

## Planning Committee

Wednesday 25 September 2019

6.30 pm

Ground Floor Meeting Room G02 - 160 Tooley Street, London SE1 2QH

### Membership

Councillor Martin Seaton (Chair)  
Councillor Kath Whittam (Vice-Chair)  
Councillor Barrie Hargrove  
Councillor Adele Morris  
Councillor Margy Newens  
Councillor Damian O'Brien  
Councillor Catherine Rose  
Councillor Cleo Soanes

### Reserves

Councillor Eleanor Kerlake  
Councillor Sarah King  
Councillor Richard Livingstone  
Councillor James McAsh  
Councillor Hamish McCallum  
Councillor Darren Merrill  
Councillor Jason Ochere  
Councillor Jane Salmon

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### INFORMATION FOR MEMBERS OF THE PUBLIC

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#### Access to information

You have the right to request to inspect copies of minutes and reports on this agenda as well as the background documents used in the preparation of these reports.

#### Babysitting/Carers allowances

If you are a resident of the borough and have paid someone to look after your children, an elderly dependant or a dependant with disabilities so that you could attend this meeting, you may claim an allowance from the council. Please collect a claim form at the meeting.

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**Contact:** Gerald Gohler on 020 7525 7420 or email: [gerald.gohler@southwark.gov.uk](mailto:gerald.gohler@southwark.gov.uk)

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Members of the committee are summoned to attend this meeting

**Eleanor Kelly**

Chief Executive

Date: 13 September 2019



# Planning Committee

Wednesday 25 September 2019

6.30 pm

Ground Floor Meeting Room G02 - 160 Tooley Street, London SE1 2QH

## Order of Business

Item No.	Title	Page No.
	<b>PART A - OPEN BUSINESS</b>	
	<b>PROCEDURE NOTE</b>	
<b>1.</b>	<b>APOLOGIES</b>	
	To receive any apologies for absence.	
<b>2.</b>	<b>CONFIRMATION OF VOTING MEMBERS</b>	
	A representative of each political group will confirm the voting members of the committee.	
<b>3.</b>	<b>NOTIFICATION OF ANY ITEMS OF BUSINESS WHICH THE CHAIR DEEMS URGENT</b>	
	In special circumstances, an item of business may be added to an agenda within five clear days of the meeting.	
<b>4.</b>	<b>DISCLOSURE OF INTERESTS AND DISPENSATIONS</b>	
	Members to declare any personal interests and dispensation in respect of any item of business to be considered at this meeting.	
<b>5.</b>	<b>DEVELOPMENT MANAGEMENT</b>	1 - 4
	<b>5.1. LAND BOUNDED BY LOWER ROAD, REDRIFF ROAD, QUEBEC WAY AND SURREY QUAYS ROAD AND SITE AT ROBERTS CLOSE, SE16</b>	5 - 271

**ANY OTHER OPEN BUSINESS AS NOTIFIED AT THE START OF THE MEETING AND ACCEPTED BY THE CHAIR AS URGENT.**

**EXCLUSION OF PRESS AND PUBLIC**

The following motion should be moved, seconded and approved if the committee wishes to exclude the press and public to deal with reports revealing exempt information:

“That the public be excluded from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in paragraphs 1-7, Access to Information Procedure rules of the Constitution.”

Date: 13 September 2019

## Planning Committee

### Guidance on conduct of business for planning applications, enforcement cases and other planning proposals

1. The reports are taken in the order of business on the agenda.
2. The officers present the report and recommendations and answer points raised by members of the committee.
3. The role of members of the planning committee is to make planning decisions openly, impartially, with sound judgement and for justifiable reasons in accordance with the statutory planning framework.
4. The following may address the committee (if they are present and wish to speak) for **not more than 3 minutes each**.

- (a) One representative (spokesperson) for any objectors. If there is more than one objector wishing to speak, the time is then divided within the 3-minute time slot.
- (b) The applicant or applicant's agent.
- (c) One representative for any supporters (who live within 100 metres of the development site).
- (d) Ward councillor (spokesperson) from where the proposal is located.
- (e) The members of the committee will then debate the application and consider the recommendation.

**Note:** Members of the committee may question those who speak only on matters relevant to the roles and functions of the planning committee that are outlined in the constitution and in accordance with the statutory planning framework.

5. If there are a number of people who are objecting to, or are in support of, an application or an enforcement of action, you are requested to identify a representative to address the committee. If more than one person wishes to speak, the 3-minute time allowance must be divided amongst those who wish to speak. Where you are unable to decide who is to speak in advance of the meeting, you are advised to meet with other objectors in the foyer of the council offices prior to the start of the meeting to identify a representative. If this is not possible, the chair will ask which objector(s) would like to speak at the point the actual item is being considered.
6. Speakers should lead the committee to subjects on which they would welcome further questioning.
7. Those people nominated to speak on behalf of objectors, supporters or applicants, as well as ward members, should sit on the front row of the public seating area. This is for ease of communication between the committee and the speaker, in case any issues need to be clarified later in the proceedings; it is **not** an opportunity to take part in the debate of the committee.

8. Each speaker should restrict their comments to the planning aspects of the proposal and should avoid repeating what is already in the report. The meeting is not a hearing where all participants present evidence to be examined by other participants.
9. This is a council committee meeting which is open to the public and there should be no interruptions from the audience.
10. No smoking is allowed at committee.
11. Members of the public are welcome to film, audio record, photograph, or tweet the public proceedings of the meeting; please be considerate towards other people in the room and take care not to disturb the proceedings.

**The arrangements at the meeting may be varied at the discretion of the chair.**

**Contacts:** General Enquiries  
Planning Section, Chief Executive's Department  
Tel: 020 7525 5403

Planning Committee Clerk, Constitutional Team  
Finance and Governance  
Tel: 020 7525 7221/7420

<b>Item No.</b> 5.	<b>Classification:</b> Open	<b>Date:</b> 25 September 2019	<b>Meeting Name:</b> Planning Committee
<b>Report title:</b>		Development Management	
<b>Ward(s) or groups affected:</b>		All	
<b>From:</b>		Proper Constitutional Officer	

### RECOMMENDATIONS

1. That the determination of planning applications, or formal observations and comments, the instigation of enforcement action and the receipt of the reports included in the attached items be considered.
2. That the decisions made on the planning applications be subject to the conditions and/or made for the reasons set out in the attached reports unless otherwise stated.
3. That where reasons for decisions or conditions are not included or not as included in the reports relating to an individual item, they be clearly specified.

### BACKGROUND INFORMATION

4. The council's powers to consider planning business are detailed in Part 3F which describes the role and functions of the planning committee and planning sub-committees. These were agreed by the annual meeting of the council on 23 May 2012. The matters reserved to the planning committee and planning sub-committees exercising planning functions are described in part 3F of the Southwark Council constitution.

### KEY ISSUES FOR CONSIDERATION

5. In respect of the attached planning committee items members are asked, where appropriate:
  - a. To determine those applications in respect of site(s) within the borough, subject where applicable, to the consent of the Secretary of State for Communities and Local Government and any directions made by the Mayor of London.
  - b. To give observations on applications in respect of which the council is not the planning authority in planning matters but which relate to site(s) within the borough, or where the site(s) is outside the borough but may affect the amenity of residents within the borough.
  - c. To receive for information any reports on the previous determination of applications, current activities on site, or other information relating to specific planning applications requested by members.

6. Each of the following items are preceded by a map showing the location of the land/property to which the report relates. Following the report, there is a draft decision notice detailing the officer's recommendation indicating approval or refusal. Where a refusal is recommended the draft decision notice will detail the reasons for such refusal.
7. Applicants have the right to appeal to Planning Inspector against a refusal of planning permission and against any condition imposed as part of permission. Costs are incurred in presenting the council's case at appeal which maybe substantial if the matter is dealt with at a public inquiry.
8. The sanctioning of enforcement action can also involve costs such as process serving, court costs and of legal representation.
9. Where either party is felt to have acted unreasonably in an appeal the inspector can make an award of costs against the offending party.
10. All legal/counsel fees and costs as well as awards of costs against the council are borne by the budget of the relevant department.

#### **Community impact statement**

11. Community impact considerations are contained within each item.

#### **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

##### **Director of Law and Democracy**

12. A resolution to grant planning permission shall mean that the director of planning is authorised to grant planning permission. The resolution does not itself constitute the permission and only the formal document authorised by the committee and issued under the signature of the director of planning shall constitute a planning permission. Any additional conditions required by the committee will be recorded in the minutes and the final planning permission issued will reflect the requirements of the planning committee.
13. A resolution to grant planning permission subject to legal agreement shall mean that the director of planning is authorised to issue a planning permission subject to the applicant and any other necessary party entering into a written agreement in a form of words prepared by the director of law and democracy, and which is satisfactory to the director of planning. Developers meet the council's legal costs of such agreements. Such an agreement shall be entered into under section 106 of the Town and Country Planning Act 1990 or under another appropriate enactment as shall be determined by the director of law and democracy. The planning permission will not be issued unless such an agreement is completed.
14. Section 70 of the Town and Country Planning Act 1990 as amended requires the council to have regard to the provisions of the development plan, so far as material to the application, and to any other material considerations when dealing with applications for planning permission. Where there is any conflict with any policy contained in the development plan, the conflict must be resolved in favour of the policy which is

contained in the last document to be adopted, approved or published, as the case may be (s38(5) Planning and Compulsory Purchase Act 2004).

15. Section 38(6) of the Planning and Compulsory Purchase Act 2004 provides that where, in making any determination under the planning Acts, regard is to be had to the development plan, the determination shall be made in accordance with the plan unless material considerations indicate otherwise. The development plan is currently Southwark's Core Strategy adopted by the council in April 2011, saved policies contained in the Southwark Plan 2007, the where there is any conflict with any policy contained in the development plan, the conflict must be resolved in favour of the policy which is contained in the last document to be adopted, approved or published, as the case may be (s38(5) Planning and Compulsory Purchase Act 2004).
16. On 15 January 2012 section 143 of the Localism Act 2011 came into force which provides that local finance considerations (such as government grants and other financial assistance such as New Homes Bonus) and monies received through CIL (including the Mayoral CIL) are a material consideration to be taken into account in the determination of planning applications in England. However, the weight to be attached to such matters remains a matter for the decision-maker.
17. "Regulation 122 of the Community Infrastructure Levy regulations (CIL) 2010, provides that "a planning obligation may only constitute a reason for granting planning permission if the obligation is:
  - a. necessary to make the development acceptable in planning terms;
  - b. directly related to the development; and
  - c. fairly and reasonably related to the scale and kind to the development.

A planning obligation may only constitute a reason for granting planning permission if it complies with the above statutory tests."

18. The obligation must also be such as a reasonable planning authority, duly appreciating its statutory duties can properly impose i.e. it must not be so unreasonable that no reasonable authority could have imposed it. Before resolving to grant planning permission subject to a legal agreement members should therefore satisfy themselves that the subject matter of the proposed agreement will meet these tests.
19. The National Planning Policy Framework (NPPF) came into force on 27 March 2012. The NPPF replaces previous government guidance including all PPGs and PPSs. For the purpose of decision-taking policies in the Core Strategy (and the London Plan) should not be considered out of date simply because they were adopted prior to publication of the NPPF. For 12 months from the day of publication, decision-takers may continue to give full weight to relevant policies adopted in accordance with the Planning and Compulsory Purchase Act (PCPA) 2004 even if there is a limited degree of conflict with the NPPF.
20. In other cases and following and following the 12 month period, due weight should be given to relevant policies in existing plans according to their degree of consistency with the NPPF. This is the approach to be taken when considering saved plan policies under the Southwark Plan 2007. The approach to be taken is that the closer the



policies in the Southwark Plan to the policies in the NPPF, the greater the weight that may be given.

## BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Council assembly agenda 23 May 2012	Constitutional Team 160 Tooley Street London SE1 2QH	Gerald Gohler 020 7525 7420
Each planning committee item has a separate planning case file	Development Management 160 Tooley Street London SE1 2QH	The named case officer as listed or the Planning Department 020 7525 5403

## APPENDICES

No.	Title
None	

## AUDIT TRAIL

<b>Lead Officer</b>	Chidilim Agada, Head of Constitutional Services	
<b>Report Author</b>	Gerald Gohler, Constitutional Officer Jonathan Gorst, Head of Regeneration and Development	
<b>Version</b>	Final	
<b>Dated</b>	13 September 2019	
<b>Key Decision?</b>	No	
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b>		
<b>Officer Title</b>	<b>Comments sought</b>	<b>Comments included</b>
Director of Law and Democracy	Yes	Yes
Director of Planning	No	No
<b>Cabinet Member</b>	No	No
<b>Date final report sent to Constitutional Team</b>	13 September 2019	

<b>Item No.</b>	<b>Classification:</b>	<b>Date:</b>	<b>Meeting Name:</b>
5.1	OPEN	25/09/19 & 30/09/19	Planning Committee
<b>Report title:</b>	<p><b>Development Management planning application:</b> Application 18/AP/1604 for: Full Planning Application</p> <p><b>Address:</b> Land bounded by Lower Road, Redriff Road, Quebec Way and Surrey Quays Road and Site at Roberts Close, SE16</p> <p><b>Proposal:</b> Hybrid application seeking detailed planning permission for Phase 1 and outline planning permission for future phases, comprising:</p> <p>Outline planning permission (all matters reserved) for the demolition of all existing structures and redevelopment to include a number of tall buildings (up to 138m AOD) and up to 656,200sqm (GEA) of floorspace comprising the following mix of uses: retail (Use Classes A1-A5), workspace (B1), hotel (C1), residential (C3), assisted living (C2), student accommodation, leisure (including a cinema) (D2), community facilities (including health and education uses) (D1), public toilets, nightclub, flexible events space, an energy centre, an interim and permanent petrol filling station, a primary electricity substation, a secondary entrance for Surrey Quays Rail Station, a Park Pavilion, landscaping including open spaces and public realm, works to the Canada Water Dock, car parking, means of access, associated infrastructure and highways works and demolition or retention with alterations of the Press Hall and Spine Building of the Printworks; and</p> <p>Detailed planning permission for the following Plots in Phase 1:</p> <ul style="list-style-type: none"> <li>• Plot A1 (south of Surrey Quays Road and west of Deal Porters Way) to provide uses comprising retail (A1-A5), workspace (B1) and 186 residential units (C3) in a 6 and 34 storey building (129.4m AOD), plus a basement;</li> <li>• Plot A2 (east of Lower Road and west of Canada Water Dock) to provide a leisure centre (D2), retail (A1-A5), and workspace (B1) in a 4, 5 and 6 storey building plus a basement.</li> <li>• Plot K1 (east of Roberts Close) to provide 79 residential units (C3) in a 5 and 6 storey building.</li> <li>• Interim Petrol Filling Station (north of Redriff Road and east of Lower Road) to provide an 8-pump petrol filling station with kiosk, canopy and forecourt area.</li> </ul> <p>Each plot with associated car parking, cycle parking, landscaping, public realm, plant and other relevant works.</p> <p>The application is accompanied by an Environmental Statement submitted pursuant to the Town and Country Planning (Environmental Impact Assessment) Regulations 2011 (as amended).</p>		
<b>Wards</b>	Rotherhithe and Surrey Docks		
<b>From:</b>	Director of Planning		
<b>Application Start Date</b>	11/05/2018	<b>Application Expiry Date</b>	31/08/2018
<b>Earliest Decision Date</b>	20/07/2019	<b>PPA Date</b>	

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## Executive Summary

This hybrid planning application, submitted by British Land, is the culmination of over 5 years of engagement with the Council, with statutory bodies, and with local people groups and other stakeholders. The submitted Masterplan would lead to the complete transformation of the Canada Water core area, creating a major new town centre with a diverse mix of jobs, shops, homes, leisure activities and cultural facilities.

This report describes and assesses the application, including its impacts on the local area. The extent to which the application complies with the development plan is explained, including how it addresses the key objectives of the Canada Water Area Action Plan.

The recommendation of the Director of Planning is that planning permission should be granted, subject to conditions and completion of a satisfactory s106 legal agreement. The resolution of the Planning Committee would be required to be referred to the Mayor for London, and the final decision notified to the Secretary of State.

The report is set out as a series of chapters, relating to the following material planning considerations. More detail on each of the topics is set out in the body of the report, and supported where relevant by additional information in Appendices to the report.

**Chapter 1: Background information** describes the site and its context.

**Chapter 2: The Proposed Development** sets out nature of the planning application and a summary of the proposal for redevelopment of the site, including land uses, building form and heights and a description of the key documents which would be approved if planning permission is granted.

**Chapter 3: Relevant Planning History** details the planning permissions issued on the site and key decisions relevant to neighbouring sites.

**Chapter 4: The Development Plan** summarises the policy documents most relevant to the assessment of this planning application and the extent to which these are material considerations.

**Chapter 5: Consultation Summary** provides an overview of the responses received to the rounds of consultation undertaken for this planning application from the public, groups and statutory bodies. The public responses were broadly supportive of the proposed redevelopment but objections were raised to specific aspects, such as the building heights, transport, daylight and sunlight impacts, and construction phase impacts. The different aspects raised by the consultation responses are considered in the different topic chapters in this report.

### **Chapter 6: Principle of Development**

The principle of the redevelopment of Canada Water is established in the development plan. Policies in the Core Strategy and Canada Water Area Action Plan (AAP) support the creation of a new town centre with increased retail space, and a more intensive form of development to provide around 2,500 new homes and 2,000 jobs. Surrey Quays Shopping Centre, Surrey Quays Leisure Park and Harmsworth Quays Printworks are identified as site allocations in the AAP.

The London Plan (2016) identifies Canada Water as an Opportunity Area, with minimum targets of 2,000 new jobs and 3,300 new homes with significant potential for mixed use regeneration so that the Town Centre could evolve from a District to a Major Town Centre

(with potential for a substantial increase above the minimum targets). Canada Water is now also a Housing Zone, with the draft London Plan establishing it as a Major Town Centre with high potential for commercial and residential growth.

The proposed land uses within the Masterplan would accord with the AAP and would be suitable for a mixed use town centre. The proposal has been assessed against the series of overarching themes and objectives set out in the AAP. The scale of development is significantly higher than anticipated in the AAP and Core Strategy but is commensurate with that now set out in the draft London Plan. In principle, this level of development is considered acceptable. Later chapters of this report will consider the different environmental impacts of this scale of development.

### **Chapter 7: Environmental Impact Assessment**

The proposed development exceeds all three of the suggested thresholds for an urban development project in the EIA Regulations. Therefore an Environmental Statement has been provided with the application, in line with the topics required in the council's 'Scoping Opinion' issued in April 2018.

The ES models the 'worst case' scenario of the outline part of the proposal (given its inherent flexibility) plus the detailed plots. The environmental impacts are summarised in Appendix 8. Alternative proposals and the cumulative effects both as a combination of different effects associated with the development on defined sensitive receptors, and the combined effects with other reasonably foreseeable developments near the Masterplan site are also considered.

The environmental information must be taken into account when reaching a decision on this application.

The particular environmental effects and mitigation measures are detailed in the relevant chapters of this report, but it is recognised that overall the development would result a range of positive environmental effects and a range of adverse environmental effects, including some adverse residual environmental effects after mitigation measures. The flexibility sought for the outline component of the development does provide an opportunity for some of the adverse effects which have been identified to be 'designed-out' through the subsequent Reserved Matters process. The adverse impacts must therefore be weighed in the balance with all of the other benefits and dis-benefits arising from the application, and Members are referred to the conclusion to this report which draws these issues together.

### **Chapter 8: Density**

Policy 24 'Density of developments' of the Canada Water AAP expects development in the core area to be within the urban density range of 200-700 habitable rooms per hectare, with the only exceptions to this being when development has an exemplary design standard.

With the flexibility in the quantum and type of development sought in the outline development, only an estimated range of density can be calculated. With the minimum quantum of development a density of 422 habitable rooms per hectare is estimated which is within the expected density range for the AAP. The maximum parameter would have an estimated density of almost 1,200 habitable rooms per hectare. As an indication of how the parameters could be interpreted the Illustrative Masterplan is a more realistic portrayal of the potential of the plots, which would have a density of approximately 917 habitable rooms per hectare. Each future Reserved Matters Application would need to demonstrate how the architecture of the buildings, the quality of accommodation, and the public realm design would be of an exemplary standard. Given the prevailing direction of policy, this emphasis on design excellence is likely to be the key consideration for assessing the density of future phases of the Masterplan, rather than adherence to strict numerical ranges.

Detailed Plots A1, A2 and K1 each exceed the expected density range and so each need to demonstrate an exemplary quality of design and that they would not result in impacts that indicate over-development, such as substantial harm to neighbour amenity and transport. Such topics are covered in separate chapters of this report.

The density meets the expectations of London Plan policies 3.3 and 3.4, and Southwark Plan saved policy 3.11 on optimising housing supply and making efficient use of land, and with Core Strategy policy 5 as an exemplary standard of design would be achieved for this development within an Opportunity Area. It is also consistent with the broader approach to optimising development through high quality design as set out in the NSP and draft London Plan.

### **Chapter 9: Housing and Viability**

The proposed development would deliver a significant number of new homes at Canada Water and make an important contribution to borough-wide targets for housing delivery. A commitment to provide a minimum of 2,000 new homes has been secured, though the “maximum residential” scenario could see up to approximately 3,995 new homes being delivered. Within this overall figure, the development would deliver a wide range of housing types and tenures, including new family homes, wheelchair accessible homes and, potentially, student accommodation and specialist housing targeted at particular groups.

The development provides 35% affordable housing in a tenure mix that would comply with the New Southwark Plan: 25% social rent and 10% intermediate. This equates to a minimum of approximately 700 affordable homes, of which around 500 would be social rent and 200 a variety of intermediate housing types. Increases in housing delivery up to around 3,995 new homes would lead to a proportionate increase in affordable homes. This level of affordable housing is quite significantly beyond the viable position in present day terms and so invites some risk to the applicant, but this offer is possible due to a combination of factors including a commercial view of how the values will change over time and the inherent flexibility to amend the mix of land uses, phasing and form of development to better respond to market conditions. A review mechanism is proposed that would focus on the residential elements of the scheme only and potentially lead to increased affordable housing provision up to a cap of 40%.

The applicant has secured grant funding from the GLA equivalent to £39.1m and although this improves the viability position, grant funding would not in isolation make a policy compliant scheme viable in present day terms.

### **Chapter 10: Town Centre**

The Masterplan would transform the Town Centre offer at Canada Water, delivering an increase in the amount and range of retail, leisure and workspaces among a network of new streets, public squares and open spaces.

The proposed retail is focused on the delivery of a new Tesco Store, a new High Street connecting Canada Water Station and Canada Dock to Surrey Quays Station and Greenland Dock, and a network of more intimate, open-air retail streets in The Cuts and around the proposed Park. As well as the mix and type of uses in the redevelopment, the quality of the proposed environment in terms of the new routes and public realm and improved street layouts would create a more attractive and better connected town centre.

The existing leisure floorspace would be replaced in the minimum parameter scenario, with the maximum parameter allowing for a significant increase in leisure to assist in creating a new destination and improve upon the current offer. A new high quality public leisure centre is included in the first phase, and a replacement cinema would be provided as required by

the AAP.

Ambitions to capitalise on the excellent public transport accessibility would establish Canada Water as a major new employment destination, with a significant uplift in employment floorspace to be delivered across a range of workspaces. The Masterplan could deliver between 12,000 and 30,000 jobs on completion. The applicant would retain the ability to refurbish and repurpose the Printworks as a modern workplace, or redevelop it. Affordable workspace and affordable retail space would be secured through the s106 agreement.

Existing businesses, especially small independent businesses, would be given support during the redevelopment and may be accommodated in the completed scheme. A programme of meanwhile uses during the long build phase would ensure the site remains active, offers services, facilities and activities for the local community. Construction phase and end phase jobs and apprenticeships would be secured in the s106 agreement.

The ambitions for the town centre reflect those set out in the AAP and the London Plan and are supported. The transformation of the town centre, particularly into a major employment destination, would inevitably increase the number of people arriving at Canada Water on a regular basis. While this would be a gradual process, a successful and sustainable evolution into a Major town centre would be dependent on investment in supporting transport infrastructure and the quality of the public realm.

### **Chapter 11: Community Infrastructure**

The Environmental Statement models the demand for school places that might arise under various scenarios with differing amounts of new homes. Under the maximum residential scenario, it is estimated that the development could create demand for 324 primary school places and 168 secondary school places. While it is anticipated that there would be sufficient space in existing schools across the borough to absorb the additional secondary places, expansions of local primary schools would be required. The s106 agreement secures a £5m payment to deliver a 1x form of entry expansion and a “top up” payment thereafter commensurate with the number of additional homes provided.

The scheme would facilitate the delivery of a new health centre on the site of the former Rotherhithe Police Station (Zone M). The new health centre would address the demand for new health services created by this development, plus other committed schemes in the vicinity and allow for the relocation of the existing GP practice on Albion Street. Such a facility would allow for a model of healthcare that is supported by the Southwark Clinical Commissioning Group (CCG) and would comply with the requirements of the draft New Southwark Plan. In the event that it does not prove feasible to deliver the new health facility within agreed timescales, a s106 payment would instead be required linked to the demand created by this scheme alone.

The outline scheme allows for the delivery of up to 45,650sqm of community floorspace across the site and this would potentially allow for the delivery of a range of community facilities should a demand be identified.

An interim uses strategy would be developed to establish a programme of temporary events, spaces and facilities that would be delivered throughout the construction programme. This would maintain the vitality of the town centre, allow for the continuation of some of the local initiatives that have operated successfully from the site in recent years and, importantly, provide opportunities for social interaction and meeting places.

### **Chapter 12: Transport**

It is acknowledged that the designation of Canada Water as an Opportunity Area, where major growth will be focused, will need special attention to the transport impacts and how

they will be mitigated. The Canada Water Area Action Plan says that the council is aiming to make sure that the area is highly accessible, particularly by sustainable types of transport, such as walking cycling and public transport and to reduce the impact of new development on congestion and pollution.

Strategic modelling by the council and TfL formed the basis for the modelling undertaken by BL. The modelling included the 'do nothing', 'maximum residential' and 'maximum employment' scenarios. The trip generation for different modes during morning and evening peaks demonstrates the impacts the proposal would have on the transport network (public transport and highways). The servicing trips were also calculated. This chapter details the impacts on different modes of transport: Underground and Overground, bus, car, walking, cycling and the necessary measures to reduce and mitigate these impacts as far as possible to an acceptable level.

The Masterplan would deliver the objectives of the AAP by limiting car parking for residential and office uses to Blue Badge parking only. The town centre would re-provide public car parking (with a maximum of 1,000 space) but this would be significantly reduced in size from the current car parking provision and used more efficiently as a shared parking facility. The Masterplan would also create an enhanced environment with well designed streets and spaces that encourage walking and cycling.

Deal Porters Way would be re-aligned as a north/south High Street, providing bus services and infrastructure. Vehicle access is provided from Redriff Road to Deal Porters Way, the multi-storey carpark in Zone E, an underground car park in Zone G as well as providing servicing access.

Trip generation via all forms of travel would increase to in the region of 13,000 peak hour trips on completion and this demands careful management and mitigation. These issues are most acute for the southern part of the site and adjacent highway, which is the primary access/egress to the peninsula. The uses combine to present very challenging transport impacts, particularly for construction and servicing vehicle movements.

In achieving the council's objectives of creating a town centre with a vastly improved retail and leisure offer, a commercial area providing thousands of jobs and a neighbourhood delivering new homes including much needed affordable homes, there are expected to be impacts on the transport network that would lead to some congestion and increased journey times. This is, to a large extent, a result of the constraints on the existing transport system not least the fact that the site lies in a peninsula formed by the bend in the River Thames. Measures to mitigate the transport impacts of the development as far as possible are explained in this chapter, with investments in public transport (Surrey Quays station second entrance, Canada Water station, bus services and infrastructure), highway works, and measures to encourage walking and cycling.

The scale of the trip generation and correlating impact on the highway network corresponds with the scale of the development, in particular the retail floorspace. This trend is paralleled by the modelled bus journey time increases. The phased development, which would be implemented over a period of years, requires the council to ensure that the effects of the development are reviewed and assessed at each stage with mitigation secured relative to the differing quantum of retail floorspace.

Lastly, the construction phase impacts would also need to be minimised through the use of Construction Environment Management Plans, Construction Logistics Plans and temporary highway works.



### **Chapter 13: Design and Heritage Impacts**

The submitted Parameter Plans, Development Specification and the Design Guidelines which are for approval encapsulate the design principles for this Masterplan. The Masterplan would deliver a new town centre of scale, diversity and integrity within a robust urban framework defined by a well designed public realm, a considered and thoughtful heights strategy and an arrangement of development plots and new routes that complement and enhance the established character of the Canada Water area.

Three character areas are proposed across the site - the Town Centre, the Central Cluster and the Park Neighbourhood. Three main public spaces have influenced the arrangement; the Dock which would be enhanced with works to the western and southern sides; the proposed Town Square; and the proposed Park. These key deliverables would be secured in any permission. A series of smaller squares and places would add to the distinctive character of the development, and improve permeability. The public realm and landscaping has been designed to be inclusive, to allow for places for events and play, and incorporate high quality landscaping.

The redevelopment would provide a range of residential, work and leisure uses in a new town centre, with an increase in activities (particularly in the evening). The detailed designs would take account of Secured by Design recommendations with improved lighting and CCTV, and the increased number of residents, workers and visitors to the site would increase natural surveillance.

Mixed use Plots A1 and A2 would form the northern end of the proposed new High Street at the entrance to the Masterplan site. The tower in Plot A1 would be located close to the stations and existing towers. Both plots would provide generous areas of public realm, and create a new pedestrian/cycle link between Lower Road and the Dock.

Plot K1 would be a high quality residential block, sited alongside recent blocks on Quebec Way and the green spaces of Russia Dock Woodland and Stave Hill.

The Masterplan has been considered in terms of its impacts on heritage assets in the local and wider London areas. Careful consideration has been given to the impact of the proposed tall buildings on LVMF views especially from Greenwich Park towards grade I listed St Paul's Cathedral and from London Bridge to grade I listed Tower Bridge, with amendments made to the tallest towers in the outline Masterplan specifically to address the impact on these views and on the setting of listed buildings. The lowest order of less than substantial harm would be caused by the cluster of super-tall buildings interacting with Tower Bridge when viewed from the northern part of London Bridge. The tall buildings would be located outside the strategic view from Greenwich Park and its wider consultation area.

Plot A1 is considered to enhance the setting of the adjacent former Dock Offices, and cause no harm to the setting of the former London hydraulic power pumping station and St Olav's Kirke.

No harm would be caused by the Masterplan to the setting of the listed machinery of the former swing road bridge on Redriff Road. At further distance, the taller parts of the proposal may be visible from other listed buildings, such as Greenland Dock, although the proposal would appear in the distant backdrop.

The proposed tall buildings would be visible from within the closest conservation areas to the north-west of the site, however officers consider no harm would be caused to their character and appearance. No harm would be caused to the setting of the historic Southwark Park.

Where any harm is identified to the setting of heritage assets, this harm has to be

considered against the significant public benefits the proposal would provide.

Conditions are proposed to secure varying levels of archaeological investigation based upon the survival potential for different parts of the site. The creation of the railway tunnel and the docks would have removed some of the archaeology within the site, although the historic remains of the infilled docks would be of interest and should be recorded.

#### **Chapter 14: Quality of Accommodation**

The residential units in Plot A1 would have an exemplary quality of accommodation due to their generous internal sizes, predominance of dual aspect, and good daylight and sunlight. There would be a shortfall in amenity space (as the height of the tower affects the wind conditions around the upper floors and the practicality of larger balconies) so a planning contribution would be required; residents would be able to make use of the adjacent and improved Dock Office Courtyard and extended public realm around the building.

In Plot K1 the flats would be of an exemplary standard as all are dual or triple aspect (many with views towards Russia Dock Woodland and Stave Hill), with good private and communal amenity space, excellent daylight provision, and all but one exceeds the minimum internal size standard.

#### **Chapter 15: Neighbour Impacts**

The separation distances between the Detailed Plots in the first phase are broadly compliant with the minimum distances set out in the council's Residential Design Standards SPD, but where this hasn't been possible, the detailed design of individual elements of the proposed buildings has been carefully considered to reduce impacts. The Design Guidelines address this point for future phases and individual relationships can be considered, having regard to new land uses to be introduced, as part of the detailed design process for future Development Plots.

A comprehensive daylight, sunlight and overshadowing assessment has been completed in accordance with the industry standard methodology established by the Building Research Establishment (BRE). The assessment demonstrates that while a relatively large number of neighbouring properties and open spaces would experience very little or no tangible impact to existing levels of daylight, sunlight or overshadowing, others close to the development boundaries would be adversely affected. Noting that the BRE's target levels are advisory and that the Mayor's Housing SPG underlines the need for their flexible application in Opportunity Areas, these impacts are described in the Environmental Statement as ranging from minor adverse in the case of Columbia Point, Hothfield Place and many of the properties along Redriff Road to moderate and major adverse in the case of Orchard House and the Quebec Quarter. With so much of the development presented in outline only, the daylight and sunlight modelling is largely based on the maximum building envelope and so some of these impacts would naturally be reduced as the building heights and massing are broken down as part of the detailed design process for future phases.

Supplementary assessments have been provided to examine the detailed overshadowing implications at Russia Dock Woodland and Stave Hill Ecological Park, and these conclude that additional overshadowing would not have a significant impact on the woodland fringe, the ecology of specific areas identified by objectors or the wider ecological value of the designated local nature reserve. This view has been confirmed by the council's consultants and ecologist.

As a town centre location, guidance from the Institute of Lighting Professionals advises that higher levels of artificial lighting may be acceptable. This would need to be considered further in relation to the individual character areas described in the Design Guidelines and with reference to the particular relationships between new and existing buildings and

habitats that might be more sensitive to increases in artificial lighting. This process can be managed through the Reserved Matters process and addressed via planning conditions where appropriate.

Noise, vibration and dust arising through the demolition and construction process would affect the amenity of existing residents in the local area. Rigorous construction environmental management plans would be secured in the s106 agreement and would be required to detail a range of mitigation measures to reduce these impacts insofar as possible. Other issues that might affect residential amenity, including noise from plant, odour or hours of uses, would be addressed via planning conditions either on this initial application or on subsequent Reserved Matters Applications once the detailed composition of individual Plots is known.

### **Chapter 16: Green Infrastructure and Ecology**

The development would transform the quality of the landscape at the heart of Canada Water and deliver substantial urban greening. In doing so, the development would improve the quality of place, ecological value, resilience to climate change and the health and well-being of local people and visitors.

A new tree-lined Park would be at the centre of a new neighbourhood, a more civic Town Square would be provided on the existing Tesco site and a series of smaller landscaped squares would punctuate the development. The Dock Office Courtyard would be landscaped to form a public square adjacent to the new leisure centre as part of the first phase of development. A network of new streets would connect these spaces and provide green links between the area's existing green spaces: the Park Route running between Southwark Park and Russia Dock Woodland and the Central Cut connecting Canada Water Dock to Greenland Dock.

Improvements to the wetland habitats at Canada Water Dock would be secured and wider measures including green roofs and habitats for birds, bats and insects would be incorporated into new buildings and the wider landscape.

Although the transformation of the town centre necessitates the removal of many of the existing trees, those of greatest value along Redriff Road are retained. Through a combination of new tree planting in the public realm, planting on roof terraces and courtyard gardens within the Plots and a programme of off-site tree planting, there would be no net-loss of tree canopy cover across the site and more than triple the number of existing trees would be planted. The tree planting strategy would introduce a wider range of tree species that are better suited to the new environment being created, improving biodiversity and resilience.

### **Chapter 17: Energy and sustainability**

The submitted Energy Strategy follows the London Plan hierarchy by prioritising energy efficiency measures in the building design and fabric. It considers renewable technologies, and suggests heat pumps that would serve centralised heating systems in Development Plots. BL considers this to be a better carbon solution as the National Grid electricity supply decarbonises over the course of the Masterplan build out. The scheme is designed to accommodate the necessary plant space for future connection to a district heat network, although BL is not committing to providing a network at this outline application stage. This Strategy has been reviewed by WSP on behalf of the council and by the GLA. A detailed review would be secured in the s106 agreement to investigate whether connecting to the SELCHP would result in lower carbon emissions, and whether it is technically feasible and commercially viable. Carbon offset payments would be secured in the s106 agreement for the Detailed Plots and future Reserved Matters Applications to achieve the carbon reduction requirement of the London Plan.

Air quality impacts would principally arise as a result of dust during construction, emissions from traffic and emissions from plant and machinery. At completion of the development the predicted impacts on air quality are considered to be insignificant or negligible. Mitigation measures in the construction phase would be secured through the Construction Environment Management Plans (such as dust suppression measures).

Due to the historic uses on the site and current petrol station, there is potential for ground contamination to be uncovered during construction works. A remediation strategy would be developed to avoid harm to human health, property, controlled waters and wildlife.

The site benefits from strategic flood defences along the Thames, and in the unlikely event of a breach only isolated pockets of the site are liable to flood. The Reserved Matters Applications for these Zones would need to demonstrate how this risk is mitigated for the proposed uses. Sustainable drainage features would be incorporated into the public realm, with Plots A1 and A2 proposed to drain into Canada Water Dock.

The impact of the Detailed Plots and outline elements on wind conditions has been assessed and generally found to be acceptable. Certain parts of the site would need to give special consideration to wind conditions in the detailed building design and landscaping mitigation in the Reserved Matters stage to ensure comfortable levels in the new public realm and around building entrances.

**Chapter 18: Infrastructure and Utilities** considers the impacts on power, gas, drainage, potable water, telecommunications, TV and radio interference, aviation safeguarding, asset protection for transport infrastructure and the necessary mitigation for these aspects.

**Chapter 19: S106 and Community Infrastructure Levy** sets out the scope of the s106 agreement heads of terms that would need to be secured on any permission, and provides CIL estimates for the Detailed Plots.

**Chapter 20: Statement of Community Involvement, Equalities and Human Rights** summarises the community engagement undertaken by BL in recent years which is detailed in the Statement of Community Involvement and the Development Consultation Charter. The key principles from the Social Regeneration Charter and how aspects are to be secured through the planning system are outlined. It then assesses the likely equalities impacts from the proposal in the construction and operational phases, and considers the Human Rights Act. Members are reminded of the legal duty for public bodies to have regard to the advancement of equality in exercising its power.

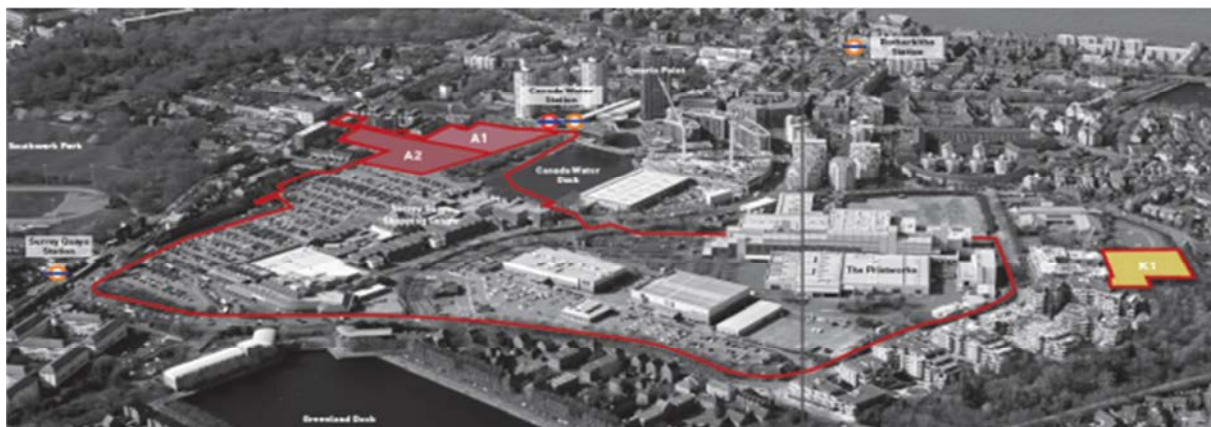
**Chapter 21: Conclusion** sets out the planning balance and the recommendation to approve the application.

## RECOMMENDATION

1.
  - (a) That planning permission is GRANTED subject to conditions, referral to the Mayor of London, and the applicant entering into an appropriate legal agreement; and
  - (b) That environmental information be taken into account as required by Regulation 3(4) of the Town and Country Planning (Environmental Impact Assessment) Regulations 2011 (as amended); and
  - (c) That the Planning Committee in making their decision has due regard to the potential Equalities impacts that are outlined in Chapter 20 of the officer report; and
  - (d) That following the issue of planning permission, the Director of Planning write to the Secretary of State notifying them of the Decision, pursuant to Regulation 24(1)(a) of the Town and Country Planning (Environmental Impact Assessment) Regulations 2011; and
  - (e) That following issue of planning permission, the Director of Planning place a statement on the Statutory Register pursuant to Regulation 24 of the TCP (EIA) Regulations 2011, which contains the information required by Regulation 21 and, for the purposes of Regulation 24(1)(c) being the main reasons and considerations on which the Planning Committee's decision was based shall be set out in the report; and
  - (f) That, in the event that the requirements of (a) are not met by 30<sup>th</sup> June 2020 that the Director of Planning bring the application back to the Planning Committee to consider whether it is appropriate to extend this date.

## Chapter 1: Background Information

- The Canada Water Masterplan covers a site area of 21.27 hectares and includes Surrey Quays Shopping Centre, Surrey Quays Leisure Park and the Harmsworth Quays Printworks, as well as the former Rotherhithe Police Station, Dock Office Courtyard and a parcel of land on Roberts Close.
- The site is bound loosely by Lower Road to the west, a combination of Surrey Quays Road, Canada Water Dock and the edge of The Printworks to the north, Quebec Way to the east and Redriff Road to the south.



**Figure 1:** Canada Water Masterplan Application Site Boundary

- The site is dominated by large format retailers and the prominent Harmsworth Quays Printworks with their associated surface level car parks, which together accommodate just over 2,100 car parking spaces. The Shopping Centre was built in 1988 with Tesco as the anchor store, as it is today. The Centre predominantly hosts chain stores and high street convenience shopping, though a small number of independent traders also have a presence.
- The principal operators at the Leisure Park are Odeon cinema, Hollywood Bowl and Buzz Bingo, alongside 4x restaurant/café operators.
- Since its construction in the 1980s (and later extension in 2000), Harmsworth Quays had operated as the print works for the Daily Mail and Evening Standard newspapers. Since the decision of the newsgroup to relocate its activities to Essex in 2011, the Printworks has hosted a number of temporary events and entertainment uses and currently has planning permission for the continuation of such uses until 2021.
- The 6 storey former Rotherhithe Police Station fronts Lower Road (A200) at the western edge of the site and largely ceased operation in 2013. It is currently occupied by ASC artists' studios.

Building	Main land use	Total Floor space (sqm) (GIA)	Total Floor space (sqm) (GEA)	Surface level car parking spaces
Surrey Quays Shopping Centre	Retail (A1-A5)	34,754	35,435	1,260
Surrey Quays Leisure Park	Leisure (D2)	12,645	13,172	585
Former Harmsworth	Industrial (B1/B2/B8)	42,047	44,541	270

Quays Printworks	Temporary Leisure (D2) use			
Former Rotherhithe Police Station	Sui Generis	1,046	1,165	3
<i>Dock Office Courtyard</i>	-	-	-	32
<i>Roberts Close</i>	-	-	-	-
<b>Total</b>		<b>90,492</b>	<b>94,313</b>	<b>2,150</b>

**Table 1:** Existing land uses

8. Despite the very distinct commercial character of the application site, it is to a large extent an island within the largely residential Rotherhithe and Surrey Docks wards. Immediately north of the site are the recent Barratt Homes developments of Victoria House, Vancouver House and Ontario Point and adjacent to this the Canada Estate, including the prominent 20-storey Columbia Point. Canada Water Library and Deal Porter Square sit between the above residential buildings and Toronto and Montreal House and the recently completed first phase of Sellar's Project Light, which includes the new Decathlon store with residential development above. Orchard House, Landale House, Courthope House and the residential properties at Hothfield Place are located on the western edge of the application site.
9. On the eastern fringe of the site, recent developments by London Square (Claremont House) and London & Quadrant (the Quebec Quarter) have delivered new homes in a series of blocks between 3 and 7 storeys that separate the application site from Russia Dock Woodland. The area to the north and east of the site is characterised by the expansive 1980s housing developments led by the London Docklands Development Corporation, with much of the old dockland infrastructure having either been removed or infilled in response to the decline of traditional industries.
10. This former industrial heritage is still evident with Canada Water Dock and Albion Channel immediately adjoining the site and connecting to Surrey Water, further north, while Greenland Dock is located to the south-east. These spaces are all protected as Sites of Importance for Nature Conservation (SINC) and, in combination with the extensive tree planting that accompanied the area's housing growth, make a significant contribution to the area's green character. The site also sits in close proximity to two major open spaces: Southwark Park to the south and Russia Dock Woodland and Stave Hill Ecological Park to the east. In addition to both sites being Metropolitan Open Land (MOL) and SINC, the latter is also a designated Local Nature Reserve.
11. Canada Water Underground Station is located immediately west of the site on Surrey Quays Road and is served by the Jubilee line and London Overground, while Surrey Quays Overground station is located at the south east corner of the site. This means the site benefits from regular services to running between the West End, Canary Wharf and Stratford, as well as Clapham Junction, Croydon and Shoreditch/Hoxton, amongst other places. Canada Water Bus Station sits next to the Underground Station and is served by buses running to central London (Waterloo, Victoria, Tottenham Court Road) and south-east London (Peckham, North Greenwich, Lewisham and Greenwich). As a result, some parts of the site benefit from excellent public transport accessibility (having the highest PTAL level of 6b), but the sheer size of the site and lack of permeability through it means that the wider area to the east of the Leisure Park, including Roberts Close, has a more limited PTAL of 3.
12. As noted above, the area has a rich industrial heritage having once been one of London's key Docklands, pivotal in the trade of timber. Though the remaining docks provide some insight to this past, there are no designated heritage assets within the site and only a limited

array in the immediate area. The Dock Office sits immediately on the western site boundary at Surrey Quays Road and is grade II listed, though this listing does not cover the associated courtyard which does form part of the development site. To the south-east of the application site, the turntable and machinery of the former swing road bridge on Redriff Road is also grade II listed and the grade II listed Swedish Seamen's Mission is located approximately 100m south of the site, between Lower Road and Southwark Park. The Printworks was granted immunity from listing in 2018. The nearest conservation area is St Mary's Rotherhithe Conservation Area, which is located approximately 450m north-west of the site.

13. The site is located in the Canada Water Opportunity Area, the Canada Water Housing Zone, the Canada Water Action Area Core and, in the emerging London Plan, is designated as a Major Town Centre. Specifically, the site also contains (in whole or in part) four separate allocated Proposals Sites in the Canada Water Area Action Plan:

**CWAAP5:** Decathlon Site, Surrey Quays Shopping Centre and overflow car park

**CWAAP8:** Rotherhithe Police Station

**CWAAP17:** Site E- Mulberry Business Park, Harmsworth Quays, Surrey Quays Leisure Park

**CWAAP18:** Roberts Close

14. Each of these allocations sets out required and acceptable land uses. The site is also located within the borough's Air Quality Management Area and, despite its proximity to the River Thames, elevated existing levels mean that the site is almost entirely in Flood Zone 1. The London View Management Framework (LVMF) protected viewing corridor between Greenwich Park and St Paul's Cathedral crosses the southern part of the site, running roughly from the western edge of Greenland Dock to the junction of Lower Road and Surrey Quays Road. The site is also located in the background of the dynamic looking east along the Thames from London Bridge.
15. The council has a freehold interest in parts of the application site. The council and British Land (BL, the applicant) entered into a conditional Master Development Agreement (MDA) in May 2018. Planning and other conditions have to be met before the agreement becomes unconditional. If planning permission is granted, and the agreement becomes unconditional, the Council will grant a new head lease to BL covering the entire site. The council would then have a 20% interest in the entire site. The agreement establishes the financial arrangement between the council and BL, which allows the council to invest or sell its interest in any plot as the development moves forward. The agreement also provides the council with an option to purchase social rented, and potentially intermediate, homes as they are constructed over the life time of the project. In addition the agreement obliges BL to provide a new leisure centre in the first phase, with the council's financial contribution to this facility capped at £35 million.



## Chapter 2: The Proposed Development

16. Planning permission is sought for the comprehensive redevelopment of the site for a wide range of uses. Given the size of the site and the anticipated length of the construction programme, the applicant, British Land (BL), has submitted a hybrid application whereby full planning permission is sought for the first phase of the development – Plots A1, A2 and K1 – and outline planning permission is sought (with all matters reserved) for the remaining areas of the site. Planning permission is also sought for an Interim Petrol Filling Station (IPFS).



**Figure 2:** Aerial Photograph of site identifying Detailed Plots

### Phase 1 – Detailed Plots

17. Full planning permission is sought for Plots A1 and A2, located at the western edge of the site adjacent to Surrey Quays Road and Plot K1, a separate parcel of land located on Roberts Close, 70m north east of the main site. Together, these Plots would deliver 265 new homes across a range of policy-compliant tenures, 1,918sqm of retail space, 38,088sqm of workspace and a new Leisure Centre. New and enhanced areas of public realm, including a direct link running from Canada Water Dock to Lower Road, would be provided in association with these Plots. A breakdown of the proposed land uses is provided below:

Land use	Use class	Plot A1 (sqm GEA)	Plot A2 (sqm GEA)	Plot K1 (sqm GEA)	Total (sqm GEA)
Retail	A1-A5	1,028	890	-	1,918
Workspace	B1	16,344	21,744	-	38,088
Residential	C3	21,580	-	7,723	29,303
Leisure Centre	D2		5,979	-	5,979
Parking & Plant	-	2,610	3,414	258	6,282
<i>Total (exc. P&amp;P)</i>	-	<i>38,862</i>	<i>28,813</i>	<i>7,723</i>	<i>75,288</i>
<b>Total</b>	-	<b>41,562</b>	<b>32,027</b>	<b>7,981</b>	<b>81,570</b>

**Table 2:** Proposed land uses in Phase 1

18. In addition, further plans and supporting documents were provided in October 2018 regarding the detailed delivery of an Interim Petrol Filling Station to be delivered in Zone C, close to the junction of Lower Road and Redriff Road. This would be a 8x pump petrol station with a typical kiosk, canopy and associated signage and would also require the installation of underground petrol tanks. This would replace the existing petrol filling station on Deal Porters Way.

### **Plot A1**

19. Plot A1 comprises a mixed use development of 989sqm of retail (Classes A1-A5), 16,553sqm of office (Class B1) and 186 flats (Class C3). The plot has been designed as a family of connected buildings comprising lower 6-storey buildings, that would contain the retail and office uses, and a tall building of 30- to 34-storeys containing the housing. All parts of the building would be linked at the lower levels and share a basement.



**Figure 3:** Model of A1 and A2 buildings and ground floor layouts/public realm

#### Office and retail buildings:

20. The ground floor would comprise of two retail units facing onto Deal Porters Way with the office main entrance between them. The office entrance hall would extend through to the western side of the building to a secondary entrance from the Dock Office Courtyard. The central part of the ground floor would provide informal working space, toilets and access to the upper levels by lifts and stairs. Building management offices are proposed near the centre of the building at ground and a small mezzanine level, accessed from the office entrance space. Another retail unit in the south-western corner of the building would front onto the new route and the landscaped Dock Office Courtyard. A small substation is proposed in the centre of the southern elevation.
21. The north-western corner of the ground floor would provide an enclosed, double height servicing yard and associated vehicle access onto Surrey Quays Road. There would be 3 loading bays for servicing, deliveries and refuse collection.
22. The first to fifth floors would provide office floorspace and associated lifts, stairs and toilets. A central lightwell would provide daylight to the central areas of the office. At first floor, two terraces on the southern and western sides, facing onto Plot A2 and the courtyard, would provide outdoor spaces for office workers. Further terraces are proposed at the upper office levels; a west-facing terrace at third floor level, a terrace at fourth floor level in the south-

western corner, and two terraces at fifth floor (in the north-western corner, and south-eastern corner). The roofs are used for green/brown roofs, PV panels, and the communal garden for the residential units within the tower.

23. The office buildings would have a parapet height of 29.35m AOD with a metal balustrade around the communal roof garden at 30.275m AOD. The office buildings would be finished with brick cladding, metal frame windows with metal cladding spandrels, and metal balustrades to the terraces. The three brick colours take their references from the listed Dock Offices and traditional warehouses. The linking elements between the residential tower and adjoining office buildings would be in curtain wall glazing. The double height servicing yard on Surrey Quays Road would be enclosed by perforated metal screens.

Residential tower:

24. The tower has three elements to it, each of a different height, grid form and colour of the metal cladding in grey, red and white. It would provide 186 flats (10 x studios, 82 x 1-bedroom, 78 x 2-bedroom, and 16 x 3-bedroom flats). 8 of these would be discounted rent units (intermediate tenure) and the other 178 would be private market tenure.
25. Most flats would have either a projecting balcony or recessed balcony of between 3sqm and 5sqm. The 10 units without a private balcony are studios. The residential units start at the second floor of the tower with two flats per floor, four flats at the sixth floor level along with a podium garden, and generally 8 flats per floor to levels above. A communal roof garden is provided at 6<sup>th</sup> floor level, atop the office accommodation below, with an indicative landscaping scheme demonstrating a mixture of hard and soft landscaped areas and space for under 5s play. Further communal roof terraces are provided at the 29<sup>th</sup> floor and at 32<sup>nd</sup> floor and would be enclosed by glass windscreens within the crowns of the tower.
26. The tower's tallest element would have a maximum height of 129.35m AOD at the crown, with the lower two elements finishing at 118.635m AOD and 108.43m AOD. Each element of the tower would be finished in a different colour metal cladding – white, dark red and dark grey are suggested in the visuals provided. The base of the tower would have concrete cladding. The corner of the tower would sit at the edge of the assessment area of the two LVMF viewing corridors. The height of the roof to the lower office buildings is below the 30m AOD height restriction prescribed by the LVMF requirements, with plant designed to be in the basement rather than on the roof.
27. The main residential entrance would be on the northern side of the building, near the junction of Deal Porters Way and Surrey Quays Road. A double height lobby, three lifts and stairs would be in this area. A separate dedicated cycle lift is provided to access the basement cycle parking.

