment LP5.2, LP5.13, LP5.18, LP7.14, LP7.15, LP7.19; TH S.ES1, TH D.ES2, TH D.ES3, TH D.ES5, TH D.ES7, TH D.ES8, TH D.ES9
(air quality, biodiversity, contaminated land, energy efficiency and sustainability, sustainable drainage)

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

- National Planning Policy Framework (2019)
- National Planning Practice Guidance (updated 2019)
- LP Land for Industry and Transport SPG (2012)
- LP Draft New London Plan (Intend to Publish, 2019)
- LBTH Employment Land Review (2016)
- LBTH Planning Obligations SPD (2016)

6.5 The Mayor of London's Draft New London Plan with Consolidated Suggested Changes was published in July 2019. The Examination in Public (EiP) took place in January 2019. Generally, the weight carried by the emerging policies within the Draft New London Plan is considered significant as the document has been subject to EiP, incorporates all of the Mayor's suggested changes following the EiP and an 'Intend to Publish' was made by the Mayor of London. However, some policies in the Draft New London Plan are subject to Secretary of State directions made on 13/03/2020, these policies are considered to have only limited or moderate weight. The statutory presumption still applies to the London Plan 2016 up until the moment that the new plan is adopted.

7. PLANNING ASSESSMENT

7.1 The key issues raised by the proposed development are:

- i. Land Use
- ii. Design & Heritage
- iii. Neighbour Amenity
- iv. Transport & Waste
- v. Environment
- vi. Infrastructure
- vii. Equalities and Human Rights

Land Use

Redevelopment in a Local Industrial Location

- 7.2 London Plan (2016) policy 4.4 states that the boroughs should plan and manage locally significant industrial sites. In addition, industrial sites should be protected where justified by evidence of demand.
- 7.3 Tower Hamlets Local Plan 2031 policy S.EMP1 states that development should support, protect and enhance the role and function of the borough's designated employment locations, including Local Industrial Locations (LILs) and maximise the provision of employment floorspace.
- 7.4 Part 3 of local plan policy S.EMP1 supports the provision of opportunities to maximise and deliver investment and job created in the borough. Part 4 of local plan policy S.EMP1 particularly seeks to creation of a sustainable, diverse and balanced economy, including the availability of a range of workspaces and unit sizes.
- 7.5 Policy D.EMP2 supports the intensification of employment floorspace within designated employment locations.
- 7.6 Draft New London Plan policies on industrial land have limited to moderate weight given that they are subject to Secretary of State directions. Policy E4 seeks to promote the provision of a variety of operational requirements, including flexible (B1c/B2/B8 hybrid spaces to accommodate services that support the wider London economy and population. In addition, policy seeks to retain, enhance and provide additional industrial capacity in accessible locations and provide capacity for micro, small and medium-sized enterprises.

Existing

- 7.7 As part of the historic industrial landscape, the grade II listed and locally listed buildings were originally designed for industrial purposes. The application site has an established B8 use and has been used for document storage purposes by Iron Mountain for around 15 years.
- 7.8 The existing mezzanine levels on the ground, first and second floors levels of the locally listed building were inserted in the 1980s to better serve the current occupier's activities.
- 7.9 The current use has an established 24 hours operation 7 days a week. As such, there are no current restrictions.

Proposed industrial uses (B1c, B2, B8)

- 7.10 The proposed development includes the change of use of the site from B8 Use Class to flexible B1c, B2 and B8 Use Classes to cover a wider range of uses for the purposes of light and general industry, and storage and distribution centre. The proposed increase in the floorspace of 461sqm would also be used in relation to B1c, B2 and B8 uses.
- 7.11 The proposed floor plans do not indicate individual unit sizes given that these would depend on the preferences of end-users and would be determined at a later date. The proposal

includes the removal of the mezzanine floors which have been created in the form of a racking system and currently provide 11,379sqm of document storage space.

7.12 The proposal includes a designated reception area and a number of supporting facilities available to the building's occupiers such as a ground floor café area, gym, secure cycle storage and changing rooms and lockers. In addition, two news passenger lifts and four new goods lifts with potential two future lifts are proposed.

7.13 The proposal seeks to retain the existing 24/7 arrangement.

Assessment

7.14 Tower Hamlets Employment Land Review (2017) and Tower Hamlets Growth Sectors and SME Workspace Study (2016) recognise the increasing demand for flexible workspace for small and medium enterprises (SMEs).

7.15 Officers consider that the introduction of additional industrial uses and a small increase in the employment floorspace would contribute to the creation of a workspace that can cater for businesses of all types and sizes, including SMEs. As such, the proposal would diversify the workspace offer in the area which would enhance the role of the Gillender Street Local Industrial Location (LIL) as the borough's employment designated area which seeks to provide light-manufacturing and industry and warehousing.

7.16 The proposal would modernise the existing industrial site which includes accessibility improvements, provision of flexible floorspace and supporting facilities available for future occupiers which are likely to be appealing to businesses of all sizes.

7.17 The existing mezzanine levels have been introduced to serve for storage purposes and do not provide a sufficient head height for other uses. Their removal does not require planning permission, however, it has been acknowledged that their removal, in addition to other enhancements, would provide a more attractive and usable workspace which is supported.

7.18 The proposal does not seek to change the 24/7 operation. Whilst it has been acknowledged that the surrounding area has been subject to change towards a more residential character, the 24/7 arrangement on the site has been already established and as such, there are no objections in principle.

7.19 The applicant has submitted a Site Management Plan to set out the management principles which would be adopted by future occupiers of the site. Given that there are no known end users at present, the submitted SMP is in a draft form and a full SMP would be secured via a condition.