Landscaping and public realm:

28. The proposed building would be surrounded by widened public realm on Surrey Quays Road and Deal Porters Way of mainly hard surfacing and two new street trees. Three trees on Surrey Quays Road are to be retained, and landscaping incorporated around their base.
29. The courtyard at the rear of the dock offices is to be landscaped and re-levelled to provide outdoor seating areas, additional tree planting and soft landscaping, retaining four existing mature trees, and creating a north-south public route through from Surrey Quays Road between the new building and dock offices, and linking to the new route alongside Plot A2.
30. A new pedestrian and cycle route is proposed to the south of the building, between Plots A1 and A2. This route would incorporate new planting and play opportunities. It would link through to the Dock Office Courtyard, and onto a new route further to the west to Lower Road past the former police station. There is a change in levels with Deal Porters Way set at

5.5m AOD, and Dock Office Courtyard set 3.2-3.9m AOD, requiring the new routes to the south and west of the building and in the Dock Office Courtyard to be ramped or have steps.

#### Transport

31. No on-site car parking is proposed. A coach drop-off and loading bay would be provided on the west side of Deal Porters Way to serve Plots A1 and A2. Cycle parking as a mix of double stackers and Sheffield stands is proposed in the basement for the residential and office uses, and shower facilities for the office cyclists. Twelve Sheffield stands (24 spaces) are provided for visitor cycle parking in the public realm outside A1 on Surrey Quay Road and Deal Porters Way, with a further 6 Sheffield stands (12 spaces) in public realm just off Surrey Quays Road, adjacent to the Dock Offices.
32. A chute for residential waste would be located in the circulation space on each residential floor, dropping down to a refuse store in the basement. A commercial waste store is proposed in the basement and a collection area within the servicing yard. The rest of the basement level would provide space for the associated plant, air handling equipment, sprinkler tanks and substation so that only limited areas of roof top plant are required.

#### Amendments since original submission

33.
  - Additional wind testing was undertaken since the application was submitted, and as a result of this the applicant has amended the landscaping of the roof top amenity space on the 6<sup>th</sup> floor. A pergola has been introduced, and along with the hedge planting would reduce the wind impacts. The extent of balustrades has also been reduced, and removed from the flat roof areas that are not used for amenity space.
  - The applicant also made amendments to the ground floor, resulting in a small area of floorspace (39sqm) changing from retail in the original scheme to now be in office use. The ground levels in the dock office courtyard and western office entrance were amended, which resulted in changes to the ramps and steps in the courtyard.

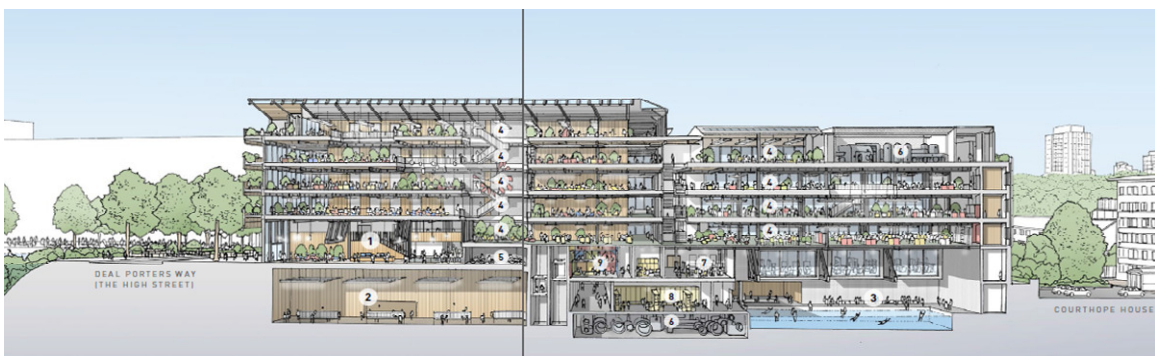
#### **Plot A2**

34. Plot A2 is a part 5/part 6-storey “L”-shaped building containing a new leisure centre (Class D1) at ground and basement level, a retail unit (Class A1-A5), and workspace (Use Class B1a) above. The building would be set back from Deal Porters Way and a new area of public realm and tree planting created, connecting to the new landscaped pedestrian route that would connect Lower Road to Deal Porters Way. Off this new route, the Dock Offices Courtyard would be re-graded and landscaped to provide a new public space between the two new buildings and the listed former Dock Offices.
35. At ground level, a generous office lobby area would front on to Deal Porters Way, while the entrance to the new leisure centre would face the newly landscaped Dock Offices Courtyard. Floor-to-ceiling windows along this frontage would allow for views into the leisure centre, including the main pool at basement level. The building, which would replace the existing Tesco petrol station, has been designed to echo the area’s dockland heritage and is conceived as a modern warehouse with a distinctive saw-tooth roof profile. The building would be clad in terracotta with metal detailing, as described in the design chapter below. At the rear, the office accommodation recedes in a series of steps where it meets the rear gardens of properties on Hothfield Place. These steps create a series of narrow terraces that would include permanent planting, but would not be accessible as recreational spaces for employees. A series of balconies front the office accommodation, affording views across Canada Water Dock and an amendment to the proposal has led to the integration of a semi-enclosed roof terrace in the rear projecting element of the office.

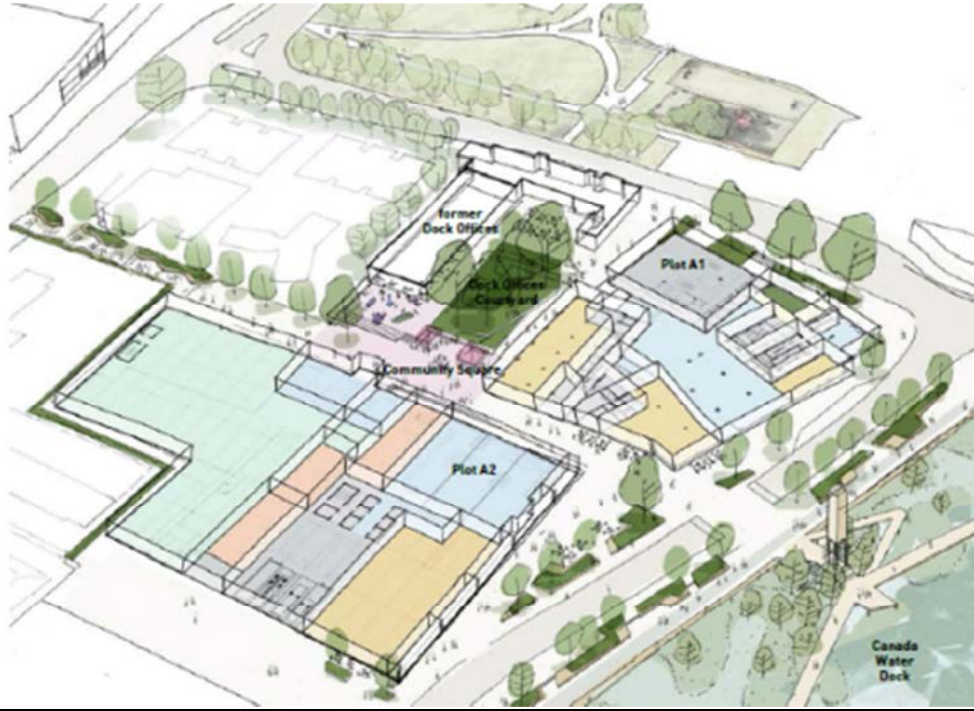


**Figure 4:** A2 building viewed from the southern edge of Canada Water Dock

36. The new leisure centre follows a brief set by the council's Parks and Leisure team and includes:
- 8x lane 25m pool
  - A learner pool
  - 4x court sports hall
  - 150x station gym
  - 3x studios
37. The detailed internal fit-out of the leisure centre is being negotiated outside of the planning process between BL and the council's Parks and Leisure team. The delivery of the leisure centre is secured via the Master Development Agreement – a separate agreement between the council and BL addressing land ownership. The delivery of this leisure centre is linked to the future of the existing Seven Islands Centre on Lower Road, though this sits outside the application site.



**Figure 5:** Section through A2 with Canada Water Dock on the left and Courthope House on the right



**Figure 6:** Slice through Plots A1 and A2 in context

38. The Plot A2 building includes an internal servicing yard with 3 loading bays that is accessed to the south of the Plot. Two disabled parking bays are located in front of the building on Deal Porters Way. Internal cycle storage and changing facilities are provided for employees, while 40 Sheffield stands (80 spaces) are located immediately outside the leisure centre on the new public route for visitor cycle parking.

#### Amendments since original submission

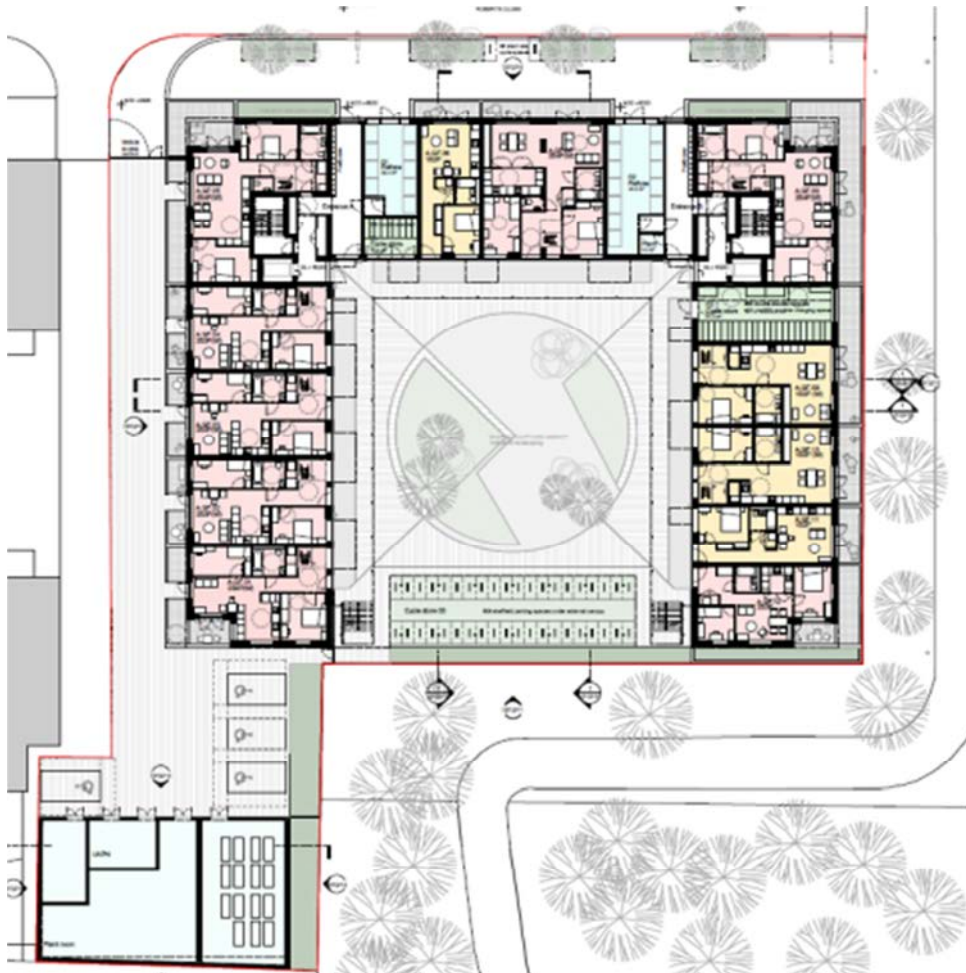
- 39.
- Vertical terracotta panels proposed instead of timber panels (improved fire safety);
  - Separation between the stepped rear flank of the building and Hothfield Place increased by 3m on each 'step';
  - Introduction of an accessible 221sqm roof terrace in the rear projected element;
  - Internal changes to leisure centre layout.

#### **Plot K1**

40. Plot K1 is a part 5/part 6-storey building comprising 79 affordable housing units: 60x social rented units and 19x intermediate housing units. Eight of the ground floor units would be wheelchair (accessible) units. The U-shaped building would enclose a central landscaped courtyard containing play space and tree planting. The block is orientated to maximise views out towards Russia Dock Woodland. A standalone plant room containing air source heat pumps is located on the southern side of the building, at the end of a private access road that also includes 4x disabled parking spaces and that separates the K1 building from Claremont House. The building has a maximum height of 20.5m (26.55m AOD) fronting Roberts Close, stepping down to 17.1m (23.1m AOD) on the two arms that enclose the courtyard and extend towards the Woodland.
41. The building would be set back from the site boundary on Roberts Close to allow for a wide pavement and planting, and is set back from the Claremont House on the southern edge of the site.
42. The ground floor flats on the southern side would have their own front door entrances off the

side access. The other flats would be accessed using two entrances from Roberts Close that lead into the courtyard and to two stair and lift cores to provide access to the upper floors. A 3m wide external “gallery” deck would wrap around three sides of the courtyard on the upper floors. Each of the upper storey flats has access to a private balcony. All residents would have unrestricted access to the shared communal courtyard.

43. It would be built in a variegated red brick for the main facades with a lighter brick used for the top floor, window reveals and courtyard elevations. The light-weight, powder-coated metal structure of the courtyard “gallery” deck would match with the coloured metal of the balconies, balustrades and window frames. Brown roofs are proposed for the main housing block, cycle shelter and plant enclosure.
44. Two cycle stores are proposed within the building (64 spaces in double stackers) and 80 spaces in Sheffield stands are proposed beneath a planted canopy in the courtyard on the rear boundary with Russia Dock Woodland. Two refuse stores are proposed on the Roberts Close side



**Figure 7:** Ground floor layout plan for Plot K1



**Figure 8:** Visual of K1 block from Russia Walk, looking south along Roberts Close

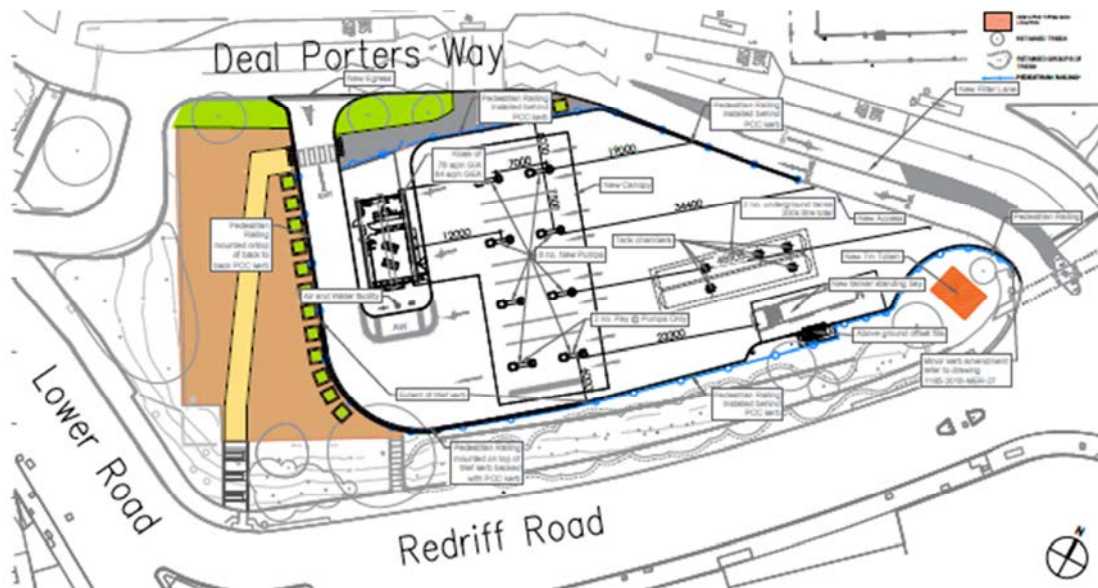
#### Amendments since the original submission

- Reduction in the number of units from 86 to 79, and change to the unit mix;
- Changes to the brickwork to change from a dark purple/red to red.
- Increase to the size of the balconies for the 3-bedroom flats.

#### Interim Petrol Filling Station

45. The Interim Petrol Filling Station (IPFS) effectively replaces the existing Tesco filling station that would need to be decommissioned to allow the construction of the new leisure centre/office building on Plot A2. The IPFS would occupy 0.46ha of land within Development Zone C close to the junction of Lower Road and Redriff Road. This land is currently used as surface level car parking. The IPFS would comprise 8x petrol pumps arranged in pairs and beneath a typical lightweight canopy with an associated retail kiosk (84sqm). The construction of the IPFS requires 2x 100,000L underground fuel tanks to be installed at the site. The detailed design would conform to technical guidance issued by the Association for Petroleum and Explosives Administration (APEA).
46. The IPFS would lead to the removal of 14x trees, but with 11x trees or tree groups retained, particularly on the southern edge along Lower Road and Redriff Road to maintain the green buffer between the site and the Osprey Estate further to the south. The existing staircase from Redriff Road to the Shopping Centre car park would be realigned to maintain direct pedestrian access between Surrey Quays Station and the Shopping Centre. The staircase would be enlarged and include a side gully to better accommodate cyclists.
47. The petrol filling station is referred to as being “interim” on the basis that it would eventually be incorporated within the wider redevelopment of Development Zone C. To facilitate this, the structural columns would protrude slightly above the lightweight canopy on the petrol station forecourt so that building could take place above this area in the future.





**Figure 9:** Layout of Interim Petrol Filling Station

### **Outline Permission**

48. Outline planning permission is sought for the remainder of the site with all matters reserved. This means that the Scale, Appearance, Layout, Landscaping, Access (“the reserved matters”) for the majority of the application site would all be specified via future Reserved Matters Applications (RMAs). Each of the “reserved matters” is defined in Article 2 of the Development Management Procedure Order (2015), as follows:

**Access** – the accessibility to and within the site, for vehicles, cycles and pedestrians in terms of the positioning and treatment of access and circulation routes and how these fit into the surrounding access network;

**Appearance** – the aspects of a building or place within the development which determine the visual impression the building or place makes, including the external built form of the development, its architecture, materials, decoration, lighting, colour and texture;

**Landscaping** – the treatment of land (other than buildings) for the purpose of enhancing or protecting the amenities of the site and the area in which it is situated and includes:

- (a) Screening by fences, walls or other means;
- (b) The planting of trees, hedges, shrubs or grass;
- (c) The formation of banks, terraces or other earthworks;
- (d) The laying out or provision of gardens, courts, squares, water features, sculptures or public art; and
- (e) The provision of other amenity features.

**Layout** – the way in which buildings, routes and open spaces within the development are provided, situated, orientated in relation to each other and to buildings and spaces outside the development;

**Scale** – the height, width and length of each building proposed within the development in relation to its surroundings.

49. For the purposes of the outline proposal, the remainder of the site has been divided into a series of notional Development Zones (each given a letter). Reserved Matters Applications may be submitted at a future date for Zones B to J in their entirety, or individual Plots or buildings within a Zone.



**Figure 10:** Development Zones

50. Though an outline planning permission would mean that the composition and detailed design of these Zones is not yet fixed, their future development potential would be dictated by a suite of control documents:
- **The Development Specification**
  - **The Parameter Plans**
  - **Design Guidelines**

### **Development Specification**

51. The Development Specification sets out the range of uses and the amount of floorspace that could be delivered across each of the Development Zones. It sets out that planning permission is sought for a maximum of 656,200sqm (GEA) of floorspace across a wide range of uses, excluding public toilets, parking and plant (potentially an additional 134,250sqm GEA). Each Development Zone has a defined 'cap' on the maximum amount of floorspace that could be delivered within it (the "Maximum GEA Cap Per Zone" row in Figure 11). Each land use has a cap on the amount that can be delivered across the whole site (the right-hand "Maximum GEA Cap by Use" column in Figure 11). The total of the maximum caps by land use significantly exceeds the "Total Maximum GEA Cap" (the final row in Figure 11) because of the flexibility to deliver more or less of these land uses, but cumulatively the development cannot exceed the overall site-wide maximum total cap.
52. In effect, this means that as Reserved Matters Applications (RMA) are submitted for Development Zones or individual Plots/buildings within a Zone, the Development Specification presents a menu of potential land uses that could be delivered by the applicant. This confers a significant amount of flexibility and agility to respond to market or policy conditions at different stages in the development programme. A reconciliation statement would be provided with each RMA setting out the cumulative provision across the site and

progress in achieving defined targets.

Development Zone	Use Class	Zone B GEA SQ M	Zone C GEA SQ M	Zone D GEA SQ M	Zone E GEA SQ M	Zone F GEA SQ M	Zone G GEA SQ M	Zone H GEA SQ M	Zone J GEA SQ M	Zone L GEA SQ M	Zone M GEA SQ M	Zone N GEA SQ M	Zone P GEA SQ M	MAXIMUM GEA CAP BY USE (SQ M)
Retail	A1-A5	9,000	2,800	32,700	6,600	3,700	21,700	5,300	3,000	800	400	500	150	86,650
Workspace	B1	41,500	27,600	80,300	19,000	38,500	5,000	67,600	1,500	11,500	-	-	-	282,500
Hotel	C1	-	-	7,500	-	-	-	-	-	-	-	-	-	7,500
Assisted Living	C2	-	-	-	3,700	-	15,500	14,400	20,200	9,700	-	-	-	35,700
Residential	C3	27,300	23,000	34,700	13,600	57,700	44,200	41,200	57,700	27,600	4,500	-	-	331,500
Community Facilities	D1	4,600	-	4,600	2,900	33,500	5,000	-	4,000	4,000	2,500	-	150	45,650
Leisure/ Cultural	D2	-	-	20,000	7,500	7,500	-	25,000	-	-	-	-	-	51,500*
Night Club	Sui Generis	-	-	1,500	-	-	-	1,500	-	-	-	-	-	1,500
Student Accommodation	Sui Generis	27,300	23,000	-	-	31,200	30,000	-	-	-	-	-	-	50,300
Energy Centre	Sui Generis	2,000	2,000	-	-	-	-	-	-	-	-	-	-	2,000
Primary Sub-Station	Sui Generis	-	-	-	3,000	-	-	-	-	3,000	-	-	-	3,000
Multi-Storey Car Park	Sui Generis	-	17,200	-	17,200	-	-	-	-	-	-	-	-	17,200
Petrol Filling Station	Sui Generis	-	3,000	-	3,000	-	-	-	-	-	-	-	-	3,000
Transport Infrastructure (potential second entrance to SQ Station)	Sui Generis	500	-	-	-	-	-	-	-	-	-	500	-	500
Flexible Events Space	Sui Generis	-	-	5,000	-	-	-	-	-	-	-	-	-	5,000
Parking and Plant	-	10,200	7,300	30,400	10,500	8,000	31,000**	18,400	13,700	3,400	400	250	200	133,750
Public Toilets	Sui Generis	-	-	-	-	-	-	-	-	-	-	-	-	500***
<b>MAXIMUM GEA CAP PER ZONE (SQ M) (excluding public toilets, parking and plant)</b>	-	76,000	48,900	159,800	36,600	89,900	65,900	82,500	60,700	29,800	5,200	750	150	
<b>TOTAL MAXIMUM GEA CAP (SQ M) (excluding public toilets, parking and plant)</b>	<b>656,200</b>													

**Figure 11:** The Development Specification

53. A series of further commitments are made to inform how the scheme would be delivered. These include:
- A minimum of 2,000 new homes (Class C3);
  - A minimum of 35% affordable homes across the site;
  - A minimum of 500,000sq ft (GIA)(46,452sqm) workspace;
  - A minimum of 500,000sq ft (GIA)(46,452sqm) retail (Class A1) and leisure (D2) space, including a new cinema.
54. The development would include a minimum of 49,500sqm of accessible public realm, including a new Public Park (minimum area of 13,000sqm of public realm) and a new Town Square (minimum of 4,500sqm new public realm).
55. In terms of car parking, the proposed development would deliver:
- A maximum of 1,000 town centre car parking spaces;
  - A minimum of 20% equipped with electric vehicle charging and a further 80% passive provision;
  - Residential units to be car-free, with the exception of a maximum 10% provision for wheelchair accessible units;
  - A minimum of 20% disabled car parking to be equipped with electric vehicle charging points.

## Parameter Plans

56. The Parameter Plans effectively establish an overall block structure and a maximum 3D building envelope within which the eventual development would sit. Specific plans dictate the maximum extent of individual zones and the minimum amount of public realm, extent of basement and maximum building heights. They also provide detail on the dominant land-uses in each Zone and indicate areas of potential access.
57. The Parameters Plans cover:
- Demolition
  - Existing and proposed site levels
  - Development Zones and Public Realm (maximum and minimum)
  - Building lines (maximum and minimum)
  - Maximum extent of basements
  - Maximum building heights for each zone
  - Main uses at ground floor level and upper floor levels
  - Areas where access points into Zones might be made from the public highway network

## Design Guidelines

58. The Design Guidelines establish a code that future plots and phases would be required to conform to in order to deliver design excellence across the site. While the guidelines would allow flexibility for architects tasked with the design of future plots, key principles would be established to ensure an appropriate standard of design is achieved and a level of coherence is delivered across the site. Separate sets of detailed guidelines apply to the buildings and to the public realm. Within each set of guidelines, a number of general principles are established that would apply across the whole masterplan site, while other guidelines are tailored to the specific character areas: the new town centre, the central cluster and the park neighbourhood, or to more specific parts of the site, for example, the new town square, or the new park.

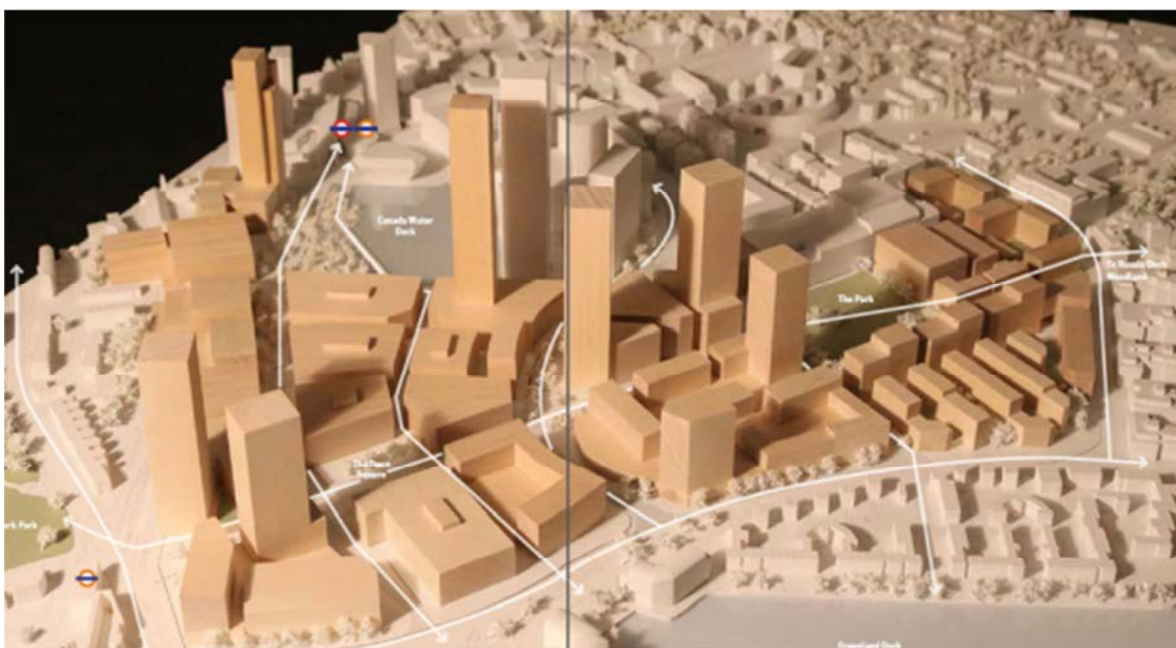
### “The Illustrative Masterplan”

59. The control documents provide a significant amount of flexibility around how the development might be realised. To make the outline element more tangible, BL has developed an “illustrative masterplan” (IMP), which is its informed interpretation as to what the scheme might eventually look like within these broad controls. This includes how buildings might be sculpted within the overall envelope allowed by the Parameter Plans, including how a finer grain of buildings, routes and open spaces would be delivered, and how the overall amount of floorspace might be divided between the various Zones. The IMP provides a helpful interpretation of how the control documents work in tandem and has been used both as a tool to test whether these measures work and to communicate how the development could be delivered.
60. The IMP has formed the basis for some of the assessments underpinning the application, most significantly the Financial Viability Appraisal (FVA), and has also been used to aid the commentary in the Environmental Statement, including the Townscape, Built Heritage and Visual Impact Assessment chapter. While the IMP represents the applicant’s informed thinking at this point in time, it remains one possible iteration of how the overall development might be realised.
61. The IMP includes: 274,759sqm GEA of residential floorspace (broadly equivalent to 2,817

units); 277,942sqm GEA of workspace floorspace; 71,227sqm GEA of retail floorspace; 12,473sqm GEA of leisure floorspace; 6,940sqm GEA of community use floorspace; and 4,100sqm GEA of hotel floorspace.



**Figure 12:** Illustrative Masterplan (as presented in DAS at submission)



**Figure 13:** Illustrative Masterplan (as presented in DAS at submission)

### **Amendments since original submission**

62. Since the original submission a number of changes have been made to the proposed development as a result of negotiations between officers and the applicant team, consultation comments received and as a result of the progression of designs by the applicant team. A number of these changes have led to updates to the Environmental Statement. The changes have resulted in re-consultations in October 2018, March 2019 and June 2019 and can be summarised as follows:

#### October 2018

- Reduction in height of residential towers in Zone D and Zone F, reduction in podium heights in Zone C and Zone D, minor increases in height of mid-rise blocks in Zones D, F, H and J;
- Introduction of Interim Petrol Filling Station (IPFS) as a detailed scheme;
- Area of basement beneath park reduced;
- Plot A1 landscape podium design updated;
- Plot A2 massing reduced at the rear to increase separation to Hothfield Place;
- Reduction in the number of units in Plot K1, new brick colour and revised unit mix to increased proportion of family homes;
- Additional daylight and sunlight information provided.

#### March 2019

- Basement depth increased for Zone L to accommodate primary substation;
- Residential parking numbers reduced to disabled provision only;
- Updated internal layouts and elevations for Plots A1, A2 and K1;
- Introduction of terracotta panels rather than timber for the Plot A2 facade;
- Introduction of roof terrace on Plot A2;
- Revised location for underground petrol storage tanks for IPFS;
- Environmental Statement Addendum – Overshadowing of Russia Dock Woodland and Stave Hill Ecological Park.

#### June 2019

- Affordable housing commitment increased from 35% of Phase 1, to 35% of overall residential provision (updated Housing Statement provided);
- Environmental Statement Addendum – updated modelling for transport, air quality, noise and vibration and socio-economic chapters;
- Updated Design Guidelines;
- Updated plans for the IPFS.

## Chapter 3: Relevant Planning History

### Application site:

#### 63. Surrey Quays Shopping Centre

##### **11/AP/4206**

Hybrid outline/full application for the erection of an extension to the existing shopping centre comprising retail floorspace (approximately 10,564sqm of Use Classes A1 retail, A2 services, A3 cafe/restaurant, A4 drinking establishments and A5 hot food takeaways), alterations to the appearance of the existing shopping centre, landscaping, and reconfiguration of part of the existing car parking and associated highway works (full) together with the erection of a single level car parking deck above part of the existing car park, incorporating additional retail floorspace (approximately 450sqm of Use Classes A1, A2, A3, A4 and A5) (outline).

*Split Decision, March 2012 – the extension of the shopping centre was granted, but the multi-storey car park refused. The scheme has not been implemented.*

#### 64. Surrey Quays Leisure Park

##### **09/AP/1999**

Outline permission for demolition of all existing buildings and erection of buildings ranging from 2 to 10 storeys (36.3m AOD) comprising 11,105sqm leisure floorspace (including cinema) (Class D2), 2,695sqm retail floorspace (Class A1-A3), 49,276sqm of private and affordable residential accommodation (Class C3), 495 car parking spaces (142 for residential and 350 for leisure uses and 3 for commercial uses) and associated works including public and private open space, as well as detailed design for 123 rooms (4,250sqm) of student housing (Sui Generis use), 2,500sqm commercial floorspace (Class B1), 86 residential units (included in the 49,276sqm referenced above) (Class C3) and the external appearance of any elevation facing Harmsworth Quays Printworks.

*Granted with legal agreement, October 2010*

##### **15/AP/4099**

Application for Reserved Matters for external appearance, landscaping and internal layout for Phase 1 comprising the construction of a basement and the construction of Block B (cinema) pursuant to condition 1 of planning permission 09-AP-1999 Outline planning permission for demolition of all existing buildings and erection of buildings ranging from 2 to 10 storeys (36.3m AOD) comprising 11,105 sqm leisure floorspace (including cinema) (Class D2), 2 695sqm retail floorspace (Class A1-A3), 49,276sqm of private and affordable residential accommodation (Class C3), 495 car parking spaces (142 for residential and 350 for leisure uses and 3 for commercial uses) and associated works including public and private open space, as well as detailed design for 123 rooms (4,240sqm) of student housing (sui generis use), 2500sqm commercial floorspace (Class B1), 86 residential units (included in the 49,276sqm referenced above) (Class C3) and the external appearance of any elevation facing Harmsworth Quays Printworks.

*Granted, January 2016*

##### **18/AP/2094**

Change of use of the Former Flaming Grill unit from restaurant (Use Class A3) to business (Use Class B1).

*Granted, August 2018*

##### **04/AP/2357**

The erection of a 2 storey building for a restaurant (343sqm) at ground level and a health

and fitness club (1491sqm) above, with re-configured parking and creation of a landscaped public space.

*Granted, April 2005*

#### 65. Harmsworth Quays Printworks

##### **16/AP/3818**

Change of use from a Printworks to an events and entertainment space with ancillary food, drink and ancillary storage for a temporary period of 5 years.

*Granted, December 2016*

##### **19/AP/1811**

Change of use of part of the ground and third floors from Class D2/Sui Generis (events and entertainment space with ancillary food, drink and storage) to Class D1 (higher educational facilities) for a temporary period of five years.

*Granted, August 2019*

#### 66. Former Rotherhithe Police Station

##### **18/AP/1534**

Change of use from Police Station (Sui Generis) to Class B1 (Business/Office)

*Granted, June 2018*

#### 67. Land at Roberts Close

No relevant planning history

#### **Relevant planning history of neighbouring sites:**

#### 68. Canada Water Sites A and B

##### **09/AP/1870**

“Site A” - Erection of a series of buildings comprising a 26 storey tower with ground floor mezzanine (max height 92.95m AOD) and 9 individual buildings ranging from 4 to 8 storeys in heights to provide 668 residential units, 958sqm of retail (Class A1-A3) and 268sqm of community use (Class D1), creation of new open space and construction of new roads, pedestrian and cycle routes and new access to the highway, together with associated works including the provision of public cycle facility, basement car parking for 166 cars and cycle parking, servicing, landscaping and planting

*Granted with legal agreement, February 2010*

##### **08/AP/2388**

“Site B” - Erection of part 7/part 8 storey building to provide 169 residential units (Class C3), 938sqm of retail (Class A1/A3) and 300sqm of ancillary residential floorspace (residents gym), 46 basement car parking spaces, together with access, hard & soft landscaping and other associated works

*Granted with legal agreement, December 2008*

##### **05/AP/2539**

“Site B” - Development of the site for mixed use purposes comprising residential flats, community use/public library (Class D1), offices, studio workshops and retail, in buildings up to a maximum of 10 storeys in height; creation of new areas of open space, construction of new roads, pedestrian and cycle routes and new access to the public highway together with associated works including the provision of parking, servicing and plant areas and a replacement entrance to London Underground Station



*Granted with legal agreement, May 2007*

**05/AP/2538**

“Site A” - Development of the site for mixed-use purposes comprising residential dwellings, Community use (Class D1) and retail (Class A) in buildings up to a maximum of 10 storeys in height; creation of new open space; construction of new roads, pedestrian and cycle routes and new access to the public highway; together with associated works including the provision of parking, servicing and plant areas and a replacement entrance to the London underground station.

*Granted, May 2007*

**05/AP/2530**

Public realm development works comprising of new open spaces, road infrastructure works, landscaping and environmental improvements

*Granted with legal agreement, May 2007*

**69. Decathlon – “Project Light” (Canada Water Sites C and E)**

**12/AP/4126**

Outline planning permission for the demolition of existing buildings on the site (the 'Decathlon' and 'What' Retail Stores) and the erection of 5 buildings (C1-C4 and E1) ranging from 5 to 40 storeys (150.86m AOD) comprising a maximum overall floorspace of up to 138,146.8sq.m GEA.

New buildings to comprise: up to 97,851sq.m of residential accommodation (Class C3) (equating to a maximum of 1,030 residential units), up to 12,300.9sq.m Class A1 retail store (including 10,178sq.m (net) sales area, 745sq.m ancillary office accommodation and 308sq.m ancillary cafe); up to 4,352.3sq.m of other retail (Class A1/A2/A3/A4 floorspace); up to 2,800sq.m of office space floorspace (Class B1), up to 658sq.m of health centre floorspace (Class D1) and up to 698.2sq.m of cinema floorspace (Class D2); 19,486.5sq.m ancillary parking (equating to up to a maximum of 466 parking spaces), plant and storage accommodation, including the provision of basements to provide vehicle and cycle parking, circulation, servicing and plant areas; new vehicle and pedestrian accesses and new public amenity space and landscaping including new public square.

Within the outline described above:

Full details are submitted for the access, appearance, landscaping, layout and scale of Building C1 and associated works; Full details are submitted for the layout, appearance and scale of Buildings C2, C3 and C4 and means of vehicular access, with layout of the linked basement, internal layouts of the individual buildings and landscaping reserved; All matters are reserved in respect of Building E1 (min 17.8m height, max 37.8m height, comprising up to 29,907.9sqm floorspace).

*Granted with legal agreement, December 2013*

The above planning permission has since been subject to minor-material amendments in references 15/AP/2821, 16/AP/0200 and 17/AP/3694.

**70. Mansion Wharf House/Landale House, Lower Road**

**13/AP/0999**

Alterations to the existing student accommodation building and construction of a 5-storey plus basement extension comprising 49 new bedspaces, and associated landscaping.

*Refused, July 2013*

*Allowed on Appeal, October 2014*

**13/AP/0744**

Alterations to the existing student accommodation building to include 28 additional bedspaces, the addition of two new light-wells to the south elevation and new glazing, the addition of a new single storey extension to provide a new common room and reception, alterations to the existing car park layout, the provision of a new cycle store and associated landscaping.

*Granted, May 2013*

**71. Mulberry Business Park (Kings College London), Quebec Way****13/AP/1429**

Redevelopment of the former Mulberry Business Park to provide buildings of between 4 and 9 storeys (maximum height 42.85m AOD), comprising 770 student bedrooms with related living/kitchen and communal spaces (sui generis); 33 affordable residential units (Class C3); 610sqm retail uses (Classes A1, A2, A3); 322sqm health centre (Class D1); 75sqm area of retail (Classes A1, A2, A3) or alternate non-residential institutional use (Class D1); 4,490sqm offices (Class B1); associated car parking, cycle parking and landscaped public realm; new vehicular and pedestrian access/egress and associated works.

*Granted with legal agreement, October 2013*

**72. Quebec Quarter (Quebec Way Industrial Estate)****11/AP/2565**

Demolition of three existing warehouse buildings and construction of 7 blocks between 3 and 6 storeys high (max 21m AOD); containing 366 residential units (142x 1 bed, 113x 2 bed, 98x 3 bed and 13x 4 bed) and commercial floorspace for Class A1 (shops) / A3 (restaurant/cafes) / D1 (non-residential institutions) / D2 (assembly and leisure) uses; with basement car parking, motorcycle and cycle storage, ancillary storage spaces and a new route through the site into Russia Dock Woodlands. New vehicle and pedestrian accesses to be created from Quebec Way.

*Granted with legal agreement, March 2012*

The above permission has since been subject to minor-material amendments under 13/AP/2426

**73. Claremont House, 24-28 Quebec Way (London Square)****15/AP/2217**

Demolition of existing building and redevelopment of site to provide a mixed-use building ranging from 4 to 7 storeys plus basement comprising 94 residential units (Use Class C3) and flexible commercial floorspace (Use Classes A1/A2/A3, B1, D1/D2); associated highway, public realm and landscaping works, car and cycle parking and associated works.

*Granted with Legal Agreement, March 2016*

## Chapter 4: The Development Plan

### The Development Plan

74. Section 38(6) of the Planning and Compulsory Purchase Act (2004) requires planning applications to be determined in accordance with policies set out in the development plan, unless material considerations indicate otherwise.
75. The statutory development plan for the borough comprises The London Plan (2016), The Core Strategy (2011) and saved policies from the Southwark Plan (2007). In addition, the Canada Water Area Action Plan (AAP) was adopted in November 2015 and represents the primary policy document for determining planning applications within the Canada Water area. The policies in the Canada Water AAP should be afforded significant weight as they comprise part of the adopted statutory development plan and deal directly with the redevelopment of the Canada Water area.

### **Canada Water Area Action Plan**

76. The Canada Water AAP provides locally-specific policies and guidance, prepared following consultation with the community within Canada Water and Rotherhithe. It is consistent with the policies for the Core Strategy and saved Southwark Plan, adjusting some of the overarching policies to reflect the issues as they specifically affect Canada Water. At the time of its adoption, in November 2015, it was agreed to be in general conformity with the London Plan. The London Plan was then updated in 2016, however the AAP is considered to remain in general conformity.
77. The 2015 AAP replaced the earlier 2011 version, which the council updated following the announcement that Harmsworth Quays Printworks would be closing, releasing for development a key site in the town centre. The Plan sets out a vision for how the area will change in the period up to 2026.
78. The vision includes reference to strengthening the role of the area as a shopping destination, and providing a more diverse range of shops and other town centre uses to strengthen the economy. It also envisages 4,500 new homes in the core area, within mixed use developments, making better use of car parking, and making the area more accessible on foot, cycle and public transport. The vision also expects to see tall buildings on some sites in the core area where this helps to stimulate regeneration and create a distinctive place.

### **Core Strategy 2011**

79. The Core Strategy provides the spatial strategy for the borough and contains the strategic policies to guide development throughout Southwark during the period 2011-2026. It identifies Canada Water as a major town centre, and the core area as a place where tall buildings are possible. The Core Strategy supports additional business floorspace in Action Area cores, targeting 2,000 net new jobs at Canada Water, and expects to see 2,500 new homes in the core area.

### **Southwark Plan saved policies**

80. The Southwark Plan was adopted in 2007. In 2013 the council resolved to 'save' all of the policies in the Southwark Plan 2007, unless they had been updated by the Core Strategy, except for policy 1.8 (location of retail outside of town centres). Paragraph 213 of the NPPF states that existing policies should not be considered out of date simply because they were adopted or made prior to publication of the Framework. Due weight should be given to the

policies according to their degree of consistency with the Framework.

81. In the Southwark Plan, Canada Water is defined as an Action Area where change is expected in coming years to meet London's strategic vision and objectives. The Vision set out for Canada Water by the Southwark Plan is broadly consistent with that now contained in the Canada Water AAP, although the scale of ambition has increased over time and in subsequent development plan documents

### **London Plan 2016 (consolidated with alterations since 2011)**

82. The London Plan is the statutory Spatial Development Strategy for London, prepared by the Mayor for London. All of the council's own development plan documents have to be in general conformity with the London Plan. As an adopted plan, it carries significant weight in decision making.
83. In the London Plan Canada Water is defined as an Opportunity Area with significant potential for mixed use regeneration and intensification of existing commercial sites, focussed on the transport interchanges. A suggested capacity for 2,000 new jobs and a minimum of 3,300 new homes is given for the period up to 2031.
84. Within the London Plan Canada Water is designated as a district shopping centre, but with the potential to evolve to become a major town centre subject to retail demand.

### **Material considerations**

85. The policies in the National Planning Policy Framework (NPPF) are material considerations in the determination of all planning applications. The most recent version is the February 2019 update.
86. The Planning Practice Guidance (PPG) is applicable to the proposal, such as the guidance on air quality, climate change, CIL, contamination, design, effective use of land, EIA, flood risk and climate change, healthy and safe communities, historic environment, housing, light pollution, natural environment, noise, renewable and low carbon energy, town centres and retail, transport, trees, viability, waste and water. The sections relating to procedures are also relevant, such as the consultation and pre-decisions matters, determining a planning application, planning obligations and use of planning conditions.
87. Emerging planning policies at the London and borough levels are material considerations that can be given weight in line with paragraph 48 of the NPPF. The SPGs and SPDs on relevant topics are material considerations.

### **Draft New London Plan**

88. The draft New London Plan was published by the GLA on 30<sup>th</sup> November 2017 and the first and only stage of consultation closed on 2<sup>nd</sup> March 2018. A range of consultation responses were received to the draft policies from London councils, individuals, businesses, campaign groups, community groups, government bodies etc. The Examination in Public commenced on 15<sup>th</sup> January 2019 and concluded on 22<sup>nd</sup> May 2019. The Mayor then published an updated version of the New London Plan, the 'Consolidated Suggested Changes Version July 2019', which includes all of the Mayor's suggested changes to the Plan.
89. The draft New London Plan is the strategic plan which sets out an integrated economic, environmental, transport and social framework for the development of London for the period from 2019 to 2041. However, the annual housing targets are set for only the first 10 years of the Plan.

90. Under the New London Plan, Canada Water is designated as an Opportunity Area with an indicative capacity for 5,000 new homes and 20,000 new jobs. It is also classified as a Major Town Centre within a strategic area for regeneration, with high potential for residential growth and medium potential for commercial growth. It is also classified as an area with more than local significance for the night-time economy, with a mix of culture, leisure, food and drink and other activities during the evening and at night.
91. Due to the stage it has reached, just before its adoption, the New London Plan can be given moderate weight in decision making, and it is noted that the GLA, when commenting upon applications, do accord substantial weight to many of the emerging policies.

### **New Southwark Plan**

92. For the last five years the council has been preparing the New Southwark Plan (NSP) which will replace the saved policies of the 2007 Southwark Plan and the 2011 Core Strategy. The council concluded consultation on the Proposed Submission version (Regulation 19) on 27 February 2018. The consultation on the New Southwark Plan Proposed Submission Version: Amended Policies January 2019 was completed on 17 May 2019. It is anticipated that the NSP will be adopted in 2020 following an Examination in Public (EiP).
93. Paragraph 48 of the NPPF states that decision makers may give weight to relevant policies in emerging development plans according to the stage of preparation, the extent to which there are unresolved objections to the policy and the degree of consistency with the Framework. As the NSP is not yet adopted policy, it cannot be attributed full weight as a whole, but individual policies can be given weight (as set out below).
94. The evidence base to support the NSP is substantially complete. The NPPF states that the more advanced the preparation of the plan, the more weight can be given. The NSP has been subject to six rounds of consultation and comprehensive consultation reports have been prepared at each stage in response to representations. The council received 332 representations to the Proposed Submission version and as a result some policies were amended and further consultation took place earlier this year. The council received 131 representations to the Amended Policies consultation. A full consultation report incorporating comments from both stages of the Regulation 19 consultation will be prepared alongside Submission. The council is meeting various community planning interest groups, as well as preparing Statements of Common Ground with individuals and organisations who will be taking an active part in the EiP.
95. In response to the various rounds of consultation on the NSP, a variety of comments and objections were received from individuals, groups and businesses. Where no objections were received a draft policy can be given more weight than for policies where objections were received and have not been resolved, particularly where there is little change from current adopted policies. For example, the following NSP policies can be given moderate weight as no objections were received and they are very similar to policies in the development plan:
- P11 'Design of places'
  - P12 'Design quality'
  - P15 'Efficient use of land'
  - P16 'Listed buildings and structures'
  - P17 'Conservation areas'
  - P20 'Archaeology'
  - P35 'Betting shops, pawnbrokers and payday loan shops' (NB one objection was received from a bookmaker however the council has evidence to support the policy)

- P41 'Broadband and digital infrastructure'
- P42 'Healthy developments'
- P45 'Hot food takeaways'
- P48 'Walking'
- P50 'Cycling'
- P52 'Car parking' (no substantial objections were received, comments related to minimising residential car parking)
- P54 'Protection of amenity'
- P55 'Designing out crime'
- P59 'Biodiversity'
- P60 'Trees'
- P61 'Environmental standards'
- P65 'Environmental protection'
- P66 'Improving air quality'
- P69 'Reducing flood risk'

96. Where draft policies are different from the adopted policy (or are completely new policies) and objections were received, the specifics of those objections and the differences from the adopted policy need to be considered for each planning application proposal. For example,

- P26 'Office and business development' – objections were received to the 2 year marketing justification and the differentiation between Class B uses.
- P28 'Affordable workspace' – objections to the viability testing requirement and suggestions to strengthen the policy.
- P29 'Small shops' – objections were received to lowering the threshold of development that it applies to and to the 10% requirement.
- P30 'Town and local centres' – objections were received to lowering the threshold the policy applies to, and suggestions to strengthen the policy.
- P44 'Community uses' – representations were received about strengthening this policy.

97. Where objections were received to a draft policy and these have not been resolved through revisions, that policy can have only limited weight. In these instances, the degree of change from adopted policy on these topics should also be considered. Examples of these policies include:

- P1 'Affordable homes' – this amends the tenure split in the saved Southwark Plan policy 4.4. The amended policy in 2019 introduced a fast track method for schemes at 40% affordable housing, although this is links to the New London Plan where the Inspector's Report is awaited.
- P2 'New family homes' – objections were received to the proportion of 3-bedroom homes required in the CAZ and Action Area cores, although this is not significantly different to Core Strategy policy 7.
- P4 'Private rented homes' – the changes made in the 2019 version removed the higher bracket for affordable rent incomes.
- P9 'Optimising the delivery of new homes' – the changes made in the 2019 version relate to the removal of the density matrix in the draft New London Plan, for which the Inspector's Report is awaited.
- P14 'Tall buildings' – objections were made to the lack of a definition of a tall building, and the locations for tall buildings. Changes were made in the 2019 version to add clarity on these points.
- P24 'Student homes' – objections were received regarding the viability of providing affordable housing or a payment in lieu.
- P53 'Parking standards for disabled people and mobility impaired people'.

98. Within the NSP Canada Water is designated as a Major Town Centre with capacity to expand shopping space. It falls within the broader Rotherhithe character area, where the vision is to create a new destination around Canada Water Dock, creating a new heart for Rotherhithe. The application site is allocated as site NSP 82 in the NSP. Once adopted, this allocation will replace the site allocations in the Canada Water AAP. The allocation and related site vision can be afforded limited weight at this time, as while it reflects the changes in circumstances since the Canada Water AAP was adopted, 5 responses were received to the consultation (1 raised no objection, 1 did not provide comments, and 3 were in objection).
99. The NSP responds positively to the NPPF, by incorporating area visions, development management policies and 85 site allocations which plan for the long term delivery of housing. The NSP responds to rapid change which is occurring in Southwark and London as a whole, and responds positively to the changing context of the emerging New London Plan.
100. In line with paragraph 48 of the NPPF, as both the New London Plan and the New Southwark Plan are at an advanced stage of preparation (the New London Plan further progressed) both can be afforded some material weight and this is detailed in the report where relevant to particular policy issues.

### **Supplementary Planning Documents and Guidance**

101. Alongside the core development plan documents, both the Mayor and the council produce supplementary planning documents (SPDs) or guidance (SPGs) to provide more detailed guidance on the application of development plan policies. These can relate to defined geographical areas, or to topics within the Development Plan. For this application, some of the most relevant SPD and SPG documents are:

#### Southwark SPDs

102. Affordable Housing SPD (adopted 2008 and draft 2011)  
 Development Viability SPD (2016)  
 Residential Design Standards SPD (2011 with 2015 technical update)  
 Section 106 and CIL SPD (2015 and Addendum 2017).

#### Mayor of London SPDs and SPGs

103. Housing (2016)  
 Affordable Housing and Viability (2017)  
 Town Centres (2014)  
 London View Management Framework (2012).
104. This is not a comprehensive list of all documents relevant to this planning application. The full range of policies and supplementary planning guidelines that are most relevant to the determination of this application is set out in Appendix 4. In addition, the policies in the NPPF are material considerations in the determination of all planning applications.

## Chapter 5: Consultation Responses

105. Public consultation was held between 7 June 2018 and 20 July 2018 and comprised a press notice, site notices being erected around the perimeter and throughout the site, and letters being sent to just over 4,300 addresses within 150m of the site boundary. Further 21 day re-consultations were held in October 2018, February 2019 and June 2019 to highlight amendments to the scheme or the submission of further information linked to the Environmental Statement. The list of consulted organisations and local addresses is set out in Appendix 2.
106. In addition, BL has undertaken a wide range of consultation, which is summarised below under the Statement of Community Involvement section in Chapter 20 and reflected in the Development Charter appended to this report at Appendix 3.