7.20 Overall, it is considered that the proposed development would diversify the employment offer in the area and improve the quality of the existing employment floorspace. As such, the proposed complies with the planning policy relating to land use set out in section 6.3.

Design & Heritage

7.1 Paragraph 124 of the NPPF states that good design is a key aspect of sustainable development, creates better places in which to live and work, and helps make development acceptable to communities.

7.2 London Plan (2016) policy 7.4 requires development to have regard to the form, function and structure of an area.

7.3 Tower Hamlets Local Plan 2031 policy S.DH1 requires development to meet the highest standards of design and positively respond to its surroundings.

7.4 Policy D1 of the draft New London Plan requires development to respond to local context, be of high quality, aim for high sustainability standards, respect, enhance and utilise heritage assets and features, maximise urban greening and achieve comfortable living environments.

New glazed entrance and gates on Gillender Street

- 7.21 The removal of the central loading bay situated between the grade II and locally listed buildings would be utilised for the creation of the main pedestrian entrance and reception area. The entrance would be fully glazed, double height with a retained arch along Gillender Street, set back from the grade II listed building and in line with the locally listed building given its tilted position along the street.



Figure Four. New glazed entrance on Gillender Street

- 7.22 The removal of the vehicle movement from this central part of the site would provide a safer and more accessible entrance and pedestrian friendly environment on Gillender Street. The proposed changes would also result in the creation of an active frontage along Gillender Street and a more attractive and functional entrance area. The retention of the existing arch, proposed glazed material and set back would ensure that the listed buildings, in particular the grade II listed building, are read as prominent streetscape features.

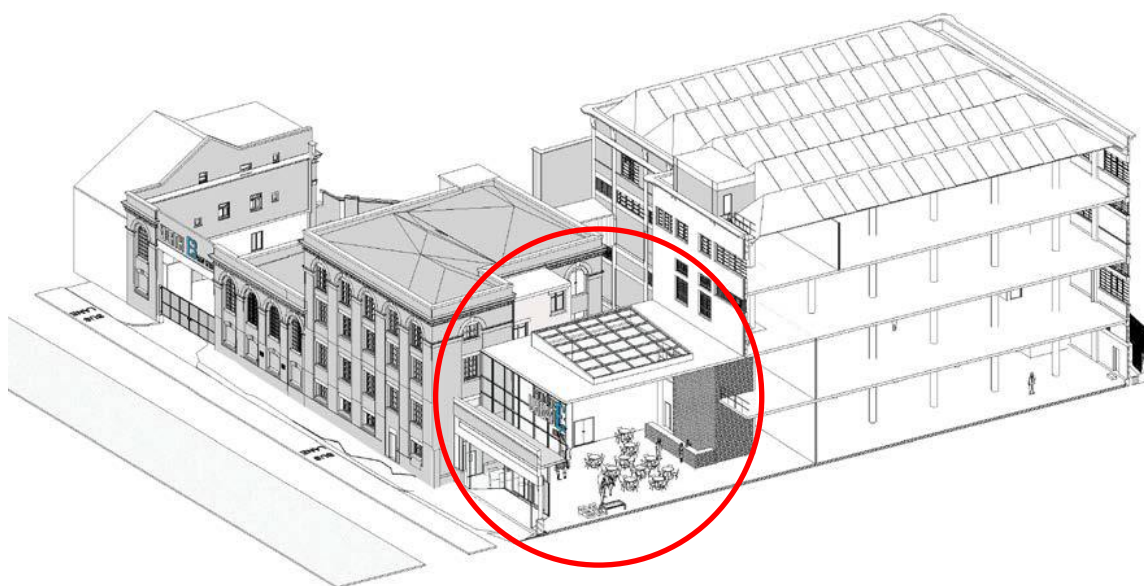


Figure Five. 3D image. New glazed entrance shown in red.

- 7.23 The existing shutter doors at the entrance into the service yards would be removed and replaced with new gates, as shown in Figure Six below. The proposal envisages for the gates to be constantly open and closed very rarely. Whilst this is considered acceptable in

principle, additional details on the access management to the service yards and gates design will be provided in the Site Management Plan.

Locally listed building (24-26 Gillender Street)

- 7.24 The majority of the existing windows are high level and provide limited light into the space and no view from a normal head height at floor level. In order to provide additional light, particularly along the working desk height, and offer occupants views, the proposal seeks to introduce more fenestration mainly on first and second floors.
- 7.25 The proposed fenestration pattern replicates the existing Crittall-style steel windows in terms of proportions and design. Whilst the proposed changes would alter the original appearance of the building, they have been sensitively designed to the original elements of the locally listed building.
- 7.26 The northern part of the building retains the original saw-tooth roof which is to be retained and refurbished. The southern part of the building is lower in height with no saw-tooth roof as a result of the bomb damage in WWII. The existing flat roof of the southern part would be utilised for the creation of a roof terrace as an amenity space for future building's occupiers. These changes are appropriate in design terms and are not considered to adversely impact the significance of the building.
- 7.27 The removal of the external staircase on the eastern elevation and pipework along the eastern and northern elevations would reduce the existing visual clutter and enhance the building's appearance and as such, better reveal its significance.
- 7.28 It is proposed to block the existing windows on the wall of the locally listed building behind the new glazed entrance and cover the wall in white render. The removal of the windows would follow the internal layout changes. Whilst the proposed render would conceal the original London stock brick, it is considered that the proposed change would emphasise the building's entrance to a greater extent which is considered acceptable in design terms.
- 7.29 Other changes to the locally listed building include the removal of the original ground floor walls on the northern and southern elevations to accommodate new loading requirements. In the northern yard, new openings are proposed to accommodate loading doors which then open onto an internal marshalling area. In the southern yard, new loading doors are proposed to secure the internal loading area.
- 7.30 A new canopy is proposed above the northern loading area and a replacement canopy is proposed in the southern yard between the locally listed building and the old fire station building to mitigate noise impacts.
- 7.31 The proposed ground floor changes would be contained within the service area and as such, their presence along the streetscape is limited. In addition, the proposed changes would support the continued industrial use of the site as a modern workspace and are therefore considered acceptable on balance.