### Neighbour responses

107. 288 consultation responses have been submitted in response to consultation from individuals or organisations. Broadly speaking, 48 responses were in support of the application, 233 in objection and 7 raising comments.
108. The scale of the application means that a reasonable proportion of responses raised some points in favour of the application alongside concerns. Where this is the case, and where the responses is unclear, officers have exercised judgement in determining how to categorise each response.
109. Of the responses, 184 (64%) raised points in relation to the Masterplan, 33 (31%) in relation to Plot A1, 50 (17%) in relation to Plot A2 and 156 (54%) of responses points in relation to Plot K1.
110. The submitted responses comprised in the region of 1,046 separate comments on various elements of the scheme. These can be broadly categorised as follows:

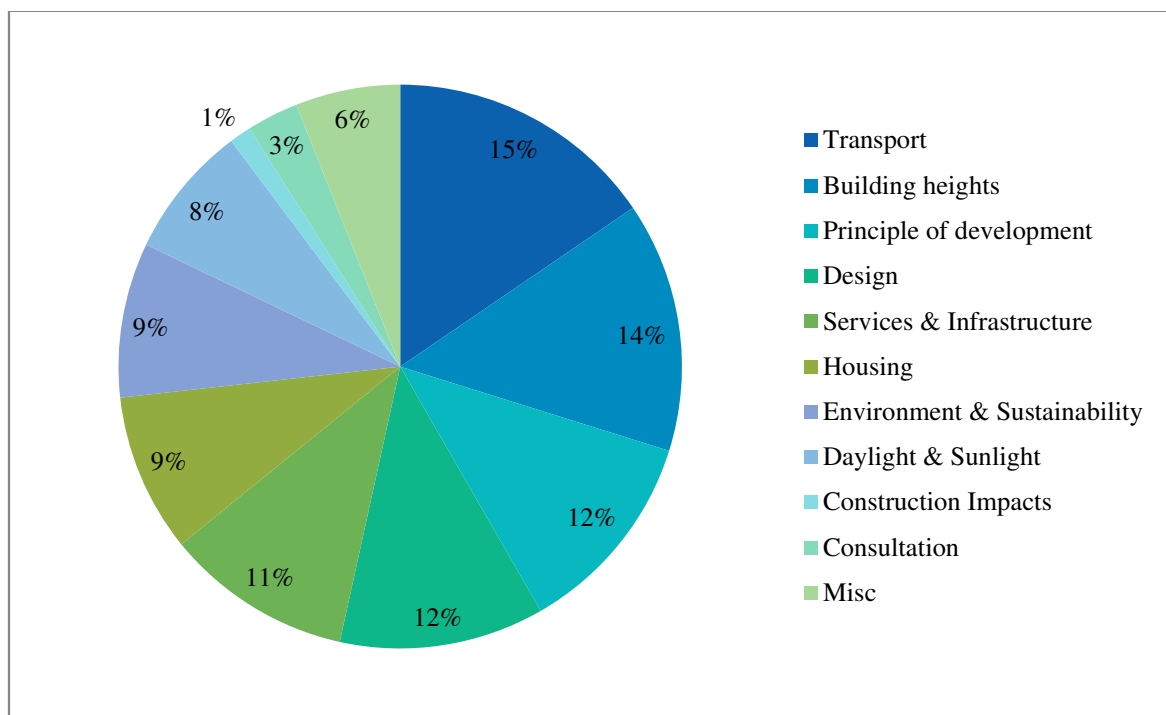


Figure 14: Overview of comments received through consultation



## Summary of public consultation responses by theme

### *Principle of development/land use issues*

111. Of those objecting to the development, a further 25 responses confirmed their support for the overarching principle of the redevelopment. The ambition, vision or themes of the Masterplan attracted support, particularly the delivery of new homes, jobs and public spaces. The opportunities for new employment were acknowledged by a number of respondents and some comments stated that the development would create a stronger sense of place or improve quality of life at Canada Water. Despite noting broad support, a significant number of responses then focused on a range of more detailed or specific concerns. This included concerns regarding the scale of development, the lack of clarity around investment in supporting infrastructure or other more detailed objections to elements of the scheme.
112. Those objecting in this regard stated that the proposal was an over-development of the site, that it is too dense and would have a harmful impact on local infrastructure. Some objectors stated that the level of change presented was inappropriate and others a belief that flaws in the submitted application undermined the ability to deliver a masterplan that fully benefited the local community. The diverse range of responses on the principle of development is perhaps best captured by one response stating *“an extremely well considered scheme... can't wait for it to begin as it's just what Southwark needs”* and another stating *“I don't think we should build in this area, which is nice and quiet”*.
113. Several objections cited the amount of flexibility sought by BL, the extent of the development that is only “outline” at this stage and the lack of a clear phasing plan as all being reasons that the current proposal should be rejected by the council.

### *Housing*

114. Respondents both supported and objected to the number of homes being proposed. More generally, there was support for affordable housing provision – particularly new social housing – but there were concerns about the amount of affordable housing being delivered and the lack of certainty around the latter phases. Some objectors stated that affordable housing is no longer genuinely affordable. Several respondents stated that there was a need for more homes designed for families.
115. A number of objections were received that were critical of the distribution of affordable housing: both the lack of affordable housing in Plot A1 and the concentration of social housing in the Plot K1 block. Some objectors described this as failing to deliver mixed communities. A number of objectors stated that K1 was a poor location for housing in comparison to Plot A1. Many of the objections to the K1 building were submitted by residents living in the vicinity of this Plot.

### *Town Centre*

116. Consultation revealed general support for the expansion of town centre uses. Specific comments supported the creation of a new High Street, while a new shopping area and a wider range of retailers was also supported. Some comments were received that a careful balance between the amount of offices and housing was required. Objections to the town centre element included that the amount of employment and retail space envisaged is in excess of that outlined in the Canada Water AAP and so would lead to overcrowding and contribute to the sense that the proposal is an over-development of the site. Some objectors stated that commercial uses should be provided as part of the mix on Plot K1, as

is the case at neighbouring Claremont House and the Quebec Quarter.

*Supporting services and infrastructure*

117. A large number of objectors were concerned at the lack of clear proposals to provide new schools, health centres and other local facilities given that a number of local facilities are already at capacity. A small number of responses stated that increasing the amount of leisure floorspace was important and several respondents stated that the cinema and Printworks should be retained.
118. A number of objectors stated that Seven Islands should be refurbished rather than a new leisure centre provided. A smaller number of responses commented that a new leisure centre was potentially better to allow continuous provision. A very detailed objection was received setting out a concern that the new leisure centre is inferior to the existing Seven Islands centre by virtue of its location within a mixed-used building and the inferior length/depth of the main pool.

*Transport*

119. Transport was the topic most frequently referenced (162 responses) in responses to the public consultation. The majority of comments raised concerns about the capacity of public transport infrastructure to accommodate the additional demand that the development would generate, particularly Canada Water Station and the Jubilee Line. The lack of clear, explicit mitigation for impacts on demand for public transport was raised in approximately 112 objections.
120. Further transport concerns were raised in terms of congestion on the existing road network and insufficient highway capacity, alongside a concern that the Masterplan is delivering insufficient car parking for new homes. Responses have been received both supporting and objecting to the reduction in town centre car parking spaces.
121. The delivery of a more permeable town centre and investment in walking and cycling routes was generally supported, though some objectors claimed that prioritising walking and cycling would disadvantage older people. Other objectors stated that there are insufficient commitments in the Masterplan to enhance a network of pedestrian and cycle routes throughout the development.
122. More recently, objections have been received stating that the suspension of the Rotherhithe to Canary Wharf pedestrian and cycle bridge project means that there is insufficient investment in the sustainable transport network to justify a development of this size.

*Design (including building heights)*

123. The main design comments related to the density, scale or height of different parts of the development. Good urban design principles essential if the masterplan is to be successfully delivered in the long term. The idea of creating character areas with 'identity' received support, though objectors stated that the development would have a harmful impact on the existing local character. A range of detailed design comments were made in relation to individual plots or specific parts of the Design Guidelines.
124. **Plot A1:**  
Consistent feedback that the Plot A1 tower is too tall, too dominant and out of character. The materials and architectural expression were also questioned. A smaller number of respondents stated that Plot A1 was the appropriate location for a tall building and

supported the design, stating that the architecture looked impressive. The opening up of the Dock Office Courtyard received support, though some objectors stated that the A1 tower, by reason of its height and massing at lower levels, would dwarf the neighbouring listed Dock Office and would harm its setting.

**Plot A2:**

Mixed response to the design with some respondents strongly supporting the resemblance to the former dockland architecture and others questioning its success. Concern that the building dominates residential properties to the rear and could impact on privacy.

**Plot K1:**

The scale and architecture of Plot K1 received a high number of objections. Aspects of the design including the brick colour, deck access and 5/6 storey heights were criticised. The proximity of the block to Russia Dock Woodland and the lack of a more recessive stepping down of height and massing towards the Woodland edge was raised as a concern.

125. The majority of comments submitted on building heights were objections. Many respondents felt that tall buildings were out of character and would harm the local context. This was the case for almost all Development Zones (Zones B, C, D, J and M all referenced), but particularly the A1 tower and the K1 building. Concerns were raised over the number of tall buildings to be delivered across the site. Various “caps” on building heights were suggested, including 87m (similar to Ontario Point), 10 storeys, 6 or 7 storeys. A large number of objections were received on the height of the K1 building (part 5/part 6 storeys). Other objections suggested that tall buildings should be prohibited because of concerns over safety or their lack of suitability for family housing. A smaller number of objections cited harmful impacts on strategic and local views.

*Impacts on local amenity, including daylight, sunlight and overshadowing impacts*

126. Daylight and sunlight impacts and overshadowing as a result of tall buildings were common objections, particularly from properties in the vicinity of the Detailed Plots: Columbia Point, Orchard House, Courthope House and Hothfield Place in relation to Plots A1 and A2; Claremont House, Alfred Salter School and the Church of the Immaculate Conception in relation to Plot K1. Overshadowing concerns were most frequently raised in relation to the K1 building, particularly regarding the potential to overshadow Russia Dock Woodland & Stave Hill Ecological Park. Objectors also raised concern that other Zones of the development would overshadow properties along Lower Road and Redriff Road corridors. Some objectors stated that the loss of light or additional shadowing would have an adverse impact on well-being. The potential for noise from plant linked to the external plant enclosure for Plot K1 and the new leisure centre has been raised as a concern.

*Natural environment, ecology and sustainability*

127. A small number of responses commended the way in which the proposal would contribute to the local environment through the provision of new green spaces and ecological improvements. The majority of comments focusing on environmental considerations were objections citing the lack of ecological improvements/habitats, the harm arising due to building in close proximity to Sites of Importance for Nature Conservations (SINCs), including Canada Water Dock and Russia Dock Woodland/Stave Hill Ecology Park. As noted below, a detailed report objecting to the Plot K1 building was submitted by the Friends of Russia Dock Woodland and Stave Hill Ecological Park. Several objectors were concerned that the increase in residential population would lead to harm at existing open spaces and that insufficient commitments were being made to new green space and play spaces. A single objection stated that “greening” the area conflicted with the dockland heritage of the area, while a small number of objectors stated that Plot K1 should be

incorporated into Russia Dock Woodland. One respondent stated that an opportunity has been missed to better connect the area's main open spaces via a series of green routes/corridors. Several objectors raised concerns regarding the impact on air quality.

#### *Miscellaneous*

128. In addition to the main themes summarised above, the following comments were made:
- Development would contribute to increased crime/fear of crime as a result of there being more people in the local area;
  - Construction impacts (dust, traffic) need very careful management
  - A new skateboarding facility is needed to discourage current use of Deal Porters Square;
  - The Interim Petrol Filling Station is inappropriately located at a 'landmark' location in the site;
  - Any nightclub should be positioned away from the Dock;
  - A cleaning strategy should be in place;
  - There is a need to ensure a new post box is provided;
  - It is unclear whether the utilities network can withstand a development of this scale;
  - Potential adverse impact on television and/or mobile phone reception;
  - Fire safety and tall buildings;
  - (Negative) impact on local property values;
  - Some objectors raise concern over consultation and the way in which objections have led to very limited change;
  - The application fails to properly address the potential for cumulative impacts as a result of other large-scale development in the wider area.

#### Petition

129. A petition signed by 330 local people was presented by a representative of the Canada Water West Resident Action Group to the Bermondsey and Rotherhithe Community Council on 25 June 2018. The petition stated:

*"We, the current residents of Canada Water, call on British Land and Southwark Council to respect our needs in the future redevelopment of Canada Water:*

- *Building heights should be limited to the current tallest building in the area – Ontario Point (87m);*
- *Any new buildings adjoining Lower Road should be limited to 4 storeys in height, the height of Orchard House;*
- *A clear and detailed plan should be provided for all parts of the Masterplan site adjoining existing homes;*
- *The option to maintain the Seven Islands leisure centre must be immediately consulted on."*

#### **Responses from Local Interest Groups**

##### *Friends of Russia Dock Woodland and Stave Hill Ecological Park*

130. The Friends of Russia Dock Woodland and Stave Hill Ecological Park have objected to the proposal for Plot K1 and have submitted a detailed assessment of the potential harm to the Woodland and Ecological Park. The submitted assessment focuses on potential harm as a result of the proximity of the K1 building to the woodland edge and the overshadowing impact that this would create. Specific attention is drawn to the value of a hop garden and butterfly area that are located in nearby areas of the adjoining woodland. This issue is addressed in Chapter 15.

*Governing body for Alfred Salter School*

131. An objection towards the Plot K1 development has been submitted on behalf of the school's governing body. The objection raises concerns in terms of the potential overshadowing of the school's playground and teaching areas. They raise safeguarding concerns given that balconies located on the front elevation would overlook the school grounds, that new homes in close proximity to Russia Walk presents health and safety risks given that this is a route used by school children, that there is inadequate provision for vehicle turning on Roberts Close and that K1 will harm the adjacent woodland due to its height and proximity. These issues are addressed in Chapter 15.

*Rotherhithe Area Housing Forum*

132. The Rotherhithe Area Housing Forum submitted a detailed statement confirming their broad support for the scheme subject to a range of 17 conditions (including comments on affordable housing, increasing the amount of housing, optimising the height of development blocks, increasing the height of Plot K1 to provide more homes, to deliver the new town centre as soon as possible, improving surrounding parks and playgrounds, working together to improve community safety, addressing congestion, and the use of CIL/s106 funds). Some of these conditions have been met through the course of negotiations, others are deemed inappropriate and a number require decisions to be made outside of the planning system. These issues are broadly addressed in Chapters 9, 10, 12 and 13.

*Toronto and Montreal House RA*

133. The Toronto and Montreal House RA (TMHRA) state their in principle broad support for the proposals and the redevelopment of the site. A range of detailed comments are made in relation to various aspects of the development and several concerns are also raised. The creation of the new high street, employment and training schemes, the provision of new community infrastructure are the provision of new affordable homes are all supported. The height of the D1 tower and the potential for overshadowing are not supported and concerns are raised regarding the potential for contamination and impacts as a result of the demolition and construction.

*Orchard House residents*

134. An objection has been submitted undersigned by the occupiers of 15 properties at Orchard House. The objection raised significant concerns with the 35 storey building on Plot A1, both in terms of its height and the potential daylight and sunlight impacts this might generate. The objection is also critical of the architectural design of the A1 tower and its impact on the listed Dock Offices. The objection also raises concerns with the impacts on transport, community and telecommunications infrastructure. The lack of funding towards the existing pedestrian and cycle network is cited and the adequacy of the new leisure centre is raised as a concern; the objection states a preference for the refurbishment of the existing Seven Islands centre. The response also states that the K1 building promotes the social segregation of affordable housing tenants and that the quality of the proposed housing is inferior to the private housing.

*London Cycling Campaign*

135. Neither supports, nor objects to the application but emphasises the need for considered thought as to how best facilitate more cycling throughout and around the site. They note that the area is identified by TfL as experiencing a growth in demand for cycling and that the development should focus more heavily on the wider cycle network, acknowledge the

planned delivery of new infrastructure and ensure the scheme better relates to this. This issue is addressed in Chapter 12.

136. Further comments have been submitted by Southwark Cyclists (part of the London Cycling Campaign). They state that while the Detailed Plots look fine, the Masterplan lacks ambition and that segregated cycle routes should be incorporated along the south-eastern edge of the park and along the new High Street from Canada Water to Lower Road. The response emphasises that future routes and links to be created in the wider Masterplan must be designed to facilitate an increase in the proportion of people who cycle in the area.

*Surrey Docks Ward Councillors*

137. An interim written response was submitted on behalf of the Surrey Dock ward councillors. The response set out that the regeneration of Canada Water and Surrey Quays is broadly welcomed and that the application site can be better used than it is at present. However, concerns were raised regarding the adequacy of transport infrastructure to accommodate the development given existing levels of overcrowding, the lack of provision for additional secondary school places and the lack of a clear policing strategy given the ambition to expand the evening offer in the town centre. The A1 tower was described as disproportionately tall and likely to contribute to overshadowing, while potential overshadowing of Alfred Salter School from the K1 building was also raised. The concentration of social housing on Plot K1 was also noted as a concern.

*Southwark Green Party*

138. Detailed objections submitted on a number of topics, including that:
- The proposal represents an over-development relative to the floorspace figures presented in the Canada Water AAP. Though the reductions in building heights consulted on in October 2018 are acknowledged, the development remains too tall and too dense;
  - As a result of this, the development would create problems with overlooking and overshadowing;
  - Insufficient consideration/mitigation of the impacts on transport infrastructure and other social infrastructure;
  - A lack of ambition in the carbon reduction and broader environmental strategy;
  - Too much ambiguity over the future phases of the development;
  - Insufficient consideration of the cumulative impacts based on other development in Lewisham.

These issues are addressed in the relevant Chapters below.

*Southwark Friends of the Earth*

139. Concerns raised in relation to the daylight impacts and overlooking due to the proximity of the A1 building to existing residents. Fire Safety concerns are raised and the response states that all buildings should aspire to the [now discontinued] Code for Sustainable Homes Level 5. The response laments tree felling to accommodate development and states that a buffer to the woodland should be included. The response also states that the development should incorporate sustainable drainage, recycling and carbon saving/renewable energy measures.

*Canary Wharf Group*

140. Canary Wharf Group object to the development on the basis of the information presented in the Transport Assessment. Specifically, they raise concerns over a lack of mitigation,

impacts on capacity of the Jubilee Line, trip generation methodology and impacts on the public transport network as areas of concern.

141. *Tesco Stores Ltd*

Tesco submitted an objection to the proposed scheme on the basis that it offers no continuity of retail in the town centre during the development programme; that it is presented as 'residential' or 'office' led, but not retail; that the design of the proposed new Tesco store has significant weaknesses relative to their existing store; and that the overall retail strategy is not conducive to a successful town centre.

*Project Light*

142. Project Light is the development immediately adjacent to Zone D on the site of the former Decathlon Superstore. Agents acting on behalf of Sellar Group (as the Project Light landowner) have confirmed that they have no objection to the development.

**Responses from Statutory Consultees**

143. Responses have been received from the Greater London Authority (GLA), Transport for London (TfL), Environment Agency, Thames Water, Historic England, Metropolitan Police, Arqiva, London City Airport, National Air Traffic Services (NATS), Sport England, Natural England and MHCLG.
144. There are no outstanding objections from Statutory consultees. Initial objections raised by Sport England, Historic England, NATS and the Met Police have been resolved through negotiation and, in part, through recommended planning conditions. The full range of responses is summarised below:

GLA

145. The GLA's Stage 1 response set out that the comprehensive renewal and intensification of the site is strongly supported. The potential for a significant number of new jobs, the uplift in retail and other town centre uses, of homes and cultural space are all identified as positive elements of the scheme that are compliant with the London Plan.
146. The offer of 39% affordable housing (*when measured using the GLA methodology*) for the first phase (with grant) was supported subject to the findings of the independent viability reviews. The GLA's follow up comments in July 2019 support the increased affordable housing provision that has been secured, as set out in the housing chapter below. Since the scheme doesn't meet the "fast track" threshold, the GLA notes that viability reviews will be required in accordance with the London Plan and Mayoral SPG.
147. The GLA states that the Masterplan is strongly supported in design terms. Though some harm to heritage assets is acknowledged, the GLA concludes that this is less than substantial harm and that this is outweighed by the wider public benefits.
148. The Stage 1 response sets out that the applicant must address transport issues include transport modelling, impacts on the public transport and road networks, cycle and car parking, management plans. Further information was also requested to demonstrate that the proposed energy strategy is compliant with the London Plan – particular in terms of the connection to/provision of a district heat network. Further comments on this point state that while a failure to proactively pursue a connection to SELCHP is strictly contrary to the London Plan, the energy strategy proposed by the applicant has a number of positive elements and that, subject to the future reviews of the feasibility of a SELCHP connection

being secured in the s106, the proposed energy strategy can be justified.

### TfL

149. TfL supports a high density development at Canada Water, though their response points to a number of impacts on the transport network that would need to be mitigated. TfL's comments focus on transport modelling, mitigating the increased demand for public transport, car parking and the pedestrian and cyclist environment.
150. The response notes that further detailed discussions regarding transport modelling and trip generation are necessary and that modelling should take account of schemes include the implementation of Cycle Superhighway 4 and the removal of the Lower Road gyratory. Even in the absence of this, TfL states that the information in the Transport Assessment (TA) makes clear that increased demand for public transport would arise and would require mitigation. Increases in trips in to Surrey Quays and Canada Water Stations in the morning peak are highlighted, as is the need for investment in the two bus corridors identified in the TA and the need to retain or re-provide the bus interchange outside the existing Tesco.
151. TfL acknowledges that there might be a need for some town centre car parking to be re-provided, but that the quantum remained to be agreed. TfL advocates an otherwise car free development, with the exception of provision for disabled parking, electric vehicle parking and car club spaces.
152. TfL highlights that the design guidelines should be consistent with their guidance on Healthy Streets and that investment in the pedestrian and cycle networks should be considered. TfL supports the expansion of cycle hire to the Masterplan area, including membership for future residents, and state that future phases should conform to the higher cycle parking standards likely to be required by the New London Plan. Further comments are provided on the scope of management plans covering sustainable travel, servicing and construction.
153. Subsequently, TfL has commented on revisions to the scheme and stated that it strongly supports the reduction in residential car parking. TfL notes that while the reduction in town centre car parking is supported, the provision of 1,000 car parking spaces is not fully compliant with London Plan. TfL is broadly satisfied with the steps proposed to mitigate the local highway impact, though it acknowledges that increased trips would principally occur on the Southwark highway network and that the role of parking and vehicle management as part of a package of mitigation should be considered. TfL concludes that all of the mitigation justified and required to satisfactorily accommodate growth predicted from the development has been identified. TfL would seek an early review of the need to provide the multi-storey car park, which accounts for around half of the proposed town centre car parking.
154. London Underground has similarly requested a condition on foundation and piling design given the proximity between some of the Development Zones and London Underground tunnels.

### Historic England

155. Historic England (HE) states that the scheme has the potential to significantly improve the townscape around Canada Water, including its surviving heritage assets. However, HE states that the number of tall buildings would have a profound impact on the London skyline and could adversely affect the setting of designated heritage assets
156. HE draws attention to the impact on views from the northern half of London Bridge towards



the grade I listed Tower Bridge due to the proposed cluster of tall buildings and, particularly the 162m tower in Zone D. The potential for tall buildings to create a ‘canyoning’ effect around St Paul’s Cathedral in Protected Views from Greenwich Park is also referenced. The tall buildings would encroach on the spite of the grade II\* listed St Mary’s Rotherhithe which is a distinctive feature and key building in the St Mary’s Rotherhithe Conservation Area. HE does welcome the way in which the grade II listed Dock Office is integrated into the scheme via the creation of a new landscaped square within the courtyard that immediately adjoins the listed building. Given that the harm identified is less than substantial, HE draws the council’s attention to the pertinent sections of the NPPF, which state that the council should be satisfied that the public benefits of the scheme outweigh the harm to the settings of heritage assets.

157. In the reconsultation responses, HE confirmed that it welcomed the reduction in height of almost all the proposed tall buildings, particularly Zone D (the tallest building) which has been lowered by a significant amount and lessens its visual impact in a number of views especially from London Bridge towards Tower Bridge. It would be a minor improvement when viewed from Greenwich Park however HE considers the sense of encroachment and canyon effect to St Paul’s Cathedral continue. HE’s comments on St Mary’s Rotherhithe still stand. The detailed visual assessment provided from the LVMF Primrose Hill view showed that Zone C would be viewed within the context of consented tall building and so HE has no further comment. HE reiterated its earlier comments on the impact of the proposed tall buildings on St Paul’s from Greenwich Park, Tower Bridge from London Bridge, and St Mary’s Rotherhithe from Wapping. In HE’s view, this is a major development that would have substantial impact on London’s skyline and its rich historic environment.

#### Metropolitan Police

158. Several consultation responses have been provided from the Met Police. The Met Police confirm that it has engaged with the applicant in terms of their operational requirements and to review the emerging design principles for the masterplan. A letter received in August 2019 sets out that the Met Police is currently undergoing a significant period of change and is not able to commit to delivering a new facility at Canada Water, but that it may have an interest in a facility for dedicated ward officers in the future. Further responses highlight the importance of pursuing Secured by Design accreditation given the relatively high prevalence of crime in Southwark. The Met Police states it is confident that this accreditation can be achieved. A condition requiring details of security measures, including any CCTV, is recommended. External cycle storage within the Plot K1 courtyard has been cited as a particular concern given the high incidences of cycle theft in Rotherhithe.

#### Arqiva

159. No concern raised over broadcast terrestrial television network or radio, but recommends further dialogue with mobile phone operators. Arqiva stresses that it is not its role to assess the impact on quality of reception at individual households, just on the whether the ability to broadcast is affected.

#### Environment Agency

160. Advises that planning conditions should be secured on any approval of planning permission to address site contamination and foundation design.

#### Thames Water

161. Development is within 5m of a strategic water main. This is effectively a no-build zone and TW requires details of how this will be diverted or proximity avoided. Note that a dialogue

has been maintained as the scheme has evolved through the last 4 years. The submitted Utilities Statement outlines measures required to reinforce the water supply network. TW states that measures to further reduce surface water runoff beyond a 50% reduction should be explored with future RMAs.

#### Other

162. Having received clarifications over the specification of the new leisure centre, *Sport England* raises no objection to the proposed development. *Natural England* raises no objection. *London City Airport* and *NATS* both responded to consultation to state that they have no objection to the development subject to conditions relating to external lighting of tall buildings, the erection of cranes and the submission of a radar mitigation strategy. MHCLG has no comment.

#### **Internal Consultees**

163. Comments from the council's Design and Conservation (including trees and archaeology), Environmental Protection, Ecology, Transport and Highways, Public Health, Flood Risk and Drainage, Planning Policy, Local Economy and Waste Management teams have been received and are taken into consideration in the assessment below for each of those respective areas.

## Chapter 6: Principle of Development

The principle of the redevelopment of Canada Water is established in the development plan. Policies in the Core Strategy and Canada Water Area Action Plan (AAP) support the creation of a new town centre with increased retail space, and a more intensive form of development to provide around 2,500 new homes and 2,000 jobs. Surrey Quays Shopping Centre, Surrey Quays Leisure Park and Harmsworth Quays Printworks are identified as site allocations in the AAP.

The London Plan (2016) identifies Canada Water as an Opportunity Area, with minimum targets of 2,000 new jobs and 3,300 new homes with significant potential for mixed use regeneration so that the Town Centre could evolve from a District to a Major Town Centre (with potential for a substantial increase above the minimum targets). Canada Water is now also a Housing Zone, with the draft London Plan establishing it as a Major Town Centre with high potential for commercial and residential growth.

The proposed land uses within the Masterplan would accord with the AAP and would be suitable for a mixed use town centre. The proposal has been assessed against the series of overarching themes and objectives set out in the AAP. The scale of development is significantly higher than anticipated in the AAP and Core Strategy but is commensurate with that now set out in the draft London Plan. In principle, this level of development is considered acceptable. Later chapters of this report will consider the different environmental impacts of this scale of development.

164. The opportunity to establish a new mixed use town centre at the heart of the Rotherhithe peninsula is well established in the Development Plan with this ambition being clearly articulated in the council's Core Strategy. The acceptability of the *principle* of development is therefore related to how this ambition is reflected in the proposed development, in terms of the range of land uses proposed and the scale of development.
165. The Core Strategy (2007) identified Canada Water as an area for intensification that would deliver around 2,500 net new homes, 2,000 net new jobs and 35,000sqm additional shopping and leisure space. The vision highlighted the role of Canada Water Dock as the central focus from which a series of routes would better connect the peripheral areas into the town centre, overcoming the barriers created by the current surface level car parks. In response, the Canada Water Area Action Plan (AAP) was drafted to establish a suite of policies to manage the anticipated level of change and ensure that the ambitions of the Core Strategy could be translated into sustainable growth that benefited the local area. The AAP sets out that new development would be focused in a defined Core Area, dominated by the application site. The relocation of the Daily Mail Group from the Printworks at Harmsworth Quays to Thurrock created an opportunity to reconsider the role of the Town Centre and the level of growth that might be accommodated. This led to the Canada Water AAP being formally updated in 2015, with a renewed target of 4,500 net new homes.
166. As the demands to optimise land across London have increased, as have the targets for growth across the capital, including at Canada Water. In 2016, the London Plan formally identified Canada Water as an Opportunity Area. The London Plan describes Opportunity Areas as the capital's major reserves of brownfield land with significant capacity to accommodate new housing, commercial and other development linked to existing or potential improvements in public transport. The minimum targets for Canada Water were set as 2,000 new jobs and 3,300 new homes, but Annex 1 states that there is significant potential for mixed-use regeneration and that the Town Centre may evolve from a District to a Major Town Centre, in which case a substantial increase in these minimum targets

should be explored.

167. More recently, Canada Water has been granted Housing Zone status: an area for accelerated housing delivery in light of the high potential for growth. The draft New London Plan now establishes Canada Water as a Major Town Centre with high potential for commercial and residential growth and draft Policy SD1 sets out increased targets of 5,000 new homes and 20,000 new jobs to be provided in the Canada Water Opportunity Area. By way of comparison, Elephant and Castle Opportunity Area has a target for 5,000 homes and 10,000 new jobs, while London Bridge and Bankside a target of 4,000 new homes and 5,500 new jobs. The policy states that boroughs should support development which creates employment opportunities and housing choice for Londoners.
168. It is clear that the existing, and emerging, Development Plan support a significant level of development at Canada Water and, as a key site within the Opportunity Area, by extension on the application site.

### Land Uses

169. The Development Specification sets out that the Masterplan would deliver a wide-range of land uses. Though it provides flexibility over the distribution of land uses across the site, the majority of the Development Zones would have the ability to provide new homes (Class C3), workspace (Class B1) and retail (Class A1-A5) and, along with a new leisure centre (Class D2), these are the three land uses that are provided in the detailed proposals for Plots A1, A2 and K1.
170. The development would deliver at least 2,000 homes, but the amount of residential floorspace for which permission is sought means this could increase to around 4,000 homes.
171. The Canada Water AAP adopted in 2015 sets out a vision for the area and how this is going to change in the period leading up to 2026. The Canada Water Masterplan site consists of a number of site allocations identified within the Canada Water AAP. The sites highlighted in bold below form part of the Canada Water Masterplan:

<b>Site allocation</b>	<b>Address</b>
<b>CWAAP 5</b>	Decathlon site, <b>Surrey Quays Shopping Centre and overflow car park</b>
<b>CWAAP 8</b>	<b>Rotherhithe Police Station</b>
<b>CWAAP 17</b>	Site E, Mulberry Business Park, <b>Harmsworth Quays and Surrey Quays Leisure Park</b>
<b>CWAAP 18</b>	<b>Land on Roberts Close</b>

172. The bulk of the Masterplan site falls into sites CWAAP 5 and CWAAP17. These site allocations require the delivery of a mix of employment generating uses, including workspace (Class B1), retail (Class A1-A5), leisure, education, health and other community uses. CWAAP 17 in particular references the need to maximise the amount of employment space that can be delivered in order to better contribute to the regeneration of the town centre. Residential use is listed as a required use, while student accommodation is noted as acceptable in principle. CWAAP 5 also includes public open space and town centre car parking as required land uses.
173. Site allocation CWAAP8 sets out that should the Rotherhithe Police Station be redeveloped then the police station use (sui generis) should be retained as part of a mix of uses that

may also include residential, retail, workspace or community uses. This requirement is caveated to say that if alternative replacement facilities are secured locally, then the other range of uses would be acceptable. Having undertaken a thorough review of their estate portfolio, the Metropolitan Police disposed of the Police Station site, which currently benefits from planning permission to be used as workspace (Class B1). At present, the Metropolitan Police are operating on a temporary basis from the Seven Islands Leisure Centre, opposite their former premises on Lower Road. The Development Specification supports the range of uses listed in CWAAP8 and the s106 agreement would set out that, in the event that the Metropolitan Police identifies a future need for an on-site presence, this can be accommodated.

174. Site allocation CWAAP18 states that residential use is required at Roberts Close, though business and community uses are also acceptable in principle. Site specific guidance notes the important relationship with Russia Dock Woodland to the rear and the need for the development to respect its nature conservation value.
175. The above requirements are consolidated into a single site allocation - NSP82 - in the draft New Southwark Plan. This sets out required uses as part of any redevelopment as:
  - Retail uses (Class A1-A4);
  - A new health centre (Class D1) of approximately 2,000sqm;
  - New education places for 14-19 year olds (Class D1);
  - New homes (Class C3)
  - Employment floorspace (Class B1)
  - Leisure uses (Class D2)
  - Enhanced public realm and civic space
176. Student accommodation (Sui Generis), new visitor accommodation (Class C1), extra care housing (Class C2) and other community uses (Class D1/D2) are all listed as uses that may be provided as part of the mix.
177. Though the New Southwark Plan has limited material weight given that it is yet to reach Examination in Public, the required land uses are consistent with those in the adopted Canada Water AAP. The proposed Masterplan development makes provision for 16+ education and for a new health centre and these issues are addressed in more detail in the relevant chapter below.

#### Delivering the Area Action Plan

178. The Canada Water AAP establishes a series of overarching themes and objectives that should guide and shape developments within the Action Area. The conformity of the proposed development with the AAP is therefore intrinsically linked to the realisation of these objectives. The objectives are summarised below and the various chapters of this report are identified that best address each in turn.

#### **Shopping: A genuine town centre and neighbourhood hub**

- *To create an accessible, distinctive and vibrant town centre at Canada Water which is well connected into the surrounding street network. This will enhance the setting of Canada Water basin and create a range of shops, restaurants, community and leisure facilities within mixed use developments;*
- *To ensure that people who live and work on the wider peninsula have access to local facilities to meet their day-to-day needs.*

179. This assessment is set out in the Town Centre Chapter 10.

#### **Transport: Improved connections**

- *To use a range of measures, including public transport improvements, green travel plans, road improvements and restrictions on car parking to ease the impact of new development on the transport network and services.*
- *To make the area more accessible, particularly by sustainable transport including walking, cycling and public transport.*
- *To use car parking in the town centre more efficiently by ensuring that shops and leisure facilities share parking facilities*

180. This assessment is set out in the Transport Chapter 12 and the Design Chapter 13.

#### **Leisure: A great place to live and visit**

- *To promote healthy lifestyles and make the area known for its excellent sports, leisure and entertainment facilities.*
- *To promote arts, culture and tourism.*

181. This assessment is set out in chapters on the Town Centre (Chapter 10) and Community Infrastructure (Chapter 11).

#### **Places: Better and safer streets, squares and parks**

- *To ensure the design, scale and location of new buildings help create streets and neighbourhoods which have a varied character. There should be no gated communities and the area's green spaces and heritage should be enhanced, especially the River Thames, the docks and the parks to create a distinctive sense of place;*
- *To create an attractive, safe, and secure public realm.*
- *To link the docks and parks in a network of open spaces which have a variety of functions, including recreation and children's play, sports facilities and nature conservation.*
- *To make the River Thames and its river front more accessible.*
- *To reduce the impact of development on the environment and on health and help tackle climate change, air quality, pollution, waste and flood risk.*

182. These issues are set out in chapters on Design (Chapter 13), Quality of Accommodation (Chapter 14) and Green Infrastructure (Chapter 16).

#### **Housing: Providing more and better homes**

- *To create a mixed community by providing more housing choices and better homes of a high quality. There should be more affordable housing and different housing sizes including larger homes for families;*
- *To focus higher densities in the action area core where there are town centre activities and good access to public transport.*

183. These issues are set out in the chapters on Housing (Chapter 9) and Density (Chapter 8).

#### **Community: Enhanced social and economic opportunities**

- *To provide more and improved educational, health and community facilities which meet the needs of the growing population;*
- *To provide more local employment opportunities.*

184. These issues are addressed in the chapters relating to the Town Centre (Chapter 10) and Community Infrastructure (Chapter 11).

#### **Conclusion**

185. The range of land uses set out in the Development Specification is consistent with those required in the site allocations and would deliver a mixed-use town centre, as envisaged in the Canada Water AAP. While the Development Specification allows significant flexibility, the principal land uses – residential, retail, workspace – could be delivered across the

majority of the Masterplan site. Commitments to deliver a minimum number of new homes, to provide replacement retail floorspace and the delivery of the new leisure centre in the first phase of development give confidence that the mixed-use ambition would be realised. Specific commitments to the provision of community uses and a new cinema would also be enshrined in the s106 agreement and these measures are addressed in the relevant chapters below. It is considered that the development is acceptable in land use terms.

186. The scale of development is significantly higher than anticipated in the original AAP and Core Strategy, but is commensurate with that now set out in the draft London Plan. The increased targets for job creation are consistent with the elevation of the Town Centre from one of district level significance to a Major Town Centre. In principle, this level of development is considered acceptable.
187. However, the AAP, the London Plan and its draft replacement are consistent in emphasising that delivering development of this scale requires investment in supporting infrastructure, the delivery of high quality public realm and exemplar architecture, and a strategy for a modal shift in travel behaviour. The environmental impacts of a development of this scale require careful assessment, as demanded by Environmental Impact Assessment Regulations, particularly those impacts on existing communities who interact with the site either as neighbours, workers or visitors. These issues are assessed in the following chapter.

## Chapter 7: Environmental Impact Assessment

The proposed development exceeds all three of the suggested thresholds for an urban development project in the EIA Regulations. Therefore an Environmental Statement has been provided with the application, in line with the topics required in the council's 'Scoping Opinion' issued in April 2018.

The ES models the 'worst case' scenario of the outline part of the proposal (given its inherent flexibility) plus the detailed plots. The environmental impacts are summarised in Appendix 8. Alternative proposals and the cumulative effects both as a combination of different effects associated with the development on defined sensitive receptors, and the combined effects with other reasonably foreseeable developments near the Masterplan site are also considered.

The environmental information must be taken into account when reaching a decision on this application.

The particular environmental effects and mitigation measures are detailed in the relevant chapters of this report, but it is recognised that overall the development would result a range of positive environmental effects and a range of adverse environmental effects, including some adverse residual environmental effects after mitigation measures. The flexibility sought for the outline component of the development does provide an opportunity for some of the adverse effects which have been identified to be 'designed-out' through the subsequent Reserved Matters process. The adverse impacts must therefore be weighed in the balance with all of the other benefits and dis-benefits arising from the application, and Members are referred to the conclusion to this report which draws these issues together.

### Regulatory framework

188. Environmental Impact Assessment is a process reserved for the types of development that by virtue of their scale or nature have the potential to generate significant environmental effects. The categories of development to which this applies, the size thresholds and selection criteria, are set out in the Town and Country Planning (Environmental Impact Assessment)(EIA) Regulations 2011.
189. Though the 2011 Regulations were superseded in May 2017, the revocation and transitional provisions outlined in Article 76 of the updated Regulations state that where a Scoping Opinion was requested prior to the new Regulations coming into force, the 2011 Regulations continue to be the most appropriate regulatory basis for the Environmental Statement. This is the case with this application.
190. As a large-scale mixed use scheme comprising more than 1ha of non-residential development, more than 150 residential units and having an overall area in excess of 5 hectares, the proposed development exceeds all three of the suggested thresholds for an 'Urban Development Project', as described in Schedule 2 Article 10(b) of the EIA Regulations 2011 (as amended). Accordingly, an Environmental Impact Assessment has been undertaken and the ensuing Environmental Statement (ES) has been submitted to reflect this process. In May 2017, the applicant requested a formal 'Scoping Opinion' from the council to determine the scope of the assessment. The council, having consulted with internal and external consultees, issued the Scoping Opinion in April 2018.

### Methodology



191. The EIA process involves establishing an accurate baseline of the existing environmental conditions in and around a site and modelling how a development might generate a range of environmental impacts that could affect sensitive receptors, whether positively or negatively. Through undertaking the assessment, it should be clear that steps have been taken to reduce any harm and that, where this persists, mitigation measures have been identified that can reduce the significance of these impacts. Sensitive receptors comprise a wide range of individuals and organisations that interact with the site, such as existing businesses on-site and in the local area, residential neighbours, users of local facilities and of the local transport network, as well as open spaces, heritage assets and protected views and local air quality.
192. The ES must assess the likely environmental impacts at each stage of the development programme, considering the impacts arising from the demolition and construction phases as well as the impacts arising from the completed and operational development.
193. As prescribed by Schedule 4 of the Regulations, the submitted ES includes: a description of the proposal; an outline of the main alternatives studies and an indication of the choices made, taking into account the environmental effects; a description of the aspects of the environment likely to be affected (the receptors); a description of the likely significant effects on the environment; and the mitigation measures. A non-technical summary is provided alongside comprehensive technical assessments.
194. To distinguish between the various types of environmental effect, the ES is divided into the following topic areas, which aligns with those agreed with the council through the Scoping process:
- Socio economics
  - Transportation and access
  - Noise and vibration
  - Air quality
  - Ground conditions and contamination
  - Water resources and flood risk
  - Ecology
  - Archaeology (buried heritage)
  - Wind
  - Daylight, sunlight, overshadowing, light pollution and solar glare
  - Townscape, built heritage and visual impact assessment; and
  - Cumulative effects.
195. The ES tests the development as a whole: the three detailed Plots, interim petrol filling station and the remainder of the site in outline. The inherent flexibility in the outline element of the scheme means that the completed scheme could take a number of forms and so in determining the potential environmental effects, the ES models a 'worst case scenario'. This requires making assumptions around the amount of deviation that the control documents – the Parameter Plans, Development Specification and Design Guidelines – would allow for the various Development Zones for which outline permission is sought. The modelling has therefore been adapted in each of the various chapters.
196. For example, when considering the potential environmental effects in terms of daylight and sunlight or wind/microclimate, the assessment models the three detailed Plots alongside the maximum 3D envelope that the parameter plans would allow for the remainder of the site. This is despite the fact that this maximum envelope would comfortably exceed the maximum floorspace 'cap' for which planning permission is sought. Elsewhere, two development scenarios have been modelled: maximum residential/minimum employment and maximum employment/minimum residential, to consider the differential impacts of a

more residential or commercially-led development. In each of the relevant chapters below, reference is made to the assumptions made in undertaking the assessments and how this informs the conclusions on the significance of the environmental effects. By examining the anticipated 'worst case' scenario, the ES provides a conservative baseline from which to consider the potential environmental effects and how they might be mitigated. Subject to obtaining planning permission, BL anticipates construction of the detailed Plots between 2022 and 2023, with completion of the scheme as a whole by 2033 (assuming a 14 years construction programme) and this has generally been referenced in the ES. Where appropriate, other chapters, including those on Transport and Access and Noise and Air Quality, reference modelling up to 2030 or 2031 to more accurately tie in with data projections and modelling by TfL and DEFRA.

197. The ES evaluates the significance of these effects and categorises them as adverse or beneficial impacts of minor, moderate or major significance. Alternatively, it might be that impacts are deemed to be insignificant/negligible. A distinction is also made between those effects that might be temporary or those that might be permanent. In determining the significance of the effect, the assessment considers factors including the magnitude (local, borough, London-wide), duration and nature of the impact, the sensitivity of nearby receptors and the compatibility of any impact with environmental policies and recognised standards.
198. Within each chapter of the ES, measures to mitigate any adverse impacts are identified. Where mitigation measures cannot fully address an identified impact, a summary of potential positive and negative residual effects remaining after mitigation measures are included in order to assess their significance and acceptability.
199. It is important to note that where environmental impacts are identified it is not necessarily the case that planning permission should be refused. Consideration should be given to the extent to which these effects can be avoided, mitigated or reduced to a level whereby the remaining (residual) impact would be acceptable.
200. In recognition of the specialist issues associated with the ES, the council instructed external consultants, Land Use Consultants (LUC), in association with a range of technical specialists, to provide a critical review of the ES. LUC's review has considered the original ES and the additional information that has been submitted in response to queries and following the amendments to the proposal. LUC's assessment is reflected in the relevant chapters of this officer report and informs the detailed wording of planning conditions and s106 obligations, where appropriate. LUC conclude that the ES meets the relevant legislative requirements, that the nature and magnitude of impacts are clear and that appropriate mitigation measures have been set out. Officers are broadly agreed with the conclusions presented by LUC.

### Alternatives

201. The Regulations require that through the ES process, alternatives are explored with a view to reducing the significance of the environmental effects. The ES considers two alternative options: the 'no development' scenario and 'alternative designs'.
202. Under a 'no development' scenario the Shopping Centre and Leisure Park could continue to trade and the Printworks would become vacant in 2021 on the expiration of the current temporary planning permission. An office tenant could conceivably occupy the former Police Station building and the Roberts Close site would remain vacant. However, the applicant sets out that the Development Plan creates a strong imperative for the redevelopment of this site in order to deliver the vision for the area that is clearly articulated in the Core Strategy and Canada Water AAP. In the absence of any development, a

significant proportion of the designated Core Area at the heart of Canada Water would continue to be car-orientated and would fail to deliver the housing, jobs and improvements to public realm, connectivity and landscape sought within the AAP. In light of these issues – and the presumption for sustainable development set out in the NPPF – it is reasonable to conclude that the ‘no development’ scenario does not represent a credible long-term alternative.

203. The ES sets out that since the inception of the Masterplan in 2014, a series of evolutions to the overall design have taken place in response to technical development, public consultation and discussion with the council and statutory consultees. The acquisition of the Surrey Quays Leisure Park site and Dock Offices by BL in 2016 also marked a fundamental shift in the development of the Masterplan.
204. The evolution of the design is presented iteratively on a year-by-year basis and thematically, summarising changes that relate to each of the ES chapters. Amongst the key environmental considerations that have influenced the design are:
- Height constraints due to the protected LVMF viewing corridors and surrounding building heights
  - Impact on the setting of local heritage assets
  - Wind microclimate
  - Retention of high quality trees
  - Establishing green links through the site
  - Improvements to existing transport infrastructure and connectivity across the site
  - Structural issues linked to the proximity to the London Overground tunnel
  - Location of the leisure centre
  - The potential to relocate the existing Tesco store
  - Daylight and sunlight impacts to neighbouring properties and open spaces
  - Other effects on sensitive receptors.
205. Further detail is presented on key decisions linked to massing and building heights, basement depths and the leisure centre location, as well as the evolution of the detailed design and land uses of those Plots comprising the first Phase. In reviewing this aspect of the ES, LUC opines that the information presented on alternatives and design evolution is acceptable.

#### Cumulative developments

206. The ES considers two types of cumulative impacts:

**Type 1:** the combination of different effects associated with the development on defined sensitive receptors

**Type 2:** the combined effects from this development and other reasonably foreseeable developments

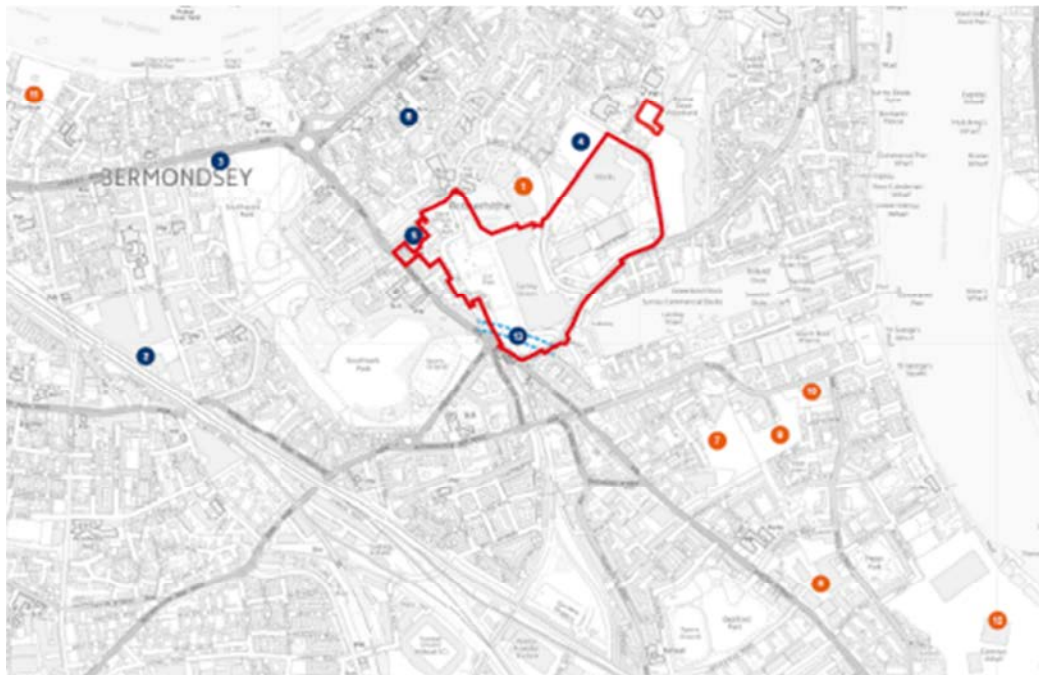
#### Type 1 impacts

207. The ES sets out that different groups of neighbours or other sensitive receptors are likely to experience a combination of environmental impacts, as identified in the various ES chapters. These impacts are mixed and depend on the location of the receptors relative to the application site, though common themes are presented. Generally, neighbouring properties experience cumulative impacts that are identified as minor to moderate adverse in relation to daylight, sunlight and/or overshadowing, though the significance of these impacts will likely reduce as the development progresses, as described in the Daylight and Sunlight Chapter. Neighbouring properties are also noted to experience minor to major beneficial impacts in terms of the visual and townscape assessment. While potential

adverse ecological impacts are identified during demolition/construction, the ES identifies cumulative beneficial effects for ecology on completion of the development. The assessment identifies cumulative beneficial impacts for the local economy and for local service users as a result of various aspects of the socio-economic assessment.

### Type 2 impacts

208. In considering potential “type 2” cumulative impact, the ES includes large-scale schemes within 1km of the site that contain over 150 units or deliver in excess of 10,000sqm of floorspace, as well as smaller schemes that introduce sensitive receptors near to the site. The schemes below have been agreed as the most appropriate range on which to base the assessment:



**Figure 15:** Location of committed developments

Committed development in Southwark	Committed development in Lewisham
Canada Water Sites C & E “Project Light” - (1) 12/AP/4126	Cannon Wharf Business Centre - (6) DC/13/083737
Biscuit Factory - (2) 12/AP/2737	Crown, New Baltic, Park, Bridge and Victoria Wharves - (7) (Deptford Timber Yard - DC/09/073189/X)
252 Jamaica Road - (3) 15/AP/3900	Marine Wharf West - (8) DC/13/84296
Former Mulberry Business Park - (4) 13/AP/1429 & 07/AP/2806	Marine Wharf East - (9) DC/15/091087
Mansion Wharf House (Landale House) - (5) 13/AP/0999	Convoys Wharf - (12) DC/13/083358
Rear of Albion School - (10) 17/AP/1234	
Chambers Wharf - (11) 07/AP/1262	
Thames Tideway Tunnel - (13)	

**Table 3:** Summary of committed schemes that might contribute to type 2 cumulative impacts

209. The ES sets out the potential type 2 cumulative impacts during the demolition/construction phase and on completion of the development, noting the potential for committed developments to generate a combination of environmental effects. These are summarised in Appendix 6. The ES concludes that cumulative schemes do not give rise to any additional significant effects beyond those detailed in the main assessment of the development.

#### Additional information

210. As noted above, LUC has undertaken a thorough review of the ES on behalf of the council and this has resulted in a range of clarifications and requests for further environmental information pursuant to Regulation 22. In addition, amendments to the scheme made as a result of consultation responses and negotiation with the council has necessitated changes to the ES. Where this has occurred, consideration has been given to whether or not the changes result in different or new environmental effects.
211. In both cases, changes have been subject to additional consultation, as required by the Regulations. LUC has advised that changes made during the determination process have not led to changes to the residual likely significant environmental effects and, as such, the conclusions of the original ES remain valid.

#### Conclusion

212. Officers have taken into account the information in the ES, together with consultation responses received following public consultation on the application along with the review of the ES undertaken by LUC on behalf of the council, with which officers broadly agree. The particular environmental effects are detailed in the relevant chapters of this report, but it is recognised that overall the development would result a range of positive environmental effects and a range of adverse environmental effects, including some adverse residual environmental effects after mitigation measures. The flexibility sought for the outline component of the development does provide an opportunity for some of these adverse effects identified to be 'designed-out' through the subsequent Reserved Matters process. This is especially the case given that much of the modelling in the ES is premised on the maximum building envelope for the outline element, which comprises a maximum building envelope that could not be achieved given the 'cap' on maximum development floorspace. Pertinent examples of this include chapters on Daylight and Sunlight and Wind. However, the adverse impacts must therefore be weighed in the balance with all of the other benefits and dis-benefits arising from the application, and Members are referred to the conclusion to this report which draws these issues together.
213. It is anticipated that each Reserved Matters Application for a future Plot would be accompanied by a Statement to confirm that the environmental effects are consistent with those in the ES. Where a Reserved Matters Application, by virtue of the proposal itself or a significant change in the baseline conditions, is likely to lead to different or new environmental effects, a supplementary ES would be required in accordance with the Regulations.