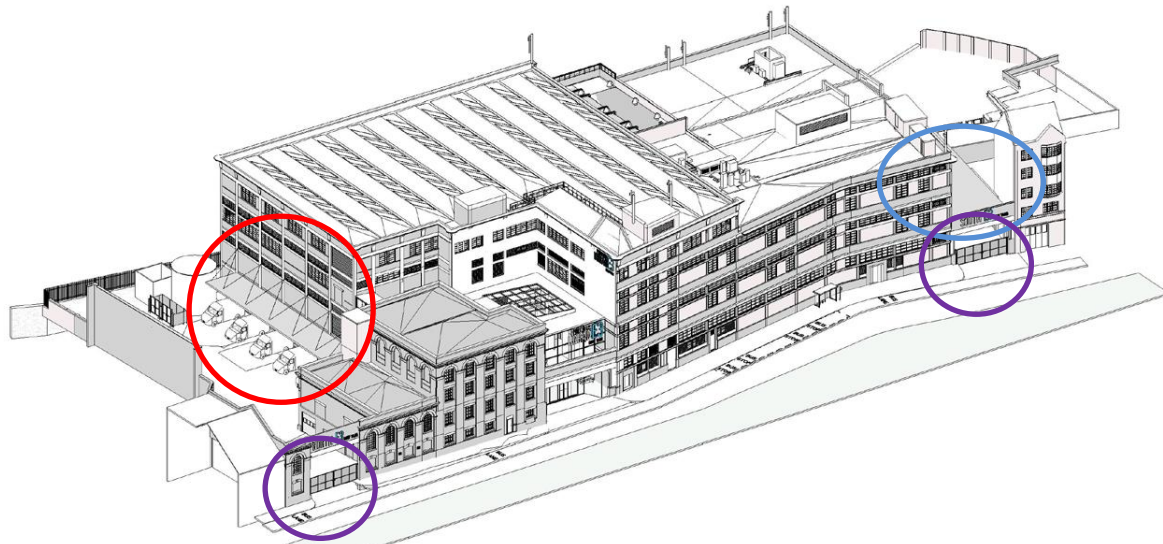


Figure Six. New northern canopy shown in red. Replacement of the existing southern canopy shown in blue. Replacement gates shown in purple.

Grade II listed building (23 Gillender Street)

- 7.32 The proposed external changes to the grade II listed building include the opening up of bricked-in recesses on the ground floor level and replacement of existing windows on upper floors. All windows would match the existing original Georgian windows in terms of style and design which is considered appropriate. In addition, the proposal would restore the original fenestration on the ground floor level and as such, better reveal its significance.
- 7.33 The existing roof structure and slate covering of the grade II listed building is in a poor condition and the proposal includes its repair and refurbishment where necessary. A structural statement has been provided and all details would match the existing details and materials which is acceptable.
- 7.34 The existing second floor bridge links the rear of grade II listed building with the locally listed building. The proposal includes the removal of the existing bridge structure and its replacement with a new glazed structure. It is considered that the proposed glazed structure would provide a less visually intrusive element which is considered acceptable. As such, there are no objections to this element of the scheme.

Landscaping, Public Realm & Safety

- 7.35 New greenery is proposed along the boundary wall to the River Lea. This includes all areas of the boundary walls, excluding the area where the external façade of the locally listed building is abutting the river edge. Additional greenery is proposed in the form of climbing plants along the boundary wall with the adjoining former fire station building.
- 7.36 The proposed changes to the frontage along Gillender Street would improve the public realm along Gillender Street and create a more pleasant and enjoyable pedestrian environment.
- 7.37 The proposal would also incorporate Secured by Design measures along Gillender Street. Whilst the glazed entrance would act as natural surveillance, the proposal also includes the use of CCTV of concealed spaces and the use of robust materials. In addition, the building would be under single management which should provide a consistent approach to the safety and the availability of staff at all times.

Built Heritage

- 7.38 Paragraph 193 of the NPPF states that great weight should be given to the asset's conservation when assessing the impact of a proposed development.

- 7.39 Paragraph 196 of the NPPF states that less than substantial harm to the significance designated heritage assets should be weighed against the public benefits of the proposal.
- 7.40 London Plan (2016) policy 7.8 requires developments to be sympathetic to the form, scale, materials and architectural details to heritage assets and their settings. Development should make provision for the protection of archaeological resources.
- 7.41 Tower Hamlets Local Plan 2031 policy S.DH3 requires proposals to preserve or, where appropriate, enhance the borough's designated heritage assets in a manner appropriate to their significance.
- 7.42 Draft New London Plan policy HC1 states that development proposals affecting heritage assets and their settings should conserve their significance and be sympathetic to them.