## Chapter 8: Density

**Policy 24 ‘Density of developments’ of the Canada Water AAP expects development in the core area to be within the urban density range of 200-700 habitable rooms per hectare, with the only exceptions to this being when development has an exemplary design standard.**

**With the flexibility in the quantum and type of development sought in the outline development, only an estimated range of density can be calculated. With the minimum quantum of development a density of 422 habitable rooms per hectare is estimated which is within the expected density range for the AAP. The maximum parameter would have an estimated density of almost 1,200 habitable rooms per hectare. As an indication of how the parameters could be interpreted the Illustrative Masterplan is a more realistic portrayal of the potential of the plots, which would have a density of approximately 917 habitable rooms per hectare. Each future Reserved Matters Application would need to demonstrate how the architecture of the buildings, the quality of accommodation, and the public realm design would be of an exemplary standard. Given the prevailing direction of policy, this emphasis on design excellence is likely to be the key consideration for assessing the density of future phases of the Masterplan, rather than adherence to strict numerical ranges.**

**Detailed Plots A1, A2 and K1 each exceed the expected density range and so each need to demonstrate an exemplary quality of design and that they would not result in impacts that indicate over-development, such as substantial harm to neighbour amenity and transport. Such topics are covered in separate chapters of this report.**

**The density meets the expectations of London Plan policies 3.3 and 3.4, and Southwark Plan saved policy 3.11 on optimising housing supply and making efficient use of land, and with Core Strategy policy 5 as an exemplary standard of design would be achieved for this development within an Opportunity Area. It is also consistent with the broader approach to optimising development through high quality design as set out in the NSP and draft London Plan.**

214. Density gives a numerical measure of the amount (intensity) of development and provides an indication of whether the scale of development is likely to be appropriate in different parts of the borough. A density above the expected range would not of itself necessarily lead to a conclusion that the scheme should be judged unacceptable. If it can be demonstrated that the scheme would achieve a high standard of design, including quality of accommodation, and there are no significant adverse impacts arising to neighbour amenity for example, then the higher density of the scheme would not be a reason to warrant refusing planning permission.
215. London Plan policies 3.3 and 3.4 seek to increase housing supply and optimise housing potential through intensification and mixed use redevelopment. Table 3.2 of the London Plan suggests a density of 200-700 habitable rooms per hectare for a site in the urban area with a PTAL of 4-6, and a density of 200-450 habitable rooms per hectare with a PTAL of 2-3. Core Strategy policy 5 “Providing new homes” sets the expected density range for new residential development across the borough. This site is within the Canada Water action area in Core Strategy policy 5 where the maximum densities of the urban zone may be exceeded when developments are of an exemplary standard of design. Southwark Plan policy 3.11 requires developments to ensure they maximise efficient use of land.
216. Policy 24 ‘Density of developments’ of the Canada Water AAP expects development in the core area to be within the urban density range of 200-700 habitable rooms per hectare,

with the only exceptions to this being when development has an exemplary design standard. The explanatory text states that the core area is most suitable for higher density development due to its character, greater public transport accessibility and the key opportunities and capacity for growth.

217. Amended policy P9 'Optimising delivery of new homes' of the NSP (within the Amended Policies 2019) removes the density ranges which were included in the earlier submission version of the NSP, and instead requires developments to achieve an exemplary standard of residential design taking into account context, amenity of neighbours, and the quality of accommodation. This approach, where the test for an acceptable density of development is assessed through the quality of the design rather than assumed numeric density range, is consistent with the emerging policy in the draft London Plan, which similarly removes the numeric density ranges and places much greater emphasis on the importance of good design.
218. The outline element proposes a floorspace range for the quantum of development made up from a range of uses and residential units. This means the proposed density of the outline part cannot be accurately calculated, but a range can be established by making certain assumptions.
219. The whole site area is 21.27 hectares (including the three detailed plots, highways and western part of Canada Water Dock).
220. The minimum quantum of development would be 2,000 residential units, 46,452sqm of Class B1 floorspace and 46,452sqm of Class A and D2 floorspace being provided. This density would be 422 habitable rooms per hectare, and within the expected density range of the AAP.
221. The maximum quantum of floorspace from the outline element of the proposal would be capped at 656,200sqm GEA (this excludes the public toilets, parking and plant areas which would not be considered as habitable rooms). Assuming an efficiency of GEA to GIA of 96% (which is optimistic for residential development and therefore an over-estimation) the maximum floorspace would create the equivalent of 22,907 habitable rooms. Once the three detailed plots are added in to this figure, the estimated maximum number of habitable rooms would be 25,250 across the CWM site. In this scenario, the density would be 1,187 habitable rooms per hectare, far in excess of the 200-700 range anticipated by adopted policy, but this does represent the absolute highest quantum of development possible under the development specification. As an example of how the parameters could be interpreted, and a more realistic portrayal of the potential of the plots, the applicant has calculated the density of its Illustrative Masterplan at 917 habitable rooms per hectare.
222. Given the size and nature of the site, it is likely that densities would vary across the Masterplan area, with the highest densities (especially from the tall buildings) concentrated on the central parts of the site. The whole development would therefore need to demonstrate an exemplary design quality under the AAP and Core Strategy policies, and in order to meet the broader tests for optimising development under the emerging NSP and London Plan policies.
223. In terms of the three detailed plots, it is possible to carry out a more definitive assessment of the density of development.
224. The site area of Plot A1 is 9,190sqm. Once the existing dockside walkway, Surrey Quays Road pavement, Deal Porters Way roadway and its pavements, and part of the Dock Office Courtyard are excluded, the effective site area for Plot A1 is 5,900sqm. The 186 residential units have 472 habitable rooms. The proposed retail and office uses have a floor area at

ground level and above equivalent to 601 habitable rooms, giving a total of 1,073 habitable rooms in Plot A1. With the effective site area of 5,900sqm, the density is 1,818 habitable rooms per hectare. This density far exceeds that expected by the AAP for the core area and by the Core Strategy. Therefore, the detailed proposal for Plot A1 would need to demonstrate an exemplary design standard to address policy 24 of the AAP, and Core Strategy policy 5.

225. Plot A2 proposes non-residential uses, but an indication of the density can be calculated in terms of equivalent habitable rooms. Plot A2's site area is 1 hectare and includes part of the Dock side walk way, Deal Porters Way highway, and the proposed route down to Lower Road. Excluding the roadway and dockside walk, the plot's area is 8785sqm. When the plant areas are excluded but the basement leisure centre area included, Plot A2 has a floor area equivalent to 995 habitable rooms. This results in a density equivalent to 1,132 habitable rooms per hectare. It too needs to be of an exemplary quality.
226. Plot K1 is within the north suburban density zone in the Core Strategy, where a density of 200 to 350 habitable rooms per hectare is anticipated, however the Canada Water AAP supersedes this range. Plot K1 is at the edge of the Canada Water AAP core area, where policy 24 of the AAP states development should be within the urban design range of 200-700 habitable rooms per hectare and that "*the only exceptions to this should be when development has an exemplary design standard.*" The AAP suggests an estimated capacity of approximately 28 residential homes.
227. The proposed 79 units far exceed the indicative capacity in the AAP for this proposal site. The plot has a site area 3,791sqm, of which 225sqm is existing adopted highway, leaving a resulting area of 3,566sqm. There are 275 habitable rooms proposed in the building, which results in a density of 771 habitable rooms per hectare. This exceeds the expected density range for the Canada Water AAP core area, and the proposal would need to demonstrate an exemplary design standard to address policy 24 of the AAP.
228. For comparison, it is useful to note that the recent London Square (Claremont House) development next door has a density of 698 habitable rooms per hectare. That neighbouring development had an indicative capacity of 50 units in the AAP, and 94 units were approved.
229. Officers are satisfied that the design quality of the detailed Plots A1, A2 and K1 is exemplary and justifies the high densities in the first phase. The external design and quality of accommodation are set out in further detail in separate section below. The quality of this first phase demonstrates BL's commitment to excellent design, and provides comfort that this would be continued through later phases.
230. Later sections of this assessment will set out how the submitted information provides sufficient control of the design of later phases for both the buildings and public realm, and how the massing, heights and public space provision within the outline element of the application would positively contribute to the character of this new place. Each future Reserved Matters Application would need to demonstrate how the architecture of the buildings, the quality of accommodation, and the public realm design would be of an exemplary standard. At this outline stage, the submitted parameter plans and key design documents that would be approved (and future RMAs required to comply with) are appropriate to ensure an excellent quality of design can be secured within the level of density being sought.
231. For these reasons, the density of the proposal is considered to comply with London Plan policies 3.3 and 3.4, and saved policy 3.11 on optimising housing supply and making efficient use of land. It would also comply with Core Strategy policy 5 as an exemplary



standard of design would be achieved for this development within an Opportunity Area. It is also consistent with the broader approach to optimising development through high quality design as set out in the NSP and draft London Plan.

## Chapter 9: Housing and Viability

Including affordable housing and viability, housing mix and family homes and specialist housing types

**The proposed development would deliver a significant number of new homes at Canada Water and make an important contribution to borough-wide targets for housing delivery. A commitment to provide a minimum of 2,000 new homes has been secured, though the “maximum residential” scenario could see up to approximately 3,995 new homes being delivered. Within this overall figure, the development would deliver a wide range of housing types and tenures, including new family homes, wheelchair accessible homes and, potentially, student accommodation and specialist housing targeted at particular groups.**

**The development provides 35% affordable housing in a tenure mix that would comply with the New Southwark Plan: 25% social rent and 10% intermediate. This equates to a minimum of approximately 700 affordable homes, of which around 500 would be social rent and 200 a variety of intermediate housing types. Increases in housing delivery up to around 3,995 new homes would lead to a proportionate increase in affordable homes. This level of affordable housing is quite significantly beyond the viable position in present day terms and so invites some risk to the applicant, but this offer is possible due to a combination of factors including a commercial view of how the values will change over time and the inherent flexibility to amend the mix of land uses, phasing and form of development to better respond to market conditions. A review mechanism is proposed that would focus on the residential elements of the scheme only and potentially lead to increased affordable housing provision up to a cap of 40%.**

**The applicant has secured grant funding from the GLA equivalent to £39.1m and although this improves the viability position, grant funding would not in isolation make a policy compliant scheme viable in present day terms.**

232. Housing delivery is a key ambition of the prevailing Development Plan. Both the existing and emerging London Plan establish Southwark as a borough in which housing delivery should be prioritised: only 1 London borough has a higher 10 year housing target than Southwark in the current London Plan and only 5 boroughs in the draft new London Plan. Specifically at Canada Water, Policy 21 of the Canada Water AAP sets out that a minimum 4,500 new homes should be delivered in the ‘Core Area’ between 2011 and 2026, while the draft New London Plan sets an indicative capacity of 5,000 new homes between 2019 and 2041 in the Opportunity Area. Completed developments around Canada Water Station and, more recently, the first phase of the Project Light development have made significant contributions towards achieving these totals, but as the largest single remaining development site in the Core Area, there is a clear expectation that the redevelopment of the site makes a significant contribution to housing delivery. The proposed development would provide a minimum of 2,000 new homes and potentially up to around 4,000 new homes. In principle, the delivery of this number of new homes is supported and makes a welcome contribution to the strategic ambitions of the Development Plan.

### Affordable housing and viability

233. Core Strategy Strategic Policy 6 sets out a borough-wide minimum target of 8,558 net affordable homes between 2011 and 2026 and Policy 22 of the Canada Water AAP sets out that a minimum of 1,000 new affordable homes should be provided within the area over the same period.

234. The scheme would deliver 35% affordable housing (measured by habitable room), with a tenure split that is compliant with the draft New Southwark Plan policy: 25% social rent and 10% intermediate. In the minimum residential scenario of 2,000 units, this would equate to the provision of approximately 700 affordable units (500 social rented and 200 intermediate), but this could mean the delivery of up to approximately 1,400 affordable homes (1,000 social rented and 400 intermediate) if the applicant were to move towards the maximum amount of residential floorspace for which permission is sought.
235. The various housing tenures would be clearly defined in the s106 agreement. Social rents would be defined with reference to the National Rent Regime, specifically the Rent Standard Guidance 2015. Intermediate housing products including shared ownership, discounted market rent and discounted market sale are proposed in order to provide variety in the residential offer and this approach is supported in principle. Shared ownership homes would be subject to a marketing period at the Southwark income bands before reverting to the higher GLA income bands, as advised in Mayoral SPG. Where homes for discount market rent are proposed they would be up to 70% of market rent (i.e. a minimum discount of 30%) and where discount market sale homes are provided they would be up to 60% of market value (i.e. a minimum discount of 40%).
236. The first phase of development includes 87 affordable housing units, equating to 35.1% provision by habitable rooms. Of these homes, 79 are delivered on Plot K1 and 8x discounted market rent units are provided in the residential tower on Plot A1. The breakdown is as follows:

Tenure	Plot A1 Number of units (hab rooms)	Plot K1 Number of units (hab rooms)	Combined number	Combined percentages	
Social rent	0 (0)	60 (222)	60 (222)	22.6% (24.8%)	35.1% by hab room
Intermediate	8 (28)	19 (64)	27 (92)	10.2% (10.3%)	
Market	178 (580)	0 (0)	178 (580)	67.2% (64.9%)	64.9% by hab room
<b>Total</b>	<b>186 (608)</b>	<b>79 (286)</b>	<b>265 (894)</b>		

**Table 4:** Housing mix in Detailed Plots (A1 and K1)

237. As demonstrated above, the first detailed phase provides 35% affordable housing of a policy compliant tenure split across the two residential plots. This element of the proposal therefore complies with policy.
238. The first detailed phase demonstrates that the affordable housing ambitions of the Development Plan can be achieved without necessarily being prescriptive around the proportion of affordable homes on individual development plots. Officers consider this to be an important factor given the flexibility that is being sought for the wider Masterplan. As such, it is recommended that as the scheme progresses, affordable housing delivery is monitored in tranches of 500 units. This would mean that while individual Reserved Matters Applications may contain more or less than the required 35% affordable housing, the development as a whole must exceed this minimum every time a 500 unit milestone is reached. This ensures that affordable housing delivery keeps pace with the delivery of private units.

#### Distribution of affordable homes

239. 58 objections have drawn attention to the fact that Plot A1 is predominantly private housing and that Plot K1 is all affordable housing. A number of objectors state that Plot K1 is an inferior location for new homes and that the quality of accommodation is also inferior to that presented in the Plot A1 tower. Objectors suggest this separation is contrary to the ambition to create mixed and balanced communities, as set out in the Core Strategy. Many of those objecting to the concentration of affordable units in Plot K1 are residents of the recently developed neighbouring schemes on Quebec Way.
240. While the choice of Plots A1 and K1 as the initial residential elements of the scheme does perhaps make the separation more apparent, these two buildings need to be recognised as part of a single, larger development. The minimum number of affordable homes to be delivered across the development would be in the region of 700 homes and this could increase up to around 1,600 affordable homes were the maximum residential floorspace delivered and the viability position improve. This would require the distribution of affordable homes across a wider area of the Masterplan site and so the initial separation would be much more pronounced as further phases of the development are delivered. It is further noted that the K1 building would be located in an existing residential community that comprises a range of private and affordable housing, including the recently completed developments along Quebec Way: Claremont House and the Quebec Quarter. As such, it would make a contribution to an already mixed community.
241. The choice of Plots A1 and K1 as the first residential sites is also a practical one given that they are two areas of the site that are unencumbered and can be delivered without the need to vacate or demolish any existing buildings on the site. This means that the existing shopping centre and leisure park can continue to operate with minimal disruption, to the benefit of existing traders and users of the facility.
242. Fundamentally, officers are satisfied that Plot K1 represents a sustainable and desirable location for new homes. It is located in very close proximity to two primary schools and neighbours a fantastic local resource in Russia Dock Woodland and Stave Hill Ecology Park, making it an ideal location for family housing (half of the units have 3 or more bedrooms). The location of K1 on the periphery of the site also means that future occupiers would, to an extent, benefit from the separation from the wider construction that would take place across the Surrey Quays Shopping Centre, Leisure Park and Printworks sites as future phases are progressed. Further detailed assessment of the A1 and K1 buildings is provided in the *Design and Heritage Impacts* and *Quality of Accommodation* Chapters, but in principle, the initial approach to affordable housing delivery across the two plots is supported.

#### Viability

243. The application has been subject to comprehensive viability assessment to determine whether or not the development is providing the maximum reasonable amount of affordable housing, as required by Core Strategy Policy 6 and the London Plan. The Financial Viability Appraisal (FVA) underpinning the proposed development has been publicly available since submission of the application in May 2018.
244. There is an inherent challenge in appraising a scheme with so much flexibility over the total amount and composition of floorspace to be provided, as well as the length of the construction programme, which means that the development would undoubtedly be exposed to changing market conditions. The FVA is therefore primarily based on the Illustrative Masterplan (IMP) – the applicant's reasonable assumption as to how the scheme could be delivered. Officers agree that this is the most practical basis on which to form a reasoned opinion as to the viability of the development – and so the level of affordable housing that can reasonably be supported.

245. For the purposes of the FVA, the completed development is assumed to comprise:
- 2,816 Residential units (194,061sqm)
  - 206,627sqm office floorspace
  - 54,355sqm retail floorspace
  - 8,703sqm leisure floorspace (including the new leisure centre)
  - 5,197sqm community uses
  - 2,952sqm hotel use.
246. The FVA anticipates the full range of costs associated with the delivery of the Masterplan, including those associated with the delivery of a significant amount of new and improved public realm and the agreed suite of s106/CIL contributions.
247. Sensitivity testing has been undertaken to consider how changes in costs and values might affect the overall viability position. The FVAs have been prepared and presented in the way specified in the council's Development Viability SPD and have been subject to independent review by BNP Paribas on behalf of the council.
248. The review of viability has been an iterative process through which the individual inputs and assumptions to the appraisals have been interrogated by BNPP, and officers at the GLA, and a series of additional explanatory notes and reports on market conditions have been submitted by BL. While this process has not resulted in absolute agreement between the parties, after protracted negotiation, there is broad consensus on a range of inputs that are considered reasonable and that can form a baseline appraisal to represent the present day viability of the scheme, without grant. Both sets of consultants, Quod on behalf of British Land, and BNPP on behalf of the council, are agreed that the scheme cannot support a 35% tenure compliant affordable housing offer on the basis of present day values.
249. Principally this is as a result of high development costs. In addition to the core construction costs of the buildings, themselves estimated to be approximately £1.7bn, the transformative nature of the development means that significant additional costs arise in order to deliver a new network of streets, open spaces and public realm improvements, as well as a new network of utilities infrastructure across the site. The ambition to deliver healthy streets and active ground floors across the town centre means that much of the servicing activity and ancillary spaces for cycle parking and plant are to be located in expansive basements, further increasing costs. Initial investigations of ground conditions, as described later in the report, also suggest the potential for widespread contamination across the site needing to be remediated. These issues and numerous others mean that a broad category of "other" costs in the FVA amounts to in excess of £900m. While the anticipated scale of investment might have a positive impact values over the construction period, this will not necessarily manifest itself in the early development phases.
250. The baseline appraisal, without grant, suggests that a 35% affordable scheme would generate a profit on gross development value of 8%, a level well beneath BL's stated target of 16%. At this level, it would be unlikely that BL would proceed with the development, as acknowledged in the council's SPD and by the GLA. Conversely, an FVA including the range of values and inputs that have been broadly agreed between the parties would result in affordable housing provision of approximately 11%. This being the case, the proposed 35% affordable housing offer that would be secured in the s106 agreement can be comfortably described as beyond the maximum reasonable on a present day basis.
251. While 35% might not be achievable on a present day basis, there are several factors to consider that might allow for an uplift in affordable housing numbers beyond the 11%

identified through the FVA process:

- The flexibility sought in the planning permission over the range of land uses and over the timing and size of development phases would give BL the opportunity to bring forward parts of its site that are attracting most interest in the market and with a combination of uses, within the defined parameters, that would secure the best return at a given point in time. This agility to respond to market conditions makes the permission more resilient than would otherwise be the case;
- BL would retain the ability- in principle- to deliver more floorspace than is presented in the IMP. While the IMP represents an interpretation of the various control documents, in the region of up to 100,000sqm additional floorspace could be delivered before hitting the floorspace ceiling identified in the Development Specification;
- With so much of the scheme presented as an outline application, a number of the costs cannot yet be verified because the detailed plots have not been designed. While a detailed costs plan sits behind the figures in the FVA, it is based on a number of assumptions about how the scheme will be realised. There is of course the potential for development costs to increase, particularly given current uncertainty in the market, but also, as an experienced developer, there is an opportunity for British Land to achieve costs savings through delivering a more efficient scheme and through economies of scale.
- The scheme includes a substantial investment in the quality of the public realm, local services and infrastructure at the heart of Canada Water and, irrespective of prevailing market conditions, this in itself could have a positive impact on values that can be achieved in residential and commercial markets. The value to ascribe to this “place making” is difficult to define and the more optimistic the predicted value uplift, the greater the commercial risk is to BL. While there is agreement between the parties that some benefit would be derived in this way, the precise uplift has not been agreed.

#### Affordable Housing Review mechanism

252. The London Plan and associated Supplementary Planning Guidance sets out that where typical major development schemes deliver less than 35% affordable housing, or where they require grant assistance to achieve this, they should be subject to early and late stage reviews. Where the land in question is former industrial land or is public sector land, this initial threshold is increased such that any scheme failing to provide 50% affordable housing without grant should be subject to future viability reviews. Should the reviews demonstrate any uplift in the viability position, then a proportion of this uplift should be used to contribute towards the increased provision of affordable homes up to a cap of 50%.
253. The GLA, in its stage 1 response, set out that it considered the Printworks to be former industrial land and the former Rotherhithe Police Station to be public sector land, on the basis that it was only acquired by BL shortly before the submission of the application. As a result, the GLA identified that 39% affordable housing would be the appropriate ‘threshold’ required to avoid the need for future viability reviews. As the offer of 35% affordable housing is below this threshold, viability reviews are required.
254. In accordance with Mayoral guidance, this would include:
- Early stage review – in the event that development has not commenced within 3 years of the grant of permission;

- Mid term reviews – on completion of every 500 residential units;
- Late stage review – at a stage to be agreed as the development nears completion.

255. Where the reviews point to an improvement in the viability position, this uplift would be shared between the council and BL on a 60:40 basis in favour of the council. The uplift would lead to additional on-site provision within the next residential phase/plot, with the exception of the final review, which would result in a financial payment in lieu of direct provision. This staged approach to viability review is in accordance with the Development Plan and associated supplementary planning guidance.

256. However, in acknowledging that the commitment to deliver 35% affordable housing across the entire scheme represents a significant jump from what could be considered the maximum reasonable level on present day terms, and therefore a transfer of risk to the applicant, officers recommend that the review process is undertaken on the following basis:

- That the review be undertaken purely on the residential elements of the development rather than any commercial floorspace;
- In the event that an uplift in affordable housing provision is possible, that the maximum provision of affordable housing is capped at 40% rather than the 50% outlined in Mayoral SPG;

Members should note that this approach is not consistent with adopted SPG but that it is recommended by officers in light of the risk that this commitment presents to BL based on the agreed current day viability position.

#### Grant

257. As a result of the present day viability position, BL has sought and secured £21.6m of Affordable Housing Grant from the GLA to support the delivery of affordable housing. In allocating the funds, the GLA's Housing and Land team has reviewed the baseline viability appraisal that has been broadly agreed between Quod and BNPP and satisfied themselves that the allocation of grant is necessary in order to secure an uplift in the quantum of affordable housing on the site. The grant is allocated as part of the current 2016-2021 grant regime and in order to be drawn down by the applicant requires start on site by 2022.

258. In addition, this Canada Water Masterplan has been allocated £17.5m from the Mayor's Strategic Investment Fund: a £112m fund established to support sustainable economic growth by anticipating future revenue through business rates.

259. The total £39.1m grant funding improves the viability position of the scheme, but does not in itself mean that 35% affordable housing is achievable. The shortfall against the agreed profit level is substantially higher than the value of the grant and so, as discussed above, a combination of improved values and/or lower costs would be required for the scheme to be viable.

#### Affordable housing conclusion

260. The level of affordable housing now secured in the s106 agreement represents a significant improvement on the level of provision initially proposed on submission of the application. Both the council's and BL's viability consultants agree that 35% affordable housing is significantly beyond the maximum reasonable amount of affordable housing that is viable on a current day basis. However, through a potential combination of values increasing, costs reducing, the flexibility the permission would allow over land-use and phasing and/or delivering additional or more efficient floorspace than is anticipated in the

IMP, the council's advisors believe that 35% can be achieved over the lifetime of the development while still delivering the target profit level sought by the applicant. The delivery of these affordable homes is a significant benefit of the scheme, as reflected in the conclusions of the Socio-Economic chapter in the Environmental Statement. The level of provision complies with the requirements of Policy 3.12 of the London Plan and Strategic Policy 6 of the Core Strategy and makes a substantial contribution to the target of delivering at least 1,000 affordable homes set out in the Canada Water AAP.

261. The delivery of these affordable homes is a significant benefit of the scheme (and is recognised as such in the Socio-Economic chapter of the ES).

Housing Mix, including Family Homes

262. Policy 23 of the Canada Water AAP reflects the Core Strategy position on the mix of new homes, setting out that 20% of units within the Canada Water Action Area Core should be family homes with 3 or more bedrooms and that a maximum of 5% of all units should be studios, with these limited to private housing only.
263. BL contends that delivering this proportion of family housing across the Masterplan site is challenging given that the residential towers do not necessarily lend themselves to family accommodation. As a result, the mid-rise blocks would need to provide a much higher proportion of family homes to achieve overall policy compliance, potentially constraining the layout of these blocks and, ultimately, the viability of the scheme.
264. Officers recommend that applying some flexibility in this regard would be beneficial and that the family homes requirement could be relaxed for the Development Zones that are likely to include a high proportion of their residential units in towers. While this is strictly contrary to the requirements of Policy 23 of the Canada Water AAP, given the anticipated scale of housing delivery across the wider site, it is not considered that this approach would undermine the objective of delivering a desirable housing mix,. It is recommended that this would apply to Development Zones B, C, D and F, as below.





**Figure 16:** Development Zones where 20% family homes requirement would be maintained (in blue), assuming that Plots A1 and K1 are considered as a combined phase.

265. In addition, officers recommend that the proportion of studios can be increased to 10% of the private, market homes across the Masterplan rather than the 5% maximum stipulated in the Canada Water AAP. This approach could lead to 100 additional studios across the site in the minimum residential scenario and up to approximately 200 additional studios in the maximum residential scenario. None of these studios would be provided as affordable housing. This too conflicts with Policy 23 of the Canada Water AAP, but is considered by officers to be acceptable on balance given the viability position described above and scale of housing delivery across the wider Masterplan site.

#### Housing Mix in the Detailed Plots

266. When the housing mix across Plots A1 and K1 is combined to give the split over the first phase of the Masterplan, the generous provision of family units in Plot K1 balances the under provision in Plot A1, such that the two plots together in the first phase achieve policy compliance for studios, 2-bedrooms and larger, and 3-bedroom units as set out in the table below:

Unit size	Number in A1	Number in K1	Combined number	Combined percentage
Studio	10	0	10	3.8%
1-bedroom	82	14	96	36.2%
2-bedroom	78	26	104	39.2%
3-bedroom	16	39	55	20.8%
Total	186	79	265	100%

**Table 5:** Unit mix across Plots A1 and K1

267. The housing mix in these two residential plots is acceptable given that it delivers housing choice as specified in London Plan policy 3.8 and complies with the specific requirements

of Policy 23 of the Canada Water AAP.

### Specialist Housing

268. The Development Specification would allow for the delivery of up to 35,700sqm (GEA) of specialist residential accommodation offering an element of care or support. This would most likely be targeted at older people, though housing designed to accommodate the particular needs of others could fall within this use class (use Class C2). Draft London Plan Policy H15 identifies a benchmark provision of 65 units per year between 2017 and 2029 in Southwark for specialist accommodation targeted at older people. This is amongst the lower benchmarks; only 4 boroughs have a lower number. The draft policy advises that delivery is informed by local needs assessments and it is anticipated that the council would work with BL to evidence a need for such accommodation as the development progresses, though ultimately it would be at the discretion of BL to provide this as part of the residential mix.
269. Any such housing would need to accord with emerging New Southwark Plan policy P5 in that it would be required to provide high quality amenity and communal spaces and on-site services appropriate to the particular form of housing and needs of occupiers. As with general housing, this type of housing would be required to provide 35% affordable housing, either as conventional affordable housing or as specialist affordable housing linked to the particular housing product. This option would be enshrined in the s106 agreement and the decision as to the most appropriate form of affordable housing would be determined in light of the evidence that is available at the time of the relevant Reserved Matters Application.

### Wheelchair Housing

270. 10% of housing units would be designed to accord with the M4(3) Wheelchair User Standard established in Part M of Building Regulations. Where these homes would be affordable units, they would need to achieve the more prescriptive M4(3b) Wheelchair Accessible Standard and the detailed design requirements listed in the New Southwark Plan. The accessibility standards would be secured by condition and the s106 agreement would detail a range of marketing requirements to raise awareness of the availability of these units for individuals reliant on this type of accommodation.
271. The remaining 90% would be designed to the Accessible and Adaptable standard, M4(2). This complies with the requirements of London Plan policy 3.8, saved Southwark Plan policy 4.3 and emerging policy P6 of the New Southwark Plan.

### Student Housing

272. The permission sought would allow up to 50,300sqm (GEA) of student accommodation and this provision could be made across several Zones in the Town Centre or Central Cluster character areas. The current London Plan identifies the need for 20,000 student bedspaces between 2015 and 2025 to support growth across London and student accommodation is broadly supported by the Canada Water AAP, if it is presented as part of a diverse mix of uses. This would clearly be the case with this application. However, this provision would be capped at no more than 300 bedspaces unless the accommodation forms part of a broader campus offering teaching and/or research facilities, in accordance with policy 30 of the Canada Water AAP. This restriction would be set out in the s106 agreement. The s106 agreement would also require the submission of a student management plan should large-scale student accommodation be proposed, singularly or cumulatively, to manage the large volume of arrivals and departures at the start and end of tenancies.
273. Any student accommodation would be required to provide 35% affordable housing, either

as conventional affordable housing or bespoke affordable accommodation for students, as stipulated in Core Strategy Policy 7.

#### Private Rented Sector Housing/Build to Rent

274. The first phase of residential development does not explicitly deliver private rented sector (PRS)/Build to rent housing and the illustrative masterplan has been modelled and valued on the basis of conventional market housing for sale. However, build to rent is acknowledge in the submitted Housing Statement as a typology that the applicant might choose to deliver as part of the Masterplan. There is no distinction in land use planning terms between build to rent and conventional homes for sale and there are no restrictions in the permission being sought that would preclude a switch from homes for sale to build-to-rent at the discretion of the applicant. The London Plan sets out that the planning system should provide positive and practical support for PRS.

#### **Conclusion**

275. The development would create between 2,000 and approximately 4,000 new homes, making a very significant contribution to the housing targets for both Canada Water, and Southwark as a whole. The phase 1 detailed designs have demonstrated a commitment to building quality homes which meet and exceed the requirements of the Residential Design Standards SPD.
276. The applicant has committed to providing at least 35% of homes (when measured by habitable rooms) as affordable housing, in a compliant tenure split, across the development. This is significantly more than the viability assessment shows could be supported on present day terms, even with the £39.1 million grant from the GLA. The viability assessment has been subject to scrutiny by BNPP for the Council, and by the GLA's own internal experts, and whilst absolute agreement has not been reached on all points, the degree of deviance is limited and doesn't affect the ability of officers to draw robust conclusions from the appraisals. All parties have acknowledged that to proceed with a commitment to 35% affordable housing does create risk for the developer.
277. In recognition of this risk, it is recommended that a number of exceptions to the normal development plan requirements are agreed as reasonable. In brief, these are some flexibility in the application of the policy on housing mix, to allow a greater proportion of studio flats across the development, and a lower proportion of 3 bedroom family units on some of the most central zones. In addition, the required review mechanism, which would be triggered in the event of a delayed start, and additionally at stages within the development process, would be limited to a review of the residential elements only. This review could increase affordable housing up to a maximum of 40% if the viability of the scheme improves sufficiently to support this.
278. As well as general needs housing, the development specification allows for the introduction of other housing types, such as specialist housing for students or older people, or build to rent housing. These would be acceptable in the context of a large mixed use development, although restrictions are suggested in the s106 agreement around the design and scale of these, and the choice whether to bring them forward lies with the developer.
279. Overall, the delivery of a substantial amount of housing is in line with the policies in the London Plan and Core Strategy, and would comply with the site allocations in the Canada Water AAP and draft NSP. Where flexibility has been sought in relation to policies on housing mix and the operation of review mechanisms, these are justified in relation to the risk to the developer of committing to the delivery of much more affordable housing than could be supported at the present time by the Illustrative Masterplan.

## Chapter 10: Town Centre

Including retail, employment and workspace, leisure, the other proposed land uses and the detailed plots

**The Masterplan would transform the Town Centre offer at Canada Water, delivering an increase in the amount and range of retail, leisure and workspaces among a network of new streets, public squares and open spaces.**

**The proposed retail is focused on the delivery of a new Tesco Store, a new High Street connecting Canada Water Station and Canada Dock to Surrey Quays Station and Greenland Dock, and a network of more intimate, open-air retail streets in The Cuts and around the proposed Park. As well as the mix and type of uses in the redevelopment, the quality of the proposed environment in terms of the new routes and public realm and improved street layouts would create a more attractive and better connected town centre.**

**The existing leisure floorspace would be replaced in the minimum parameter scenario, with the maximum parameter allowing for a significant increase in leisure to assist in creating a new destination and improve upon the current offer. A new high quality public leisure centre is included in the first phase, and a replacement cinema would be provided as required by the AAP.**

**Ambitions to capitalise on the excellent public transport accessibility would establish Canada Water as a major new employment destination, with a significant uplift in employment floorspace to be delivered across a range of workspaces. The Masterplan could deliver between 12,000 and 30,000 jobs on completion. The applicant would retain the ability to refurbish and repurpose the Printworks as a modern workplace, or redevelop it. Affordable workspace and affordable retail space would be secured through the s106 agreement.**

**Existing businesses, especially small independent businesses, would be given support during the redevelopment and may be accommodated in the completed scheme. A programme of meanwhile uses during the long build phase would ensure the site remains active, offers services, facilities and activities for the local community. Construction phase and end phase jobs and apprenticeships would be secured in the s106 agreement.**

**The ambitions for the town centre reflect those set out in the AAP and the London Plan and are supported. The transformation of the town centre, particularly into a major employment destination, would inevitably increase the number of people arriving at Canada Water on a regular basis. While this would be a gradual process, a successful and sustainable evolution into a Major town centre would be dependent on investment in supporting transport infrastructure and the quality of the public realm.**

280. The application site occupies a substantial area of Canada Water Town Centre and the town centres uses, as defined in the NPPF, are currently focused in the following three distinct areas:
- **Surrey Quays Shopping Centre:** which includes a range of 48 shops, banks and restaurants. It has a large car park, petrol station and rear servicing yard;
  - **Surrey Quays Leisure Park:** which includes the Odeon cinema, Buzz Bingo, the Hollywood Bowl bowling alley, restaurants and large car park; and
  - **The Printworks:** the former newspaper printers which is currently used as a music venue meanwhile use.

281. The application documents describe an ambition to transform the Town Centre and forge a new reputation for Canada Water as a shopping, leisure and employment destination. This would entail an expanded retail and leisure offer and significant increases in employment floorspace. The ES anticipates that the combination of town centre uses could create in the region of 12,000 to 30,000 jobs across the site depending on the mix of uses that is ultimately delivered.
282. As well as delivering an increase in the amount of town centre uses, BL have articulated a strategy to increase the variety of the town centre offer. The development presents opportunities to accommodate a range of national, independent and local operators in new space that meets their respective needs. Through providing a more varied town centre environment that comprises indoor and outdoor shopping, eating and drinking, entertainment and leisure and space for events and activities, BL aims to provide a more memorable experience for a diverse population, including people of a variety of different ages, genders, family types and incomes.
283. The Core Strategy identified that Canada Water will evolve to become a Major Town Centre as a result of forecasted growth over the plan period, and this is reflected in the Canada Water AAP. The Major Town Centre designation is carried forward in the Policy P30 of draft New Southwark Plan (NSP) and is reflected for the first time in the draft New London Plan. With the exception of Plot K1 and small amounts of Plot A1 (the Dock Office Courtyard), Plot A2 (the existing petrol station and link down to Lower Road) and Zone B (its western edge), the entire application site is located within the defined Town Centre.
284. London Plan policy 2.15 'Town centres' states that the Mayor and boroughs should co-ordinate the development of London's network of town centres so that they provide the main focus for commercial development and intensification to include residential development. Part B of this policy states that extensions of existing town centres must be co-ordinated strategically, and that "*identified deficiencies in the network of town centres can be addressed by promoting centres to function at a higher level in the hierarchy...giving particular priority to areas with particular need for regeneration.*" Part C of this policy sets out the requirements for developments, including to sustain and enhance the vitality and viability of the centre, accommodate economic and housing growth through intensification, and be in scale with the centre.
285. Though Canada Water is designated as a district centre providing convenience goods and services to a local community in the current London Plan, Annexes 1 and 2 acknowledge this status as being in transition given Canada Water's high growth potential. Committed and anticipated development could lead to a significant expansion in town centre uses and, as such, the draft London Plan now identifies Canada Water as a Major Town Centre and an Opportunity Area. The London Plan therefore provides a strategic steer that Canada Water has potential to grow and move up the town centre hierarchy through its redevelopment.
286. Major Town Centres generally contain over 50,000sqm of retail, leisure and service floorspace with a relatively high proportion of comparison goods, and may have a significant employment, leisure and civic functions. Aligned to this, the draft New London Plan identifies the Canada Water Opportunity Area as capable of delivering up to 20,000 new jobs.
287. As well as the Canada Water AAP, Core Strategy, London Plan and emerging policy, the NPPF at chapter 7 requires planning policies to promote the long-term vitality and viability of town centres, allowing them to grow and diversify in a way that can respond to rapid changes in the retail and leisure industries.

288. Town centre uses include business floorspace (Class B1), retail (Class A1-A5), leisure (Class D2), and hotels (Class C1). The application proposes a range of town centre uses within the outline and detailed elements, as BL aims to create a vibrant, inclusive, mixed use development. Due to the scale of the masterplan and the flexibility sought by BL, all of the outline plots may come forward with a mix of uses as set out in the Development Specification. Plots A1 and A2, most of which are within the defined town centre, each include retail and office floorspace.
289. This section of the assessment will consider the different land uses that would be lost by the demolition of the existing buildings on the site, and these proposed town centre uses (in terms of their types and quantum) in the masterplan scheme. Separate assessment chapters will consider the housing types, health provision and education provision. Canada Water is well connected and the impacts of the proposed town centre uses on public transport and the road network are considered in a separate chapter of this assessment. The quantum of different Use Classes that could be delivered is set out in the Development Specification, with defined “caps” on the amount of floorspace per Zone and per Use Class type. The detailed elements of the application include town centre uses within Plots A1 and A2.

### **Retail uses**

290. The Development Plan sets out that retail floorspace should be retained or replaced in town centre locations and establishes a clear strategy for the expansion of retail floorspace at Canada Water. London Plan policy 2.15 ‘Town centres’, and Annexes 1 and 2 provide support for Canada Water growing from a District Town Centre to a Major Town Centre, a position reflected in the latest draft London Plan. This is consistent with Core Strategy policy 3, which anticipated a change from a District level Town Centre to a Major Town Centre as a result of forecasted increases in retail floorspace over the plan period. The Core Strategy and Canada Water AAP both set out the potential for a net increase of around 35,000sqm retail and leisure floorspace as being possible. In particular, new retail floorspace is specified on the sites that make up the Canada Water Masterplan.
291. Canada Water AAP policy 1 ‘Shopping in the town centre’ states that Canada Water will move up the borough hierarchy of centres to become a Major Town Centre, with improved and expanded shopping floorspace (by around 35,000sqm net) between 2011 and 2026 by the promotion of new retail space on sites including the Surrey Quays Shopping Centre and its car park, and the CWAAP17 site (which includes Printworks, SQLP). This policy requires a range of shop unit sizes and provision of small shops suitable for independent retailers. AAP policy 2 supports the provision of new cafes and restaurants in the town centre. Saved Southwark Plan policy 1.7 states that retail space should generally be retained in Town Centre, unless replacement uses would provide direct services to the general public and not harm the vitality and viability of the town centre.
292. The application seeks to deliver up to 88,432sqm of retail (Class A) floorspace across the Masterplan site and makes a commitment to a minimum provision of 46,452sqm. The maximum amount of retail would mark a significant uplift on the existing level of provision of 37,247sqm of retail floorspace.
293. The retail strategy aims to expand the variety in the retail environment and is predicated on a handful of key elements:
- The creation of a new High Street along a realigned Deal Porters Way that would be suitable for larger retailers;
  - A relocated superstore on Zone G;

- A new retail quarter – “The Cuts” – in Zone D, that would provide a more intimate retail environment better suited to small retail units and independent traders;
- Active frontages around the new Town Square and the Park.



**Figure 17:** Indicative retail strategy shown in blue - *New High Street retail (1 & 2), the Cuts (4), new Superstore (6), retail/food and drink uses around the Dock (1), Square (3 & 5) and the Park (8).*

294. The retail strategy focuses the main provision in the new Town Centre and Central Cluster character areas; the areas of the site anticipated to have the greatest footfall. This is supported by a smaller level of provision in the Park Neighbourhood to provide local convenience shopping. The retail strategy aims to better connect the new shopping to the existing protected shopping frontages around Lower Road, the new linkages through Surrey Quays Place, and the network of the new streets throughout the site, would help in this regard. By introducing new food and drink uses alongside an increased leisure offer, BL also aims to better develop the evening economy in the Town Centre. Key to the success of the retail strategy is a significant enhancement of the public realm throughout the town centre.

#### Existing retailers

295. BL has provided a breakdown of the current occupiers across the site, which includes a range of retailers and restaurants. The existing shopping centre contains 35,435sqm GEA of retail floorspace, and the restaurant units in the SQLP increase the total of existing Class A floorspace within the CWM site to 37,247sqm GEA. All of this is to be demolished in a series of phases to facilitate the delivery of the Masterplan. Emerging policy P28 of the New Southwark Plan requires developments to retain small and independent businesses, to consider the feasibility of providing affordable and suitable space for existing occupiers within a proposed development, and to incorporate well-designed and flexible units suitable for small and independent businesses.
296. The minimum quantum of retail (Class A) and leisure (Class D2) floorspace to be provided would exceed the existing amount and this meets the basic criterion of saved Southwark Plan Policy 1.7 and draft NSP Policy P30. The Shopping Centre and Leisure Park are mainly occupied by chain stores with long leases that have flexibility for BL to serve notice and commence development in a structured manner. BL recognises it is in the interests of the wider community, and the vitality of the town centre, that a range of shops are maintained for as long as possible during the redevelopment. New retail space would be

provided gradually as Reserved Matters Applications are submitted and the initial Plots, A1 and A2, include 1,782sqm GEA of floorspace. In addition to new provision, an interim use strategy for the site during development would potentially lead to opportunities for retailers to have a temporary presence on the site.

297. Tesco, in particular, is a key facility for the local community and Tesco requires continuity of trading throughout the development programme. As a result, a new superstore of broadly equivalent size is to be delivered on Zone G before the existing store is demolished. Despite concerns raised by Tesco in their objection, this has been confirmed by BL to be the case. To reflect the terms of the current Tesco lease, 1,000 car parking spaces are to be re-provided, split between a basement car park beneath the store and a separate multi-storey car park, this is discussed further in the Transport Chapter. The provision of a petrol station for Tesco is also a current lease requirement, hence the IPFS is proposed in the first phase of development to allow the existing petrol station on Plot A2 to be demolished.

### **Scale of additional retail provision**

298. As noted above, the Development Specification sets out that up to 88,568sqm GEA of retail floorspace (Class A) could be delivered across the Detailed and Outline elements of the Masterplan. The option of providing retail floorspace on every Development Zone is sought, but it is likely that this would be focussed in Zone D (“the Cuts” - up to 32,700sqm) and Zone G (“the new superstore” - up to 21,700sqm). If the full quantum of retail space were to be built out, this would more than double the existing floorspace in the new town centre. This would be a significant increase in the scale of retail provision in Canada Water.
299. London Plan policy 4.7 ‘Retail and town centre development’ requires a partnership approach for assessing need and bringing forward capacity for retail, commercial, cultural and leisure development in town centres, and requires the scale of a proposed development to be related to the size, role and function of a town centre. London Plan policy 4.8 ‘Supporting a successful and diverse retail sector and related facilities and services’ gives support to bringing forward capacity for additional comparison goods retailing (including in major centres) and supports convenience retailing: this is continued in draft NLP policy E9 ‘Retail, markets and hot food takeaways’.
300. As the site is a designated Town Centre, a sequential test for this additional retail floorspace is not required by the NPPF. Though the London Plan identifies Canada Water as a Town Centre likely to experience high growth, it does not set a maximum floorspace ceiling for the level of growth that should occur in the Town Centre. Instead, London Plan policy 4.7 states the scale of retail development should be related to the size, role and function of a Town Centre and its catchment. An assessment of the existing and future context of the Town Centre, and capacity assessments can be used, bearing in mind the policy support for promoting Canada Water to a Major Town Centre.
301. The Retail and Leisure Statement submitted with the application highlights the difference in the size of the Canada Water Town Centre, which would contain around 50,000sqm retail floorspace if existing approved schemes were built out, and other town centres in the borough such as Peckham (a major town centre) at 73,000sqm and Walworth Road/Elephant and Castle (a district centre) at 72,000sqm. It summarises the findings of the council’s 2015 retail study (detailed below) which included a health check of Canada Water; this found a very low vacancy rate at that time (only 5%), a good range of services, Tesco as a successful anchor store and good transport links. However, it identified the main weaknesses as the disjointed layout of the centre and poor linkages, the low proportion of clothing and footwear retailers, failing to cater for the more affluent sectors of the catchment and too many betting and payday loan shops. BL’s own customer surveys



found that a wider mix of uses, better choice and mix of shops, with better choice and food and beverage options, better linkages and public realm improvements, and a need for more shops to support a growing population were common themes. These factors would support the growth in retail floorspace presented by this application.

302. The question as to how much retail growth is to appropriate at Canada Water is addressed in two evidence base studies that have been prepared by Lichfields in 2015 and 2018 for the council. The studies support the evolution of Canada Water to a Major Town Centre and are summarised below.

*2015 retail study*

303. The 2015 borough-wide study found that by 2031, the North East Growth zone (which includes Canada Water as its core area) was projected to require 22,288sqm of retail floorspace over and above that already secured in planning permissions. This included 3,631sqm of convenience goods floorspace, 16,279sqm of comparison goods floorspace and 2,378sqm of food and beverage floorspace. The existing consents would absorb the growth anticipated in the short to medium term (up to 2021) while the emerging potential for growth from 2026-2031 would be provided predominantly by the redevelopment of the Surrey Quays Shopping Centre and SQLP.
304. As a sensitivity analysis for the 2015 study (and taking into account growth planned in Canada Water as suggested in the AAP), an additional 28,560sqm Class A1-A5 uses was tested, over and above the approved schemes. The projections suggest there would be theoretical capacity in the North East Growth Zone to accommodate this additional comparison goods and food and beverage floorspace. It assumes the existing supermarket in the shopping centre and the approved extension to it would absorb the convenience shopping projections.
305. The 2015 study tested the impact of this projected growth on nearby centres, the two local centres of The Blue and Bankside/Borough are considered to be the most vulnerable, following growth at Elephant and Castle and Canada Water, however the impact was not considered to significantly harm the vitality and viability of The Blue. It found the North East Growth Zone (which includes Canada Water) retains 18.8% of non-food spend and 26.4% of food spend within, as trade is lost to shopping areas outside the borough.
306. The 2015 study found that 57.1% of shopfronts within the Canada Water Town Centre were of Class A1 use and totalling 20,937sqm. Class A1 provision within the wide Class A floorspace sought by the application would be secured by condition, particularly given the projected growth in comparison goods as part of a redeveloped town centre.

*2018 retail study*

307. The 2018 study focused on the designation of the Old Kent Road Major Town Centre and growth in the Old Kent Road, but it also updated the floorspace projections for retail provision for the whole borough. It therefore provides a more up-to-date evidence base in which to assess the Masterplan application.
308. The 2018 study took into account updated population and retail capacity projections. The retail trends demonstrated that since the 2015 projections, the convenience retail floorspace projections for the borough decreased. This was due to Experian's lower forecast expenditure growth and the expected implementation of additional commitments. The projections for comparison and food and beverage retail capacity increased. The updated study included previously approved schemes, to be broadly consistent with the 2015 study, except for the existing Shopping Centre capacity and its approved extension (which was unlikely to be implemented due to the masterplan application for the redevelopment).

309. Both studies included projections up to 2031 over and above commitments in planning applications. In the 2018 study, the council had more information about the redevelopment of three of the borough's major shopping centres:
- The study also took into account the growth anticipated at the Canada Water Masterplan site. The estimate was for a gross increase (over and above existing floorspace) of 46,000sqm (broken down into 31,500sqm comparison uplift and 13,500sqm food and beverage uplift). Convenience floorspace was assumed to be re-provided at the same level as the existing Tesco supermarket;
  - The Elephant and Castle Shopping Centre planning application was live at the time so this was included as a commitment (with a caveat that it was subject to approval);
  - The 2018 study took into account the potential growth of approximately 7,000sqm gross increase (over and above existing floorspace) for the redevelopment of the Aylesham Centre in Peckham (currently at pre-app stage).
310. The 2018 study concluded that the commitments and completions would absorb growth up to 2026 but additional longer term growth could support additional 16,303sqm net between 2026 and 2031 for the whole borough. It is projected that the North East Growth Zone would accommodate about half of this total.
311. The application proposes up to 88,432sqm GEA Class A retail space in the detailed plots and outline part. This maximum retail space would be an uplift of 51,231sqm over the existing retail floorspace (37,247sqm) in the shopping centre and the Leisure Park. The maximum retail space would be 5,231sqm over the estimate assumed for the 2018 retail study (46,000sqm uplift) and accounted for in the projections. The projections to 2031 that take into account the Masterplan suggest an additional 17,887sqm could be accommodated in the North East Growth Zone up to 2031. Therefore, the additional retail provision proposed in the maximum retail scenario would be comfortably absorbed within this total. Furthermore the suggested build-out rates of the Masterplan would not complete until 2035, by which time future projections would likely increase with a growing population.
312. Conclusions on retail quantum  
The scale of retail development proposed would be consistent with the evolution of Canada Water from a District to a Major Town Centre. Though the quantum of retail exceeds that proposed in the AAP, the council's most recent retail studies identify a need for a higher level of provision to account for forecasted population growth and subsequent demand. In land uses terms, the approach is consistent with AAP Policy 1, Core Strategy Policy 3 and London Plan Policy 2.15. The potential transport implications of delivering this amount of retail are covered in more detail in the relevant Transport Chapter (Chapter 12) below.

### **A more varied and higher quality retail environment**

313. High Street and diversity of retail offer  
The new High Street would provide the focus for the new retail offer, and together with the smaller Cuts shopping streets would provide a more traditional retail environment for a town centre of retail units at the base of mixed use buildings. This is in contrast to the current Shopping Centre and detached units in the SQLP both with their large surface car parks. This significant change is welcomed and would much improve the character of Canada Water. The proposed parameters are set out in more detail below, but would allow a range of Class A1-A5 uses to provide new shopping (Class A1), services (Class A2), food and beverage (Class A3), drinking establishments (Class A4) and takeaway (Class A5) uses that would replace and expand upon the current offering. The proposal would allow a greater provision of food and beverage units in response to the changing character

of the Town Centre, encouragement of an evening economy, and the significant areas of public space proposed that would make Canada Water an attractive destination.

314. The comprehensive redevelopment with the demolition of the existing buildings would allow for a qualitative improvement to the retail offer as well. Such improvements would include:

- Creation of a new High Street along a realigned Deal Porters Way, and BL considers the High Street area would be where the larger retail units are concentrated. The Cuts in Zone D would be another retail focus, and be more suited for smaller independent retailers. This would concentrate the main retail provision in areas of high footfall. Smaller areas of retail would be appropriate around the new Park and in the more residential zones to provide local convenience shopping. This hierarchy within the site is appropriate.
- BL intends for the new Town Centre to serve a variety of ages, income, ethnicities, genders and family types and to provide a diversity of spaces – indoor, outdoor, covered shopping, eating and drinking, entertainment and leisure all connected by high quality public realm. As set out in the design chapter of this assessment, the design criteria set out in the Parameter Plans and Design Guidelines provide comfort that this would be achieved as the details come forward, to provide an improved context for the new shopping area.
- An evening economy would be encouraged by BL with food and beverage offers, events and activities focus around key public spaces to create vibrancy and activity. As with most aspects of this application, BL wish to retain flexibility - in the uses, size of units, or specific occupiers. The only known occupier is a new Tesco supermarket in Zone G. Given the recognised fragility of the retail sector, it is reasonable to allow flexibility to respond to changing demands or opportunities.
- The improved links across the site and into surrounding streets would complement the existing shopping on Lower Road and Albion Street, aided by enhanced signage and public realm. As the Lower Road shops are within the same Canada Water Town Centre designation as the site, no impact assessment was carried out for this part of the Town Centre.

#### Affordable retail

315. Draft London Plan policy E9 'Retail, markets and hot food takeaways' at part E states that large-scale commercial development proposals (of over 2,500sqm gross of Class A floorspace) should support the provision of small shops and other commercial units including affordable units where there is evidence of local need. Again, as this policy is not yet adopted it cannot be given full weight, but as it has been through its Examination in Public it can be given some weight.