Significance

- 7.43 The grade II listed building, also known as the Dowgate Wharf P B Burgoyne & Co Warehouse, is the only surviving structure of John Currie and Co's Four Mills Distillery which formerly covered the entire area between the southern half of Gillender Street and Bow Creek. The building consists of two sections with different heights, both finished in London stock brick.
- 7.44 The northern warehouse section is two storeys high whilst the southern part reaches four storeys. The principal elevation along Gillender Street has blocked ground floor windows, heavy corbelled cornice and blocking course. The first floor windows of the two storey warehouse have rubbed brick arches with a keystone. The internal space of the building is largely open due to its storage use.
- 7.45 The grade II listed building derives its evidential value through its design which demonstrates a typical Victorian warehouse and the historical development of the area. The design also indicates the building's aesthetic value through the survival of the original high quality architectural features and craftsmanship of the time. The building underwent interventions during its existence, including the insertion and replacement of some windows and the insertion of the second floor link to the rear.
- 7.46 The locally listed building dates from the 1930s and represents an inter-war warehouse designed in Modernist architecture. The northern part of the building is four storeys in height and contains the original façade features and a saw-tooth roof. The southern part of the building is a reconstruction from the 1950s following bomb damage and is three storeys in height with a flat roof. The façade is finished in a mix of exposed reinforced concrete structure and infill brick panels and steel windows.
- 7.47 The locally listed building has a historic interest and evidential value illustrating the historical development of the site and the area in the 20th century. The building's aesthetic value comes from its Modernist architecture and design elements which follow the construction type.
- 7.48 The boundary walls along the site's northern boundary are considered to have historical and architectural interest as surviving elements of the historical layout of the site and development of the area.
- 7.49 The Limehouse Cut conservation area is primarily focused on the Limehouse Cut Canal and its immediate hinterland. Along its eastern and south-eastern parts, the conservation area includes the section of Bow Creek and the majority of land running between Gillender Street and the River Lea. Within its boundaries, the conservation area also includes all retaining walls, revetment walls and associated features on both side of the historic cutting and the tow path along the Canal.
- 7.50 The character of the Limehouse Cut conservation area is dominated by the waterscapes of the Limehouse Cut Canal, the River Lea and Bow Creek and relationships with the adjacent buildings. The special elements that contribute to the conservation area's character include the brick lining of the canal, the towpath and key buildings and revetment walls adjoining the

waterways. These elements have historical and architectural interest which positively contributes to the significance of the conservation area.

- 7.51 The site is situated in the northern section of the conservation area which is characterised by a number of important buildings along Gillender Street. These includes the grade II* listed Bromley Hall with its rare survival of brick structure from the early Tudor period; former Bromley (Poplar) Library with its baroque character from the early 20th century; and Former Fire Station also dating back to the early 20th century.
- 7.52 The Limehouse Cut Conservation Area Character Appraisal and Management Guidelines (2007) particularly notes the listed buildings on the site. They positively contribute to the character of the conservation due to their architectural expression and historic interest. The adjacent buildings at 21 and 22 Gillender Street mark the northern end of the historic streetscape.

Assessment

- 7.53 The proposed development for the refurbishment of the grade II and locally listed buildings adopts a heritage-led approach which seeks to be sensitive to the site's historic environment. As such, it is considered that the adverse impact to the heritage assets has been minimised. However, the proposal would still result in some harm to the significance of the grade II and locally listed buildings and Limehouse Cut conservation area.
- 7.54 The harm caused to the grade II listed building would include the removal of the historical fabric where required to accommodate new or replacement features. In addition, whilst the roof trusses are in the need of a repair, it is likely that there is a potential harm to the original fabric to be caused by these works.
- 7.55 The locally listed building would be subject to the insertion of new windows and white render on the western façade. These changes would introduce a new material and increased glazing and as such, alter the building's external appearance.
- 7.56 Nonetheless, it is considered that the proposed changes would result in the less than substantial harm caused to the listed buildings and conservation area given that the buildings would retain its positive features and as such, positively contribute to the character of the conservation.

Balancing harm and public benefits

- 7.57 The starting point for any proposal involving heritage assets is to 'do no harm' to the significance of the asset. Where harm would occur and this is found to be less than substantial, the harm can be balanced against the public benefits of the scheme as required by para 196 of the NPPF.
- 7.58 The public benefits arising from the proposal would include:
- a. Provision of an enhanced, fully accessible and varied type of workspace
 - b. Better revealing heritage assets
 - c. Creation of an active frontage along Gillender Street
 - d. Regulation of access, servicing and transport arrangements on the site
 - e. Provision of cycle storage and blue badge parking space
 - f. Landscaping and biodiversity enhancements
- 7.59 The proposal would result in the creation of a flexible workspace with improved access that has the potential to cater for a number of different users, including SMEs. Given the identified need to provide workspace available for a number of different uses, the proposed development meets policy aims. The new arrangements would provide a fully accessible workspace with supporting facilities for future occupiers including a reception area, café,

cycle storage, blue badge parking space. In addition, the new glazed entrance would provide an active frontage along Gillender Street which at present contains solid gates.

- 7.60 The opening up of the ground floor windows of the grade II listed building would reinstate the original elements of the building. The removal of the external staircase and pipework on the eastern elevation would remove the intrusive non-original features which would better reveal the façade of the locally listed building.
- 7.61 The removal of the central loading bay along Gillender Street would ensure the better separation of the vehicle and pedestrian movement and access points. An appropriate servicing and delivering strategy and a site management plan would be secured to ensure that any adverse impact from the uses on the site is mitigated.
- 7.62 The proposal includes a number of new landscaping features and biodiversity enhancements which would contribute to the biodiversity target and create an enhanced visual appearance of the site.
- 7.63 Based on the above assessment, officers consider that the identified public benefits would outweigh the less than substantial harm caused to the heritage assets. As such, the proposed development would meet the statutory tests set out in the NPPF.

Archaeology

- 7.64 The application site lies in an area of archaeological interest which is likely to include the industrial archaeology of the 18th and 19th century Four Mills Distillery and potentially earlier remains with deeper intrusions.
- 7.65 Whilst the applicant has submitted a written scheme of investigation, this would not cover all stages of archaeological investigation should significant remain be encountered. As such, a two-staged compliance condition would be secured as suggested by GLAAS.