316. BL has proposed up to 4,900sqm GIA affordable retail floorspace, at up to 80% of market rent for a 15 year term. This represents 10% of the total retail floorspace that the Illustrative Masterplan anticipates being delivered, or 5.5% of the maximum retail floorspace that could be delivered. This provision is welcomed, and may allow for existing small businesses to be retained in the development. Affordable retail could take a variety of different forms, not just conventional shops, potentially including kiosks, stalls or other formats that might be suitable for starter or micro-enterprises. It would contribute to the overall mix of retail types and its staged provision would be secured through the section 106 agreement.

#### Other retail types and conditions

317. As an experienced developer with a sizeable retail portfolio, BL has substantial expertise in establishing and curating successful retail environments and, given this, and the volatility in the retail markets, any permission would provide a significant amount of flexibility to determine the amount and composition of the retail environment. However, a series of conditions have been agreed to address the requirements of Development Plan policies and mitigate potential adverse impacts on local amenity.
- A requirement that at least 50% of all retail floorspace should be A1 Use Class, to reflect the need outlined in the council's retail studies and to maintain the primacy of shopping retail as the principal retail use in the town centre;
  - A requirement that a minimum of 10% of retail units are provided as 'small shops' suitable for independent retailers and start-ups, in accordance with Policy 1 of the Canada Water AAP and emerging policy P29 of the New Southwark Plan;
  - A restrictive condition would prevent a proliferation of hot-food takeaways (Use Class A5) throughout the site and establish a 400m exclusion zone around secondary schools. This approach ensures compliance with draft Policy E9 of the London Plan and draft policy P45 of the New Southwark Plan.
  - A restrictive condition would stipulate that no betting shops, pawnbrokers or payday loan shop uses (which are each a sui generis use) have been proposed in this application, in accordance with draft policy P35 of the New Southwark Plan.

#### Conclusion on retail

318. The redevelopment of the Masterplan site provides a unique opportunity to provide a dramatically improved retail offer within an enhanced town centre. By redeveloping the existing Shopping Centre, Leisure Park and large car parks with a better arrangement of plots and routes, different retail character areas of the High Street, Cuts and Surrey Quays Road can be created and a new Tesco supermarket provided.
319. The minimum provision would reprovide the existing retail space (including the Tesco supermarket) to ensure policy compliance. The maximum floorspace parameter would allow BL to choose to build more retail if they consider it viable to do so; a greater provision of retail space would increase the potential for Canada Water to become a retail destination as envisaged by policy to promote Canada Water to be a Major Town Centre. An increase in retail floorspace would create additional retail jobs. The development is likely to result in more trade value remaining in the borough, rather than people travelling to out of borough locations for comparison shopping.
320. The application allows for a greater mix of retail types and occupiers as part of a new Town Centre, which is welcomed. The food and beverage provision would form part of an evening economy that further activates the Town Centre. BL has proposed a flexible scheme to allow for a range of different retailers (chain stores and independent shops) in a mix of unit sizes, and intends to offer a range of lease terms so that the retail element of the scheme can respond to the changing retail environment in coming years. Affordable retail floorspace is also proposed, and business relocation strategy to support existing businesses (detailed further below). Although Tesco have raised concerns about the overarching retail strategy, officers are satisfied the strategy presented would fulfil the ambitions of the development plan to increase the quantum and diversity of the retail offer. Subject to the proposed conditions and planning obligations, the retail part of the proposal within this Town Centre location is considered to comply with the NPPF, the AAP, London Plan (and New London Plan), Core Strategy and New Southwark Plan.

#### **Jobs and business uses**

321. The development seeks to deliver up to a maximum of 319,053sqm GEA of new workspace (Use Class B1): 38,184sqm in Plots A1 and A2 and up to 282,500sqm in Development Zones for which only outline planning permission is sought at this time. A minimum commitment is made to provide 83,005sqm with the higher amount at the discretion of BL. The Development Specification would allow for workspace to be delivered as part of the mix of uses across the majority of the site – all Zones except for the former Rotherhithe Police Station and the pavilion building in the new Park. The ES estimates that the workspace would make a sizeable contribution to the creation of between 12,000 and 30,000 new jobs across the Masterplan site, in addition to the large number of jobs and training opportunities created during the construction process.
322. The Core Strategy and Canada Water AAP set out that existing employment floorspace should be protected or replaced and that a general uplift of around 25,000-30,000sqm additional business space should be provided across the plan period, principally in the Central Activities Zone, Opportunity Areas, Action Areas and Town Centres.
323. Draft London Plan in policy SD1 ‘Opportunity Areas’ and figure 2.11 suggest a projection of 20,000 new jobs in the Canada Water Opportunity Area by supporting development which creates employment opportunities. Emerging policy P26 ‘Office and business development’ of the NSP requires developments within Opportunity Areas to retain or increase the amount of employment floorspace on-site.
324. The site is within an Opportunity Area. The central and western part of the site is within site allocation CWAAP5 (Decathlon site, Surrey Quays Shopping Centre and overflow car park) where Class B1 business use is listed as an “other acceptable land use”. The eastern part of the site is within allocation CWAAP17 (Site E, Mulberry Business Park, Harmsworth Quays and Surrey Quays Leisure Park) where a mix of employment generating uses are required land uses. Policy 25 ‘Jobs and business space’ in the Canada Water AAP promotes a business cluster in the Canada Water core area with around 12,000sqm of new office and light industrial space to meet local office needs and additional space where there is demand from specific end users, and the application site is listed among the key sites for business space. The site is within site allocation NSP82 of the NSP, where the development must provide Class B1 employment floorspace.

#### Existing business space

325. In terms of the existing Class B uses on the application site, the Printworks provides 44,541sqm GEA of industrial use (Classes B1c, B2 and B8) as its lawful, long-term use. A recent planning permission allows the former Rotherhithe Police Station to be used as Class B1 space (1,165sqm GEA). The existing buildings on the site therefore provide a total of 45,706sqm GEA of Class B employment use. The temporary permission to allow the use of a former restaurant unit in the Leisure Park for Class B1 use has not been included in this total as it is only for a temporary, five-year permission.

#### Proposed business space

326. The commitment to deliver at least 83,005sqm of workspace (Use Class B1) across the site would comfortably exceed the requirement to retain employment floorspace in town centres that is set out in the Core Strategy, Canada Water AAP and saved Southwark Plan policy 1.4. It would make a significant uplift of over 35,000sqm of additional employment space, which would contribute towards the Council’s aim of creating a business cluster in Canada Water and goes beyond the 12,000sqm sought by AAP policy 25 across the AAP area.
327. As a maximum parameter, up to 282,500sqm GEA of Class B1 floorspace could be

provided within the outline element, in addition to the office space in Plots A1 and A2. If the detailed plots and maximum outline element were to be constructed (totalling 320,684sqm), this would represent a seven fold increase in the existing Class B floorspace, and a dramatic step change in employment floorspace compared with adopted policy. BL is seeking the flexibility to be allowed to build up to the maximum parameter, however BL would consider in the future Reserved Matters stages whether it is commercially viable to bring forward office developments as one of the range of uses applied for. This in turn is dependent on whether there is a good market for employment space in the site across its long-term redevelopment.

328. BL intends to provide a variety of business units for small, medium and large enterprises to allow them to cater for a variety of future occupiers, and contribute to the vibrancy of the town centre. BL has stated that it has been in discussion with potential occupiers from across the business spectrum from large corporations to start-up businesses, who see the potential of Canada Water as a great working environment which could offer the accessibility, scale and diversity of the best urban centres but with other advantages that many other central locations cannot offer. BL therefore has confidence in the demand for office space, to make Canada Water an employment destination – hence the Development Specification allowing a large quantum of workspace to come forward. The office space within Plots A1 and A2 has been designed with flexible floorspace, so that they can be readily divided to cater for a range of tenants and sizes of business.
329. The application proposes that Printworks is either retained and adapted, or is demolished. In either scenario, the Printworks would not continue its lawful Class B2 (general industry) and B8 (warehouse and storage) uses. Core Strategy policy 10 protects industrial and warehousing floorspace only within designated strategic and local preferred industrial locations – which Printworks is not within. The AAP site allocation that includes the Printworks site (CWAAP17) does not list Class B2 or B8 as required uses, but refers to a mix of employment generating uses and diversifying the range of employment generating uses. Class B2 and B8 uses are not listed in the NSP site allocation as required or possible land uses. Therefore, the change of use of the Printworks site to remove its B2 and B8 uses is not resisted on policy grounds. Class B2 use is not compatible with a residential area. Given the intensification of the Masterplan area and introduction of residential use across the site, the loss of industrial and warehousing use is considered acceptable to allow for a more intensive, mixed use scheme without the noise issues that Class B2 raises, and a more intensive employment use than Class B8 warehousing.

#### Affordable workspace

330. Draft policy 28 'Affordable workspace' of the NSP seeks to deliver at least 10% of the proposed net employment floorspace as affordable workspace on site at discounted market rents, for at least 30 years, of a type and specification that meets current local demand. As this draft policy is subject to unresolved objections, has not been through its Examination in Public and is not adopted, it cannot be given its full weight at this time.
331. Draft London Plan policy E3 'Affordable workspace' states that planning obligations may be used in defined circumstances to secure affordable workspace at rents below the market rate for a specific social, cultural or economic development purpose, e.g. charities and social enterprises, artists' studios and maker spaces, disadvantaged groups starting in any sector, providing educational outcomes, and start up businesses. Policy E3 states that particular consideration should be given to the need for affordable workspace in locations where its provision would be necessary or desirable to sustain a mix of business or cultural uses which contribute to the character of an area. The Examination in Public for the draft London Plan concluded in May 2019 and a revised version of the draft London Plan published, however as the plan is yet to be adopted by the GLA, this policy cannot be given

full weight.

332. While not adopted, these two emerging policies give a strong steer that the provision of affordable workspace is to be expected in major schemes, particularly where existing businesses are to be displaced (see section below).
333. BL aims to provide innovative and flexible workspace in a stimulating urban environment, and has its own new 'Storey' workspace concept, which offers flexible workspace and co-working space to support and nurture businesses and entrepreneurs, and a range of lease terms. BL considers that the success of start-up businesses is related to more than just the rent they have to pay, and has been trialling a range of employment and business initiatives at Canada Water via Tree Shepherd to support and mentor new businesses and build their capacity to flourish. BL is looking to ensure existing local businesses in the Canada Water area benefit from the opportunities arising from the development.
334. BL proposes to provide floorspace equivalent to 10% of the IMP quantum of Class B1 (or 5.8% of the maximum Class B1 floorspace) as affordable workspace in the form of two products. Firstly, 7,000sqm GIA within the development or in the Dock Offices at 75% of market rent on a total 15 year term. Secondly, a commitment to deliver further floorspace (11,500sqm) on a co-working basis for a period of 15 years with a marketing strategy that would target the particular sectors outlined in draft London Plan policy E3, which includes: those with social, cultural or education value, or those targeting start-ups or particular disadvantaged groups in any sector. As a result of the overall length of the development programme and its delivery in phases, this means that affordable lease terms could be available to small businesses for around 25 years. This approach is supported by officers in the council's Local Economy team.
335. This provision of affordable workspace is welcomed. Given the scale of the CWM it is likely that there would be a range of workspace types and rental values across the site. While the offer does not fully comply with the percentage provision or length of term set out in draft policy P28, due to the weight that can be given to these emerging policies prior to their adoption and in view of the overall viability of the Masterplan (where the affordable housing offer is more than can be viably provided), it is recommended that this quantum of affordable workspace be accepted and secured through the section 106 agreement. Its provision would help in creating a mixed town centre, and in attracting a more diverse range of businesses and employees to Canada Water.

#### Business relocation

336. Policy P28 of the NSP refers to the need for development to retain small and independent businesses, and where they are at risk of displacement consideration should be given to the feasibility of providing affordable and suitable space for existing occupiers in the completed development.
337. The businesses within the shopping centre and leisure park are mainly national chains such as Tesco, Starbucks, Halifax, Boots, Poundland, Pizza Hut and Odeon with a few independent traders. There are stalls within the shopping centre, and food stalls outside that appear to be smaller, independent businesses. Three units are used by charities. The scale of the site and the proposed development would readily allow for such businesses to be accommodated in the redevelopment scheme; businesses such as the food stalls also may be readily included as interim uses during the construction phase.
338. BL has provided an Existing Businesses Management Strategy which outlines how it has made existing businesses aware of the planned redevelopment through monthly meetings, and updated them on the progress with the planning application. There are break

provisions within the lease agreements for the more permanent stores for up to 6 months' notice, while the more flexible units have an option to vacate on 1 month's notice. While the larger national businesses would have their own significant resources to better equip them to manage the changes that the development would lead to, BL would offer access to an independent business advisor to help with possible relocation strategies.

339. BL has agreed to a commitment in the section 106 agreement to provide a Business Relocation and Retention Strategy that would identify existing small and medium businesses operating on the site, how BL would engage with these businesses in terms of re-provision or relocation options, and temporary relocation arrangements to allow the continuation of businesses on or close to the site etc. Subject to this provision, the proposal would take account of the emerging policies in the London Plan and NSP, and enable existing businesses to participate in the growth at Canada Water.

#### Employment and training obligations

340. The scale and long timeframe of the development and the significant experience of BL as a developer would offer substantial opportunities for a sophisticated and comprehensive training and employment offer across a range of skills and trades. During the construction phase for the first detailed phase and the outline development, BL has agreed to the targets for jobs (lasting at least 26 weeks), short courses and apprenticeships in line with the Planning Obligation and CIL SPD. Due to the long-term nature of the development, the planning obligation would be worded to allow for shortfalls and excesses to be carried forward to subsequent plots. It would also set out the reporting requirements and associated payments if these targets are not met. Another clause would allow BL to propose alternative strategies or initiatives of equivalent or better social or economic value for the council's approval. Given the timeframe of the build out of this masterplan scheme, this would give some necessary flexibility to react to changes in the employment market.
341. BL has agreed to work with the council and third parties to include targeted measures to extend these employment, training and apprenticeship opportunities to groups that typically experience barriers to accessing work, skills and qualifications.
342. The planning obligation would also secure local procurement requirements for construction contracts, goods and services, in line with the Planning Obligation and CIL SPD.
343. For the completed development, BL has agreed to an obligation setting the minimum targets of employing local people for 10% of full time business jobs (Class B), and 20% of full time equivalent retail jobs (Class A) with the exception of the jobs within the affordable retail and affordable workspace. This is broadly in line with the Planning Obligation and CIL SPD, and officers accept that the affordable provision would also be of benefit to the local community and likely be less practical for BL to control where employees of the affordable spaces come from. The associated monitoring, and payments for any shortfalls (which would not apply to the affordable workspace) would also be secured. The drafting of the legal agreement would also allow for the applicant to propose alternative strategies and initiatives for the council's approval, if it could be demonstrated that they deliver clear benefits over and above the obligations arising from the SPD.
344. Subject to securing these measures in the section 106 agreement, the proposal would comply with the Planning Obligation and CIL SPD, policy 4.12 of the London Plan, 10 of the Core Strategy and saved policy 1.1 of the Southwark Plan.

#### Wider business package

345. The applicant has proposed a package of other business-related measures that would be



secured in the s106 agreement and be of benefit to local residents and businesses. These include:

- Creation of a Business Advisory Group made up of representatives from the council, British Land and the local business community;
- A Local Business Advisory Forum;
- A Business Community Health and Volunteering Initiative for the construction phase, with a website. This would broker connections and volunteering between tenants and local charities, community organisations and the community;
- Community Credit Union Finance Initiative;
- Employment Services Facility;
- The use of the staff canteen as a community healthy eating centre outside standard construction hours.

346. Officers in the Local Economy team are satisfied that the suite of employment and training obligations are acceptable and that the development provides a sizeable opportunity to create a substantial number of employment and training opportunities for local people, both during construction and on completion. This is significant benefit of the scheme.

### **Leisure uses**

347. The Development Specification outlines that up to 51,000sqm of leisure and cultural (Use Class D2) floorspace could be delivered across the Masterplan. This is a significant uplift on the 11,360sqm that currently exists on the Surrey Quays Leisure Park between the Odeon Cinema, Buzz Bingo and Hollywood Bowl bowling alley, all of which would be demolished as part of the proposal. The Masterplan would deliver a new leisure centre on Plot A2 as part of the first phase of development and includes a commitment to provide a replacement cinema. The remaining leisure/cultural floorspace could comprises a range of uses and could be located in Zones D, E or F at the centre of the scheme, or in Zone H as part of the redeveloped Printworks building.

348. Core Strategy policy 3 supports increased leisure space at Canada Water. The Canada Water AAP policy 11 'Leisure and entertainment' supports the provision of additional leisure and entertainment facilities focussed in the town centre, and states that development on the SQLP must not result in a loss of leisure and entertainment floorspace or the existing cinema unless floorspace of at least the same size and which includes a cinema of a similar size to the existing is secured elsewhere in the town centre. AAP policy 12 'Sports facilities' supports improvements to sports facilities, including maintaining and enhancing Seven Islands leisure centre and considering long term options for the provision of sports and leisure facilities. The NSP site designation NSP82 lists leisure use as a required use for the development of this site.

### The new leisure centre

349. A new leisure centre is proposed at ground floor and basement level in Plot A2 and would be delivered as part of the first phase of the Masterplan. The detailed brief and specification has been by the council's Leisure team. The new leisure centre has a floor area of 5,924sqm GEA and would comprise:

- An 8x lane 25m swimming pool
- A separate learner pool;
- A double-height 4x court sports hall;
- A gym
- 3x flexible studio spaces

350. The Canada Water AAP details that the existing Seven Islands leisure centre on Lower

Road received capital funding through the council's 2014 capital refresh programme to extend the lifespan of the centre, but that in the longer term there may be an opportunity to provide a new leisure centre in the Town Centre. Seven Islands sits outside the red line boundary and is not formally displaced by this application, although the long term future of the Seven Islands centre is linked to the delivery of the new leisure centre on Plot A2.

351. The new leisure centre provides an opportunity to deliver a more modern facility that reflects the latest Sport England guidance. In a practical sense, the provision of a new facility rather than additional refurbishment at Seven Islands allows for continuity of leisure provision during the construction programme for users including a range of local residents, specialist groups and local schools.
352. The NPPF, London Plan, Core Strategy Policy 4 and Canada Water AAP Policy 11 all direct new leisure facilities to town centre locations and so, in that sense, the provision of a new leisure centre across many parts of the site would be acceptable in principle. The location of Plot A2 in close proximity to the Canada Water Stations and the new High Street means that Plot A2 is a particularly good location for such a facility. More generally, the provision of leisure floorspace is supported as part of a wider mix of uses in the Town Centre.
353. There are no planning policies that specify or benchmark the quality that a new leisure centre should achieve, nor the range of facilities that it should provide. A failure to adequately replace the existing range of facilities at Seven Islands could jeopardise the future development of that site since saved Southwark Plan policy 2.1 would require it to be demonstrated that adequate replacement facilities exist locally.
354. Sport England has technical guidance on the detailed design and layout of sports halls and swimming pools, alongside case study examples of the successful implementation of these guidelines. These guidance notes have informed the design of the new leisure centre and both the sports hall and swimming pool elements are sized accordingly.
355. Officers in the council's Parks and Leisure team have confirmed that the detailed design of the new leisure centre continues to progress, that the range of facilities meets their expectations and that it would make a significant contribution to the wider council plan targets, including providing access to free swimming and gyms for all residents, assuming this remains a council priority on completion of the centre.
356. Sport England initially objected to the proposed application, but having acknowledged the provision of the new leisure centre as part of Plot A2 and confirmed adherence to the main aspects of their design guidance, has withdrawn this objection. Sport England acknowledges that there are opportunities for further youth provision on and off site, principally as part of the new park, and that this would be determined at a later stage
357. The council's Regulation 123 list identifies improvements to Southwark Park as something that could benefit from CIL funding, so there would be an opportunity to invest in sporting infrastructure within the Park, which, as a result of the new network of routes delivered through the site, would become more accessible for a wider range of new and existing residents on the peninsula.

#### Consultation responses on the leisure centre

358. Thirty consultation responses have referenced the new leisure centre. A number of objectors have cited a preference for the refurbishment of the existing Seven Islands leisure centre rather than a new facility and a very detailed objection has been received questioning the adequacy of the new facilities to be provided.

359. Seven Islands sits outside the red line boundary for the application, so works to the existing centre are not pertinent to the acceptability of this planning application. Further, operational decisions regarding the leisure centre are not a planning matter. In light of the policies outlined above, the principal material planning consideration is the suitability of the proposed location for a leisure centre, though elements of the detailed design and access arrangements are also important.
360. A detailed objection has been received stating that the replacement swimming pool is inferior to the existing pool provision at Seven Islands due to reductions in the length and depth of the pool. The existing pool at Seven Islands is atypical in that it comprises 6x 33m lanes and has a depth of up to 3.8m, which is particularly beneficial for diving classes and clubs. The new leisure centre would provide 8x 25m lanes in the main pool, with a separate teaching/learning pool. The new provision represents an increase in the overall pool area. This configuration conforms with Sport England's design guidelines and those typically cited in Sport England case studies.
361. Swim England, in correspondence with the objector in 2018, has confirmed that they would not endorse new 33m pools and that they would recommend all new provision to be either 25m or 50m. Further the letter advises that, having consulted with BSAC and PADI (profession diving associations), sub-aqua diving training can easily be achieved in depths of 1.8-2m (i.e. the standard depths of modern pools), though they acknowledge that deeper pools may offer some qualitative benefits.
362. The objector contends that a 50m pool is therefore the appropriate replacement. This has obvious cost and spatial implications and would likely preclude the delivery of a new leisure centre on Plot A2 due to the proximity to the Brunel tunnel (used by the Overground trains). Ultimately, many of the points raised in this objection are frustrations with decisions already made by the council in developing the brief for the new leisure centre. While a 50m pool might represent a qualitative improvement in some respects, there is no planning policy requirement to adhere to this higher technical specification.

#### Bingo hall

363. A very small number of objections have been received in relation to the loss of the bingo hall. A replacement bingo facility could be accommodated on the site given the uplift in leisure floorspace that is being sought, but there is no specific planning requirement to replace the bingo hall. Though its direct replacement would not be secured, BL has entered into an agreement with a provider of bingo halls giving a right of first offer in respect of 1,000sqm to 1,100sqm within the development that BL, in its discretion, deems appropriate for use as a bingo hall (within the wider Class D2 use).

#### Cinema

364. Canada Water AAP policy 11 'Leisure and entertainment' states that development on the SQLP must not result in a loss of the existing cinema, unless floorspace of at least the same size and which includes a cinema of a similar size to the existing is secured elsewhere in the town centre.
365. Given the explicit requirement in the AAP, an obligation to re-provide a cinema would be included in the s106 agreement. The AAP does not make it clear whether the size of the future cinema would be assessed in relation to the number of screens, the number of seats, or the overall floor area. BL has committed to deliver a cinema of a similar size to the existing, which satisfies this policy requirement. The final design would respond to the needs of operators in the current market, recognising that many of the new cinemas

coming forward have fewer but larger seats and offer a wider food and drink component.

366. As a Class D2 leisure use, the new cinema could be provided in the Zones at the centre of the scheme or at the Printworks. Due to the phasing of the works, and BL's need for flexibility to bring forward Zones in any order, BL cannot agree to ensuring continuity of cinema provision, so there may be a period of some years between the existing cinema closing and a new permanent cinema being provided. This could potentially have a harmful impact on the vitality of the Town Centre and so an Interim Uses Strategy would be developed to continue to provide a range of activities that would attract people to the town centre during the construction programme. While this may include a pop-up or temporary cinema on an ad-hoc basis or the screening of live events, BL has not been willing to guarantee the provision of a temporary cinema to bridge the gap between the existing and new cinema.

#### Conclusion on leisure use

367. Planning permission would enable the existing leisure floor area to be re-provided as part of the new town centre and a cinema would be secured on any permission. The maximum parameter allows for a significant increase which is supported for a major town centre, to cater for the local population growth and make the site a destination with a variety of leisure facilities as part of the wider vision for Canada Water. The improved leisure offer (including a new cinema) would also assist in supporting an evening economy and making Canada Water a more attractive destination.
368. The new public leisure centre in the first phase of the development is a particular benefit of the scheme. There is a policy requirement to ensure the broader Class D2 floorspace existing across the site is re-provided in the scheme, which the leisure centre would contribute towards achieving. Beyond showing this design detail as part of the Plot A2 proposal, BL is not committing to provide this leisure centre through the planning process, as BL does not consider its provision to be a policy requirement to make the development acceptable in planning terms. Any permission would facilitate the delivery of a new leisure centre in this location, but the detailed commercial arrangements for delivering it are included within the Master Development Agreement (MDA) with the council as landowner.

#### **Hotel**

369. The AAP at 4.7.3 and 7.4.33 acknowledges that regeneration has the potential to provide complementary uses for the business cluster in the core area, including hotels which will substantially increase the attractiveness of business space in the area. AAP policy 13 'Arts, culture and tourism' notes that arts, cultural and tourism facilities will be protected and strengthened by providing new hotel bed spaces in the town centre.
370. Core Strategy policy 10 allows hotels within Town Centres, strategic cultural areas and places with good access to public transport where these do not harm the local character. Saved policy 1.12 of the Southwark Plan encourages hotels to be located in areas with high public transport accessibility. Emerging NSP policy P36 states that hotels must not harm the local character or amenity by the design, scale, function, parking and servicing arrangements, and that supporting ancillary facilities will be permitted where they incorporate a range of daytime uses and offer employment opportunities. Draft site designation NSP82 suggests that development may provide new visitor accommodation (Class C1).
371. Class C1 hotel use (up to 7,500sqm) is allowed for within the proposed uses in Zone D, which has a PTAL rating of 6a and is within the designated town centre. It is an appropriate location for hotel use, would contribute to local job opportunities, and provide a facility for

tourists and support businesses. The hotel land use is considered acceptable, and would not result in an over concentration of hotels nor harm the character of the area. The design, servicing and ancillary uses would come forward through the RMA. This element of the outline proposal complies with Core Strategy policy 10, the AAP, saved policy 1.2, and emerging site designation NSP82.

### **Other proposed land uses**

372. BL proposes to prepare an events management plan, setting out a series of events and outdoor activities that would promote vitality during the day and evening. This plan may include activities in the existing Deal Porter Square which sit adjacent to the application site (subject to the council's agreement as the landowner) so that these areas are integrated with the Masterplan site. This would need to cover the long construction phase of the development as well as the operational phase. A flexible event space of up to 5,000sqm could be included in Zone D as a permanent event space, which could host community events for new and existing residents and would be an appropriate facility within a town centre.

#### Police station

373. The redevelopment of Zone M would demolish the former Rotherhithe Police Station, which was granted permission to be used as offices by ref. 18/AP/1534. In the consideration of this 2018 application, it was noted that the former police station is within the Canada Water AAP (site CWAAP 8) where the required land use is a police station, while other acceptable land uses are listed as being residential, retail, business use and community use subject to providing replacement police facilities elsewhere in the AAP area. The police station building was sold to BL by the Met Police as it was surplus to operational requirements following a full review, and the loss of the police station was accepted. No objection is raised to its loss in the application.
374. The Met Police are currently undertaking a further review of their operational requirements and the level of provision they foresee as being necessary at Canada Water in the future. Their feedback indicates that a very modest facility might be needed, but they are not yet able to confirm this. The Development Specification would allow for new space to accommodate the Met Police across much of the site and the s106 agreement would set out that their needs should be accommodated in a future phase, if they deem it necessary.

#### Night club

375. The outline element includes up to 1,500sqm of night club floorspace (sui generis use) in Zone D and/or Zone H. This is a use commonly found in Town Centres and while it would need to be located carefully and incorporate sufficient insulation within its design, it is an acceptable use as part of making a vibrant Town Centre and to encourage the night time economy.

#### Petrol station

376. The 3,000sqm permanent petrol filling station (sui generis use) in Zones C or E would be a permanent replacement for the existing Tesco petrol station in Plot A2. The design of the Interim Petrol Filling Station in Zone C has been future-proofed to allow for it to become the permanent provision, i.e. it can support a building on top of it. Alternatively the long-term petrol station may be constructed in Zone E. A condition is proposed to ensure only one permanent petrol station is provided, and only one petrol station (either temporary or permanent) is operational at any time to ensure the temporary petrol station is closed once a permanent petrol station is opened.

### Public toilets

377. At least two public toilets would be provided in Zones E and P, and the maximum parameter would allow up to 500sqm of public toilets (sui generis use) which can be incorporated into any of the Zones. This is welcomed as a facility that will generally make the town centre more accessible to a wide range of people, the provision of which would accord with part ix of saved policy 1.7 of the Southwark Plan and part 5 of NSP policy P30. Further details of the provision would be required as they come forward in Reserved Matters Applications to ensure accessible facilities and baby change are provided.
378. Other elements for an accessible town centre such as public seating would come forward through the public realm Reserved Matters Applications and the provision of drinking water foundations would be secured by condition to comply with emerging policy P30 of the NSP.

### **Commercial elements in Plots A1 and A2**

379. Plots A1 and A2 contain retail uses (Class A) at ground floor level and, in the case of Plot A2, the new leisure centre at ground and basement level (Use Class D2) and workspace (Class B1) above, all of which are recognised as main town centre uses in the NPPF. The provision of these uses ensures a series of active frontages that would help to animate the start of the new High Street, the new public route linking to Lower Road and the landscaped Dock and Dock Offices Courtyard. The mix of uses in these plots contributes to the stated ambition of expanding the town centre offer at Canada Water and they are supported. It is recommended that technical details linked to plant, ventilation and/or kitchen extract in the event that café or restaurant uses occupy these spaces would be secured via condition.

### **Conclusion**

380. The proposed range of town centre uses in the detailed and outline parts of the application are appropriate. Retail, workspace, leisure, night club and hotel uses are all deemed to be required or acceptable uses in the various policies of the Core Strategy, Canada Water AAP and draft New Southwark Plan. The expansion of retail provision would help consolidate Canada Water as a Major Town Centre, retaining spending and benefitting new and existing businesses. The range of employment generating uses would create a substantial number of jobs for local people and the wider sub-region. The socio-economic chapter of the ES notes that these elements of the scheme would generate significant beneficial effects. Together, the range of uses would create an exciting mix within the redeveloped Town Centre, providing an improved range of services, facilities and activities for the surrounding community and the new residents, staff and visitors within the proposed development. This is consistent with the vision described in the Canada Water AAP.
381. The proposed uses in the minimum scenario would reprovide the retail and leisure uses to be lost by the redevelopment in the existing Shopping Centre, Leisure Park and a new Tesco supermarket. The Class B2 and B8 uses of the Printworks would not be reprovided in the proposal; this is considered to be acceptable as Class B2 uses are not appropriate in residential areas and other Class B uses would provide more jobs than B8 storage use, particularly in a highly accessible location such as this site.
382. Affordable workspace and affordable retail floorspace would be secured in the s106 agreement and would make a valuable contribution to the range of commercial space available across the Masterplan, engaging businesses on a temporary or permanent basis who might otherwise find themselves excluded from the proposals. A business relocation strategy and a business advisory group would be established to continue the work that BL

have already undertaken to assist existing businesses affected by the redevelopment. An interim use strategy would ensure the site remains active and offers a range of uses during the long, phased build-out.

383. The redevelopment of a significant portion of the designated Canada Water town centre would comply with the policy aspirations in the Core Strategy, AAP and NSP by replacing the existing Shopping Centre, Leisure Park and their large surface car parks with a new retail, employment and leisure destination. The proposal would provide a wide range of shops and services, places to eat, drink and relax, in a vibrant town centre. Subject to the recommended conditions and section 106 agreement obligations, the proposal is supported in terms of the town centre uses and would accord with the development plan.

## Chapter 11: Community Infrastructure

Including impacts on schools, health provision and community space

The Environmental Statement models the demand for school places that might arise under various scenarios with differing amounts of new homes. Under the maximum residential scenario, it is estimated that the development could create demand for 324 primary school places and 168 secondary school places. While it is anticipated that there would be sufficient space in existing schools across the borough to absorb the additional secondary places, expansions of local primary schools would be required. The s106 agreement secures a £5m payment to deliver a 1x form of entry expansion and a “top up” payment thereafter commensurate with the number of additional homes provided.

The scheme would facilitate the delivery of a new health centre on the site of the former Rotherhithe Police Station (Zone M). The new health centre would address the demand for new health services created by this development, plus other committed schemes in the vicinity and allow for the relocation of the existing GP practice on Albion Street. Such a facility would allow for a model of healthcare that is supported by the Southwark Clinical Commissioning Group (CCG) and would comply with the requirements of the draft New Southwark Plan. In the event that it does not prove feasible to deliver the new health facility within agreed timescales, a s106 payment would instead be required linked to the demand created by this scheme alone.

The outline scheme allows for the delivery of up to 45,650sqm of community floorspace across the site and this would potentially allow for the delivery of a range of community facilities should a demand be identified.

An interim uses strategy would be developed to establish a programme of temporary events, spaces and facilities that would be delivered throughout the construction programme. This would maintain the vitality of the town centre, allow for the continuation of some of the local initiatives that have operated successfully from the site in recent years and, importantly, provide opportunities for social interaction and meeting places.

### Schools

384. The Socio-Economic chapter of the ES considers the demand for school places that would arise under several development scenarios depending on the amount of housing that is delivered. The modelling used is consistent with that presented in the Scoping Opinion and has been corroborated by officers in the council’s planning policy and education teams. The anticipated pupil yield was updated in June 2019 to reflect the revised affordable housing mix that is detailed above. The methodology is considered to be robust and the resulting number of children at different tiers of the education system is outlined below:

School Stage	Detailed Plots	The Development (incl. Detailed)		Illustrative Masterplan
		Maximum Housing (Scenario 1a)	Minimum Housing (Scenario 2b)	
Early Years	43	588	299	416
Primary	32	324	169	232
Secondary	18	168	88	121



Total	93	1080	556	768
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**Table 6:** Demand for school places from the proposal

### Early years

385. According to council/Ofsted sources there are 21 nurseries within 1km of the site. Feedback from the council's school place planning team is that it is expected that demand for early years provision will continue to be picked up by the private sector. The Development Specification would allow for additional early years provision (use class D1) across the majority of the site.

### Primary Schools

386. 12 Primary Schools are located within 1km of the site, the closest being Alfred Salter, St John's RC, Rotherhithe, Redriff and Albion Primaries.
387. In October 2018, a Cabinet Paper outlined that there is spare capacity in primary schools in the Bermondsey and Rotherhithe pupil place planning area, though localised demand is being driven in the Rotherhithe area and that additional capacity may be required around 2022. First occupation of the homes in Plots A1 and K1 is anticipated around this time.
388. While the illustrative masterplan would likely yield around 232 primary school age pupils, a development comprising the maximum amount of residential floorspace for which permission is sought is estimated to create a need for approximately 324 primary school places.
389. The phased nature of the development means that this demand would be created gradually over the course of the development and so the s106 agreement would establish the need for action at key milestones.
390. An initial payment of £5m would be made to the council to facilitate a 1 form of entry (FE) expansion of a local primary school to be delivered prior to the occupation of 1,500 homes on site. The trigger for payment would be made early enough in the development programme to allow for the expansion to be designed, procured and delivered prior to the need materialising.
391. Following this, and given the uncertainty over the final number of homes to be delivered, a top-up payment would be made alongside each Reserved Matters Application containing residential accommodation to address the demand as it arises. The payment would be equivalent to £16,000 per pupil, this cost being derived by combining the National Schools Delivery Cost Benchmarking Data (2018) with guidelines on the size of mainstream schools issued by the Education Funding Agency (BB103). Officers consider this approach to be reasonable.
392. The council's CIL Regulation 123 list sets out that specific planning obligations can be used to expand Alfred Salter, Redriff or Rotherhithe Primary Schools, but this issue would otherwise be dealt with through CIL. Rotherhithe Primary is currently undergoing redevelopment and expansion to increase its capacity to 3FE entry, so at the current time the most likely candidates for an expansion would be Alfred Salter or Redriff Primary.
393. The ES concludes that school expansion would adequately mitigate this impact of the development in this regard and as such, the environmental effects are insignificant. This framework would ensure sufficient school places are provided to accommodate the demand that arises as a result of the development and so is consistent with Policy 26 of the Canada Water AAP.

### Secondary Schools

394. The nearest Secondary School to the site is Bacons College on Salter Road, approximately 800m to the north-east of the central part of the site, however, the planning for Secondary School places is undertaken on a borough-wide basis and as such the impact on Secondary provision is considered on this basis.
395. Modelling presented in the ES sets out that the 19 Secondary Schools in Southwark currently have a combined surplus of 1,325 places. The summary identifies around 20 spaces being available at Bacon's College, 100 spaces each at Compass School Southwark and the City of London Academy Southwark and in the region of 200 places at Ark Globe Academy and Harris Academy on Southwark Park Road. In addition to this, the new Haberdasher Aske's School at the former Southwark Fire Station, Southwark Bridge Road enrolls the first Year 7 group in September 2019 and will gradually work towards full 900 pupil capacity in 2024, including a 250 student 6<sup>th</sup> form. Further spare capacity exists in schools in Lewisham that are within a reasonable distance of the administrative boundary between the two Authorities.
396. As a result, the ES contends that there is currently sufficient capacity to absorb the number of secondary school age children that might be yielded by the development in any of the scenarios presented; the anticipated range of Secondary age pupils being between 88 and 168 pupils.
397. The recent Cabinet Paper in October 2018 bears out the level of surplus capacity identified in the ES, but highlights that demand for secondary places is much less predictable than for primary places due to factors including fluctuations in popularity and the ability of pupils to opt for schools in neighbouring boroughs and vice versa. The Cabinet Paper sets out that the latest GLA projections forecast a shortfall of secondary places at Year 7 level in the short term, but that between 2026 and the projected completion of development in 2033 there would be a surplus of Year 7 places of between 72 and 337 places.

### 16+ Education

398. As part of establishing a wider mix of town centre uses at Canada Water and in response to a desire expressed by the council's Education department, a conditional offer has been made for space to accommodate further education space in the town centre. This could conceivably host a 6<sup>th</sup> form or other vocational education and training space, which could be affiliated to an existing or new provider, in order to broaden the educational offer in Southwark.
399. The s106 agreement sets out that up to 4,000sqm of space (use class D1) could be offered on a peppercorn rent, subject to the council devising a way to cover the construction costs. The s106 agreement sets out the Zones in which this provision could be made.

### Health Provision

400. The submitted ES concludes that the new residential population within the development would create demand for an additional 3 GPs in the area. This figure is based on the delivery of the Illustrative Masterplan, and the final figure would vary dependent on the actual number and type of homes which are built. BL acknowledges that it is required to mitigate this impact by facilitating the delivery of a facility with capacity for 3 GPs. This is likely to require a space in the order of 680sqm.
401. The NHS Southwark Clinical Commissioning Group has an aspiration to deliver an new

strategic health hub at Canada Water which could offer a much wider range of primary health care and associated services. This is its preferred model for health care delivery in the future. This hub would meet the needs arising not just from the BL development, but also other development likely to come forward at Canada Water and Rotherhithe, and also allow the relocation of the 11 GPs from the existing Albion Street surgery.

402. Zone M, which is the site of the former Rotherhithe Police station on Lower Road, has been identified as the preferred location for the new facility. BL proposes to make Zone M available for a health facility of up to 2,500sqm GEA. This would be secured in the s106 agreement, and be subject to agreement on the timing of delivery and the funding mechanism for commissioning the construction. BL would effectively offer a contribution equivalent to the cost of delivering a 3GP practice, with the balance of costs having to be met by the CCG. This is reasonable given that the need arising directly from the development only equates to around 3GPs and therefore the additional cost of the larger strategic facility would need to be met from other sources. The programme for agreement to lease and procurement will need to recognise the time required for the CCG to set out the business case and secure agreement for funding of the works. The CCG will not be able to begin this process until outline planning permission has been secured.
403. In the event that the development delivers more homes than those accounted for in the Illustrative Masterplan, then additional financial payments would be made, based on the methodology in the HUDU model, which could then be used to further offset the cost of delivery of the larger strategic facility.
404. Officers consider that this approach mitigates the impacts of this development, whilst also enabling the delivery of the CCG's preferred model for primary health facilities consolidated into larger hubs capable of offering a wider range of services and treatments.

#### Community Facilities

405. The Development Specification allows for a significant uplift in Class D1 community use, which could provide a range of "non-institutional" uses such as nurseries, schools, museums, libraries, education or training centres. The precise uses within this broad use class would come forward in the Reserved Matters Applications. As well as the education and health provisions set out in this Chapter, BL proposes "community use spaces" (at a maximum of 500sqm, and to shell and core) within the development for local community uses, such as for education, displaying art, library or reading room, nursery or day centre. The community engagement BL has undertaken in recent years has shown a demand for such space, and the precise type of facility would be guided by further engagement work and taking account the life span of the redevelopment project. This provision would be secured in the s106 agreement.

#### Interim Use Strategy

406. An interim use strategy is to be developed by BL that would propose a range of activities and uses on the site so that it remains in active use during the phased redevelopment. This strategy would include a number of uses that could be considered community uses, and events and activities that would bring the community together. BL recently submitted a note on "multi-generational activities" to give some insight into the range of activities it would anticipate delivering as part of this strategy. BL has significant experience (and positive precedents – including projects run on the site currently) in this regard.
407. The interim uses would also provide the opportunity to offer continuity of service in temporary spaces for some of those initiatives that have operated successfully on the site in recent years, and have been well-valued or delivered tangible benefits for the

community, including for specific groups who might be adversely affected by the development. Such continued initiatives could include Global Generation and Time and Talents, or equivalent groups aimed at similar people in the community.

408. Further comment on this is included in Chapter 20 in the Social Regeneration Charter section. The meanwhile uses to be set out in further detail as part of a s106 agreement requirement would ensure community uses are provided on the site through its long-term construction and redevelopment.

### **Conclusion**

409. The Masterplan allows for up to 45,650sqm of community floorspace use (Class D1) across the site, which could be used to provide a range of nursery, education, health and/or community facilities within the new Town Centre to serve the current and future community. There is policy support for new and enhanced community facilities in London Plan policy 3.16, Core Strategy policy 4, and Saved Southwark Plan policy 1.7.
410. The demand for primary school places from the development would be addressed by a planning contribution to be secured in the s106 agreement. A further obligation would secure up to 4,000sqm of floorspace for a 6<sup>th</sup> form or vocational education and training space to be offered to the council in order to broaden the educational offer in Southwark. The health provision to be made on site would meet the demand from future residents of the site, and make provision to enable delivery of the CCG's preferred larger hub that would consolidate primary health facilities. Subject to these planning obligations, the proposal would comply with London Plan policy 3.17 and 3.18, Core Strategy policy 4, Saved Southwark Plan policies 2.2 and 2.4.
411. During the construction of this long-term redevelopment, BL are proposing a range of interim/meanwhile uses that would include community uses and activities. The interim use strategy would be secured through the s106 agreement.

## Chapter 12: Transport

Including transport modelling, Underground and Overground services, bus services, car parking, walking and public realm, cycling, traffic impacts, management plans, waste management, managing transport impacts, and construction phase impacts.

It is acknowledged that the designation of Canada Water as an Opportunity Area, where major growth will be focused, will need special attention to the transport impacts and how they will be mitigated. The Canada Water Area Action Plan says that the council is aiming to make sure that the area is highly accessible, particularly by sustainable types of transport, such as walking cycling and public transport and to reduce the impact of new development on congestion and pollution.

Strategic modelling by the council and TfL formed the basis for the modelling undertaken by BL. The modelling included the 'do nothing', 'maximum residential' and 'maximum employment' scenarios. The trip generation for different modes during morning and evening peaks demonstrates the impacts the proposal would have on the transport network (public transport and highways). The servicing trips were also calculated. This chapter details the impacts on different modes of transport: Underground and Overground, bus, car, walking, cycling and the necessary measures to reduce and mitigate these impacts as far as possible to an acceptable level.

The Masterplan would deliver the objectives of the AAP by limiting car parking for residential and office uses to Blue Badge parking only. The town centre would re-provide public car parking (with a maximum of 1,000 space) but this would be significantly reduced in size from the current car parking provision and used more efficiently as a shared parking facility. The Masterplan would also create an enhanced environment with well designed streets and spaces that encourage walking and cycling.

Deal Porters Way would be re-aligned as a north/south High Street, providing bus services and infrastructure. Vehicle access is provided from Redriff Road to Deal Porters Way, the multi-storey carpark in Zone E, an underground car park in Zone G as well as providing servicing access.

Trip generation via all forms of travel would increase to in the region of 13,000 peak hour trips on completion and this demands careful management and mitigation. These issues are most acute for the southern part of the site and adjacent highway, which is the primary access/egress to the peninsula. The uses combine to present very challenging transport impacts, particularly for construction and servicing vehicle movements.

In achieving the council's objectives of creating a town centre with a vastly improved retail and leisure offer, a commercial area providing thousands of jobs and a neighbourhood delivering new homes including much needed affordable homes, there are expected to be impacts on the transport network that would lead to some congestion and increased journey times. This is, to a large extent, a result of the constraints on the existing transport system not least the fact that the site lies in a peninsula formed by the bend in the River Thames. Measures to mitigate the transport impacts of the development as far as possible are explained in this chapter, with investments in public transport (Surrey Quays station second entrance, Canada Water station, bus services and infrastructure), highway works, and measures to encourage walking and cycling.

**The scale of the trip generation and correlating impact on the highway network corresponds with the scale of the development, in particular the retail floorspace. This trend is paralleled by the modelled bus journey time increases. The phased development, which would be implemented over a period of years, requires the council to ensure that the effects of the development are reviewed and assessed at each stage with mitigation secured relative to the differing quantum of retail floorspace.**

**Lastly, the construction phase impacts would also need to be minimised through the use of Construction Environment Management Plans, Construction Logistics Plans and temporary highway works.**

412. The Canada Water Masterplan site lies in the Rotherhithe Peninsula formed by a bend in the River Thames. As a peninsula, movement in and out of the area is more restricted than in other parts of London. In fact, there are only three main connections to the wider highway network that all traffic going to and from the peninsula has to use. This has been seen as a continuing problem since the area was developed by the London Docklands Development Corporation in the 1980s and a large residential population moved in.
413. Public transport access to the area was vastly improved in 2000 with the opening of the Jubilee line station at Canada Water but this line is at capacity serving as it does many major growth areas in London but, in particular, Canary Wharf. Public transport connections were further improved with the conversion of the East London line into an Overground service linking the area to many other parts of London. Use of the Overground continues to grow and is approaching capacity and Canada Water station is now an important interchange between the Overground and the Jubilee line used by very large numbers of passengers on journeys to and from many different parts of London who neither enter nor leave at this station.
414. The legacy of the London Docklands Development Corporation also included the 'out-of-town' style Surrey Quays Shopping Centre based on the concept of predominantly car-based shopping and incorporating a very large surface car park. The later addition of the cinema, bowling and bingo in the neighbouring Leisure Park continued the car-based concept. On top of this, the Harmsworth Quays Printworks was, effectively, a distribution centre generating a large amount of road traffic (albeit not restricted to peak hours and more a 24 hour operation).
415. There are alternative ways of accessing the Overground just outside the Masterplan area to the west and south at Rotherhithe and Surrey Quays stations.
416. Canada Water Underground station has a bus station attached served by six bus routes providing access to central London, Peckham and the wider south east towards Greenwich. Traffic and congestion is very high during PM peak hours and buses are delayed by vehicles queuing, especially at the Rotherhithe Tunnel roundabout.



**Figure 18:** Main current transport links in the area

417. The car-based nature of the centre, dominated by very large surface car parks and roads that were designed as service roads to access these and the neighbouring industrial areas, means that it is not at all well adapted for walking and cycling.
418. In view of these challenges, it is acknowledged that the designation as an Opportunity Area where major growth will be focused will need special attention to the transport impacts and how they will be mitigated.
419. The Canada Water Area Action Plan says that the council is aiming to make sure that the area is highly accessible, particularly by sustainable types of transport, such as walking cycling and public transport and to reduce the impact of new development on congestion and pollution. It goes on to express the following three objectives:
- **T1** To use a range of measures, including public transport improvements, green travel plans, road improvements and a restriction on car parking to ease the impact of new development on the transport network and services.
  - **T2** To make the area more accessible, particularly by sustainable transport including walking, cycling and public transport.
  - **T3** To use car parking in the town centre more efficiently by ensuring that shops and leisure facilities share parking facilities.
420. The Mayor's Transport Strategy (MTS) sets the mode share target for 2041 within Inner London as 90% by active modes (walking, cycling, and public transport) and both behavioural and environment changes need to happen to meet this target. To help work towards this challenge locally the council is currently consulting on transport changes in the area titled 'Rotherhithe Movement Plan' which includes creating two way streets with linked cycle infrastructure on Lower Road, Rotherhithe cycleway and extending parking controls across the peninsula. Additional investment in cycle routes is planned in the area including Quietway 14.

421. This development proposal has been assessed in the context of the Canada Water AAP, the saved policies in the Southwark Plan, the Core Strategy, the emerging draft New Southwark Plan, The London Plan, and the draft New London Plan.
422. Southwark's Core Strategy Policy 2 on Sustainable Transport seeks to encourage walking, cycling and the use of public transport rather than travel by car. This is intended to help create safe, attractive, vibrant and healthy places for people to live and work by reducing congestion, traffic and pollution. This policy requires the submission of a Transport Assessment (TA) to demonstrate that schemes minimise their impact, minimise car parking and maximise cycle parking. Saved Policy 5.2 of the Southwark Plan seeks to ensure that developments do not result in adverse highway conditions; 5.3 requires the needs of pedestrians and cyclists to be considered and 5.6 establishes maximum parking standards

### The Proposal

423. The Canada Water Masterplan would deliver the objectives of the AAP by being, for the most part, a car-free development in that all of the residential accommodation would be car-free (except for Blue Badge parking). The town centre would retain a car park but this would be reduced in size from the current car parking provision and used more efficiently as a shared parking facility. The Masterplan would also create an enhanced environment with well designed streets and spaces that encourage walking and cycling.
424. BL proposes the creation of a new town centre with shops, leisure facilities, office development and the creation of up to around 3,995 new homes. These uses are set over 13 Development Zones. These would be supported by the establishment of Deal Porters Way as a north/south High Street, providing bus services and infrastructure, a town square located centrally in the site and a park adjacent Zones H and J. Vehicle access is provided from Redriff Road to Deal Porters Way, the multi-storey carpark in Zone E, the car park in Zone G as well as providing servicing access.
425. Trip generation via all forms of travel would increase in the region of 13,000 peak hour trips on completion and this demands careful management and mitigation. These issues are most acute for the southern part of the site and adjacent highway, which is the primary access/egress to the peninsula. These uses combine to present very challenging transport impacts, particularly for construction and servicing vehicle movements.
426. A significant proportion of these uses are supported by the car parking to be provided. The existing car parking provision across the Shopping Centre, Leisure Park and Harmsworth Quays is around 2,115 spaces, with much of this space under-utilised. BL proposes a maximum of 1,000 spaces be provided, with 450 spaces to be provided in Zone E and 550 spaces to be provided in Zone G in a multi-storey car parking.
427. In achieving the council's objectives of creating a town centre with a vastly improved retail and leisure offer, a commercial area providing thousands of jobs and a neighbourhood delivering new homes, including much needed affordable homes, there are expected to be impacts on the transport network that would lead to some congestion and increased journey times. This is, to a large extent, a result of the constraints on the existing transport system not least the fact that the site lies in a peninsula formed by the bend in the River Thames. Measures to mitigate the transport impacts of the development as far as possible are explained below.

### **Overview**

428. The proposed development layout provides the opportunity to make improvements to the



existing pedestrian environment through the site and create new links with surrounding areas. In particular the proposed development would open up improved pedestrian routes through the site east west and north south through the establishment of a linear arrangement of Deal Porters Way.

429. The characteristics of the site mean that anticipated trip generation, demolition/construction activities and servicing demands all present challenges. However, it is clear that the scheme secures improvements in public transport infrastructure and the public realm. The application is broadly in line with the Canada Water AAP (2015) in delivering a permeable site facilitating walking and cycling, investment in the public transport system in particular buses and an additional entrance to Surrey Quays Station. The proposed town centre car parking, although greater than the desirable amount given the emerging policies in the New London Plan, would be managed and monitored annually. Many of the highway changes envisaged in the 2015 AAP are currently being consulted on and due to be delivered by the council in conjunction with Transport for London (TfL).

### Transport modelling

430. Together with TfL, the council undertook a strategic modelling exercise in 2018 to update the evidence base of the Opportunity Area. The work undertaken through the Strategic Transport Study (STS) formed the methodology and basis for the strategic modelling undertaken by BL.<sup>1</sup> BL assessed:
- a reference case 'do minimum',
  - a 'maximum residential' and
  - a 'maximum employment' development scenario.
431. The above scenarios reflect the range of residential and employment floor spaces being sought. In both cases the floorspace for town centre uses (including retail and leisure) are the same. LUC have confirmed that the testing of these scenarios is a sound basis for determining the potential range of significant environmental effects and officers are satisfied that this is the case. BL assessed the trip generation through the modelling package and through a first principles or calculated approach. The Transport Assessment (TA) addendum set out revised trip generation in line with the calculated trip generation, reducing residential car parking to 0.1 spaces per unit for disabled parking and removing all servicing trips (given that no peak hour servicing trips are to be allowed). Additional scenarios were run to limit retail floorspace to that of the Illustrative Masterplan (IMP) scheme (53,612 sqm GEA). Therefore the revised test factored down retail trips to 63% of their original level.

### Trip Generation

432. The Transport Assessment assessed the trip generation of the Masterplan outline application considering two development scenarios using a first principles approach. The

<sup>1</sup> The **London Transportation Studies (LTS)** model was used to forecast total trip volumes, where people will travel to and from, and what mode of transport (public transport, highway or walking / cycling) they will use. This model draws on predicted growth in population and jobs from the 2016 London Plan. The outputs from the LTS model were then input into the second tier models; **Railplan** and Central London Highway Assignment Model (**CLoHAM**).