Neighbour Amenity

- 7.66 Development Plan policies seek to protect neighbour amenity safeguarding privacy, not creating allowing unacceptable levels of noise and manage construction impacts.
- 7.67 The adjoining property at 21-22 Gillender Street contains habitable windows overlooking the northern service yard. However, the Barratt Industrial Estate redevelopment which is currently under construction will change the use to this building into a commercial use with the removal of the subject windows.

Privacy & Outlook

- 7.68 The southern elevation would introduce additional fenestration which has the potential to increase the level of overlooking to the residential flats within the former fire station building windows. However, given the existing layout and current levels of overlooking, this is considered to be acceptable.
- 7.69 The proposal would soften the edge along the River Lea which would improve the outlook of the neighbouring residential flats.

Noise & Vibration

- 7.70 The applicant has submitted a noise impact assessment to indicate the potential noise impact to the surrounding residential properties. The assessment looks at the construction and operation noise, as well as the noise from the proposed plant.
- 7.71 The findings indicate a potentially significant adverse impact to the residential units in the former fire station building during the construction stage. This would be similar to the residential units to the north of the site (within the Barratt Industrial Estate) should these be occupied prior to the construction works taking place.

- 7.72 The noisiest external works would include the breaking-up of concrete slabs, making new openings in the building and associated piling for the water tank. It has been acknowledged that these works are likely to be short-term. In addition, the applicant has committed to using the best practicable means to control the noise. As such, this is considered to be acceptable on balance.
- 7.73 The proposal includes the continuation of the existing 24/7 servicing arrangement. External operational noise from the proposed development would mainly include the vehicle manoeuvring activities in the service yards. Whilst this follows the existing arrangement, the installation of acoustically absorbent canopies is proposed in both service yards to mitigate the adverse impacts.
- 7.74 In the northern yard, the cantilever canopy would protrude 7m from the north façade of the locally listed building whilst the access to the south yard extending circa 27m from the pavement on Gillender Street would be covered by a canopy on the existing structure. In addition, the loading and unloading activities in the southern yard are proposed within the building which would further minimise the adverse impact from these activities.
- 7.75 The noise from future plant and mechanical installation has been considered in the noise impact assessment; however, no details were provided given that end users are unknown at present. In order to comply with the policy requirements of achieving noise levels of 10dB below the lowest measured background noise level, a condition would be imposed to provide further details on plant selection, location and configuration.
- 7.76 Overall, it is considered that the proposal would not result in an unacceptable impact to the residential amenity of the surrounding properties given the proposed mitigation measures.

Transport

- 7.77 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.

Vehicular, pedestrian and cycle access

- 7.78 The proposal seeks to retain the existing vehicular access into the two service yards on Gillender Street. The existing loading bay in the central part of the site on Gillender Street is to be removed and utilised for the creation of new pedestrian access which is strongly supported.
- 7.79 The cycle access is proposed through the door within the northern service yard. This would result in the cyclists sharing access with other vehicles entering the northern service yard which raised concerns over the potential interaction. Physical barriers and road markings are proposed to separate the cycle access within the northern yard which is considered acceptable.
- 7.80 Transport for London requested further information regarding the local cycling access. In order to encourage cycling and pedestrian movement in the area, the applicant has suggested providing a contribution towards improvements to the subways along the A12 which will be secured in the legal agreement.
- 7.81 Overall, it is considered that the proposal would provide a more formalised and regulated access arrangements into the site which is supported.

Trip Generation, Deliveries & Servicing

- 7.82 The applicant has submitted a Delivery and Servicing Plan. No details have been provided on the current trip generation; however, it has been noted that the current use has been scaled down due to the current occupier moving out and as such, it is acceptable to provide further details via a condition.
- 7.83 All of the servicing and deliveries would occur within site. In order to ensure that no servicing and deliveries activities take place on street, the applicant will provide financial contributions

towards the revision of the current waiting and loading/unloading restrictions along Gillender Street would be revised to ensure that there are enforceable restrictions.

- 7.84 Further information would be submitted via a condition once the end users are known to ensure that there is no adverse impact on the safety and capacity of the road network.

Car Parking

- 7.85 A total of 10 car parking spaces with electric vehicle charging infrastructure are proposed for operational purposes. Whilst the provision of car parking would not contribute to sustainable travel, it has been noted that the proposed spaces have been designed to accommodate slightly larger vehicles used for smaller servicing and deliveries purposes. In addition, the provided spaces could be converted into disabled bays for staff should the need arise.
- 7.86 One accessible car parking bay for staff is proposed adjacent to the cycle parking entrance in the northern service yard. In order to future proof further provision if there should be demand, the applicant has confirmed that an additional accessible bay could be created through the conversion of other car parking spaces.

Cycle Parking and Facilities

- 7.87 There is no existing cycle parking on the site at present. The whole extent of the site, including both existing and new floorspace, would generate the need for 45 long-stay spaces and 15 short-stay spaces.
- 7.88 A total of long-stay 60 cycle parking spaces have been proposed in the northern part of the grade II listed building which exceeds the minimum policy requirements. In terms of the design of the cycle spaces, the applicant has proposed a semi-vertical rack and 5% of the cycle spaces would be provided as Sheffield stands.
- 7.89 The proposal includes the provision of 8 Sheffield stands on Gillender Street to cater as short-stay cycle spaces. The area is under regeneration and it is likely to experience an increase in footfall over time. It has been noted that there is one footway along the street; however, the proposed short-stay spaces on the street are considered acceptable on balance given that the footway on Gillender Street is wide.
- 7.90 The proposal involves the provision of changing rooms and lockers which is supported. Given the proximity to the gym, it is likely that these would be shared between the cycle parking users and gym users. Nonetheless, the provision is likely to encourage cycling.