- The **Railplan** model, which assigns public transport trips onto the rail and bus networks in the area, taking account of service levels and journey times to determine the number of trips likely to be seen on each part of the public transport network.
- The Central London Highway Assignment Model (**CLoHAM**), takes the highway-based trips and assigns them onto the highway network. Again, CLoHAM takes account of highway network conditions and journey times to determine the most likely route taken between an origin and a destination.

Future years of 2021, 2031 and 2041 are used to align with London Plan growth projections, which underpin the modelling. 2031 is being used as the basis for the assessment. The public transport modelling for the three-hour morning peak period from 0700 to 1000 hours and highway modelling for the one-hour evening peak period from 1700 to 1800 hours, to represent the worst case in each instance.

two scenarios represent a 'maximum residential' and a 'maximum employment' scenario, based on the mixture of land uses that would provide the greatest residential population and number of employees respectively. Trip generation has been assessed for each of these scenarios for both the weekday AM peak hour (08:00 – 09:00) and weekday PM peak hour (17:00 – 18:00). Trip generation has been calculated for each use and then a total trip generation derived from it, as set out in the table below:

Scenario	Period	Trips	LU/LO	Rail	Bus	Car Driver	Car Passenger	Motor cycle	Walk	Cycle
Existing SQSC & SQLC	AM Peak		145	0	294	553	39	0	405	13
	PM Peak		300	0	596	1,132	81	0	826	27
Max Residential	AM Peak	Total	2,286	1,014	1,759	856	307	86	2,671	680
		Increase	2,141	1,014	1,465	303	268	86	2,266	667
	PM Peak	Total	2,527	872	2,369	1,787	570	67	4,092	828
		Increase	2,227	872	1,773	655	489	67	3,266	801
Max Employment	AM Peak	Total	3,872	2,130	2,567	850	386	196	2,938	1,154
		Increase	3,727	2,130	2,273	297	347	196	2,533	1,141
	PM Peak	Total	3,598	1,668	2,965	1,765	632	147	4,292	1,158
		Increase	3,298	1,668	2,369	633	551	147	3,466	1,131

**Table 7:** Trip generation by mode for different scenarios

433. The trip generation calculations demonstrate that the development would have an impact on the transport network both on the public transport and highway networks.
434. The Masterplan maximum employment scenario show an increase of almost 4,000 Underground/Overground trips in the AM peak of which more than 3,000 are generated by the Class B1 office land use. More than 600 additional car driver trips are expected in the PM peak for the whole of the masterplan excluding servicing trips. More than 1,400 car driver trips are associated to the retail element of the Masterplan in the PM peak hour.
435. Servicing trips would increase compared to the current situation and would generate a significant impact. 1,709 (max residential) or 1,884 (max employment) daily deliveries are expected to serve the development of which 60% (max residential) or 50% (max employment) come from the Class A1/A3 retail uses, mainly Class A3 (food and beverage). These have been calculated using an Arup in-house vehicle generation tool and has been compared to TRICS delivery trips survey and are considered to be representative.

Use Class	Description	Trip rate (del/100m <sup>2</sup> /day)	Maximum Residential	Maximum Employment
A1	Non-Food & Beverage Retail	0.53	222	222

A3	Food & Beverage Retail	1.8	765	765
B1	Offices	0.20	265	616
C1	Hotel	0.25	18	18
C3	Residential	0.10	339	163
D1/D2	Non -Residential & Leisure	0.10	100	100
Total	-	-	<b>1,709</b>	<b>1,884</b>

**Table 8:** Daily delivery and servicing trips for maximum scenarios

436. The estimated delivery trips spread during the day has been assessed considering a ban on deliveries in the PM peak hours and that the deliveries would be equally spread during the day through the booking system. In the maximum residential scenario up to 131 service vehicle trips accessing the masterplan and up to 147 in the max employment scenario generally with vehicle trip numbers reducing from 5pm. Deal Porters Way would see an average of 36 hourly vehicle trips between 6am and 5pm.
437. Even with the delivery booking system proposed and a ban on deliveries from 17.00 to 18.00 PM peak hour, the number of servicing trips remains high with a distribution of 131/147 trips per hour within the masterplan and 36 per hour in Deal Porters Way where there is high interaction with other road users. It is clear that the retail element of the development creates the highest impact on the highway network and the max employment scenario worsens the impact with additional vehicle trips.
438. The modelling undertaken (LTS) also forecast the trip generation for the maximum residential and maximum employment scenarios. These were higher than those from the first principles approach and were adopted with the June 2019 reporting for consistency.
439. In terms of the detailed plots, servicing trip generation for Plots A1 and A2 are expected to be at 69 vehicles movements per day for each plot. Plot K1 is currently vacant and as only four blue badge parking spaces are proposed, the private vehicle trip generation of Plot K1 is not considered to have a negative impact on the network in isolation. Deliveries and servicing were calculated originally in the transport statement using Arup's methodology at the rate of 0.7 vehicle/100m<sup>2</sup>/day resulting in 5 vehicles per day. Officers considered this rate to be an underestimate and an increased rate of 0.10 vehicles/100m<sup>2</sup>/day for residential deliveries was agreed between the parties. This results in eight servicing trips per day which is not considered to have a detrimental impact for plot K1 alone.
440. The IPFS would provide the same number of pumps and filling bays as the existing station and so no increase in car trips is expected. The delivery and servicing vehicles would access the IPFS using the same entrance and exit as the cars. An online booking system would be employed by the Facilities Management team, as proposed through the Framework Delivery and Servicing Management Plan. The booking process would ensure that appropriately sized vehicles are being used to make deliveries to the IPFS as well as ensuring that deliveries and servicing takes place outside of the peak hours, thus minimising disruption and highway impact.
441. It is anticipated that the delivery and servicing taking place at the IPFS with an average of two deliveries taking place per day. The kiosk would provide a small retail offering and is therefore likely to be serviced once a day. The fuel tanker is expected to arrive once or twice a week. Whilst the IPFS is not anticipated to generate any more highways trips than the existing PFS, there may be an element of localised traffic rerouting.

## Underground and Overground services

442. The two stations serving the Masterplan are Canada Water with the Jubilee line (32 trains per hour (tph) in the peak hour) and Overground services (16tph in the peak hour) and Surrey Quays with Overground services (16tph in the peak hour).
443. Currently in the AM peak there is capacity on southbound London Overground services and northbound Overground services are approaching capacity through Surrey Quays and become less overcrowded as passengers disembark at Canada Water. On the Jubilee line westbound services are operating at capacity while eastbound services to Canary Wharf are operating above the comfortable maximum capacity on arrival and departure. This has an impact on the operation of Canada Water Station as passengers entering the station or changing from Overground services may not always be able to board the first train. This leads to congestion within the station and on occasion station control measures are required to manage crowding.
444. The Jubilee line provides a key link to Canary Wharf from many parts of London and the South East. A large part of this function would be taken over by the Elizabeth line when it opens which would free capacity on the Jubilee line, although this is likely to be taken up by background growth in demand by 2031 with eastbound Jubilee line services through Canada Water experiencing similar conditions to today and crowding on westbound services increasing from the present level. Crowding would also increase on London Overground services as a result of background growth, although services continue to operate well within capacity from Canada Water in both directions. However, northbound London Overground trains arriving at Canada Water would experience crowding in excess of their comfortable capacity, although the number of passengers alighting from services would mean that trains leaving the station are within capacity. No capacity issues are expected with southbound services.
445. On the 17 August 2019 the Chancellor announced the allocation of £80.8 million of HIF funding for the 'East London Line – Growth Capacity' to deliver transport upgrades. This includes increased transport capacity on the London Overground to 20tph (from 16tph) as well as funding to support the creation of a second entrance to Surrey Quays Station.
446. The development makes provision for a second, northern, Surrey Quays station entrance building within Zone N, which would be brought forward in detail as part of future phases of development. The proposed second entrance at Surrey Quays station could provide an additional staircase to each platform from a new ticket hall which would double the amount of available vertical circulation and even a relatively small number of additional gates would increase capacity significantly over the existing three ticket barriers. A new ticket hall would therefore at least double the capacity for moving passengers from the street to the platforms. It is also anticipated that making Surrey Quays station more attractive, as a result of the new northern entrance, could reduce demand at Canada Water. It could also reduce pressure on the pedestrian crossing on Lower Road.
447. The modelling shows a significant increase in demand on key public transport links into Canada Water, from Bermondsey on the Jubilee line eastbound and from the south on London Overground northbound in the morning peak, in the order of 1,000 to 2,000 people per peak three hours in the 'maximum employment' scenario. The increase on the Jubilee line is approximately an additional 950 to 1,400 passengers in each direction over the three hour AM peak period in the maximum residential scenario and between around 1,900 and 2,400 passengers in each direction in the maximum employment scenario – equivalent to an average of between 10 and 14 passengers per train in the former and 19 to 24 passengers per train in the latter.

448. The maximum employment further increases the importance of Canada Water and Surrey Quays stations as destinations, with significant increases in passengers alighting from trains with minimal impact forecast for Rotherhithe station. As the majority of additional London Overground passengers associated with the development are using Surrey Quays station rather than Canada Water, crowding increases on the approach to Surrey Quays. This means that northbound trains leaving New Cross Gate in particular are more crowded.
449. With respect to Canada Water station, the current issues with station operation are understood to largely be a function of congestion on the Jubilee line, and people wanting to board Jubilee line trains (whether from the station entrance or interchanging from London Overground) being unable to do so, leading to queuing and congestion within the station. Although the Development would result in an uplift in flows alighting at the station in the morning peak period, the increase in passengers wishing to board trains is much less significant.
450. Significant work has been undertaken with TfL to determine the impact of the development on rail services. Negotiations have concluded with BL making provision for the additional northern ticket hall to alleviate future station pressures at Surrey Quays station.

### **Bus Services**

451. Eight bus services are available within walking distance of the site. Canada Water bus station is served by six daytime bus routes, two night bus and two 24 hour routes. In general bus routing are concentrated on the A200 corridor of Jamaica Road, Lower Road and Evelyn Street with Rotherhithe New Road used to a lesser extent. Links to the south (Old Kent Road and Peckham) are limited. It is proposed that bus services would run via the proposed High Street and would continue to use Surrey Quays Road.
452. The change to bus services needs to be supported by changes to bus stops and stands, shown on the following plan



Scenario	London Bridge to Greenwich	Greenwich to London Bridge	Rotherhithe Peninsula clockwise	Rotherhithe Peninsula anti-clockwise	Bus Route 188 eastbound	Bus Route 188 westbound	Bus Route 381 eastbound	Bus Route 381 westbound
<b>Max residential</b>	- 1 min	+ 5 mins	- 1 min	+ 2 mins	+ 3 mins	+ 4 mins	+ 2 mins	+ 3 mins
<b>Max employment</b>	+ 7 mins	+ 6 mins	+ 1 min	+ 2 mins	+ 5 mins	+ 4 mins	+ 2 mins	+ 4 mins
<b>Max residential + factored trip generation</b>	+ 3 mins	+ 2 mins	+ 1 min	+ 1 min	+ 2 mins	+ 3 mins	+ 2 mins	+ 1 min
<b>Max employment + factored trip generation</b>	+ 3 mins	+ 1 min	+ 1 min	+ 2 mins	+ 2 mins	+ 2 mins	+ 2 mins	+ 1 min
<b>Max residential + factored trip generation + set retail floorspace</b>	+ 1 min	negligible	negligible	+ < 1 min	+ < 1 min	+ 1 min	+ 2 mins	negligible
<b>Max employment + factored trip generation + set retail floorspace</b>	+ 2 mins	negligible	negligible	+ < 1 min	+ 1 min	negligible	+ 2 mins	negligible

**Table 9:** Bus journey impacts in 2031

456. The strategic nature of this modelling also limits the detail in which these journey times can be considered. This is discussed further in the later section 'Managing Transport Impacts Through Controls' which addresses mitigation measures.

## Car Parking

### Commercial and town centre parking

457. The commercial element of the development would be car-free therefore there would be no standard parking bays provided with the exception of a minimum of one disabled off-street space being provided for each building. All spaces would have active charging facilities for electric vehicle charging.
458. The existing uses of the site currently provide a total of 2,115 off-street car parking spaces. The Surrey Quays Shopping Centre currently provides 1,260 car parking spaces, surveys from December 2014 indicate that the parking is operating within capacity with a maximum daily car park accumulation associated with the existing site of 831 spaces. Additional existing parking spaces are located at Printworks (270 public), Surrey Quays Leisure Park (585 public), The Dock Offices (32 private), Former Rotherhithe Police Station (3 private).
459. A total of 1,000 spaces are proposed for the development. BL proposes the public parking spaces for the primary purpose of serving customers of the retail and leisure elements of the Masterplan area. This supports the Canada Water AAP objective to use car parking in the town centre efficiently by ensuring that shops and leisure facilities share parking facilities. Ideally, the creation of the new town centre should reduce car-based activities to

a minimum. However, a compromise is necessary to meet the expectations of a key stakeholder, Tesco, who have a lease that runs up to 2028 which includes a landlord covenant which requires the provision of at least 1,000 car parking spaces for the term of the lease. Without the co-operation of Tesco, the proposed Masterplan would not be able to proceed. The council would work with BL over the lifetime of the redevelopment to explore every means possible to further reduce the amount of car parking and to manage the parking that is provided so that it has the minimum impact on the highway network.

460. A 450 space multi-storey car park (MSCP) is proposed in Zone E which is on the eastern side of the southern section of the new High Street. It would be operated as a predominantly short stay car park for visitors to the development. Access and egress would be taken from a single point on Deal Porters Way. The remaining 550 spaces are proposed in an underground car park in Zone G . Access and egress for vehicles is to be provided by a new traffic signal controlled junction on Redriff Road. Six per cent of the parking bays in both car parks would be designated parking bays for the exclusive use of vehicles displaying an official disabled person's parking badge (e.g. blue badge). Rapid electric vehicle charging facilities would be provided in the two public car parks, the quantum of which would be based on the Supplementary Planning Guidance referred to in the Draft London Plan (2018) but which has yet to be published.
461. The Canada Water AAP recognises the need for some retail parking to be retained, although the overall quantum of car parking in the town centre remains high and would require further mitigation measures to meet the council's objectives of traffic reduction. BL has submitted a parking management plan which sets out how car parking spaces would be managed and sets out the following management principles for the public car parks:
- proposed charging regime/s for the public parking with regard to the tariffs in other comparable local car parks;
  - the discouragement of car trips in particular in the peak hour;
  - supporting short stay parking over commuter and long stay parking;
  - and to encourage non Tesco customers to use the MSCP.
462. The submission of a parking management plan prior to occupation of development Zones E and G is required. This would be secured by legal agreement.
463. BL proposes Plots A1 and A2 to be car free with no disabled parking provision. This is below the maximum policy requirement and BL justified this choice with the location of the East London line immediately beneath Plot A1 and Plot A2 and the provision of leisure centre facilities on the basement of Plot A2. This is also justified by the proximity to accessible public transport, provision of car clubs in the Masterplan area and provision of accessible cycle parking for adapted cycle. The council understands the site constraints.
464. A coach/loading bay is provided for the use of Plot A2 where coaches would only be able to stop and they would have to park elsewhere. A coach parking bay would need to be provided within the Masterplan area with its location to be defined at a later stage and to be approved by the council. In the interim, coaches would use the existing Tesco car parking on site.

#### Residential parking

465. The development would be car free other than provision for disabled car parking spaces with Blue Badges.
466. The Canada Water AAP sets out a maximum residential parking provision of 0.3 spaces per dwelling. In accordance with emerging New Southwark Plan the provision of 0.1



residential car parking spaces is intended to be the maximum, to accommodate provision of disabled parking spaces. The proposed 0.03 ratio is considered to be acceptable. All residential car parking spaces would provide infrastructure for electric or Ultra-Low Emission vehicles. At least 20 per cent of spaces would have active charging facilities, with passive provision for all remaining spaces. Provision for car clubs would be secured and a location for these needs to be agreed with the council.

467. Proposed Plots K1 and A1 are already proposed below the maximum level of 0.1 and as further detailed submissions progress BL is expected to continue to stay below the maximum level of provision. BL proposes four blue badge parking spaces on site for Plot K1 and swept path analysis is provided. Officers consider that the location of the spaces acceptable as there is a separate access and space which is not shared with pedestrians.
468. The Rotherhithe Controlled Parking Zone (H) controls parking in the area next to the Masterplan site on Mondays to Fridays, from 08:00hrs to 18:30hrs. BL has agreed to contribute to extend the CPZ area to mitigate the impacts through the S106 agreement. An expansion of this zone is being consulted on across the Surrey Docks and Rotherhithe area. Consultation closes on 4<sup>th</sup> October 2019.

### **Walking and public realm**

#### Masterplan

469. The site is relatively impermeable, with large surface car parks and landscaping restricting easy pedestrian movement, and several links lack footpaths. Current pedestrian flows show that a large proportion of movements in and out of the station to and from Deal Porters Way. Although the surveys focused on the Masterplan area, from site observations in the peak hours there is also a large amount of pedestrian activity around Surrey Quays station, particularly the use of the signalised pedestrian crossing at the Lower Road / Hawkstone Road / Rotherhithe Old Road junction.
470. The TA predicts that the development would generate additional significant walking trips on the local network, for the maximum residential scenario 7,921 trips in the AM peak and 10,536 in the PM peak. This rises in the maximum employment scenario to 11,587 in the AM peak and 13,245 in the PM peak. Significant numbers of pedestrians are expected to move from the development to both Canada Water and Surrey Quays stations, town centre and the local bus stops.
471. The indicative layout (though not for agreement at this outline stage) is highly permeable and shows a good quality environment for these users. The Masterplan would provide more permeability for pedestrians including some pedestrianised areas such as the new Park Walk and Dock Office Walk, in addition to in plot permeability. The development would deliver a more functional and efficient and higher quality public realm that is of benefit to the wider town centre at Canada Water.
472. The quality of these spaces is contingent on a range of more detailed design issues, including landscaping treatments, planting and microclimate, these are set out in the Design Guidelines submitted. These should provide a cohesive public realm between the site and surrounding public highway. It is recommended that this be secured in the legal agreement for approval prior to occupation.
473. BL has agreed to install Legible London signage; this should be supported by a signage strategy. This may be undertaken directly by BL or via a payment made to TfL to deliver.

#### Plots A1 and A2

474. The current site where Plots A1 and A2 are proposed is a car park (188 marked spaces) and it is accessed via Deal Porters Way and from a staircase from Surrey Quays Road. Plot A1 is well connected to Canada Water Underground and bus station (150 meters) with wide footpaths and signalised crossing in Surrey Quays Road. Pedestrian facilities on Deal Porters Way are currently limited with no footways or marked crossing points. No cycle route is currently running near the Plot A2 which is currently a car park and petrol station. BL proposes changes to the highway as part of development of Plots A1 and A2, proposing a new High Street in Deal Porters Way.
475. Pedestrian access is proposed for Plot A1 retail from the new High Street and from a new area of public realm (the Dock Office Courtyard) on the back and residential access from Surrey Quays Road. An additional secondary pedestrian access has been added from Deal Porters Way to the residential building to facilitate access from the loading bay to the residential units for moving furniture. BL also proposes a wheelchair accessible route.
476. The proposed pedestrian access in Plot A2 for office staff and visitors and the retail unit would be from Deal Porters Way. The leisure centre pedestrian access would be from the new area of public realm known as the Dock Office Courtyard.

#### Plot K1

477. Pedestrian routes from Plot K1 to the north reach the Thames Path through the Russia Dock Woodland and are accessible directly from the site. The site is connected to the Greenland Dock again through Russia Dock Woodland (which is part of NCN route 4 and the future Quietway14 route).
478. Pedestrian routes to Canada Water Station (800m) are inhibited by the former Harmsworth Quays Printworks are to be improved by the Masterplan. The current route to the Station would be via Roberts Close, Canada Street and Surrey Quays Road. The route to the closest bus stop on Surrey Quays Road is through Roberts Close and Canada Street (550m). There are wide good quality footways in Roberts Close and Quebec Way due to new developments recently built in the area.
479. Pedestrian routes are proposed to go around the Plot K1 building; pedestrian and cyclists can access the site from Roberts Close via Quebec Way and from Russia Walk through Archangel Street, St Elmos Road and Russia Dock Woodland. Landscaping improvement would be provided by BL for the closed end of Roberts Close and the entrance to Russia Dock Woodland which should be secured.

### **Cycling**

#### Cycle routes

480. Cycling forms 8% of the anticipated mode share of the Masterplan, with cycling supported on all public highways within the Masterplan. Cyclists form 10% of traffic along Surrey Quays Road peak hours. In the wider area, particularly Lower Road and Jamaica Road they are significantly higher and tidal in nature. Cycle flows around the peninsula are lower, with Surrey Quays Road experiencing the highest levels of cycle flow.
481. National Cycle Network 4 from Tower Bridge to Greenwich and National Cycle Network 425 Camberwell to Rotherhithe support cycling movement on the peninsula. This would be complemented by Cycleway 14 – Southwark to Deptford, Cycleway 4, Tower Bridge to Greenwich and Rotherhithe to Peckham Cycle Route all of which are under development.

482. As identified in the council's Cycling Strategy there is a demand for cycling infrastructure connecting the peninsula through the site, across the southern edge of the dock towards Southwark Park. The Masterplan Design Guidelines identifies and supports this cycling link. Further work would need to be undertaken to ensure that an appropriate level of provision is made and conflict with pedestrians is avoided. All the new roads should at least maintain cycle access even when it is not designed as a formal cycle route with all cycling facilities meeting the London Cycle Design Standards.

#### Cycle parking

483. The council's Core Strategy underlines a commitment to sustainable travel and London Plan Policy 6.9 establishes minimum cycle parking standards for various use classes. Within the plots, BL has agreed to provide cycle parking to London Plan minimum quantum. BL has been made aware that, at reserved matters stage, the council would seek to secure the provision of cycle parking that is suitable and accessible for use by all users, regardless of age or physical strength and dexterity, and the provision of other features to encourage cycle use such as lockers, pumps and tools within communal cycle stores.
484. Residential cycle parking numbers meet those specified in the London Plan and all parking would be located within secure stores, principally within the basements of each site. Understandably, cycle storage is divided between numerous storage areas accessed directly via lifts in the various building cores, ensuring that it is convenient for residents. Ancillary spaces for cycle maintenance should be provided on each site.
485. Locations for short-stay cycle parking have been suggested by BL, having considered the relationship with pedestrian movement, bus stops locations and the need to ensure convenient access to the various parts of the development. Final locations would be confirmed as part of the detailed Public Realm design and/or via s278 agreements with the relevant Highways Authorities and the delivery phased to reflect the gradual completion/occupation of the development.
486. TfL has recently announced that the cycle hire scheme would be extended along Cycleway 4 to Canada Water and that this would be delivered alongside the cycleway. BL would deliver an additional 180 cycle hire docking points, split between six new docking station locations. Indicative locations for Cycle Hire Docking Stations have been identified and this plan is appended to the s106 agreement. A framework for agreeing the exact locations and timing of delivery of the new docking stations, in conjunction with TfL, is set out in the s106 Agreement.
487. As a measure to stimulate use of cycle hire use and contribute to sustainable travel, it is proposed that membership of the cycle hire scheme is secured for each new resident/property for a period of 3 years as part of the 'welcome package'. This would be secured via the s106 agreement
488. As a result of these proposed improvements to the pedestrian and cyclist infrastructure the ES finds that the development would have a long-term, local beneficial residual impact of moderate significance

#### Plots A1 and A2

489. Long stay cycle parking is proposed for Plot A1 residential and office in separated areas of the basement both accessed with one lift each. The location of the cycle parking is not deemed to be accessible and the quality of cycle parking is poor given that a high proportion of the spaces are double stacked type in a basement. Despite site constraints due to the underground tunnels, better quality cycle storage should be provided which is

accessible to all users and typologies of cycles, included users of tricycles, cargo bikes and special cycles. Users need to go through many doors and only one lift is available for many users which could cause delays. There is no backup for power/lift failures: stairs with lateral cycle wheel ramps are provided only for the office cycle storage and not for residential and alternative escorted routes are proposed for disabled users which are not providing opportunity for independent travel and creates more discrimination among users of different abilities which is not compliant with policy.

490. A demand assessment for office use of the lift has been undertaken using 51 users peak demand which causes waiting time of 10 seconds and queues of 2/3 cyclists and no assessment has been made for residential which BL consider the demand to be minimal without providing evidence of it. The council consider this assessment underestimate the peak demand for the residential and considering the number of units of Plot A1, one lift with no alternative routes would make the cycling unattractive and inaccessible. In addition, no space has been proposed to facilitate the use and storage of cargo bikes for deliveries or any space for pool bike schemes for office use. 44 short stay spaces would be provided on street adjacent to the main building entrances for office, residential and retail use
491. Long stay cycle parking for staff of the office, retail and leisure centre land uses in Plot A2 would be provided at ground floor which is welcomed. The long-stay cycle parking provision would be arranged as follows:
- 267 office cycle spaces with 129 two-tier racks and 7 Sheffield stands,
  - 5 retail staff spaces accommodated within the office bike hub;
  - For the leisure centre 5 staff spaces accommodated on the south side of the building with provision for an accessible space.
492. The layout of the cycle stores and supporting facilities has been revised and now indicates a total 95% of office long stay spaces are proposed as two tier racks and only 5% as Sheffield stands. This proportion of two-tier stackers is a consequence at spatial constraints, but could hamper the convenience and ease of use of these storage spaces for some users. The 108 short spaces are provided within the public realm, conveniently located adjacent to the entrance to the leisure centre where they are afforded some shelter by the overhanging office accommodation above.
493. The cycle parking to be provided has been calculated based on London Plan (2016) standards, not those in the draft new London Plan or New Southwark Plan. The council recognises the site constraints on Plots A1 and A2 but would require compliance with draft policies and exemplar quality cycle parking in the applications for subsequent phases of development to fulfil the aim of increasing sustainable travel and mitigate the impact of the development on the road network and public transport. Space should also be reserved for special cycles, cargo cycles and pool bikes for office use. BL would be required to submit revised plans of cycle parking as a condition for these two detailed plots.

#### Plot K1

494. Plot K1 provides 142 cycle parking spaces split between two ground floor stores within the building and an external store in the courtyard. A total of 62 spaces are split between the two internal storage areas, all of which are provided in two-tier racks. Space is also provided here for the charging of mobility scooters. A further 80 spaces are provided as Sheffield stands in the external courtyard.
495. The number of cycle parking is compliant with the minimum standards set out in London Plan policy 6.9. The ground floor location makes the stores convenient and accessible and the fact that all stores are located directly from the residential courtyard rather than a single

external door means that the stores are, to an extent, secure. A high proportion of the cycle parking is proposed under the canopy structure in the external courtyard, which, although located within the private courtyard, is not itself fully enclosed. The Met Police have questioned whether this solution is adequately secure given the high prevalence of bike theft in Southwark. The applicant has explained a desire to ensure the cycle storage structure is lightweight in order to avoid creating a more solid, imposing structure on the boundary with the Woodland, however a compromise position should be agreed that aims to maintain the openness of this courtyard edge while improving security. It is proposed that this is addressed via condition.

496. Four short-stay cycle parking spaces would be provided on Roberts Close as part of the landscaping associated with the development which is acceptable. Details of these should be submitted within the landscape drawings.

### **Traffic impacts**

497. The site is bounded by Surrey Quays Road to the north, Lower Road (A200) to the west, Redriff Road (B205) to the south and Quebec Way to the east. Of these roads, Lower Road is the most heavily trafficked and forms part of the Strategic Road Network (SRN) and it is managed by the council and TfL. The remainder of the roads around the site are local roads where the council is the highway authority, with the exception of Deal Porters Way which is currently a privately owned and managed road.
498. The vehicle routes proposed across the site are arranged in accordance with the following hierarchy:
- The primary routes are Lower Road and Redriff Road and these would carry the majority of traffic accessing the development as well as through traffic from the wider area;
  - As a secondary route, Surrey Quays Road would carry the majority of traffic associated with the development and local bus services. The realigned Deal Porters Way is also classified as a secondary route and would also provide a bus route through the centre of the site;
  - The remaining tertiary routes would carry lower volumes of traffic and would provide a local access and servicing function.
499. As the application is in outline, the exact design and layout of the majority of the routes through the development would not be fixed at this stage. The approach that would be taken to the design of the routes within the development is secured by the Design Guidelines.
500. The Parameter Plan shows the indicative location of both vehicular and servicing access points. Along with the changes to the bus stops, these would require significant reconfiguration of Redriff Road between Lower Road and Quebec Way and on Surrey Quays Road between Redriff Road and the proposed Printworks Street. It is anticipated that these works would include the signalisation of both the Deal Porters Way and Surrey Quays Road junctions with Redriff Road. On Surrey Quays Road a new pedestrian crossing would be introduced to improve access to Park Walk. Indicative designs have been prepared for these changes to support the local modelling undertaken and discussed in paragraphs below.
501. Deal Porters Way would permit all traffic movements, however a majority are expected to be accessed from the south from Redriff Road. The access to the Multi-Storey Car Park and petrol station would be configured to facilitate arrival and departure from the south. Printworks Street is proposed to run parallel to Development Zones H and L and form a T junction with Surrey Quays Road. It is imperative that Printworks Street is of consistent

width and designed to facilitate all operational requirements

502. Further local highway modelling has been undertaken using LINsig<sup>2</sup> and ARCADY<sup>3</sup> which are signal and roundabout software tools respectively. Unlike the strategic modelling which considers the PM peak hour only, the local models consider both the morning peak hour (0800 to 0900) and the evening peak hour (1700 to 1800). Given the limited differential impact of the 'maximum residential' and 'maximum employment' scenarios on the highway the maximum employment scenario has been used in this work as representing the worst case. To facilitate the development, it is necessary to change a number of junctions bounding the site. These proposed highway alterations have been considered as part of the local modelling.
503. Two main factors used to assess the impact of a change within network are:
- Degree of saturation (DoS) is a measure of how busy a junction arm (or movement) or how much demand a movement is experiencing compared to its total capacity and is measured as a percentage. Typically a figure below 70% is considered to be operating satisfactory within capacity. As the DoS reach 80% it is considered that the junction is reaching capacity. Values over 85% are typically regarded as suffering from traffic congestion, with queues beginning to form whilst figures between 90 to 100% are over capacity and likely to be regularly (most cycles) forming a queue.
  - Mean Maximum Queue (MMQ) is the estimated mean number of vehicles (or passenger car units - pcus) which have added onto the back of a queue up to the time when the queue finally clears.
504. A number of junctions and particularly movements within junctions being significantly impacted by the development, include:
- In the AM peak, the northern aspect of the development is impacted with the junction of Lower Road with Surrey Quays Road reaching DoS at or over 90% on two of the three arms as a result of the development and therefore considered over capacity. Whilst at the junction of Surrey Quays Road with Deal Porters Way, the westbound movement is over capacity.
  - In the PM peak, the southern aspect of the development is impacted. The Deal Porter Way junction with Redriff Road reaches DoS of 94% on the Deal Porters Way arm and 92% on the Redriff Road ahead movement. The corresponding MMQ also significantly increases with the MMQ for Redriff Road expected to the 20 pcus.
505. The proposed signalised access to Zone G would be over capacity on all both directions on Redriff Road in the PM with DoS of 96% eastbound and 94% westbound.
506. The modelling represents a worst case scenario as it replicates current car park dwell times, maximum usage of the public car parks, over estimates the residential parking and does not take into account any wider behaviour change initiatives contained within Framework Sustainable Transport Plan. However the junction design as presented has been developed to minimise the network and junction impacts and therefore further design changes within the scheme are unlikely to yield any further network benefits nor reduce the DoS or MMQ.
507. The following table summaries the changes in traffic flow for each of the scenarios run.

<sup>2</sup> LinSig is a software programme that allows for the assessment of traffic signals and their effect on traffic capacities and queuing.

<sup>3</sup> ARCADY is a software tool that supports the assessment of roundabout capacity and delay. PICADY is often used in conjunction with ARCADY and assesses priority junctions.

Scenario (all PM peak)	Average % change in traffic flow	Max increase (pcus)	Location	Max decrease (pcus)	Location
2031 Maximum residential	18.83	122% (304)	Surrey Quays Road (eastbound)	- 40% (-56)	Bestwood Street (eastbound)
2031 Maximum employment	19.02	128% (319)	Surrey Quays Road (eastbound)	-30% (-79)	Redriff Road west of Quebec Way (eastbound)
2031 Maximum residential + factored trip generation	14.78	81% (202)	Surrey Quays Road (eastbound)	-22% (-86)	Bush Road (southbound)
2031 Maximum employment + factored trip generation	15.41	80% (201)	Surrey Quays Road (eastbound)	-23% (-32)	Bestwood Street (eastbound)
2031 Maximum residential + factored trip generation + set retail floorspace	8.87	52% (222)	Lower Road south of Redriff Road (northbound)	-20% (-76)	Bush Road (southbound)
2032 Maximum employment + factored trip generation + set retail floorspace	10.02	54% (241)	Redriff Road (eastbound)	-19% (-74)	Bush Road (southbound)

**Table 10:** Changes in traffic flow for the modelled scenarios

508. Additional flows can be seen on locations proximate to the development particularly on Surrey Quays Road and Redriff Road which would act as the primary routes in and out of the Masterplan area. However further impact can be seen on Brunel Road, Surrey Quays Road and Salter Road as journey patterns alter to reflect increasing trips and traffic congestion. These additional flows translate into further junction delay at the Lower Road / Surrey Quays Road and Rotherhithe New Road / Rotherhithe Old Road junctions, with a reduction in delay at the Rotherhithe Tunnel roundabout. When considered against current bus journey times, the impact of increased flows and junction delay is likely to impact bus journey times, as summarised in Table 9 in the earlier Bus Services section above.
509. The three stage scenarios above shows the scaled impact of the scheme particularly in the maximum factored trip generation and that with retail floorspace set at the viability level. Each of the scenarios would have a detrimental impact on the highway network with only the scale altering.
510. The promotion of an environment of high quality streets and public open spaces which provide good pedestrian and cyclist permeability is supported and welcomed. The indicative layouts of streets (details to be approved at Reserved Matters stage) demonstrate that the council's Streetscape Design Manual standards can be met and agreement would need to be secured over the use of suitable high quality materials. While accesses from, and junctions with, the existing public highway are acceptable in principle, details of design would be included as Reserved Matters. Ultimately their acceptability will depend on detailed design and formal road safety audits, and the acceptability of the design of the public highway or private road to which they lead.

#### Traffic Impacts of the Detailed Plots

511. The proposed vehicle entrance to the loading bays for servicing Plot A1 is from a new crossover in Surrey Quays Road. A Road Safety Audit has been provided to assess road safety issues of the crossover being in close proximity to a zebra crossing, this would result in the zebra crossing being slightly moved. Three loading bays are provided on site at ground floor and are shown on the ground floor plan and swept path analysis drawing; both are considered satisfactory.
512. Vehicular access to Plot A2 site is proposed via a new crossover from Deal Porters Way to the three loading bays within the service bay. The loading bays are located in close proximity to the bin store and goods lifts and directly adjacent to the back of house of the retail areas. It is anticipated that Development Zone B would also use the same crossover for service access and the route between Plot A2 and Zone B are proposed to have a flush surface shared by pedestrian and vehicles. However, to enter the loading bays service vehicles would be required to reverse into the site with the aid of banksmen. Swept paths drawings were provided. The centralised bin store and leisure centre chemical stores are located within the service bay which is acceptable.
513. Vehicle access to Plot K1 is proposed from Roberts Close/Quebec Way which is acceptable. Waste collection arrangements are considered in a later section.
514. For the PIFS, pedestrians would be able to access from Surrey Quays Shopping Centre car park, north of the IPFS via a pedestrian crossing located on Deal Porters Way. There would also be access via Redriff Road where the existing stairs would be retained and an improved pedestrian route marked on the existing car park surface.
515. Due to the nature of the proposal it is unlikely that cyclists would access the IPFS; however, cyclists can gain access from Deal Porters Way. The IPFS staff would be based at the nearby Tesco store and therefore those that cycle to/from work are proposed to utilise its existing staff cycle parking facilities. There is no mention of the current provision at Tesco although cycle parking should be continuously available during the phasing of the redevelopment and when Tesco moves to its new store.
516. Cars would enter and exit the IPFS via Deal Porters Way. Upon exiting cars would be able to turn left or right onto Deal Porters Way. It is proposed that service vehicles would use the same access point as cars and would approach from Redriff Road. Servicing would take place within the boundary of the IPFS, on the IPFS forecourt to prevent disruption to the public highway.
517. In terms of the changes to the highway network, the junction of Redriff Road and Deal Porters Way was assessed in the May 2018 TA for the planning application. In the baseline scenario the junction operates within capacity in both the AM and PM peak hours. For the 2031 maximum employment scenario flows the local traffic modelling for the junction, which took into account the location of the IPFS, indicated that it was expected to operate within capacity during the AM peak hour and close to capacity in the PM peak hour. Should the IPFS result in localised traffic re-routing it is expected that any increase in traffic flows would be lower than those modelled for the 2031 maximum employment scenario and therefore the junction would continue to operate within capacity.
518. Analysis has been undertaken to assess the potential for cars to queue when waiting to access the IPFS and use the pumps. This is to assess whether the length of the queues from the proposal would extend past the IPFS boundary and therefore affect the surrounding highway network. The IPFS has been designed to ensure that any congestion through the forecourt of the station is kept to a minimum. This has been achieved by providing sufficient queuing space within the forecourt (approximately 36m). Sufficient



width has also been provided between the pumps and kerbs to ensure vehicles can pass one another with ease to reduce the potential for queuing. Analysis has been undertaken assessing the IPFS peak period between 10:45 and 11:45 on a Saturday and the length of car queuing which is anticipated to occur. During this period, 92 cars are expected to arrive at the IPFS. It has been assumed that customers spend on average 11 minutes to fuel their vehicles, visit the kiosk and pay. Analysis shows that during the peak period, there would be up to 4 cars waiting per pump to refuel, each car equates to 8m in length, resulting in 32m of queueing being generated. There is 36m of available space on the station forecourt. Therefore, it can be concluded that traffic would not queue back to Deal Porters Way.

519. Although the existing car parking located on the proposed IPFS site would be lost, it is not anticipated that any overspill parking impacts would occur. It is expected that there is sufficient capacity within the remaining existing Surrey Quays Shopping Centre car parks to accommodate the existing and projected future level of demand for the existing shopping centre until redevelopment.

### **Management Plans**

520. Key management plans have been provided in framework form:
- The Framework Sustainable Transport Plan
  - Parking Design and Management Plan
  - Framework Delivery and Servicing Plan
  - Estate Management Plan.
521. The Framework Sustainable Transport Plan (FSTP) sets a direction for the uptake by residents, employees and visitors to the development to travel by active and sustainable modes. The FSTP sets out objectives promoting sustainable travel with an emphasis on promoting alternatives to the car. It also identifies and describes the initiatives proposed to support them. Key features of the FSTP include the establish a Sustainable Transport Fund, using net receipts from town centre car parking, to support transport measure, the impact of the delivery of the FSTP would be monitoring annually through a steering group.
522. As Reserved Matters Applications are made for Development Plots, it is expected that travel plans specific to these would be prepared and submitted for approval. The plans would be required to follow TfL guidance, establishing clear objectives, interventions and a monitoring framework to consider whether more sustainable travel has been achieved.
523. This Parking Design and Management Plan (PDMP) framework outlines the key principles and proposed measures for the future PDMP. The objectives of this plan are to ensure the efficient operation of the car parks and to minimise the impact on the surrounding highway network. The PDMP addresses parking monitoring, enforcement, management, access controls. The PDMP establishes a Sustainable Transport Fund, using a proportion of net receipts from town centre car parking, to support innovative transport measures and promote non-car modes as set out in the Framework Sustainable Transport Plan.
524. Servicing trips would increase significantly compared to the current situation and would generate a significant impact. The Framework Delivery and Servicing Plan (FDSP) sets out how this be managed. Given that BL are a single land owner, significant management of delivery and servicing should be excised including control of vehicle types, numbers and timing including consolidation of deliver and servicing trips. The FDSP requires that all servicing would be undertaken within the development plots, with no reversing from the street, no servicing during AM and PM peak hours, and it supports alternative means of deliveries, particularly intra-development ('last mile') and make efforts to minimise the

number of vehicle movements, through consolidation and occupier restrictions such as no personal deliveries in the workplace. Development Zone D would be serviced from Surrey Quays Road to a basement providing substantial opportunity for consolidated servicing.

525. Through the FDSP BL proposes a managed system to control the movement of servicing traffic entering and leaving each building and to manage the number of vehicles using the loading bays. The FDSP, to which all subsequent plots should adhere to, should be accompanied by a Delivery and Servicing Plan as plots are brought forward and should comply with the latest TfL guidance and should be secured by condition/s106 agreement, for approval by the council in consultation with TfL.
526. Lengthy discussions with BL, officers and TfL have taken place with a view to avoiding access during the morning and evening peaks and to minimise servicing trips. The reduction in vehicle movements during the hours where there is the greatest activity along Lower Road, Deal Porters Way and Redriff Road reduces the risk of conflict between different road users and reduces the risk of obstruction and delay to the free flow of traffic.
527. The above conditions would be enshrined in the FDSP, as well as being reflected in future lease agreements for residential and commercial occupiers. The FDSP would also need to highlight ways in which the anticipated number of trips can be minimised further, whether through efficiencies in the supply chain or the use of on/off-site consolidation. The FDSP would need to establish a clear system of monitoring, feedback and review over the initial years of operation of each use. These arrangements, including enforcement, would be clearly detailed in the relevant s106 obligations.
528. An Estate Management Plan would be sought which would set out the operational elements including items such as cleansing regimes, maintenance, and access requirements.

### **Waste Management**

529. The FDSP states that occupiers of commercial premises would be required to use waste contractors appointed by the site management team for the collection of recycling, refuse and organic waste streams. This is so that waste collections are consolidated into the fewest vehicles as possible. Waste collections would be undertaken by a nominated waste contractor. It is assumed that waste would be collected daily, though capacity has been provided for the storage of two-days of generated waste except food. The waste strategy for development plots with residential land use would be determined on a plot by plot basis. Residential waste storage would be sized to hold waste for a bi-weekly collection. Waste collections would be undertaken by the nominated council residential waste contractor. Where the distance between the waste room and the waste presentation point is more than 10m the development plot site management team would manage waste collections and rotate any full and empty containers. This arrangement should be avoided as much as possible.
530. For Plot A1, the refuse bins are located on the basement level with separated storage between residential and commercial waste. The waste collection is proposed from the ground floor level loading bays where a staging storage for collection is available for collection day. A separator waste chute is proposed for residents to transfer waste bags to the basement waste room. Food waste is not considered separately and large items and cardboards would need to be taken into the basement by residents. Commercial waste would be collected by a contractor, while residential waste would be part of the council collection.
531. For Plot A2, commercial refuse store is located near the loading bay to allow collection on

site.

532. For Plot K1, waste collection is proposed on street with vehicles reversing where the school secondary entrance is. Swept path analysis has been provided for waste vehicles which raise some safety issues, however the same arrangements are already in place for the other developments in Roberts Close. Refuse bin are located within the 10 meters required from the street. The plot is fully residential, therefore collection would be made by the council.

### **Managing Transport Impacts Through Controls**

533. As set out in the sections above on Transport Modelling, Bus Services and Traffic Impacts, the scale of the trip generation and correlating impact on the highway network corresponds with the scale of the development in particular the retail floorspace. For example, the increase in traffic is around 122% in the case of the maximum growth, 88% with the factored trip generation is applied and circa 55% when the retail quantum is set to the Illustrative Masterplan (IMP) level. This trend is paralleled by the modelled bus journey time increases. In approaching the multi-stage consent, the council must ensure that the effects of the development are identified and assessed when determining the outline consent. Due to the length of the build programme and the potential variations in residential and employment floorspace, the following approach is recommended:
534. Mitigation approach to 41,988sqm of retail floorspace:
- The existing floorspace is 36,494sqm therefore although potentially more intensively used, the impact on the highway network is likely to remain similar to present day experience. BL advised that a 10% uplift of this retail figure to 41,988 sqm would support the approach to a managed decant and retention of existing occupiers.
535. Mitigation approach to 41,988sqm to 53,512sqm of retail floorspace:
- The IMP scheme as contained within the modelling contained a retail floorspace quantum of 53,612 sqm at this quantum the impacts of the scheme increase and the mitigation schemes detailed below and would be implemented alongside the delivery of the scheme and operational prior to occupation.
536. The following interventions have been agreed to address the public transport impacts of the scheme.
- Funding to support a second, northern station entrance and exit at Surrey Quays station, located within Development Zone N, providing increased accessibility between the station and the site and allowing additional access to the platforms and additional gateline capacity to be provided;
  - Bus strategy including the introduction of a new bus service linking the Development to Aldwych via Old Kent Road and operating at a 12-minute frequency.
  - The introduction of a new bus service from Greenwich to London Bridge via Convoys Wharf and Canada Water, operating every 8 minutes.
537. Further mitigation to improve conditions for active modes of travel (walking, cycling, and public transport) has been developed. The measures are identified in the TA addendum and include;
- Cycle access to Surrey Quays Plaza from Lower Road.
  - Provision of modal priority on Needleman Street corridor to discourage the use of the corridor formed by Needleman Street, Poolmans Street and Timber Pond Road as a rat run.

- Review bus routing in Rotherhithe area - bus routing should be kept under review to ensure that key destinations are served and journey times are minimised.
- Provide bus priority measures on Salter Road - measures to prioritise buses over general traffic on Salter Road could include the relocation of bus stops.
- Provide cycle link at Rotherhithe Roundabout a new cycle link between Brunel Road and Albion Street.
- Provide bus measures on Surrey Quays Road and Redriff Road to reduce bus journey times and increase the reliability of a number of services.
- Provision of additional measures at traffic signals modernising existing sets of traffic signals in the local area. This could include provision of bus transponders to ensure that buses are given green traffic signals, reducing bus journey times and encouraging mode shift from car to public transport.

538. This suite of measures would be subject to more detailed design and modelling to determine their final specifications, but are considered to be the most reasonable range of mitigation measures to address the potential impacts on journey times and conditions that would otherwise be experienced by pedestrians, cyclists and bus users. The s106 would secure the delivery of these measures at the appropriate stage in the development programme, prior to modelled impacts arising.

539. Above the IMP scheme level (greater than 53,612sqm of retail floorspace) and with the full 1,000 town centre car parking spaces provided, modelling of both “maximum development scenarios” indicates that a detrimental impact on the highway would arise unless a broader, longer term approach to mitigation and management is secured. Integral to this is careful consideration of the interaction between the additional amount of retail floorspace being sought and the number of town centre car parking spaces to be provided. Should an increase in retail floorspace beyond the IMP scheme level be sought, this would require a commensurate reduction in the level of town centre car parking. However, other tools, potentially including more prescriptive controls and charging regimes for the remaining town centre car parking spaces, more restrictive or innovative servicing solutions and/or further highways interventions may also be required to mitigate the additional highways impacts, albeit that the opportunity for further physical works within the confines of the highway network would be limited at this stage.

540. The effectiveness of each of these measures and the extent to which they are deployed is contingent on a number of factors, such as the success of the initial mitigation measures identified above and potential changes to the prevailing baseline conditions in the local network as a result of changing travel patterns or wider interventions in the network. These issues will naturally be better understood at a later time in the development programme. The s106 agreement would establish that in the event that a reserved matters application were to lead to retail floorspace exceeding the IMP scheme level, a robust, supplementary transport assessment would need to be submitted setting out that through a combination of the above measures the impacts on the local highway network can be adequately mitigated.

### **Construction Impacts**

541. A Framework Construction Management Plan (CMP) has been submitted that sets out the principles for demolition, enabling and construction activities of all Development Plots across the site.

542. Construction traffic is projected to generate up to 36 construction vehicle movements per day with an average of 25 movements per day. A framework CMP has been submitted which states vehicles would both approach and leave the site via the A200, using Jamaica

Road, Surrey Quays Road and Canada Street to and from the north and Evelyn Street and Redriff Road to and from the south. For Plot K1 vehicles would then access Roberts Close from Quebec Way. For Plot K1 vehicles should avoid when possible to use the Rotherhithe roundabout and Surrey Quays Road and use the shortest route through Redriff Road and Quebec Way. All vehicle movements to and from the site would be subject to a delivery booking system. The system would also ensure that material deliveries are rationalised to reduce vehicle movements to the Site. Vehicle movements to the site would need to avoid school pick up and drop off times being the site in close proximity with a school. Construction management should take into account the cumulative effect of construction traffic with neighbouring sites and the different phases of the development.

543. Given the proximity of demolition and construction activities to existing infrastructure, TfL highlights that close co-ordination would be required with London Overground and London Underground. It would be stipulated in the s106 that the complexity of construction and logistics necessitates regular, structured liaison with a range of stakeholders – indeed the submitted CMP commits to this – though separate asset protection agreements should be pursued outside of the statutory planning process, where necessary.
544. At present, the draft document assumes the imposition of the council's standard construction hours that would apply on weekdays and Saturday mornings. However, the highways challenges detailed above would necessitate a much more detailed assessment of issues including the timings of vehicular arrivals to the site and particular demolition/construction related activities. Given the intensity and duration of construction activity, BL has underlined a commitment to adhere to a range of best practices schemes that focus on site safety, environmental mitigation and close liaison with affected residents, including the Considerate Constructors Scheme, FORS, CLOCS and WRRR. A specific commitment is made to hiring a Community Liaison Officer to act as a focal point for all resident/business and other interested parties that might have enquiries during the development programme.
545. A range of temporary highways works would be required to facilitate, or mitigate, construction activities. Such measures include the construction of reinforced crossovers and potentially the relocation of existing transport infrastructure such as bus stops and/or cycle parking. The scope of works would be set out in the s106 agreement, specific interventions set out in the CEMPs for the individual phases and their timely delivery secured via a s278 agreement.
546. Each of the principal construction access points around the site would need to be carefully managed through a combination of banksmen, physical barriers and limitations of their hours of use to avoid morning and evening peaks. The precise location of the hoarding line would also need to be determined to ensure that bus stops and pedestrian footways can continue to function efficiently and safely.
547. The Construction Environmental Management Plans (CEMPs) represent informed but largely indicative management plans that adequately model the intensity of construction related activities and the potential highway impacts. However, further detail on site layout and clear commitments to site management and monitoring regimes would be required. Further detailed demolition and construction management plans would need to be secured for all phases via the s106 agreement.
548. The Construction Logistics Plan (CLP) should accord with the latest TfL guidance and minimise the number of vehicle movements, particularly in peak times. Maintaining public transport passenger, pedestrian and cycle movement and safety during construction would of course be paramount, through using FORS or equivalent registered haulage contractors, and requiring the latest, highest lorry safety standards (e.g. DVS – Direct Vision

Standard1). Additional operating costs due to any temporary changes to bus routes would need to be funded by BL. The site-wide CLP, to which all subsequent plots should adhere to, would be secured on any permission for approval by the council in consultation with TfL. A CEMP would also be required to mitigate other impacts of site clearance and construction works on pedestrians, cyclists, buses and general traffic.

### **Transport conclusions**

549. The transformative nature of the proposed development means that the scheme would give rise to significant strategic and localised transport impacts, however, despite challenges, it is clear that the proposal delivers a number of the ambitions set out in the Canada Water AAP. A substantial amount of town centre car parking would be removed and a new town centre that prioritises pedestrian and cyclist movement would be delivered. The commitment to 100% of town centre car parking including provision for electric vehicle charging (whether active or passive) is supported. A package of investment has been agreed to enhance public transport infrastructure, including at Canada Water and Surrey Quays Stations and in local bus corridors that modelling has identified as most likely to experience increased demand for travel. Expansion of the cycle hire scheme to the site and membership of this scheme for new residents would facilitate more active travel in the local area. At a strategic level, Transport for London has confirmed its view that all mitigation justified and required from BL to satisfactorily accommodate the predicted growth has been secured in the s106 agreement.
550. Officers are satisfied that the appropriate development scenarios have been modelled and that the range of transport impacts is understood. This is consistent with London Plan Policy 6.3 and the methodology has been endorsed by the council's consultants, LUC. A broad package of mitigation has been identified to reduce the impacts on the highway network and the s106 agreement will set out the timing for their delivery at key milestones in the development programme. Importantly, this includes a mechanism whereby, if retail floorspace is delivered that exceeds that shown in the illustrative scheme, the s106 agreement would require further mitigation measures to be deployed that best respond to the prevailing conditions at that time. With this framework in place, though the development would have an adverse impact on the highway network, these impacts needs to be considered in the context of the wider public transport measures that have been secured and in light of the ambition in the development plan to deliver a Major Town Centre. On balance, officers are satisfied that when viewed as a whole is consistent with the development plan, as set out in the concluding chapter of this report.

## Chapter 13: Design and Heritage Impacts

Including urban design principles, design guidelines, detailed design for Plots A1, A2, K1 and the IPFS, heritage impacts, protected views, archaeology, public realm and designing out crime

The submitted Parameter Plans, Development Specification and the Design Guidelines which are for approval encapsulate the design principles for this Masterplan. The Masterplan would deliver a new town centre of scale, diversity and integrity within a robust urban framework defined by a well designed public realm, a considered and thoughtful heights strategy and an arrangement of development plots and new routes that complement and enhance the established character of the Canada Water area.

Three character areas are proposed across the site - the Town Centre, the Central Cluster and the Park Neighbourhood. Three main public spaces have influenced the arrangement; the Dock which would be enhanced with works to the western and southern sides; the proposed Town Square; and the proposed Park. These key deliverables would be secured in any permission. A series of smaller squares and places would add to the distinctive character of the development, and improve permeability. The public realm and landscaping has been designed to be inclusive, to allow for places for events and play, and incorporate high quality landscaping.