Travel Planning

- 7.91 The applicant has submitted a draft Travel Plan. A detailed final plan would be secured via a legal agreement.

Environment

Air Quality

- 7.92 The Council's air quality officer confirmed that the proposal would be air quality neutral and there is not likely to be an exceedance of relevant National Air Quality Objective levels. As suggested in the air quality assessment and reinforced by the air quality officer, further information on the control of dust and emissions during construction would be provided prior to works taking place.

Biodiversity

- 7.93 The Council's biodiversity officer reviewed the proposal. The proposed biodiversity features and enhancements would contribute to the Local Biodiversity Action Plan. Further details and information would be requested via a condition.

Energy & Environmental Sustainability

- 7.94 The proposal would result in the enhancement of the existing energy levels through the reduction of the existing energy baseline and improvements to reduce CO2 emissions of the scheme by 74%. The proposed development would achieve BREEAM Very Good which is acceptable.

Flood Risk & Drainage

- 7.95 The Environment Agency and the Council's suds officer have no objections to the proposal. As suggested by the Council's suds officer, a surface water drainage scheme would be secured via a condition.

Land Contamination

- 7.96 The Council's contaminated land officer requested further details to be submitted in the case of contamination found on site during works. This would be secured via a condition.

Waste

- 7.97 Two refuse areas are proposed to serve the site, one situated in each servicing yard. No details on the capacity have been provided, however, it is noted that end users are unknown at present.
- 7.98 The submitted draft Site Management Plan confirms that the waste will be managed centrally through a building management system. This is considered acceptable in principle and further details on the waste capacity and management would be requested via a condition.

Infrastructure Impact

- 7.99 The proposed development would be liable for Mayor of London CIL of approximately £27,660.
- 7.100 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.
- 7.101 The applicant has agreed to meet all of the financial contributions that are sought by the Council's Planning Obligations SPD, as follows:
- £10,000 towards the revision of the waiting and loading restrictions along Gillender Street
 - Lighting improvements to the A12 subways
 - Monitoring fee

Human Rights & Equalities

- 7.102 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.
- 7.103 The proposed development would result in the creation of a fully accessible workspace and the provision of a disabled bay on the site. As such, the proposal would have a positive impact on the groups sharing protected characteristics.
- 7.104 The proposed development would not result in adverse impacts upon equality or social cohesion.

8. RECOMMENDATION

- 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. £10,000 to revise the waiting and loading restrictions along Gillender Street
- b. Lighting improvements to the A12 subways
- c. Monitoring fee of £500 per heads of term

8.3 Non-financial obligations:

- a. Travel Plan
 - b. Compliance with Considerate Constructors Scheme
 - c. Highways agreement (s278)
- 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. Time limit (3 years).
2. Compliance with approved plans.
3. Contamination presence
4. Provision and maintenance of cycle parking and disabled bay on site
5. Car parking use (for operational purposes only)

Pre-commencement

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

6. Demolition and Construction Environmental Management Plan:
7. Archaeological written scheme of investigation

Pre-superstructure works

8. Details and samples of external facing materials.
9. Surface Water Drainage Scheme
10. Details of biodiversity mitigation and enhancements

Pre-occupation

11. Site Management Plan
12. Deliveries and Servicing and Waste Management Plan
13. Mechanical plant details.

8.7 Informatives

1. Permission subject to legal agreement.
2. Development is CIL liable.
3. Energy monitoring and data disclosure.

APPENDIX 1

LIST OF APPLICATION DRAWINGS AND DOCUMENTS FOR APPROVAL

Drawings:

GBE3BY- MSA- ZZ- ZZ- DR- A- 2000
GBE3BY- MSA- ZZ- 00- DR- A- 2001 PL2
GBE3BY- MSA- ZZ- 01- DR- A- 2002 PL2
GBE3BY- MSA- ZZ- 02- DR- A- 2003 PL2
GBE3BY- MSA- ZZ- 03- DR- A- 2004 PL2
GBE3BY- MSA- ZZ- ZZ- DR- A- 2005 PL2
GBE3BY- MSA- ZZ- 00- DR- A- 2006 PL6
GBE3BY- MSA- ZZ- 01- DR- A- 2007 PL6
GBE3BY- MSA- ZZ- 02- DR- A- 2008 PL6
GBE3BY- MSA- ZZ- 03- DR- A- 2009 PL8
GBE3BY- MSA- ZZ- 04- DR- A- 2010 PL6
GBE3BY- MSA- ZZ- ZZ- DR- A- 2011 PL8
GBE3BY- MSA- ZZ- ZZ- DR- A- 2012 PL6
GBE3BY- MSA- ZZ- ZZ- DR- A- 2013 PL3
GBE3BY- MSA- ZZ- 04- DR- A- 2014 PL1
GBE3BY- MSA- ZZ- ZZ- DR- A- 2015 PL1
GBE3BY- MSA- ZZ- ZZ- DR- A- 2015 PL2
01 B
02 A
03 B
70053755-ATR-011 A

Documents:

Air Quality Assessment, November 2019
Archaeological Desk Based Assessment, November 2019
Built Heritage Statement, November 2019
Construction Logistics Plan, November 2019
Cycle Parking – Cycle Racks
Design and Access Statement, November 2019
Ecological Assessment, November 2019
Flood Risk Assessment & Sustainable Drainage Strategy, November 2019
Framework Delivery and Servicing Plan, November 2019
Framework Travel Plan, November 2019
Landscape Design Philosophy, dated 12/11/19
Noise Impact Assessment, November 2019
Noise Management Plans, 27 February 2020
Noise Management Plan Response dated 9 April 2020
Planning Statement, 28 November 2019
Site Management Plan, 28 November 2019
Soft Landscape Works Maintenance and Management Proposals, 12/11/19
Statement of Community Engagement, September 2019
Sustainability Benefits
Sustainability Statement, November 2019
Transport Statement, November 2019
Transport Technical Note 1 – Transport Response
Written scheme of investigation for archaeological fieldwork, November 2019