The redevelopment would provide a range of residential, work and leisure uses in a new town centre, with an increase in activities (particularly in the evening). The detailed designs would take account of Secured by Design recommendations with improved lighting and CCTV, and the increased number of residents, workers and visitors to the site would increase natural surveillance.

Mixed use Plots A1 and A2 would form the northern end of the proposed new High Street at the entrance to the Masterplan site. The tower in Plot A1 would be located close to the stations and existing towers. Both plots would provide generous areas of public realm, and create a new pedestrian/cycle link between Lower Road and the Dock.

Plot K1 would be a high quality residential block, sited alongside recent blocks on Quebec Way and the green spaces of Russia Dock Woodland and Stave Hill.

The Masterplan has been considered in terms of its impacts on heritage assets in the local and wider London areas. Careful consideration has been given to the impact of the proposed tall buildings on LVMF views especially from Greenwich Park towards grade I listed St Paul's Cathedral and from London Bridge to grade I listed Tower Bridge, with amendments made to the tallest towers in the outline Masterplan specifically to address the impact on these views and on the setting of listed buildings. The lowest order of less than substantial harm would be caused by the cluster of super-tall buildings interacting with Tower Bridge when viewed from the northern part of London Bridge. The tall buildings would be located outside the strategic view from Greenwich Park and its wider consultation area.

Plot A1 is considered to enhance the setting of the adjacent former Dock Offices, and cause no harm to the setting of the former London hydraulic power pumping station and St Olav's Kirke.

No harm would be caused by the Masterplan to the setting of the listed machinery of the former swing road bridge on Redriff Road. At further distance, the taller parts of

**the proposal may be visible from other listed buildings, such as Greenland Dock, although the proposal would appear in the distant backdrop.**

**The proposed tall buildings would be visible from within the closest conservation areas to the north-west of the site, however officers consider no harm would be caused to their character and appearance. No harm would be caused to the setting of the historic Southwark Park.**

**Where any harm is identified to the setting of heritage assets, this harm has to be considered against the significant public benefits the proposal would provide.**

**Conditions are proposed to secure varying levels of archaeological investigation based upon the survival potential for different parts of the site. The creation of the railway tunnel and the docks would have removed some of the archaeology within the site, although the historic remains of the infilled docks would be of interest and should be recorded.**

#### Introduction and context

551. The Masterplan has been developed over a number of years and in response to the Council's adopted Canada Water AAP. It is a result of a consolidation of three large sites – the Surrey Quays Shopping Centre site, the Surrey Quays Leisure Park and the Printworks site, which has clear advantages in being able to bring forward a comprehensive and co-ordinated approach to creating a new town centre.
552. The Masterplan is the device that heralds the transformation of the Canada Water core area – a under-utilised mix of industrial, shopping and leisure facilities with extensive open-air car parking – into a cohesive town centre, with a mix of uses, places and spaces accessible to a wide range of people and attractive to businesses and institutions. This ambitious Masterplan starts from the principles laid down in the Canada Water AAP which envisaged a town centre arranged along a commercial corridor across the shopping centre site and linking the main transport hubs, and expands it to the west to encompass the Leisure Park and Printworks sites. Its legacy would be a network of new routes and destination spaces that connect up with existing neighbourhoods to help integrate the new town centre to its context.
553. To achieve this new sense of place the Masterplan presents an urban strategy that subdivides the area into discrete development plots defined by its public realm, spaces and routes which are safe, and easy to navigate. This is a sound urban framework that starts from the ground plane, first defining the character of the place, and then prescribing what building form can sit within it.
554. This new urban framework for Canada Water has emerged from a clear understanding of the area, not only in the immediate context of Southwark but also its wider London setting. The framework strikes an appropriate balance between allowing a degree of flexibility to respond to new ideas or circumstances, but with clear rules to ensure quality through height and massing, land-use and public realm, to shape the place and define its character. This Masterplan has emerged from an extended period of pre-application discussions with the council, the community and other stakeholder bodies, and continued refinement during the application stage.
555. As a designated Opportunity Area and an area of high transport accessibility, and as stated in the AAP it is a location that has been identified as suitable for tall buildings. These would be a very noticeable change from the current context of mainly low to mid-rise buildings. Therefore it has been imperative for the Masterplan to develop a strategy for the

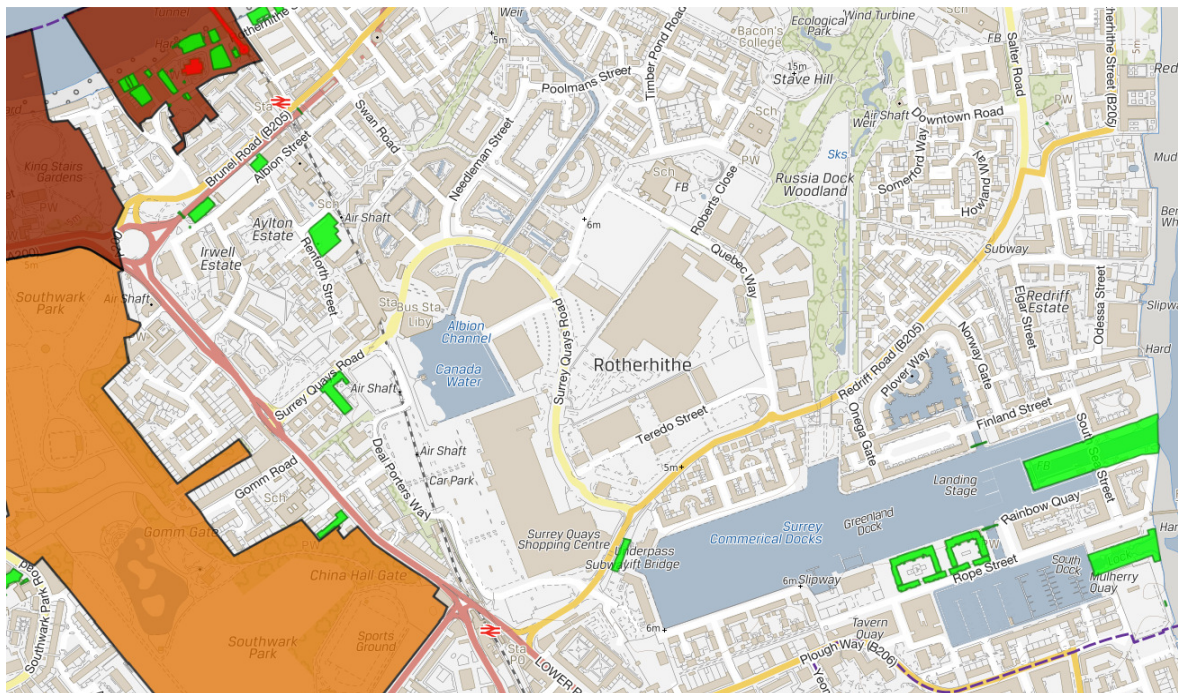


distribution of tall buildings from the outset. Added to that a large part of the Shopping Centre site falls beneath the protected viewing plane of one of London's Strategic Views as defined by the London View Management Framework, limiting the locations where height would be acceptable. As a consequence and whilst the policy suggests tall buildings are appropriate in this location, their siting and distribution has been carefully considered as outlined in the narrative on tall buildings height and massing below.

556. The core principles of the Masterplan including its main components, routes places and spaces, are embedded in a series of 'development plots' defined by the submitted Parameter Plans, Development Specification and the Design Guidelines which are the documents to be approved under this application. The Design and Access Statement supports these documents by providing illustrative material to show how the development specification could be delivered on the development plots based upon the Parameter Plans and Design Guidelines.
557. The assessment of the design quality is set out and the impacts on heritage assets later in this chapter for both the outline and detailed elements. The precise heights, form, architecture and materials is provided for Plots A1, A2 and K1, allowing a detailed analysis of their design and their impact on heritage assets.

### **Context - heritage assets**

558. There are heritage assets in and around the application site. Due to the scale and massing of the Masterplan development, the proposals would have an effect on the settings of a number of heritage assets.
559. There are no designated heritage assets within the application site, but immediately adjacent to the site is the grade II listed Dock Manager's Office and 1-14 Dock Offices on Surrey Quays Road. Nearby to the site (within approximately 500m of the site) are a number of designated heritage assets including:
- the grade II registered Southwark Park (50m to the west of the closest part of Zone B);
  - the grade II listed Swedish Seamen's Mission on Lower Road (70m to the west of Zone B);
  - the grade II listed Former Pumping Station on Renforth Street (170m to the north of Plot A1);
  - the grade II listed Turntable and machinery of the former swing road bridge near Redriff Road (70m to the east of the Quebec Way junction with Redriff Road);
  - the grade II listed buildings and structures around Greenland Dock, including 1-95 Swedish Quay, Greenland Lock, and two swing bridges which are at least 280m to the south-east of the application site; and
  - the grade II listed Finnish Church, St Olav's Kirke, the archway to Rotherhithe Tunnel approach and Rotherhithe (Norwegian Seamen) War Memorial which are all 300m to the north-west of Plot A1.
560. A comprehensive visual of the designated heritage assets in the area around the Masterplan site is available via the council website, an extract of which is included below.



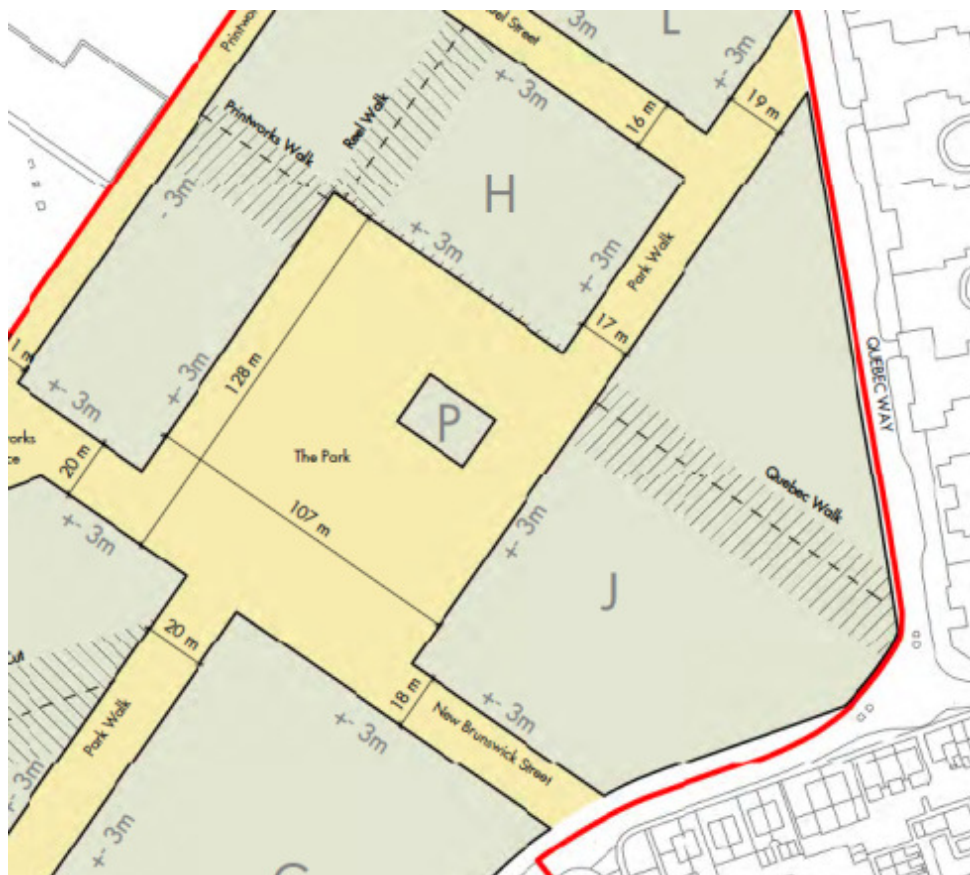
**Figure 20:** Extract of the borough map showing the location of the grade II listed buildings (in green), part of registered Southwark Park (in orange) and part of the two conservation areas (in brown) that surround the application site (in the centre of the figure).

561. The area is rich in undesignated heritage assets and structures including the Canada Water Dock and its associated basin structures and channels, Greenland Dock and Stave Hill. Equally notable are open spaces such as King George's Field on Surrey Quays Road and the Russia Dock Woodland which extends from Redriff Road to Salter Road.
562. Further afield are a number of conservation areas including the St Mary's Rotherhithe and the Edward III's Rotherhithe Conservation Areas, both located on the banks of the River Thames, approximately 400m to the north of the Masterplan. The north bank of the River in Tower Hamlets also includes a number of conservation areas.
563. In the London-wide context the proposal has had to comply with the London View Management Framework (LVMF) SPG which affords special protection to a number of identified London-wide views and protected vistas. These views have key London landmarks as their focus, including grade I listed St Paul's Cathedral and grade I listed Tower Bridge.
564. The method used to gauge the effect and potential impact of the proposals on the settings of these important heritage assets has been a series of townscape views and LVMF Views (where relevant) prepared using Accurate Visual Representations (AVRs). A number of views have been considered and viewing points were identified and agreed. Each view has been assessed to gauge the effect of any visibility in terms of the degree of change, together with a qualitative assessment of the change and this is referred to in the section relating to tall buildings which follows.

### The Parameters Plans and Design Guidelines

565. The submitted Parameter Plans, the Development Specification and the Design Guidelines have to be read together and these set out the key design principles for the outline parts of the Masterplan. They would control the subsequent Reserved Matters Applications. Also, the Design and Access Statement for the Masterplan sets out the principles for the three character areas, and additional information to explain the design principles.

566. At this outline stage, the heights and massing of the Zones as prescribed by the minimum and maximum parameters for the heights and building lines can be assessed (as set out on the submitted Parameter Plans). The effectiveness of the design guidance with the Design Guidelines in securing a high quality and distinctive place, thereby meeting the requirements of development plan policy, can also be assessed. The future Reserved Matters Applications would be assessed in terms of their compliance with the Design Guidelines, their exact height and form, architecture and materials as well as any impacts on the amenity of neighbours.
567. The submitted Parameter Plans set out:
- The existing and proposed site levels.
  - The Development Zones and the minimum extent of the public realm
  - The building lines at their minimum and maximum extent.
  - The maximum heights.
  - The basement extents.
  - The vehicle access from the site boundaries.
  - The servicing and access points into the Zones.
  - The predominant ground level uses.
  - The predominant upper level uses.
  - The structures to be demolished.
568. An example of part of a submitted Parameter Plan is copied below showing the minimum extent of public realm in yellow (including the proposed Park), the Development Zones in green, and the limits of deviation for public routes shown hatched within the green:



**Figure 21:** Example extract from one of the submitted Parameter Plans.

569. To accompany the Parameter Plans which set the limits of the physical form of the future outline phases, a set of Design Guidelines are proposed to be adopted as an approved document to provide the design rules that would apply to all subsequent phases of development. These Guidelines include mandatory and discretionary rules for future development phases.
570. The Guidelines embed the three distinctive character areas of the Masterplan:
- The Town Centre as the commercial heart, encompassing Zones A, B, C, D and E set around a new High Street, smaller shopping streets and a new Town Square as the main public space in this character area.
  - The Park Neighbourhood in the eastern part of the site, encompassing Zones H, J, K and P set around a new public Park, with possible commercial, educational and/or cultural uses in the Printworks and a more residential-focussed area to the east.
  - The Central Cluster of Zones F and G comprising residential buildings, the relocated superstore, commercial and possible education uses.
571. The Design Guidelines have been based on sound urban design principles, focussing on routes and streets as the main way that people would experience and move around the area. They highlight key urban spaces including the new Town Square, the new Park and the Canada Water Dock, and they make the use of high quality materials and finishes in the public realm and new buildings a mandatory requirement. Further detail of this is set out in the following paragraphs.
572. Every subsequent Reserved Matters Applications would be required to provide a Statement of Reconciliation for the applicant to demonstrate how the proposal meets the limitations of the approved parameter plans and the requirements in the approved Design Guidelines documents. Officers are satisfied that these rules, together with the Development Specification and Parameter Plans, would give the council the tools to ensure that the Canada Water Town Centre would be a high quality and distinctive place whilst offering flexibility to allow for innovation and individuality within a cohesive framework.

### **The Urban Design Principles of the Masterplan**

573. In urban design terms the outline element of the Masterplan is defined by three main principles: the new routes and links; the urban nodes and destinations; and tall building clusters and massing.
1. The new routes and links
574. The Masterplan is structured around three main desire lines. They support the main movement routes across the Masterplan area picking up local connections and destinations like transport hubs to ensure the Masterplan is properly integrated within the surrounding area. The routes are secured through the Parameter Plans for approval, particularly the public realm drawing which would set the minimum area and widths of public realm, and the indicative location of additional public routes through the larger plots.
575. The first key route is the link between Surrey Quays Station on Lower Road and Canada Water Station and bus station via the a new Deal Porters Way. This new 'High Street' also links the new public square to the Canada Water Dock and would be an important new vehicular route for the Masterplan.
576. Another important desire line extends the axis of Hawkstone Road at the southern edge of Southwark Park (to the south-west of the Site), and Surrey Quays Station through the Masterplan to Russia Dock Woodland. This route forms the main pedestrianised spine running across the southern half of the Masterplan and links the new Town Square to the

new Park.

577. Finally, the desire line between the southern and south-eastern areas of Lower Road and Redriff /Salter Road and Canada Water Station would be provided as a series of spaces and links extending across the S-shaped curve of Surrey Quays Road and links the proposed Park to the Canada Water Dock. This would form the main pedestrianised route connecting the Canada Water Station to the existing residential neighbourhoods beyond the Printworks and Salter Road.
578. These three routes combine to form three points of a triangle around which the Masterplan is arranged. This is a sound approach to the masterplan and has been endorsed by the CABE-DC/Southwark Design Review Panel. This approach to routes and links gives the Masterplan an armature or framework which would not only define the character of the Masterplan but would be its lasting legacy. It has been well thought through and as mentioned above, further divides the Masterplan into sub-areas or neighbourhoods, each with its own distinctive character. Most importantly, these routes ensure that the existing lack of permeability is resolved with logical and useful new routes would connect existing communities to the new town centre.
579. Beyond the primary routes are a number of secondary and also tertiary routes that extend across and into the Development Zones not only to provide access into the plots but also to create neighbourhoods with properties clustered around these secondary and tertiary routes and lanes. An example of this is the area called 'The Cuts Character Area' to the south of Canada Water Dock (Zone D) which is also the main commercial and retail area of the Masterplan. Here 'The Cuts' form new pedestrian routes across the development plots and give this commercial district its distinctive character. Surrounding the proposed Park is the residential Park Neighbourhood towards Redriff Road (Zones H, J, L). The routes across this area would have a more domestic character of pedestrian priority streets. Around the Town Square at the southern end of the Masterplan near Lower Road (Zones B, C, D and E) the routes connect the existing Lower Road high street to the Masterplan and encourage permeability across the area including to Greenland Dock and beyond.
580. The AAP does suggest that the development of the core area could include a new straight route to replace, or at least reduce the primacy of, Surrey Quays Road. This was suggested at a time when it was assumed that Surrey Quays Shopping Centre would be retained, and the reconfiguration of the highway would have allowed plots for new buildings to shield the service yard at the rear of the shopping centre. Now that the Shopping Centre is being redeveloped, the rationale for this changed road layout is no longer relevant. The Masterplan retains the curve of Surrey Quays Road in its current form and this sits comfortably within the overall proposed layout.
581. The proposed public spaces would help to define character of every neighbourhood based on the proportions, landscape and finishes of the public realm. The narrow spaces around the Cuts would have a tight urban feel similar to that in the Shad Thames area around Tower Bridge. In contrast, the more expansive landscape of the Park would give the residential neighbourhood a more informal feel. The Town Square would be designed as a civic space with a combination of hard and soft landscaping to accommodate a range of civic events.
582. Each space would be defined by the landscape and public realm. The ambition of the proposal is described in the submitted Parameter Plans including the planting plan and public realm Design Guidelines. An important concern throughout the pre-application and application process has been how the Masterplan has responded to the existing landscape of the Canada Water area. This planting is well established and defines the area with tree-lined avenues and deep verges.

583. The Masterplan response is to concentrate the new planting around the new public spaces, the Canada Water Dock, the Square and the new Park. The Park is a significant feature of this Masterplan, a substantial green space at the centre of the Residential Neighbourhood and accessible to all. It is similar in area to the Canada Water Dock, would complement other green spaces like the Russia Dock Woods and form part of a green chain that extends across the Masterplan from the Basin to Redriff Road and beyond.
584. At the moment the Masterplan assumes the majority of existing trees and planting on the main roads is removed and replaced by new trees focussed on the new routes and spaces. Subsequent Reserved Matters may need to consider making local adjustments in order to retain more of the existing trees for example on Surrey Quays Road, Redriff Road and Quebec Way. Further consideration is included in the Chapter 16 on Green Infrastructure.

## 2. The urban nodes and destinations

585. The Masterplan is focussed around three urban spaces or nodes, namely: the Canada Water Dock at the northern end of the site (framed by Plot A to the west and Zone D to the south); a new Town Square at the southern edge near Lower Road and Surrey Quays Station (framed by Zones B, C, D and E); and a new urban Park at the eastern end of the Masterplan (framed by Plots F, G H and J). These three urban nodes act as the three 'anchors' of the Masterplan, they organise the main movement routes around the site and give shape to the 12 outline development plots.
586. Each of these urban nodes has a distinctive character and has prompted a unique and positive urban response. The Canada Water Dock is an important local amenity and the focus for the main commercial, cultural and leisure uses. It is not only a place of arrival but it is also a natural resource around which the main town centre uses would gravitate.
587. The Square would reinforce the commercial character of the Masterplan. It would be a place of arrival from Surrey Quays Station (potentially including a new entrance to the station) and a destination that could also host events or exhibitions. It would be a place to orientate oneself and be a focus for dining and socialising. The Square is an important element of the Masterplan, originally envisaged in the AAP as a space linked to the Dock, but located here at the confluence of Hawkstone Road and Lower Road it would become the main threshold to for the town centre for those approaching from the south.
588. The new Park is in the main residential Park Neighbourhood of the Masterplan which is sited around the Printworks site and designed to give this part of the Masterplan a natural and less formal feel which is appropriate in this location. It would not only define the residential district around it but would also become a significant open space for all to enjoy. It is of a scale (around 4 acres) that would mean it can accommodate a range of planting including mature trees as well as a range of park facilities to cater for all ages.
589. Through the use of these strong urban nodes this proposal responds positively to the new desire lines and routes across the area. In this way the town centre uses are distributed more evenly around the Masterplan and the urban nodes become significant landscaped urban gestures around which all activities are focussed. The result is a strong and legible urban framework for the Masterplan which is a very positive aspect of the application.

## 3. Tall buildings and clusters

590. Canada Water AAP policy 17 'Building heights in the core area' states that tall buildings (over 30m) would be appropriate in important locations in the town centre where they reinforce the character and function of the centre and help make the centre easy to understand and move around. They would help to define the importance of the Dock and surrounding public spaces as the focal point within the town centre. This policy goes on to

set out the requirements that tall buildings must include or have regard to, including special requirements for buildings over 25 storeys. The location and height of the proposed tall buildings was the focus of considerable attention from the design team. This included consideration of policy, of the impact on key views, and the relationship with other existing or agreed tall buildings in the area. As a result, the tallest buildings have been arranged in three clusters around the core and main gateways to the Masterplan with heights deliberately terraced down to the edges of the Masterplan where it extends up to existing neighbourhoods.

591. The tall building clusters are concentrated around core of the Masterplan – around the Canada Water Dock – and at the main transport gateways to the area:
- The Northern Gateway Cluster close to the existing Ontario Tower and Canada Water Station;
  - The Core Cluster of the Masterplan to the south of the Canada Water Dock which includes the consented tower at Canada Water Site C and extends from the Dock to the northern edge of the Park; and
  - The Southern Gateway Cluster at the entry point to the Masterplan from Lower Road and Surrey Quays Station.
592. Whilst a single tall building is located adjacent to the Park at the edge of the Core Cluster, it was not considered appropriate for the Park itself to be surrounded by tall buildings.
593. The Development Specification includes a schedule of maximum floor areas (a ‘cap’) that each Development Zone could deliver. This has been translated into a maximum development envelope for each Zone which also takes into account practical requirements like access and servicing as well as separation distances and amenity, to shape the footprints and heights of the Zones.
594. The quantum of development has been shaped into a mix of building typologies which includes super-tall buildings, tall buildings and mid-rise blocks. In this context, super-tall buildings would be those that exceed 100m, while tall buildings are those between 30m and 100m in height, all of which would need to comply with saved policy 3.20 of the Southwark Plan and AAP policy 17. The approach to tall buildings has been shaped by a careful view analysis primarily the Strategic Views as defined by the Mayor (i.e. the LVMF views) but also wider and local views.
595. The site is in the foreground of the LVMF View 5A.1 from Greenwich Park: the General Wolfe Statue. In this view Tower Bridge is aligned with the dome of St Paul’s Cathedral and as a consequence there is a cap of 30m AOD in the footprint of the strategic vista that extends diagonally across the Shopping Centre site.
596. Working with BL, officers have carefully sited the tallest ‘super-tall’ buildings which range from 101m AOD to 138m AOD in the core cluster of the Masterplan, and away from the edge of the protected vista. These taller elements are arranged to step away from the protected Vista in order to take on board the LVMF view management guidance states that new “*development proposals should form attractive features in their own right and their bulk and shape should not be based solely on the parameters set by the requirements and constraints of the Protected vista.*” This is in order to avoid tall buildings rising sharply along the edges of the protected vista.
597. Plot A is within the Northern Gateway Cluster (see below for detail) and there are also two further super tall buildings next to Surrey Quays Station (117m AOD at the southern end of Zone B and 101m AOD at the northern side of Zone C) which form part of the Southern Gateway Cluster around the Surrey Quays Station transport hub.

598. Another important view that has helped to shape the proposal was the LVMF River Prospect 11B from London Bridge. This includes the iconic view of Tower Bridge and a dynamic assessment that extends to the southern end of London Bridge to take in views of the Tower of London World Heritage Site. The dynamic assessment of this LVMF view has been extended to the northern end of London Bridge, where the Masterplan proposal would be seen in the backdrop to Tower Bridge (a grade I listed building). The impact of the towers on this view of the grade I listed building is assessed in the Heritage Impacts section of this Chapter below, but in summary less than substantial harm is found.
599. In the next tier down, the proposed tall buildings are arranged around the urban nodes (the Park and Town Square) as well as the key gateways i.e. the main routes in from Surrey Quays Road, Lower Road and Redriff Road. These buildings range in height from 60m AOD to 100m AOD and step up towards the super-tall cluster at the Canada Water Dock. The local and wider views submitted with the application demonstrate that the taller buildings are located sensitively to avoid causing harm to the settings of designated heritage assets (nearby conservation areas and listed buildings) and introduce height in a layered manner with tall buildings set behind mid-rise blocks in the main approaches from the wide Rotherhithe area.
600. For the boundary zones that are set away from these three tall buildings areas, their maximum heights and massings are defined by the Parameter Plans and are considered appropriate:
- Zones L and J would be up to 30m AOD (ground level is approximately 5m AOD) along Quebec Way to face onto the new 3 to 7-storey buildings on the eastern side of the road. Each zone would have at least one route through to break down the massing.
  - The heights of Zones J, G, E and C along Redriff Road at 26m AOD and 30m AOD (except for the one tall building allowed at the junction with Surrey Quays Road) would be taller than the 2- and 3-storey houses on the southern side of this main road. Zone E would be divided by one of the Cuts routes through to reduce its massing.
  - Zone B lies to the rear of the Lower Road properties and would be viewed at a distance in public views from Lower Road and Southwark Park. Except for the tall building proposed next to Surrey Quays Place, most of the zone would have a maximum height of 30m AOD (where ground levels are currently approximately 5m AOD). Parts of the rear would be stepped down to a maximum height of 20m AOD in response to the proximity of the Lower Road residential buildings, and down to 15m AOD closest to the Hothfield Place properties. This massing is considered acceptable as a maximum parameter, and the Reserved Matters Applications would need to refine and articulate this massing.
  - Zone M would have a maximum height of 22m AOD next to Orchard House, stepping up to 30m AOD next to the new public route. Ground level is approximately 2m AOD here. The maximum heights would be taller than the adjoining Orchard House and Courthope House, but a carefully designed building at these heights could assist in marking the new public route and would need to demonstrate how it would have an acceptable impact on neighbour amenity.

#### Design Review

601. The Masterplan was reviewed on a number of occasions over a period of three years by a joint CABE and Southwark DRP Panel set up specifically for this scheme. Initial reviews were carried out in December 2014 and June 2015. The joint Panel visited the site on two occasions and on the last occasion in October 2017 reviewed the Phase 1 proposals for Plots A1 and A2.



602. The Panel set a number of themes which they used to review the scheme as a whole and structure their feedback. The themes included:
- Places and identity: The Panel highlighted the importance of establishing appropriate land-uses in the right location across the Masterplan.
  - Movement network and layout: They stressed the importance of developing an integrated movement and public realm strategy across the Masterplan and encouraged sustainable transport use.
  - Edges, density and building typologies: In this regard the Panel urged the designers to prepare design guidelines for the key plots to deliver a rich mix of architectural expressions and high quality design.
  - Public realm and landscape: They felt the landscape strategy has the makings of a well-integrated green and blue infrastructure network for the masterplan, but the amount of water surfaces could be increased further. They also challenged the designers to optimise opportunities to increase tree cover.
  - Phasing and community engagement: The Panel wanted the developers to demonstrate how the different phases would work in parts and as a whole alongside the proposed temporary uses to animate the streetscape and to contribute to the vitality of the public realm in a phased manner.
603. In the final review in October 2017 (which took place after the Masterplan had been fundamentally revised to address their concerns), the Panel endorsed the process and the way in which the Masterplan had been developed. The Panel felt many of its comments had been integrated into the final design and the Phase 1 proposals demonstrated the high quality of design which could be achieved in this substantial development.

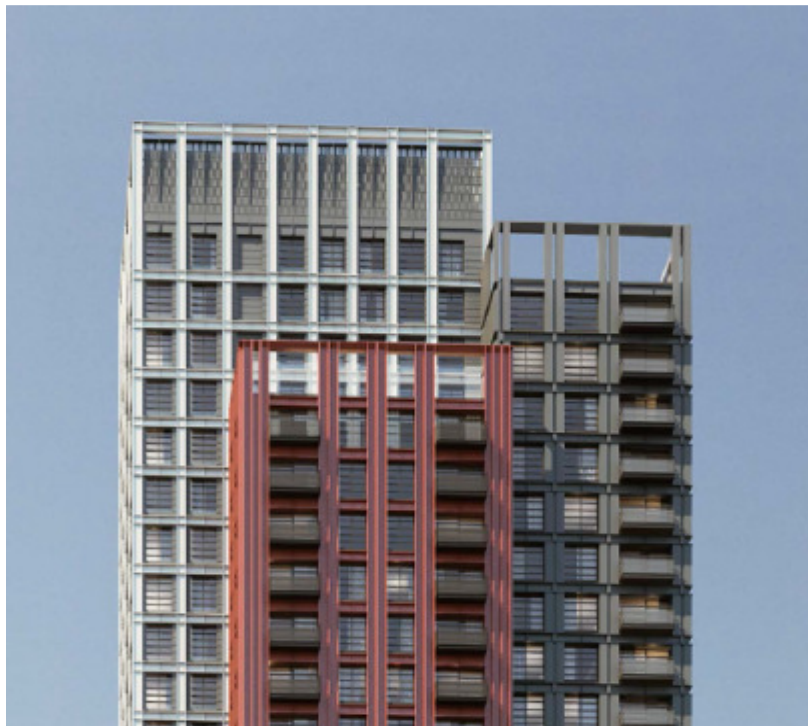
#### Conclusion on Outline Design

604. The Masterplan is an ambitious scheme which delivers a new Town Centre of scale, diversity and integrity within a robust urban framework that would deliver a lasting legacy to the area. Its urban framework is defined by a well developed public realm, a considered and thoughtful heights strategy and an arrangement of development plots that ensures that development can maximise the potential of every site whilst at the same time building on, complementing and enhancing the established character of the Canada Water area.
605. The principles behind the arrangement of the zones, new public spaces and routes through are understood and supported. The maximum massing allowed for in the parameter plans is considered acceptable as the maximum, taking account of the aspiration to create a new town centre and dramatically different development to the current site while having regard to the context. The provision of the new Park and Town Square and Dock improvements would be secured as a planning obligation.
606. Officers are satisfied that the submitted Parameter Plans and Design Guidelines for approval provide sufficient control over the development of the outline elements of the scheme to result in a successful final scheme in terms of both the buildings and the public realm.
607. The locations and scale of the tall buildings are appropriate, and take account of the LVMF view that cuts across the site, the setting of grade I listed Tower Bridge and other heritage assets in the area (considered further in a later section of the report below).
608. The proposal is considered to accord with the design objectives of the NPPF, the design policies of the London Plan, Core Strategy strategic policy 12, AAP policies 15 and 17, and saved policies 3.12, 3.13 and 3.20 of the Southwark Plan.

## **Design of the Detailed Plots**

### *Plots A1 and A2*

609. Plots A1 and A2 combine to form part of the Northern Gateway Cluster and an important edge to the Canada Water Dock where they set the tone for the wider Masterplan. The redevelopment of Plot A would create a new landmark at the gateway to the Masterplan from the north. The tower on Plot A1 would rise confidently over the 6-storey office blocks on the corners of the site, which themselves establish the character for the new High Street and the western edge to the dock.
610. As set out earlier in the report, the density of Plot A1 and A2 exceed that expected by the AAP, therefore the proposals would need to demonstrate an exemplary design standard to address policy 24 of the AAP, and Core Strategy policy 5.
611. Landmark towers, such as the one proposed for Plot A1, should be of exemplary architecture and act as a way finder to identify important places in the borough. The building would be visible from long distances that would help to raise the profile of the area. This has been achieved by the arrangement of the tower in context with the linked commercial buildings at its base, and by providing a well articulated arrangement of three distinct elements that form the tower. Officers are confident that the design adds interest to the skyline and puts the Masterplan on the map. Its height and articulation emphasises the gateway character of Plot A and ensures that it would have a presence within the borough and the wider London context.
612. The three elements of the residential tower have different heights, colours and façade details which pick up on the industrial heritage of the area – including the red-coloured metal bridges and the steel-girder aesthetic of the docks – in order to visually distinguish each element. The crown of each tower has a slightly different treatment which successfully separates them in long views and adds interest and distinction.



**Figure 22:** Visual showing the different materials and crowns of the three parts of Plot A1 tower.

613. As a tall building, the tower in Plot A1 addresses each of the criteria set out in the saved tall

buildings policy 3.20 of the Southwark Plan as follows.

614. In terms of its contribution to the landscape the development of Plot A ensures that a generous portion of the site has been allocated to landscaping and public realm, extending into the Dock Office Courtyard, to create an integrated and accessible public realm across the whole site. The public realm extends down to Lower Road where a new public route creates a step-free link between Canada Water Dock edge and Southwark Park.
615. When considering the location of the tower it is important to note that the AAP states in Policy 17 (Building heights in the core area) that: *“tall buildings will be appropriate in important locations in the town centre, where they reinforce the character and function of the centre and help make the centre easy to understand and move around.”* The location of the tower at the gateway to the new High Street and close to the major transport hub. It is a suitable location for this prominent structure and is therefore considered to comply with the locational criteria for a ‘point of landmark significance.’
616. The tower is of exemplary quality of design. It makes a positive contribution to local context and character, including contributing to the streetscape. This assertion was supported by the combined CABE/Southwark DRP Panel in their comments on the detailed scheme. The DRP comments in 2017 highlighted that the design should make stronger reference to the context of the area especially through its materiality. The submitted design took this on board and presents a façade that reflects the industrial heritage of the area. Several contextual studies have been carried out to identify the unique characteristics of the area which has culminated in the emergence of three distinct elements clad in three different colours of metal in a family of coherent builds.
617. The Residential Design Standards SPD gives clear guidance as to what is considered exemplary standard of design. Following those criteria, the proposed residential scheme is considered to provide an exemplary standard of design by exceeding minimum standards, the high proportion of dual aspect, generous ceiling heights, minimising corridor lengths etc (see Chapter 14 on the Quality of Accommodation elsewhere report for further details).
618. The tall building relates well to its surroundings and particularly at street level. It is at its most prominent from the approach from the bus and tube stations on the north-eastern corner. From street level one would appreciate its scale and its relationship with the adjoining smaller-scale commercial blocks and public realm, and would give a sense of identity and destination as one approaches the new town centre.
619. At ground level the tall building would have double height openings, providing inviting and accessible frontages to the retail, office and residential uses at ground floor level. The large entrances and windows allow the passer-by to appreciate the quality of the buildings when arriving at this part of Canada Water. Service access is located discretely on Surrey Quays Road away from the tower. The main frontages on Deal Porters Way and Surrey Quays Road are overlooked and provide generous public paths for users of the retail facilities and passers-by.
620. Given its set back from the road edge, the tower appears over the roof-tops of the street-facing buildings in the foreground giving the townscape a layered appearance that is appropriate in the context. In this way the height is introduced in a measured way and complies with AAP policy 17 which requires that buildings over 25 storeys in height should contribute to the skyline. This intervention is successful and promotes good urban design.
621. The tower does not allow for public access to the upper floors which is one of the additional requirements for buildings over 25 storeys set out in AAP policy 17. The policy states this must be secured ‘where feasible’. The potential for public access in residential tower with a

slim profile such as this is more limited. It is considered that other opportunities for public access can be explored for commercial-focussed buildings across the Masterplan and failure to deliver to A1 is not a significant issue in the context of the wider Masterplan.

622. For Plot A1's contribution to the London skyline, the council can refer to the extensive and detailed Townscape Built Heritage and Visual Impact Assessment (TBHVIA) which includes over 50 views both protected and sensitive which demonstrate the tower's presence in the round. The views examine in detail how the building would appear from several vantage points both in the context of protected views and panoramas as well as incidental and important local views.
623. The proposed tower sits outside but immediately next to the consultation area for the LVMF view from Greenwich Park towards Tower Bridge (LVMF 5A.2) and St Paul's. When viewed from the General Wolfe Statue in Greenwich Park, Plot A1 would obscure part of the arc of Tower Bridge's blue suspension cables on the northern side. This remaining length of suspension cable would be similar to the visible length on the southern side, so the symmetry of Tower Bridge remains. When seen alongside the other tall buildings proposed in Masterplan, Plot A1 would frame Tower Bridge and St Paul's as the key focal point of this view. The tall building's impact on this view is considered to be acceptable; the impact of the other tall buildings on this LVMF view towards St Paul's is assessed later in this report in the Heritage Impacts section.
624. The lower blocks on Plots A1 and A2 play an important townscape role. They combine to form the western edge of the Dock and have been limited by the need to respect the LVMF viewing corridor from Greenwich Park to St Paul's and Tower Bridge that runs across the site, restricting the height within the corridor to 30m AOD. The design ensures that no part of the building including mechanical plant breaches this datum.
625. The choice of brick to be used on the commercial buildings at the base of the Plot A1 tower and the edge of the Dock is appropriate in this dock-side context. It would contrast appropriately with the metal-clad finish of the residential tower. The three office buildings in Plot A1 each have a different identity reinforced by using brick colours which take reference from the Dock Office and warehouses in the area.
- 1) The commercial building fronting Deal Porters Way would be clad in London Stock brick with a uniform façade detailed with thicker, vertical columns of brick coming down to the ground and thinner horizontal brick bands running across the façade. This strong façade breaks down the appearance of the massing, whilst picking up the grid articulation of the residential tower.
  - 2) The commercial building fronting Surrey Quays Road is to be clad in red brick.
  - 3) The office building fronting the Dock Office courtyard and the new public route would be in a pale brick.
  - 4) The office buildings are separated by infill curtain walling which is an appropriate, lightweight connection between these brick buildings.
626. These buildings have a common theme of large openings that have been reduced in scale when compared with that of the tower and include crittal-style windows. This is a more industrial aesthetic, in response to the character studies of the area. The palette of materials here is acceptable and conforms to the narrative of the scheme. Further details of the precise materials and sample panels would be secured by conditions.
627. Plot A2 is located to the south of to Plot A1, facing Canada Water Dock to the east, and with a close relationship with residential dwellings to the west and south-west on Hothfield Place (2-storey terrace houses), Courthorpe House (a 6-storey block of flats) and Landale House (student housing) to the north-west. The site is currently occupied by a car park and a petrol station. It is at a higher level (approximately 4m) than its immediate residential

neighbours, with a retaining wall and banks of vegetation separating it from the existing residential developments.

628. The Plot A2 site would deliver the council's new leisure centre together with offices in the upper storeys to complement the commercial core of the Masterplan. It would have a lower scale given its secondary position to Plot A1. It has an important role in mediating between the finer urban grain of the existing housing and the larger scale of the Masterplan. Together with Plot A1 this plot completes the western edge of the Dock.
629. The principal façade of Plot A2 would be a 6-storey building which includes a double height ground floor, aligning with the height of the commercial building on Plot A1. Plot A2 is pulled back from the boundary of the site to align with the building line of the emerging High Street (the realigned Deal Porters Way) instead of the tower and commercial blocks of Plot A1. This creates a generous and welcoming public realm and allows appreciation of the distinct character and aesthetic of the building, independently of the neighbouring buildings. The office entrance hall and retail unit are appropriate for this new High Street location. The massing is at its greatest fronting the Dock, but the open structure, serrated roof and façade treatment lighten the building, and reflect the narrative of the warehouses and sheds that historically occupied the area. The building height and set back on this front elevation are welcomed as it provides a human scale to the High Street that would not overwhelm the Dock front.
630. The main entrance to the leisure centre has a prominent location on Dock Masters Row (the new public route to Lower Road), and opens onto the Dock Office Courtyard which has a more intimate setting along the walk. Above the leisure centre the building is divided into two parts, the glass and metal clad block fronting onto the High Street and the Dock, and a terracotta clad lower block extending to the west towards Lower Road. The rear part of this plot is set one storey lower than the block fronting Deal Porters Way. The ground floor has a generous open entrance for the leisure centre and allows views into the leisure facilities which would activate the full length of the new route, highlighted with a bold canopy projecting out to the walkway. This creates a successful inside/outside feel that links into the Dock Office Courtyard beyond.
631. The submitted plans and visuals show the scale of development that is proposed when viewed from Hothfield Place. The scheme presents a significant change in scale when viewed in context with the 2-storey houses that abut the site. The aspirations for Canada Water and the Masterplan are to create a new distinct place and while development must be mindful of its context, a new vernacular for the area is needed. The scheme has set about addressing its context by stepping back the building to allow for sufficient separation from the backs of the houses in order to avoid being over dominant in their outlook.
632. The design has undergone several iterations before concluding on the final depth of terracing on the south and western façades. The design of these four terraces and rear façade are softened with the addition of generous planters to tie in with the hedges and greenery of the nearby residential streets. As the terracing continues up the proposed building the upper levels of the building would be less evident from ground level of the Hothfield Place properties.
633. Officers are satisfied that acceptable sets backs have been achieved whereby the building is able to mediate between a scale that is appropriate to the new Town Centre High Street and that of Hothfield Place, taking care that the residential area is protected against undue intrusion. Officers recognise that the redevelopment on this plot would impact the neighbouring, smaller scale residential properties, and on balance the scale of this proposal is considered acceptable in design terms. When the proposal was brought to Design Review Panel the panel felt that *'although Hothfield place is of a smaller scale and is at*

*odds with the larger scale development, they recognise the intention of the design team to establish a contrast to the housing and establish a new typology'. The detailed consideration of the neighbour amenity impacts are set out in Chapter 15 of this report.*

634. These two plots are considered to be of an exemplary design, of an appropriate scale for this new High Street within the redeveloped Town Centre. Conditions would ensure further details of the precise materials to be used to ensure a high quality appearance and finish.

*Plot K1*

635. Plot K1 sits to the north-east of the masterplan site, next to Russian Dock Woodland, Stave Hill, newly developed residential blocks and Alfred Salter School. It is in the Park Neighbourhood Character Area and has been chosen as an ideal location to provide housing, especially affordable family housing set within the green backdrop of the woodlands, in the first phase.
636. The quality of the accommodation in Plot K1, impacts on neighbour amenity and transport considerations are set out separate chapters, and should be read in the context of needing to provide an exemplary response in order to justify a density which exceeds the given density range for the location.
637. The height and arrangement of this residential building has been designed in response to the neighbouring developments and its position adjacent to the Woodlands. The building has a maximum height of 6-storeys. The top storey is set back along the principal elevation of Roberts Close by 2.3m, and extends along only a portion of the two wings towards the Woodlands. This gives the taller elements of the block a more subservient scale to the main massing of the building below. By comparison, Claremont House ranges from 4 to 7 storeys, and the Quebec Quarter buildings from 3 to 6 storey in height.
638. The building is designed around a U-shaped plan with the arms of the building forming a courtyard lined with external deck access to the floors and allowing views to the woodlands.
639. The site is within the Canada Water AAP Core Area, but at its boundary, and is an identified proposal site (CWAAP18). Policy 17 of the AAP suggests the prevailing heights in the core area should be between 4 and 8 storeys, and generally be at the lower end of the range on sites on the periphery of the core area. The AAP for this proposal site suggests an indicative capacity of 28 homes and that: *"The site is suitable for a residential development which fronts onto Roberts Close. Building should be lower at the rear of the site (the east side) to protect the sense of openness in Russia Dock Woodland and its nature conservation value. As the site is on the periphery of the core area and adjacent to Russia Dock Woodland, there is opportunity to incorporate houses, rather than just flatted development"*.
640. The form and height of the building has developed from a very lengthy negotiation about the characteristics of the site and its role in the overall masterplan. Whilst the number of units exceeds the indicative capacity in the AAP, and the scheme does not include houses, the overall form and massing is considered to be successful, and does not give rise to any significant harmful impacts on amenity or the natural environment. The open aspect onto the Woodland to the south is a positive feature. The quality of the flats themselves is excellent, as set out later in this report. The building is considered to sit comfortably in its context, and recognises the broader changes to that context as a result of the wider Masterplan.
641. The building has been arranged into three components; the plinth, middle and top, a compositional structure that is successful as it takes note of the sensitive surrounding area and diminishes the building's presence as it rises higher. The design uses a horizontal

order to represent the changes in the heights of the levels and uses the vertical order to establish rhythm through its piers.



**Figure 23:** Visual of Plot K1 showing the northern elevation on the left-hand side, and its Roberts Close front elevation in the centre.

642. The principal material used is brick. The external façade would be red brick with the internal courtyard facade in a pale/white brick. The red brick would have subtle changes in tone to accentuate design details and to visually break up the mass of the building. Furthermore the brick bonds that would be used would vary from soldier courses in the horizontal banding to stretcher bonds use in the brick piers to add further interest.
643. The palette of colours has been extended to make more of a contrast between the piers and banding and the recesses of the windows and upper floor. The tone of the principal brick on the main facades was revised from dark purple-red to a variegated deep red tone which lightened the appearance of the building. Paler bricks have been used to contrast the window set back and the upper floor. This provides a successful expression of detail and architectural intention. The paler upper floor helps to lighten the top when viewed from street level and the brick coping adds interest, resulting in an elegant façade treatment.
644. The brick contrasts appropriately with the metal balustrades of the corner balconies and the window frames. The recessed balconies located on the corners of the 'arms' of the building bring together the red brick of the main façade and the pale/white of the internal courtyard façade. This integration of the bricks is successful and makes for a pleasant and appealing interface between the two distinct approaches.



**Figure 24:** Visual of one arm of the building showing the range of indicated materials.

645. The external façade proposes painted signage on the side elevation. Details have not been provided, however officers would support this intervention as it references the detailing that were and are present in some of the industrial buildings of the area. A condition regarding this detail is proposed.
646. The walkways and decks on the internal courtyard façade reflect an industrial aesthetic. The colour palette is pale and subtle and so the courtyard is not overwhelmed by this structure and appears light and airy. Details of the materials would be required by condition.
647. The proposed residential scheme, located at the edge of the masterplan site, would provide a high quality residential block, next to Russia Dock Woodlands and Stave Hill. It is located amongst a new vernacular of residential blocks on Quebec Way that adjoin the site. It would be similar in height to the taller parts of these new blocks, but significantly taller than the 2- and 3-storey buildings to the north. This is appropriate, both in terms of reflecting current policy expectations to optimise the delivery of housing, and the changing context created by the new masterplan. The proposal offers an elegant example of high quality architecture, without overwhelming its immediate context.

#### *IPFS*

648. The interim petrol filling station (IPFS) is proposed in part of the existing car park in Zone C. It would be close to the Redriff Road junction and Lower Road, and visible to drivers along these roads.
649. Its layout is dictated by the vehicle tracking requirements for customer vehicles and the



petrol tankers, and to accommodate some queueing vehicles off the highway. It has a functional design with practical requirements for the 5.25m high canopy, small kiosk and 8 pumps. The existing pedestrian steps up from Lower Road to this part of the car park would remain. A separate, marked pedestrian path is shown from Lower Road with new steps up (with a side gully for cycles), planters and a crossing over the vehicle exit route. These stepped access would be in addition to the pavement routes up to the pedestrian entrance to the north (which would become part of the station plaza area in the longer-term scheme), and to the east via the pedestrian crossing.

- 650. The existing and proposed planting along the Redriff Road embankment would help screen parts of the petrol station.
- 651. The IPFS has been designed to allow for the permanent development that would come forward in a future Reserved Matters Application to be built on top of the canopy, should Zone C become the permanent location for a petrol station. This results in small column projections above the canopy, but these do not raise design concerns.
- 652. Proposed conditions would require further detail of the materials to be used (a brick cladding for the kiosk, aluminium fascia to the canopy), railings, landscaping to include the additional planting, and lighting to ensure a suitable finish.
- 653. An area for a 7m high totem has been indicated on the eastern side at the junction with Redriff Road, which is appropriate and to be expected with a petrol station. Signage is to be covered in separate advertisement consent applications.

#### Conclusion on the Detailed Plots

- 654. The design of the Detailed Plots is an indicator of the ambition and the emphasis on quality design embedded in the Masterplan. Employing two different architects, together with a well considered and detailed public realm, these three plots respond appropriately to their individual settings and roles within the Masterplan. The buildings offer a wide range of uses, public, commercial and residential and help to form the building blocks of the Masterplan by establishing key 'gateway' and 'edge' relationships.
- 655. In their urban design each block has been laid out logically and in close conformity with the principles of the Masterplan. The heights are carefully considered and the massing is sculpted around the new routes, key public spaces and places. Officers are satisfied that the urban design of each Detailed Plot helps to establish a well considered and legible townscape and complies with the principles of the Canada Water AAP, the saved policies of the Southwark Plan and the Core Strategy.
- 656. In considering their architectural design each plot has been designed with care and close attention to detail. Each building functions well, is well composed and responds appropriately to its setting drawing from the character of the Canada Water area with its industrial heritage. The designs are highly articulated, functional and with high quality materials. The Plot A1 tower is distinctive and unique and is considered exemplary by design. Officers are satisfied that the architectural designs for each plot comply with the principles of the AAP, the saved policies of the Southwark Plan (including tall buildings policy 3.20) and the Core Strategy.

#### Impact on heritage assets

- 657. In considering the impact of a proposal on a heritage asset such as a listed building, the Local Planning Authority must have regard to planning legislation in its determination of a planning application. Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires that, when considering whether to grant planning permission for

development which affects a listed building or its setting, the local planning authority shall have special regard to the desirability of preserving the building or its setting, or any features of special architectural or historic interest which it possesses. Section 72 of the same Act requires that, with respect to any buildings or other land in a conservation area, when considering whether planning permission should be granted, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area. In this context, "preserving", means doing no harm.

658. The NPPF states at paragraph 192 that in determining a planning application, the local planning authority should take account of:
- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
  - the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
  - the desirability of new development making a positive contribution to local character and distinctiveness.
659. Paragraph 193 of the NPPF states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset the greater the weight should be). Paragraph 194 goes on to state that any harm to the significance of a designated heritage asset (including development within its setting) should require clear and convincing justification.
660. Southwark Plan policy 3.15 'Conservation of the historic environment' requires development to preserve or enhance the special interest or historic character or appearance of buildings and areas of historical or architectural significance, and this is repeated in Core Strategy policy 12 'Design and conservation'. Saved policy 3.18 'Setting of listed buildings, conservation areas and World Heritage Sites' states that permission will not be granted for developments that would not preserve or enhance the immediate or wider setting of a listed building, and important views of a listed building or the setting of a conservation area. AAP policies 15 'Building blocks' and 17 'Building heights in the core area' require developments to take into account the desirability of sustaining and enhancing the significance of heritage assets and their settings, including Southwark Park, St Mary's Conservation Area and King Edward III's Conservation Area. AAP Policy 17 also requires regard to be had to the LVMF, views along the River Thames and in the background views of Tower Bridge.
661. The submitted Townscape, Built Heritage and Visual Impact Assessment (TBHVA) includes an assessment of the impact of the development in 63 views from points within the borough, and LVMF locations (Greenwich Park, Blackheath Point, Primrose Hill, Alexandra Palace, Parliament Hill and Kenwood House). Many of these view locations have been chosen to demonstrate the impact on the setting of particular listed buildings or conservation areas. The detailed plots can be shown in their known massings, and the outline element has been shown as the maximum floorspace parameter to show a worse case scenario.
662. This assessment section will highlight where the detailed plots (especially Plot A1 as a tall building) and the tall buildings within the outline proposal would affect the setting of listed buildings, conservation areas and the historic Southwark Park. Due to the scale of the site there will be instances where both detailed and outline elements would be visible from a viewpoint so impacts of each cannot always be neatly separated.
663. In response to the first consultation, Historic England (HE) commented that the large-scale

masterplan development that incorporates seven tall buildings would have a “*profound and far-reaching impact on the London skyline and would, in our view, adversely affect the setting of highly graded designated heritage assets.*” HE considered the impact of the original scheme on the grade I listed Tower Bridge as being particularly harmful, due to the cluster of tall buildings especially the 162m tower in Plot D as blocking the silhouette of Tower Bridge’s south bastion in kinetic views along London Bridge. This earlier version of the proposal would have visually competed with Tower Bridge’s monumental character and reducing its landmark status along the Thames. The scheme was amended in October 2018 to reduce the height of the towers in Zones D and F in response to Historic England’s and officers’ comments.