APPENDIX 2

SELECTION OF APPLICATION PLANS AND IMAGES

Existing photos



Gillender Street



Southern service yard



Northern service yard

Existing drawings



Existing ground floor plan



1 Existing West Elevation
1:200



2 Existing East Elevation
1:200



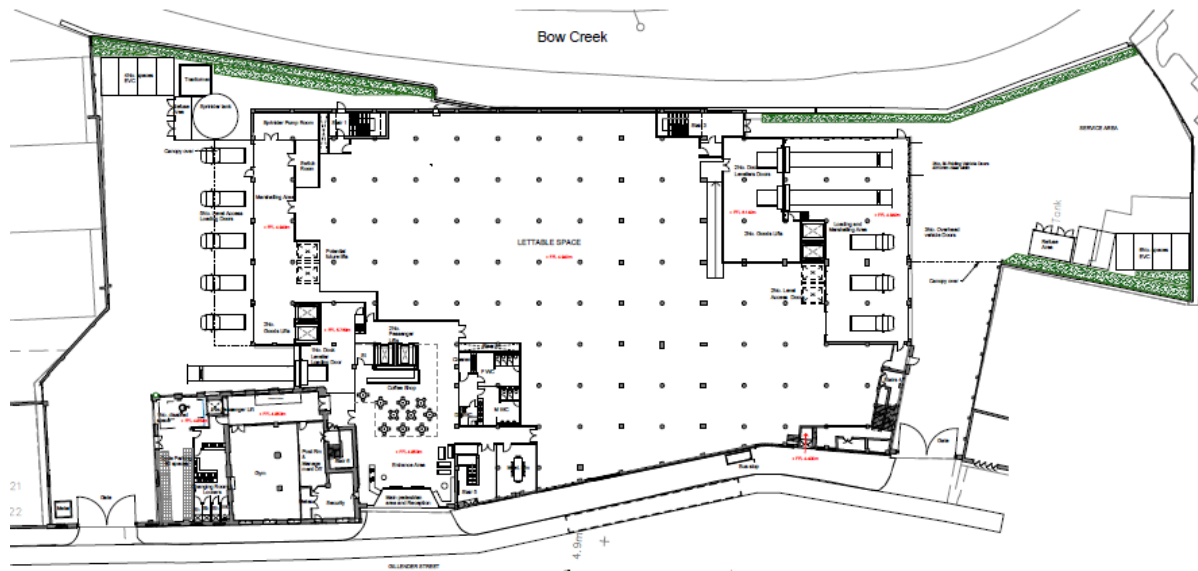
3 Existing North Elevation
1:200



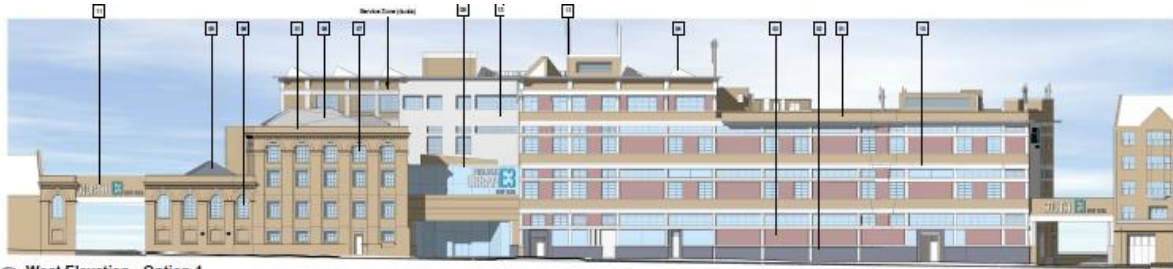
4 Existing South Elevation
1:200

Existing elevations

Proposed drawings



Proposed ground floor plan



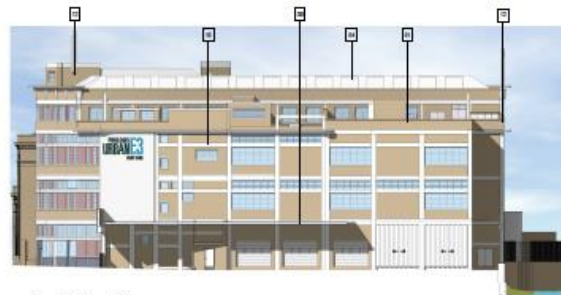
① West Elevation - Option 1
1:200



② East Elevation
1:200



③ North Elevation
1:200



④ South Elevation
1:200

Proposed elevations

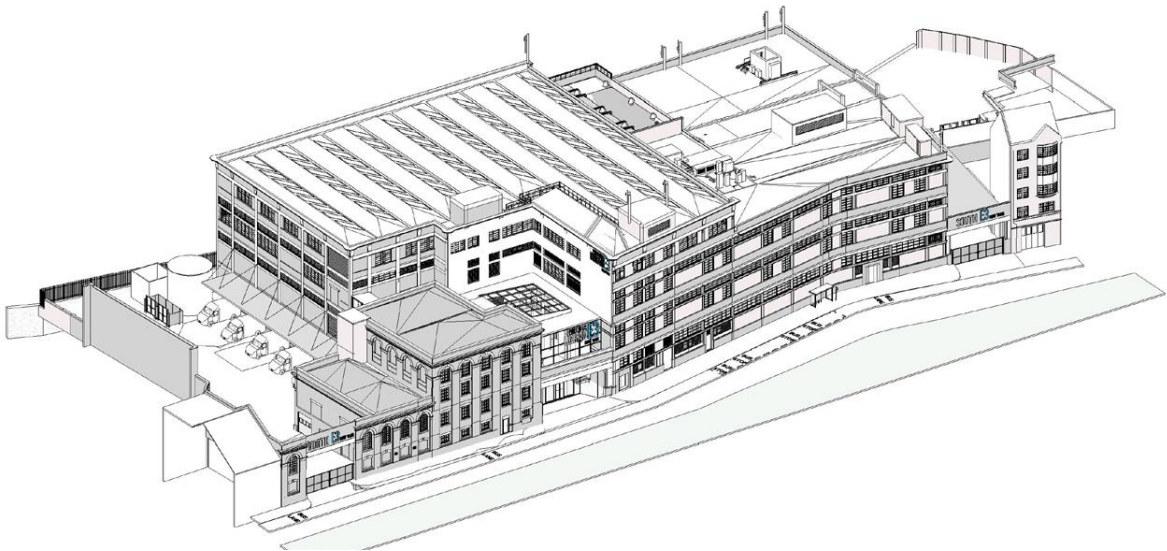
Proposed images and 3D CGIs



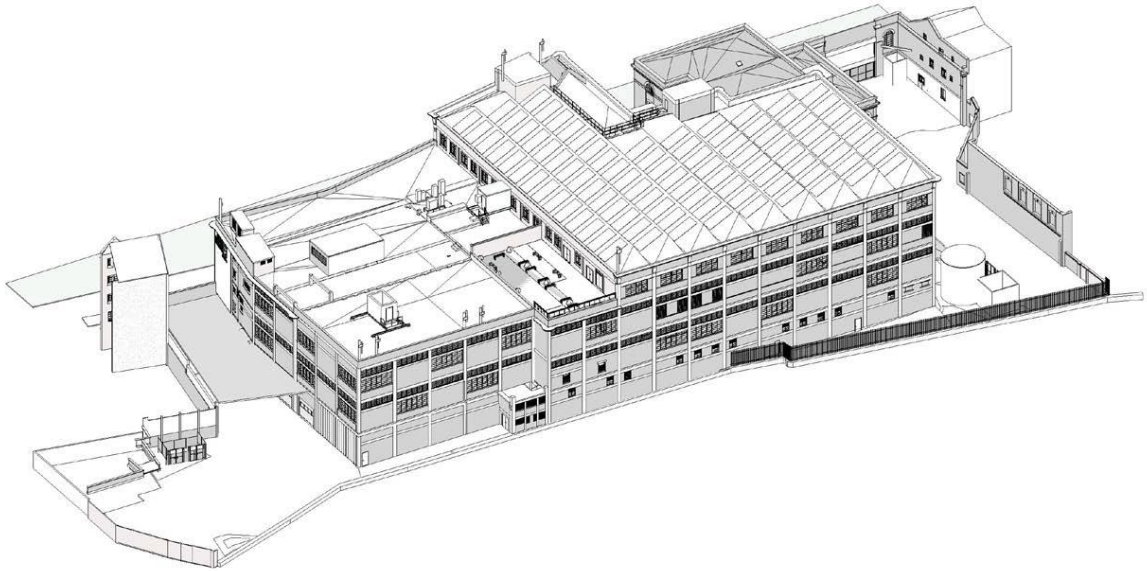
New glazed entrance on Gillender Street



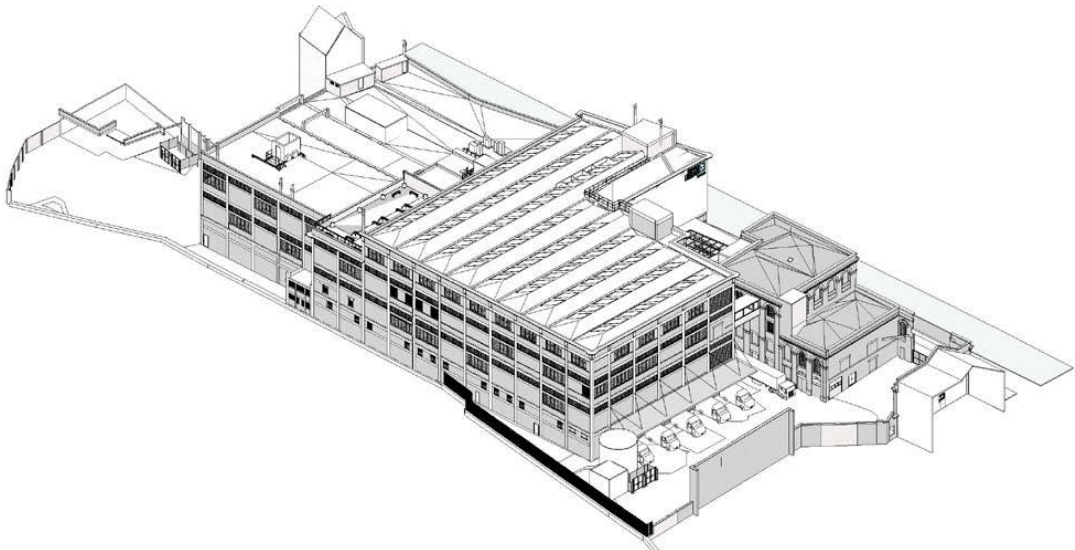
3D section image of the new glazed entrance.



View along Gillender Street



View along the River Lea (from south)



View along the River Lea (from north)