*Impact on the setting of listed buildings*

Detailed plots

664. Plot A1 is a tall building and sited next to the grade II listed Dock Offices, and in replacing the existing car park would create a dramatic change in the eastern setting of the Dock Offices. The most significant feature of the grade II listed Dock Offices is its clock-tower with its distinctive ornate silhouette which is visible in a number of approaches especially from Lower Road and from King George’s Field.
665. Views 23 and 24 submitted with the application focus on these key views and demonstrate that the lower blocks on Plot A1 would form the immediate backdrop of the Dock Offices and complement its scale, not overwhelm it. The tower has been located in the north-eastern corner of the plot to distance it from the listed building, and the Surrey Quays Road office block frontage steps down at the top floor nearest to the listed building, allowing the Dock Offices’ tower to be read as a prominent feature when viewed from King George’s Field and the junction of Surrey Quays Road and Lower Road. The clock tower remains unhindered in both views and its silhouette is unaffected by the development. This means that the clock tower would continue to be a recognisable feature of the area and its historic significance is preserved. The landscaping of the courtyard would integrate the listed building into the public realm of the masterplan area. Officers are satisfied that the impact of the proposal on this immediately neighbouring heritage asset is major beneficial and there is no harm caused to its setting.
666. Plot A1’s tower would be visible from the grade II listed former London hydraulic power pumping station on Renforth Street, where it would be viewed alongside Columbia Point and Regina Point. It is considered not to cause harm to the setting of this former industrial building.
667. The Plot A1 tower would be visible from London Bridge looking towards Tower Bridge (a grade I listed building). The submitted TBHVIA shows the Plot A1 tower in context with Tower Bridge from selected view points along London Bridge including LVMF View 11B.1 from the centre of the bridge. Tower Bridge is a combination of a bascule and suspension bridge, with two iconic towers connected by two horizontal walkways, or galleries. The southern-most tower of the Bridge is the most affected by Plot A1 in the views. When viewed from the northern end of London Bridge, the tower of Plot A1 is shown directly adjoining the southern tower of Tower Bridge from views 5 and 6.



**Figure 25:** Extract of part of view 5 from the northern end of London Bridge downstream to Tower Bridge, showing the grey Plot A1 immediately next to the south tower and the outlines of the Masterplan tall buildings.

668. From closer to the centre of London Bridge, view 7 shows that Plot A1 is sufficiently clear of the southern tower.



**Figure 26:** Extract of part of view 7 taken from near to the centre of London Bridge, showing Plot A1 away from the south tower.

669. There would be some interaction with the southern tower of Tower Bridge in this dynamic view when travelling across London Bridge, although the interaction between the Plot A1 tall building and part of Tower Bridge would be momentary, and in most viewpoints the southern tower would be clear of the tall building on Plot A1. Plot A1's elevation that is seen against Tower Bridge is the grey and white elements of the tower (rather than red) which fit in with Tower Bridge's own colourings.

670. While there is some interaction between the tallest buildings in the Masterplan and Tower Bridge when viewed from London Bridge this interaction is incidental, has been designed so as not to protrude over the level of the galleries and confined to the northern-most end of the London Bridge. As the interaction would be fleeting on one's journey across London Bridge it is still possible to view Tower Bridge and appreciate its significance especially as one approaches the strategic view point where Tower Bridge is appreciated in its relationship with the Tower of London World Heritage Site where the development does not impact on the viewer's ability to recognise and appreciate the strategic landmarks. The Plot A1 tall building is considered to cause the lowest order of less than substantial harm to the setting of the grade I listed Tower Bridge where it sits immediately adjacent to the south tower in View 5. In this fleeting and distant impact it is considered that the public benefits of the CWM scheme (providing a new town centre, a significant number of homes and jobs, new public spaces and high architectural quality) are such that this lowest order of less than substantial harm is outweighed by the public benefits that will flow. As such it is considered that the scale of the proposal is acceptable.
671. The tower in Plot A1 would likely be visible in views of the grade II listed Swedish Seamen's Mission when viewed from Southwark Park (although trees would provide some screening in summer months). The tower at Plot A1 would be visible to one side in this park edge setting of the listed building. The quality of design, its slender silhouette and its clear separation from the heritage asset mean that it is considered not to cause harm to its setting.
672. Plot A1's tower would appear in views of St Olav's Kirke from the Lower Road roundabout, although set off to one side and further from the listed building than Ontario Tower, Regina Point and Columbia Tower. The proposal is considered not to cause harm to the setting of this grade II listed building.
673. Plot A2 is considered not to harm the setting of the Dock Offices due to the separation provided by the courtyard and its appropriate massing. Opening up the rear courtyard and providing a route through alongside Plot A2 would allow greater appreciation of the rear of the listed building.
674. Plot K1 is some distance from the nearest listed building, being some 300m from the turntable machinery on Redriff Road. It would not harm the setting of this grade II listed building. Similarly, the proposed low IPFS building is nearly 300m from the Swedish Seamen's Mission, and would not affect the setting of this grade II listed building.

#### The outline element of the proposal

675. Turning to the outline part of the application, the massing of the proposal would affect the setting of a number of listed buildings in the area. Owing to the height of the tall buildings (shown in the views in their maximum height and floor area parameters), they would be visible over a wide area as part of the London skyline.

#### *Tower Bridge*

676. The outline element of the Masterplan would impact on the setting of the grade I listed Tower Bridge because of the towers proposed. An important LVMF view that has helped to shape the proposal was the LVMF River Prospect 11B from London Bridge, which is discussed in relation to Plot A1, above. This protected view captures the iconic view of Tower Bridge from the central viewing point and includes a dynamic assessment that extends to the southern bridgehead to take in views of the Tower of London World Heritage Site.
677. The maximum height of the tallest building in Zone D was reduced by 24m, and the two tall

buildings in Zone F reduced by 8m each in response to officer comments on the impact on Tower Bridge's setting. The reduced heights result in the Zone F tall buildings sitting just below the lower edge of the top horizontal walkway of Tower Bridge in the kinetic view along London Bridge. The tallest towers in Plot A and Zones D and F would not extend above the highest point of the top horizontal walkway in this view.

678. Officers extended the dynamic assessment of this LVMF view to the northern bridgehead, where the Masterplan proposal would be seen in the backdrop to Tower Bridge. Whilst this viewing point is not strictly speaking a protected view location, it offers an unencumbered view of Tower Bridge and a place where this landmark bridge can be appreciated in full. From this northern viewing point (an extract from which is copied above), the views submitted demonstrate that the super tall buildings appear between the towers and extend up to the high-level galleries and stay well within the frame described by the bridge.
679. Working with BL, officers have ensured that the proposed super-tall buildings' envelope is compact and would not extend above gallery level in this view in the distant backdrop and as a consequence officers are satisfied that Tower Bridge can still be appreciated and any harm arising is of the lowest order of less than substantial harm given the distant character of the view and the fleeting nature of the impact. It is therefore considered that harm arising due to the cluster of super-tall buildings is limited to this northern end of London Bridge and is of the lowest order of less than substantial because it does not interrupt the bridge and stays within the frame of the towers and galleries. This lowest order of less than substantial harm, in the view of officers, can be justified by the substantial public benefits arising from the development.
680. In its February 2019 response Historic England (HE) highlighted the impact on the view from the northern bridgehead of London Bridge. In its response HE *"welcomed the reduction in height of the super tall buildings so that the towers would sit below the high level walkways of Tower Bridge and no longer visually obscure the pinnacle top of its south bastion. Historic England considers there would still be harm but that the level of harm has been reduced."* In its Stage I report the GLA note this impact and state that: *"Whilst it is noted that this viewpoint is not afforded specific protection by the LVMF, it is relevant when considering impact on the setting of Grade I Listed Tower Bridge itself. Having considered the impact, GLA officers conclude that it amounts to less than substantial harm to the significance of Tower Bridge (Grade I), and that this harm would be outweighed by the public benefits associated with the scheme."*
681. For the sake of clarity, as one approaches the LVMF viewing point at the centre of the London Bridge, the Canada Water super-tall cluster has moved away from Tower Bridge entirely and the protected river prospect is preserved. When stood at the LVMF View Point 11B, the development appears as shown in the extract below.



**Figure 27:** Extract of the view from the LVMF View 11B at the centre of London Bridge, with the proposed tall buildings on the right-hand side away from Tower Bridge's towers.

682. From other viewpoints closer to Tower Bridge, such as in front of Billingsgate and Tower Wharf, the proposed buildings appear smaller and the Bridge structure maintains its dominance. When viewed standing on Tower Bridge, the scale of the tall buildings would be taller than other existing tall buildings in Canada Water, but of an acceptable scale that does not cause harm to the setting of the Bridge in these long distance views.

*Tower of London*

683. The tall buildings would not be visible in the view towards the Tower of London (a World Heritage Site) from the southern part of London Bridge.

*St Paul's Cathedral*

684. On the earlier version of the scheme, Historic England's response referred to the towers encroaching onto the setting of the grade I listed Cathedral and having a canyon effect on the LVMF view of St Paul's from Greenwich Park. The reductions in the heights of the taller towers in the amended scheme have improved the impact on this LVMF view, although Historic England still considers there to be a sense of encroachment to St Paul's.
685. In officer's view the two tall building clusters of the Masterplan, when viewed from the LVMF view point in Greenwich Park, appear to flank the strategic view with tall buildings. The buildings do not intrude into the strategic view nor its wider consultation areas and therefore views of the strategic landmark of St Paul's Cathedral as well as Tower Bridge (in the foreground) remain unimpeded.
686. Further, the tall buildings clusters in the Masterplan have been arranged to place lower towers closer to the view with taller elements set away from the protected view and appearing to rise away from the view. For example to the right of the protected view the tallest building at Plot D1 is located away from the edge of the view and to the right of the proposed tower at Plot A1 in order to ensure that heights step down towards the protected view. Similarly to the left of the view the lower tower on Zone C sits closer to the view than the taller building at Zone B. In this way the potential 'canyon effect' is mitigated and height appears to step away from the protected view of St Paul's Cathedral.



**Figure 28:** Extract from view from Greenwich Park towards St Paul's Cathedral, with Plot A1 shown to the right of St Pauls, and the wire line of the outline tall buildings to the left and right.

687. View 1 in the submitted TBHVA demonstrates that the viewer's ability to recognise and appreciate the strategic landmarks of St Paul's Cathedral and Tower Bridge (both grade I listed) in the foreground is not affected. By keeping clear of the strategic view and the wider consultation area, views of Tower Bridge with its main suspension cables on either side, are preserved.

*Listed buildings in the local area*

688. There would be no impact and no harm caused to the grade II listed machinery of the former swing road bridge on Redriff Road nor to its setting by the proposal. The outline masterplan element would be set behind the completed Quebec Way schemes which are closer to the bridge machinery, and some distance away.
689. The taller elements of the proposal may be visible from the setting of other listed buildings at further distance from the site, such as the Greenland Dock where the proposed tall buildings would be visible in the distant backdrop over the existing Dock edge buildings and trees. This modest level of visibility is considered to be outweighed by the substantial public benefits arising from the Masterplan development including the delivery of a new Town Centre, the extensive public realm, the new public facilities such as the leisure centre and the affordable housing.
690. The Rotherhithe Tunnel approach includes a number of listed buildings including the tunnel itself and the grade II listed St Olav's Kirke and the chimney of the grade II listed former London hydraulic power pumping station in the distance. View 14 of the TBHVA demonstrates that the cluster of towers around the Canada Water Dock would appear to the right of the church, away from the listed buildings. The cluster includes the existing Ontario Point in the foreground as well as the Plot A1 tower and the tower in Zone D receding further to the rear. This is a layered townscape view with the more modest buildings in the foreground surrounding the listed buildings and defining their settings, while the towers appear set back and provide strong urban legibility and highlight to the viewer where the nearby Canada Water town centre is located.

*Impact on the historic Southwark Park*

691. The proposal would be visible from within Southwark Park, particularly from the more open area at the southern end of the Park:



- In views of the bandstand (view 15 of the TBHVIA), the proposed tall buildings would be within the tree line and therefore mainly screened, even in winter.
- At the entrance gates from Southwark Park Road (view 16 of the TBHVIA), Plot A1 would be prominent and much taller than the towers already visible.
- All of seven tallest buildings would be visible from the more open area in the southern part of Southwark Park (view 17), being far taller than the trees.

692. The most significant areas of Southwark Park are around the Bandstand and the Bridle Path where the Park retains many of its original and most significant features. View 15 demonstrates that the impact of the proposals is on the most significant Bandstand area is negligible both in summer and in winter and there is no harm to the park or its setting.
693. View 16 from the Bridle Path demonstrates that the tower of Plot A1 would appear over the tree-tops. Together with the constructed Ontario Point and Columbia Point, also visible in this view, the Plot A1 tower reinforces a local cluster, improving urban legibility and indicating to the viewer where the Canada Water town centre and the main transport hubs are located. The impact of the proposal is considered to be modest beneficial.
694. View 17 from the open ground (the former cricket ground) near the sports ground at the southern end of the Park demonstrates that a number of tall buildings would be visible in three distinct clusters from this part of Southwark Park. This part of the Park has been amended significantly by the introduction of the sports ground and athletics track as well as the loss of the original cricket oval.
695. The tree-lined edge of the open parkland setting would be punctuated by groups of tall buildings a distance away from the Park, and would not detract from the open setting. The three clusters are distinct with clear spaces between them with the Plot A1 tower clustering with the Ontario Point group, the Canada Water Dock cluster in the middle and the Lower Road cluster to the right. The impact is considered modest beneficial.
696. Officers are satisfied that the architectural and historic significance of Southwark Park and its most significant features are preserved, and there is no harm caused to its historic setting.

#### Impact on conservation areas

697. The proposed taller buildings would be visible from within the two closest conservation areas to the north-west of the site. Therefore, consideration must be given to the impact upon the setting of these conservation areas.
698. The tall buildings in Zones B, C, D, F and Plot A1 would be visible from Waterside Gardens on the northern side of the Thames above the buildings in the St Mary's Rotherhithe Conservation Area as shown by view 12 of the TBHVIA. These tall buildings would be viewed away from the spire of St Mary's Church which is a key feature on the riverside in this conservation area. Historic England suggested in their first letter that there is incremental harm to the setting of the conservation area. Officers are satisfied, especially since the heights were amended during the course of the application, that there is no harm to the setting of the conservation areas arising from the visibility of the towers over the buildings at the river's edge. The towers are set well away from any designated heritage assets visible from this northern vantage point including the St Mary's Rotherhithe Conservation Area centred on the grade II\* listed St Mary's Church. Whilst the taller buildings would appear in this view, they appear in the backdrop of the riverfront buildings and to the right of the conservation area. In their scale they appear to be in the order of the constructed Ontario Point and they appear to consolidate the cluster of tall buildings around the Canada Water Dock. Notwithstanding this any visibility is considered to be outweighed

by the substantial public benefits arising from the Masterplan development, as detailed above.

699. From within the Edward III's Rotherhithe Conservation Area in King's Stairs Gardens (view 13 of the TBHVIA), the tall buildings would be visible above the trees, along with Ontario Point. In this open landscaped setting the tall buildings in the Masterplan would appear in the distant backdrop over the mature tree canopies. They would contribute to the urban legibility of this area as they form a cluster around the constructed Ontario Point also visible from this conservation area. The stepped profile and highly articulated nature of the cluster form an elegant backdrop and does not cause harm to the setting of the conservation area due to the distance from the viewer, the modest and highly articulated nature of the incursion and the quality of design.

#### Conclusion on the heritage impacts

700. The detailed material submitted with the application demonstrates that the height has been distributed carefully around the Masterplan where it can contribute positively to the legibility of the new Town Centre and avoid causing any harm to heritage assets and their settings. Careful consideration has been exercised in siting the most significant towers and the groups of lower towers to create three distinct clusters with clear spaces between them and thereby avoid any adverse impact they may have on the strategic views. The proposal is considered to comply with the London Plan policies 7.11 and 7.12 regarding the LVMF views. In general the Masterplan would provide modest beneficial incursions into the wider views from the river and nearby conservation areas, and make sensitive incursions into the local views and local approaches. Officers have noted the impact on the dynamic and distant views of Tower Bridge from the northern bridgehead of London Bridge where the lowest order of less than substantial harm could be considered. However, in the main, the impact on the heritage is generally considered modest beneficial and there is no harm arising.
701. In relation to impact on heritage assets, the statutory duties and the NPPF require Local Planning Authorities to place great weight on the desirability of sustaining and enhancing the significance of heritage assets and their settings. Where there may be considered to be any harm arising to a heritage asset or its setting it should be considered in the balance against the benefits of the scheme with weight given to public benefits arising. In this case it is considered that the lowest order of less than substantial harm in respect of the dynamic views of Tower Bridge from the northern bridgehead of London Bridge, is outweighed by the substantial public benefits arising from the development including the significant improvements to the public realm (the new routes, Town Square and Park, the improvements to the Dock), the new public facilities including the Phase 1 leisure centre, housing, and employment space, as well as the affordable housing to be provided on site.

#### Archaeology

702. The CWM area is not currently located within an Archaeological Priority Zone (APZ), however, when the New Southwark Plan is adopted it will lie within the newly extended 'North Southwark and Roman Roads' Tier 1 Archaeological Priority Area (APA). The CWM area covers over twenty hectares and current industry standards for London recommend that all major planning applications (over 0.5 hectares), whether in an APZ or not, should be considered for archaeological interest. Saved Policy 3.19 of the Southwark Plan (2007) requires that proposals for development in APZ/As should be accompanied by an archaeological desk-based assessment and an evaluation report (the results of digging archaeological trial trenches).
703. There is high potential for the preservation of the early arrangement of 19<sup>th</sup> century

commercial docks, and the divisions between docks, across the site and there is also the potential for palaeoenvironmental archaeological remains to survive at depth.

704. The general area is rich in early industrial archaeology and lies within the footprints of the infilled 19<sup>th</sup> century ponds (Albion Pond, Canada Pond and Quebec Pond) and the area of the early 20<sup>th</sup> century Canada Dock. There is the potential for the various iterations of these now infilled commercial docks to survive across the site, including the dock basins themselves, docksides, industrial structures and early railway infrastructure.
705. The site also has high potential for palaeoenvironmental remains indicative of the formation of land within the Rotherhithe area. These will likely comprise wetland exploitation features (such as timber trackways and platforms) owing to the nature of the past environment and the proximity of the site to known areas of prehistoric activity (peat deposits dating from the Bronze Age have recorded from a number of sites in the Surrey Quays area). The site has low potential for later prehistoric, Roman, early and later medieval remains.
706. Potential effects on archaeology primarily relate to the possibility of the disturbance, removal or destruction of archaeological deposits during demolition and construction works, particularly through bulk excavation or by the dewatering of the waterlogged peat horizons.
707. BL has submitted an archaeological historic environment assessment and desk based assessment (DBA) by MoLA in accordance with saved policy 3.19 Archaeology of the Southwark Plan. The DBA also identifies zones of the Masterplan site where it is evident that all archaeological remains have already been removed by previous impacts, such as the excavation of areas of the Surrey Commercial Docks ponds, or other known interventions such as the East London Line railway tunnel. The DBA has been reviewed by the Council's Archaeologist.
708. The DBA advises:  
*"Given the size and nature of the proposed impact, along with the potential for palaeoenvironmental and prehistoric remains, geoarchaeological monitoring of any additional geotechnical boreholes is proposed to refine understanding of the nature and depth of deposits and the likely prehistoric potential in terms of gravel high zones, ancient channels and peat deposits. The results would enable the local planning authority to make an informed decision in respect of an appropriate mitigation strategy for the preservation by record of any significant archaeological remains. This might comprise targeted archaeological investigation of any identified areas of higher potential and/or an archaeological watching brief. For practical reasons, due to the likely depth of deposits, this would need to take place during the excavation of the proposed basement (i.e. once the perimeter walls have been inserted) and would need to be built into the construction programme. Any such work would need to be undertaken in accordance with an approved Written Scheme of Investigation and could be carried out under the terms of a standard archaeological planning condition set out under the granting of planning permission."*
709. The DBA categorises different parts of the CWM site into three categories of archaeological survival potential:
- possible high survival - along the western side of the site (except for the rail line) in Zone A, B, M and part of C, and the eastern part of Plot K1.
  - possible moderate survival – most of the SQLP site in Zones G, J and P and part of Zone F.
  - no survival – Canada Water Dock, Surrey Quays Shopping Centre (Zones D and E) and the Printworks site (Zones H, L and part of F).
710. The council's Archaeologist recommends that a phased approach is taken to protecting

archaeological interest on the site. As a general site wide approach, if geotechnical investigations are proposed then these should be archaeologically planned, monitored and analysed initially. Any samples of geoarchaeological potential should be retained for examination. The subsequent proposed archaeological mitigation would need to be designed to suit the identified significance of each of the individual plots, for some areas targeted archaeological evaluation would be required, whilst for other areas targeted watching brief works (with the flexibility to include targeted excavation) during development would be more practical. For this reason the recommended planning conditions use the words 'archaeological investigation work', this is in order to allow specific written schemes of investigation to be drawn up for each individual plot and alternative methods to be applied across the Masterplan areas.

711. Where early archaeology would have been removed or affected by the excavation of the dock ponds, the archaeology of the dock structures still remains in these areas and these dock walls, basins, etc. should be recorded where they are uncovered by the Masterplan works. Therefore recommended archaeological conditions are required for these areas, but the work can be carefully designed to target key dock structures in certain plots and zones to reflect the survival potential in different parts of the site.
712. Each Zone will require its own set of tailored archaeological conditions to protect archaeological interest, and it is likely that some zones will not require any archaeological conditions. This would need to be assessed on a parcel-by-parcel approach. Even in areas where the DBA has shown that all pre-dock archaeological deposits have been destroyed or removed by the construction of the docks and there is 'no survival' of archaeological deposits, there would still be a requirement for some archaeological monitoring and recording of the dock structures themselves. This is because they are highly significant with regard to understanding the social and economic history of Rotherhithe and the River Thames and the development of the historic docks.
713. Plots A1, A2 and the eastern part of K1 are within an area of possible high archaeological survival. The basements in Plots A1 and A2 would disturb any remaining archaeology, and require its removal; the groundworks for Plot K1 may disturb any remaining archaeology. The central and western parts of the Plot K1 are within the former Quebec Dock with the dock walls buried beneath, and the whole plot is within the wider Surrey Docks area of industrial archaeology. For these detailed plots, tailored conditions are recommended to require an archaeological implementation programme, and archaeological mitigation prior to commencement of works, and for the results to be reported once the archaeological works are complete.
714. The proposed IPFS would have associated groundworks to create the fuel storage tanks. The IPFS site is identified in the DBA as having high potential for the preservation of the early arrangement of 19th century commercial docks and the divisions between docks, and there is also the potential for palaeoenvironmental archaeological remains to survive at depth. The site is shown on early maps as part of Timber Pond 4 and later as part of the earliest Canada Pond, and then Canada Dock.
715. Owing to this possible high archaeological survival in the IPFS site, it is considered appropriate to progress straight to archaeological fieldwork (trial trench evaluation) as the submitted DBA provides sufficient supporting data. The archaeological deposits are likely to be very deep and may involve quite complex engineering groundworks to access. Therefore, it would be prudent for the archaeological fieldwork to take place in line with conditions on any permission. A detailed written scheme of investigation (WSI) would need to be devised to fully evaluate these archaeological deposits and structures.
716. Two small features of heritage interest, the Deal Porters statue in the Dock, and the

information plaque on the dock railings, would need to be accommodated in the detail of the dock landscaping, and a condition to this effect is proposed.

717. A financial obligation would be required for the technical archaeological support given the archaeological interest for this large site. The contribution sought is set out in the S106 and CIL SPD. It can be calculated for the detailed plots at this stage, and for the outline plots would be charged per reserved matters application on the basis of the proposed floorspace, relative to the scale of the development and based on the current cost of the service.
718. Subject to these recommended conditions to secure appropriate archaeological investigation, mitigation and record, and the financial obligation being secured in the section 106 agreement, the proposal would take sufficient considerations of the archaeological interest in the site, and comply with London Plan policy 7.8, policy 12 of the Core Strategy and saved policy 3.19 of the Southwark Plan.

### **Accessibility**

719. Canada Water is highly accessible by public transport, and this application aims to make movement into and around the area on foot and by cycle much more attractive, safe and convenient. This is supported and welcomed. The detailed plots have been designed to be accessible in terms of the building design (step free entrances, providing a choice of lift and stairs to reach other levels), the public realm and approaches to the buildings with level differences addressed by stairs and ramps.
720. For the outline development, the level differences would be managed by gentle slopes of mainly 1:40 and to not exceed a 1:20 gradient without offering an alternative to a ramp (such as a lift). The underpass beneath Redriff Road is to be retained and the development of Zone E would be designed to take into account inclusive design principles. The public realm design would incorporate seating (with a variety of styles, backrests and arm rests) and regular resting places. The new routes through the site are intended to be legible and well-defined, and safe for pedestrians and cyclists. Signage and wayfinding aids such as distinctive buildings and water features would be incorporated. Roads are to have suitable crossing points, marked by a change in surface or colour, and signalled where appropriate. Blue badge parking spaces are to be included. The new bus stops would have seating, shelter and transport information. Street furniture would be designed and sited to not obstruct routes for pedestrians or vehicles.
721. The Development Specification allows for up to 500sqm of public toilets to be provided, including accessible toilet facilities, changing places and baby change facilities and this would be secured within the S106 Agreement.
722. The detailed plots and outline element are considered to have had suitable regard to the accessibility of the buildings and public realm. The proposal complies with London Plan policies 7.2 and 7.5 in this regard.

### **Public realm**

#### *Plots A1 and A2*

723. Plots A1 and A2 have been arranged to create a new pedestrian and cycle route from Lower Road to Canada Water Dock, passing the re-landscaped Dock Office Courtyard and leisure centre entrance. This intervention creates a more permeable urban realm that promotes activity, passive surveillance and interest in the area.
724. The route starting from the Dock provides a generous and open pedestrian area, narrowing

between Plot A1 and A2 and opens out for the Dock Office Courtyard before continuing towards Lower Road. The re-landscaping of the Dock Office Courtyard (only shown illustratively) would retain four mature trees while regrading the levels to provide a sloped public route through to Surrey Quays Road, new clay paving, seating and visitor cycle parking. Playspace for older children may be provided in the small amphitheatre area at the end of the Dock Offices. Tree planting, rain garden planting and playable features are to be incorporated on the section down to Lower Road, such as a continuous timber play feature along the southern retaining wall and colourful surfacing.

725. The difference in level between Lower Road and the higher dockside would be addressed in an accessible manner (a 1:40 slope). Further detail of the landscaping, materials, lighting, planting and street furniture would be secured by condition on any permission.
726. The eastern side of these two plot sites extends up to the Dock edge. This eastern area would be re-landscaped alongside the Dock with replacement tree planting, surfacing and seating, although the landscaping design is only shown illustratively on the submitted drawings. The brick ventilation shaft may be retained and enhanced with artwork to provide a focus towards the end of the new route. Deal Porters Way would be realigned, with servicing bays, blue badge parking, coach drop off outside Plot A2, and raised pedestrian crossings. Again, further details would be secured by condition.
727. On the northern side of Plot A1, three mature trees would be retained with planters around their bases, and the area resurfaced.
728. Together these public realm areas in the first phase at this gateway location would enhance the local area, improve local connectivity and provide an appropriate setting for the Plot A1 and A2 buildings. The works to landscape the rear courtyard and make it publicly accessible would enhance the setting of the listed Dock Offices.

*Plot K1*

729. The siting of the building allows for a widened pavement along Roberts Close with new tree planting as a public realm improvement. The private amenity areas within the plot and the new boundary fencing would be an improvement on the existing defensive palisade fencing around the site. As a relatively small part of the site, these public realm benefits are considered appropriate, and conditions are proposed to require further design details.

*Outline Elements (Parameter Plans and Design Guidelines)*

730. Canada Water AAP policy 14 'Streets and public spaces' requires development in the core area to create clearly defined streets and spaces which; make connections into the surrounding street network; provide convenient and attractive pedestrian and cycle links; strengthen links from the town centre to open spaces such as Greenland Dock, Russian Dock Woodland and Southwark Park; provide high quality, safe and inclusive public realm; incorporate carefully designed public spaces; and introduce new spaces that act as a focus for activity and draw people through the area. AAP policy 15 'Building blocks' requires developments in the core area to have a fine grain to their blocks, provide a choice of interesting routes through, a varied roofline and high quality building materials, and frequent entrances to the streets. AAP policy 16 'Town centre development' requires development in the town centre to maximise opportunities to mix uses within blocks, create strong routes, a new high street, enhancing the setting of the Dock, and create strong physical and visual links between the Dock, shopping centre and Lower Road, and between sites on the east of Surrey Quays Road with the Dock, stations and shopping Centre. Policy 18 'Open spaces and biodiversity' seeks to enhance a network of open spaces, green corridors and habitats for wildlife, with development in the core area required to provide public open space with a variety of functions, routes, and improvements to the overall greenness of the area with street trees, living roofs and walls.

731. Three main spaces have influenced the arrangement of the masterplan; the existing Canada Water Dock, the proposed town square and the proposed Park.
- The western part and southern edge of the Dock are within the application site. In the application BL is seeking outline permission to carry out works that would improve the Dock a public space. Works may include providing a new boardwalk over the Dock to link the western and southern sides, re-profiling and planting the water edge on the western side, extending the southern dock edge to provide seating and terraces. The detail of these works would be the subject of future public consultation, but have to potential to greatly improve public access to the Basin, creating a genuine focus for the town centre and a place to congregate, play and relax.
  - The proposed Town Square would be enclosed by Zones B, C, D and E. It is defined as a minimum of 57m by 86m (although this includes 20m width of Deal Porters Way), with the limits of deviation of the four surrounding plots being +/-3m providing these minimum dimensions are still met.
  - The proposed Park would be enclosed by Zones F, G, H and J. It is defined as a minimum of 107m by 128m (equivalent to 1.37 hectares), with the limits of deviation for the surrounding plots being +/-2m providing these minimum dimensions are still met. Zone P is a proposed pavilion of up to 150sqm within this park. The basement of Zone G would extend under the southern corner of the park.
732. In addition to these two new public spaces, a series of smaller squares and places would be provided as less formal spaces, to complement the main spaces and streets and create a network. These small spaces include the re-landscaped Dock Office Courtyard, pocket spaces in The Cuts, Surrey Quay Place near the junction of Lower Road and Redriff Road, and Park Walk Place near the Printworks and Surrey Quays Road.
733. The Design Guidelines on Masterplan Public Realm provide site-wide guidance on the over-arching vision to improve connectivity, reflect Canada Water's qualities and distinctive character, improve health and wellbeing, be multi purpose, with a simple, consistent high quality, and being accessible and inclusive. The public realm links key open spaces within the site, the Dock and onto Southwark Park and Russia Dock Woodland. The Guidelines then go into more detail in certain areas such as the proposed town square and park, dock edge and potential boardwalk, Deal Porters Way, Surrey Quays Road etc, with indicative landscaping components that take into account the possible layout, movement, edge treatments, planting, paving, street furniture and play space.
734. The lighting strategy sets out the standard to which lighting would comply to improve feelings of security and legibility, while also avoiding areas of high contrast or excessive brightness, and preventing upward light spillage and glare. A warm white colour would be used, with light columns at a consistent height and human scale to support place-making. Lighting of landmarks and historic structures should be considered to assist in wayfinding.
735. A 'sports trail' may be considered to link Southwark Park and Russia Dock Woodland, looping through the CWM to help promote an active and healthy lifestyle.
736. The major components of public realm outlined above provide an interconnecting grid of green streets and avenues whereby the largest and most valuable trees to amenity on Redriff Road (and next to Plot A1 on Surrey Quays Road) are retained. This is supplemented by internal podium courtyards and those at grade integrating play space and terraces which provide additional private amenity, with biodiverse green roofs elsewhere.
737. The main design objectives for hard and soft landscaping within the public realm are to

ensure a consistent approach across and between plots. This is achieved using a limited and consistent palette of materials to enhance permeability, biodiversity and overall character for the benefit of walking and cycling. An analysis was submitted of predicted sunlight and wind, the impact of traffic and the potential to capture significant views into and across plots.

738. A hierarchy of use and character is reinforced via a selection of tree species and sizes at particular locations, together with associated lighting, high quality surfacing and street furniture.
739. In order for the proposed planting to be feasible, sufficient road and footway widths are required. This is to be ensured via agreed minimum pavement widths and plot extents so that existing and new tree canopies can provide their full environmental benefits. Where building alignments and other constraints restrict canopy size, this may be resolved by the use of appropriate species together with a detailed tree strategy outlining maintenance requirements and pruning specifications.
740. BL would implement a comprehensive, site-wide Estate Management Plan for the entire Masterplan area. The land, including the open spaces, would remain in BL's ownership, and not pass to nor be adopted by the council. The only exceptions to this are Surrey Quays Road, which is currently adopted highway and would remain so, and the realigned Deal Porters Way, which would be adopted by the council as public highway.
741. With the large size of the site, its phased build out, the new public areas and routes, and the importance of ensuring the high quality streets and landscaping across the Masterplan, it is necessary to ensure suitable maintenance and management by proper estate management. This is needed both on a day to day basis, as well as their use for events and activities. An Estate Management Strategy would be secured by the s106 agreement, and would need to include the highways aspects of the new routes.
742. Further detail on hard and soft landscaping can be provided via appropriately worded conditions. Overall, the public realm complies with planning policies on good design and place making and gives confidence that the quality of design aspired to can be achieved for this large Masterplan site. The public realm and open spaces proposed would to comply with AAP policies 14 and 18 by providing links between the new town centre and surrounding areas, a high quality and inclusive public realm, and incorporating new public spaces. The routes provided in the outline parameters would provide a choice of routes through the site (as required by AAP policy 15), with the High Street linking between the stations, Dock and Lower Road, and between the eastern plots and the new town centre (as required by AAP policy 16). The street trees and living roofs would enhance biodiversity in the area (AAP policy 18).

#### **Key deliverables and phasing (park, town square, role of s106)**

743. The proposed Park and Town Square, and the Dock enhancements are necessary key elements of open space in the masterplan, which add to the quality of the development and provide appropriate space and landscaping between the buildings (including tall buildings) in this high density scheme. They need to be provided as high quality spaces to ensure the scheme complies with urban design policies, including AAP policies 14, 15 and 16, and tall buildings policy 3.20 of the Southwark Plan. The submitted Parameter Plans set out the minimum areas of the two main spaces, but it is important to secure their delivery as landscaped areas alongside the completion and occupation of buildings in neighbouring Zones. The phased delivery of these key new and enhanced public spaces as necessary public benefits would be secured through the planning obligation.



744. BL has proposed the Dock enhancement works that it intends to pursue (described in more detail in Chapter 16 below), but these would be subject to local and stakeholder consultation. BL has expressed concern that whilst it intend to carry out works to the Dock, if these were not supported by consultation, or if necessary consents could not be secured, reasons beyond its control could prevent the boardwalk and ecological enhancement works being undertaken. The benefits of these works, which would enhance the area and provide an appropriate setting of the Zone D tall building, can only be given weight if these are secured through a planning obligation that secures delivery of the works. It is therefore recommended that the s106 agreement contains an obligation for BL to use all reasonable endeavours to secure the required consents.
745. The smaller areas of new public space and public realm would also be secured as part of the planning obligation requirements. These would be important links and landscaping for future occupiers and contribute to the character of the development.
746. Smaller scale infrastructure would also be secured which is necessary for a new town centre and redevelopment of this scale, including the public toilets, public drinking water fountains and seating. This would ensure the proposal complies with London Plan policy 7.5.
747. A public art strategy would be secured by condition, with further details to come forward in the Reserved Matters Applications. This would likely include both temporary measures during construction phase (such as applying art to the hoardings) and in the permanent development which may include engagement with local communities.

### **Play provision**

748. The play strategy is set out in the Design and Access Statement for the masterplan public realm, the Design Guidelines for the masterplan public realm, and in the Open Space Strategy. It sets out the principles for creating public realm that is child-friendly and inclusive, and which incorporates play into the public realm rather than restricting play to discrete areas. The play provision for the detailed Plots A1 and K1 is considered separately in the Quality of Accommodation chapter of the assessment (Chapter 14).
749. Doorstep play areas for 0 to 5 year olds would be distributed throughout the masterplan (as they need to be within 100m walking distance of homes), neighbourhood play areas for 5-11 year olds (within 400m walking distance), and three youth play areas for 12+ year olds (within 800m walking distance) are indicated in the Dock Office Courtyard, to the south of the Dock, and within the new park. These areas would need to be sized according to the expected child yield from the proposed housing tenure and unit mix, and so cannot be set at this outline stage.
750. BL proposes the location, size and design of the playspace for each development plot to be determined at Reserved Matters stage, in line with the Design Guidelines. Depending on each building design, the play space could be provided within courtyards and roof terraces as part of the wider amenity offer to allow for seating for adults. BL would also like to explore opportunities for improving play provision in off-site locations.
751. Officers consider on-site play space provision to be the priority given the size of the application site, the importance of play space as part of design quality, and as existing play spaces are well used by existing communities. Playable features would be incorporated into the public realm design, however it is important that the minimum play space requirement for at least the 0 to 5 year old group is provided within the residents' areas of the development to make a dedicated provision for future residents. Play provision in private amenity spaces would need to be accessible for all residents of that plot, regardless

of tenure. Play for older children can be provided within the 400m-800m walking distance, in a more shared and open way. Financial contributions for off-site provision should be incorporated into the section 106 agreement as an option, as there may be good reason why future Reserved Matters cannot provide a full amount on site, or good play projects come forward in the local area that a financial contribution could be put towards.

752. At this outline stage, it is understandable that limited detail can be provided on play space provision as the housing mix (and resulting child yield) and building designs are not known. BL has referred to the correct playspace calculation, and further detail would be secured as part of the future Reserved Matters Applications. The option for financial contributions would be incorporated into the heads of terms. The proposal is considered to comply with London Plan policy 3.6, Core Strategy policy 11 and AAP policy 19.

### **Designing out Crime**

753. Paragraph 91 of the NPPF seeks to create safe and accessible environments where fear of crime does not undermine quality of life nor community cohesion, by the use of clear and legible pedestrian routes, and high quality public space which encourage the active and continual use of public areas. Paragraph 95 of the NPPF requires planning policies and decisions to promote public safety and be informed by the most up to date information from the police, to reduce vulnerability, increase resilience and ensure public safety and security. London Plan policy 7.3 requires development to reduce the opportunities for criminal behaviour and contribute to a sense of security. Saved policy 3.14 of the Southwark Plan requires developments to be designed to improve community safety and crime prevention by incorporating natural surveillance, easy to navigate street networks with effective street lighting, clear signage and clearly defined boundaries between public and private spaces.
754. The application proposes a significant redevelopment of a primarily retail, leisure and car parking site to create a new town centre. The mix of uses would result in a range of activities taking place at different times of day, create a resident population on the site thereby introduce more natural surveillance than is there at present. A network of new legible routes through the site and public spaces would be provided, with associated street lighting (informed by Secured by Design principles), signage and any CCTV that would come forward through the landscaping details to ensure it complies with the appropriate standards and is of a high design quality. Vehicle mitigation measures would be required at certain entry points to the public spaces where large numbers of people may gather (at the entrance to the public square, Surrey Quays Place), by using hard landscaping features such as planters, seating or more sculptural elements where possible.
755. The detailed plots have been designed with reference to Secured by Design with input from the Met Police. The Met Police in its consultation responses commented that the development is suitable to achieve Secured By Design accreditation, and consultation between the applicant and South East Designing Out Crime Office should continue through the detailed stages of this long-term redevelopment. A condition is recommended to ensure the development adheres to the principles and physical security requirements of Secured By Design. This would be a two part condition with a pre-commencement of works element, and pre-occupation element. This approach is considered to be sufficient to ensure compliance with the NPPF and saved policy 3.14 of the Southwark Plan. The Met Police has expressed some concern about the cycle store design for Plot K1, and this is addressed through a condition to require a revised cycle shelter design.

## Chapter 14: Quality of Accommodation

Including unit sizes, aspect, accessibility, internal daylight levels, amenity and playspace provision

**The residential units in Plot A1 would have an exemplary quality of accommodation due to their generous internal sizes, predominance of dual aspect, and good daylight and sunlight. There would be a shortfall in amenity space (as the height of the tower affects the wind conditions around the upper floors and the practicality of larger balconies) so a planning contribution would be required; residents would be able to make use of the adjacent and improved Dock Office Courtyard and extended public realm around the building.**

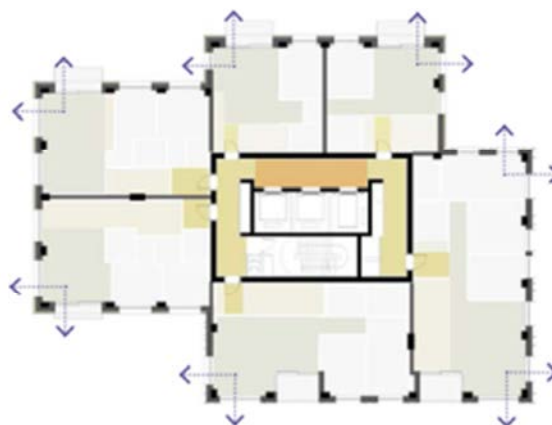
**In Plot K1 the flats would be of an exemplary standard as all are dual or triple aspect (many with views towards Russia Dock Woodland and Stave Hill), with good private and communal amenity space, excellent daylight provision, and all but one exceeds the minimum internal size standard.**

756. The two Plots A1 and K1 which include residential units can be considered in terms of the design and quality of their living accommodation. Future Reserved Matters Applications would bring forward the detail of the residential design for those parts of the masterplan that are within the outline part of this application.

### Housing quality in Plot A1

#### *Unit sizes, aspect and accessibility in Plot A1*

757. Each of the flats proposed in Plot A1 exceeds the minimum standard for that number of bed spaces by between 3sqm and 25sqm. The ceiling heights at 2.5m would exceed the 2.3m minimum, as a further indication of an exemplary standard of design. All units would have step-free access from the street, using the lifts in the central core. 19 of the flats (10%) would be wheelchair adaptable. These would be located on the 7<sup>th</sup>-16<sup>th</sup> floors, and 23<sup>rd</sup>-28<sup>th</sup> floors served by three lifts in the core, and all would be market sale units. The wheelchair units would exceed the SELWHDG minimum sizes by between 1sqm and 15sqm.
758. Passive ventilation measures have been incorporated, such as windows to habitable rooms would be openable. The majority of units (88.8%) would be dual aspect and 11 (5.9%) would be triple aspect. The ten studios would be single aspect (5.3%) and these would face to the south-west. The exceptionally high proportion of dual or triple aspect is welcomed, and is an indication of the excellent design quality.



**Figure 29:** The dual aspect units on a typical floorplan.

*Daylight and sunlight in Plot A1*

759. An Internal Daylight and Sunlight Assessment has been provided by for Plot A1, which uses the methods set out in the BRE guidance to assess the proposed residential accommodation, particularly the average daylight factor (ADF) and no sky line (NSL) tests for daylight. The annual probable sunlight hours (APSH) test for sunlight has been undertaken for living rooms that have a southerly aspect.
760. All habitable rooms from the ground floor to 22<sup>nd</sup> floor were tested for daylight. As all the rooms achieve good daylight results on the 22<sup>nd</sup> floor, the higher levels were not tested. 92% of the 312 tested rooms meet or exceed the recommended levels of daylight (ADF). The rooms that fail are:
- 14 combined living kitchen dining rooms that achieve 1.8%-1.9% (slightly below the 2% needed for kitchens, but above the 1.5% requirement for living rooms).
  - 10 studios achieve 1.7% ADF (slightly below the 2% needed for kitchens, but above the 1.5% requirement for living rooms).
761. 99% offer sky visibility meeting or exceeding the guidance level for the NSL test, with only two bedrooms failing the test. This represents excellent design in terms of daylight provision.
762. The living rooms on the 1<sup>st</sup> to 22<sup>nd</sup> levels were tested for sunlight hours. The visuals provided for the annual probable sunlight hours show that all but 1 of the 95 tested living rooms that face within 90 degrees of south would receive sunlight levels in excess of the minimum levels throughout the year, and all but 3 (3%) would achieve the minimum hours in the winter month. Living rooms in units on the 23<sup>rd</sup> level and higher were not tested as the lower floors were achieving good sunlight levels, so these higher floors would also receive good sunlight levels.
763. The bedroom windows have not been specifically tested to all units, but given their locations immediately next to the tested living rooms windows, they are generally likely to receive good levels of sunlight. The west facing windows on the northern flats at the lower levels are likely to receive limited sunlight due to the massing of the podium building.
764. One flat per floor (30 in total) would face to the north and north-east and so would not receive any direct sunlight. All other flats would receive sunlight.
765. The design has incorporated elements of natural shading such as recessed balconies and deep window reveals to help prevent overheating in summer months.
766. In terms of sunlight to the amenity areas, the three communal gardens were tested for the sunlight reaching them on 21<sup>st</sup> March. On the southern side of the building 98.5% of the 6<sup>th</sup> floor roof garden would receive at least 2 hours of sunlight on 21<sup>st</sup> March. On the eastern side of the building, 77.2% of the 29<sup>th</sup> floor roof garden, and on the northern side of the building only 51% of the 32<sup>nd</sup> floor gardens would receive at least 2 hours of sun on 21<sup>st</sup> March. Each garden has at least half its area receiving at least 2 hours of sunlight on this key date, in line with the recommendation of the BRE and sunlight availability would increase further over the summer months.
767. These are considered to be excellent daylight and sunlight results for this plot, as a positive indicators of excellent living conditions for future occupiers.

*Amenity and play space in Plot A1*

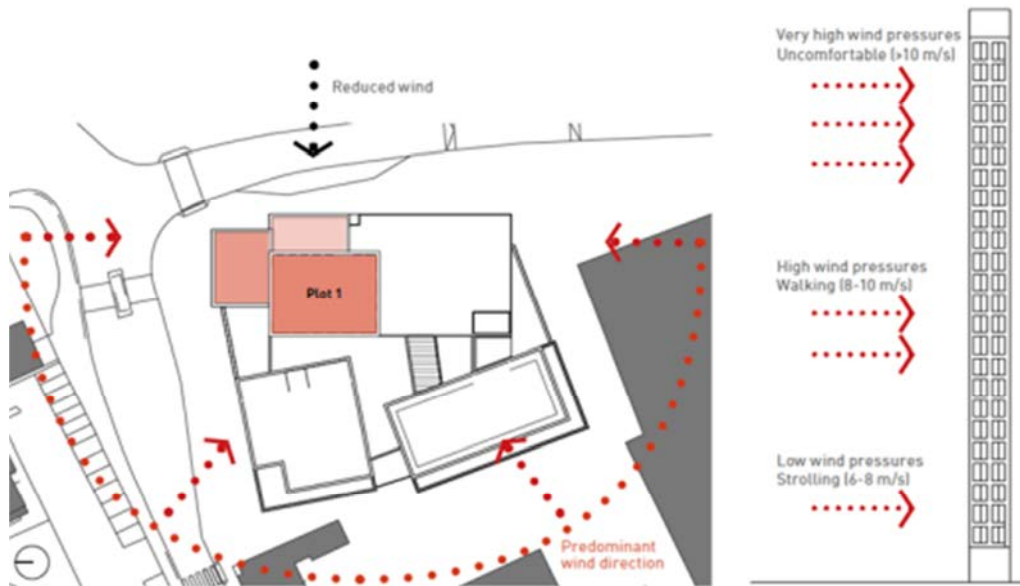
768. A total of 1,860sqm of private amenity space plus a 50sqm communal amenity space would be expected by the Residential Design Standards SPD, totalling 1,910sqm.

769. The ten studios would not have private amenity space (representing 5.3% of the proposed units). The other 95% of units would have a private balcony amenity space of 3sqm-5sqm. Depending on how far up the building a unit is located, its balcony would be an inset balcony (for the top part of the tower), or one of two styles of projecting balcony midway up and at the lower part of the tower.



**Figure 30:** Three visuals to show the different balcony depths at the top of the tower, and the two styles of projecting balcony in the middle and lower parts of the Plot A1 tower.

770. The 3-bedroom units would have a balcony of only 5sqm, below the 10sqm required by the Residential Design Standards SPD. The applicant has considered larger private balconies and larger communal gardens. However, the wind conditions around this tower prevent further extensions of the safely usable space. The private balconies cannot be enlarged due to the prevailing wind studies, particularly at the upper levels. The 3-bedroom units are located at the 23<sup>rd</sup> floor and above, on the southern and south-western sides of the building and would have 5sqm recessed balconies. These units would face the predominant wind direction and at this height, wind pressures are very high, making it inappropriate to provide larger, projecting balconies in these locations.



**Figure 31:** Diagrams to show how the wind direction and pressure varies across the proposal façades

771. The wind condition reason on this tall building is accepted for preventing the 3-bedroom units from having 10sqm of private amenity space. Wind mitigation measures include tree planting and hedging at certain points of the 6<sup>th</sup> floor garden to reduce wind speeds which limit the size of the useable garden space.
772. There is a shortfall of 1,124sqm of private amenity space across Plot A1. Part of this shortfall would be met by the three communal gardens which total 826sqm. These communal gardens comprise the roof areas at 29<sup>th</sup> and 32<sup>nd</sup> floors, and at 6<sup>th</sup> floor level the garden would extend over part of the office space on Deal Porters Way. The 6<sup>th</sup> floor communal garden would include 80sqm of playspace for 0-5 year olds. This reduces the communal amenity space to 746sqm, and results in an overall shortfall of 378sqm of amenity space. These spaces would offer a mix of play spaces, urban gardens, seating areas, and outlooks.
773. In response to the shortfall of private amenity space, all units are sized above the minimum dwelling space standards, representing 1,720sqm of additional internal area distributed across the residential units. The 3-bedroom units would be 13-25sqm in excess of the minimum size standard (or 5sqm in excess of the SELWHDG size for the wheelchair units), to off-set the 5sqm shortfall in private outdoor amenity space. The design of the interior of the units would be of exemplary quality, with 95% of all units being dual aspect, with good daylighting and 2.5m high ceiling heights (exceeding the 2.3m Building Regulations height).
774. A payment to the council would be required for the shortfall in outdoor amenity space,

calculated as 378sqm multiplied by the £205 per square metre charge as set out in the Section 106 Planning Obligations and CIL SPD, totalling £77,490 (indexed). The council would use this to improve open space near to the development site.

775. The predicted child yield for Plot A1 would result in a playspace requirement for 80sqm of under 5s, 30sqm for 5-11 year olds, and 20sqm for 12s and over. The 6<sup>th</sup> floor communal garden would incorporate the required 80sqm of playspace for under 5s, and further details of this can be secured by condition.
776. The site-wide DAS and the Open Space Strategy suggest the new link to Lower Road can provide up to 180sqm of playspace for 5-11 year olds (although this assumes most of the width of the new link which may not be practical), which would far exceed the 30sqm required for Plot A1. This area is within the site area of Plot A2 although no details of the play space have been provided and would need to be secured by condition. It would be publicly accessible rather than solely for Plot A1 residents, but the areas indicated would be sufficiently sized to allow for both residents and the local community to use.
777. The site-wide DAS and the Open Space Strategy suggest the area to the immediate south of the former Dock Office could be used as a youth play facility for children 12+ years, of approximately 290sqm. This area is within the Plot A1 site area although no details have been included in the Plot A1 information as to what this could be, and a condition would require further details to ensure at least 20sqm of suitable playspace is provided for this age group. It would be publicly accessible, and sufficiently sized above the minimum area requirement for Plot A1 to provide for both residents and the local community to use. Further details would be secured by condition and to ensure its provision. Overall, the amenity provision for this plot as part of the first phase of the masterplan proposal is considered to be of high quality for future residents.

*Noise and vibration to Plot A1*

778. The plot's location next to a busy road, bus station, and above rail and Underground lines that may cause noise and vibration issues for future residents. The residential units would need to be suitably insulated from the proposed commercial units and plant within the plot too. Conditions are proposed regarding noise and vibration to ensure a suitable quality of accommodation for future occupiers.

*Conclusion on Plot A1*

779. The quality of accommodation in Plot A1 is considered to be of an exemplary standard, with an exceptionally high percentage of dual or triple aspect flats, internal sizes that exceed the minimum requirement, excellent daylight and sunlight provision within the flats, generous ceiling heights, and on-site play provision for 0-5 year olds. Private amenity space is proposed to 95% of units (although due to the constraints of the building design, full private amenity provision cannot be made within the Plot) and three communal gardens are proposed. The site is adjacent to a new area of public realm and newly publicly accessible Dock Office Courtyard where further amenity and playspace are proposed.

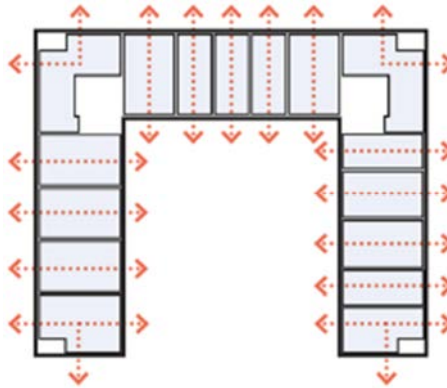
Plot K1

*Unit sizes, aspect and accessibility in Plot K1*

780. Each unit would meet the minimum size required; one unit would be at the minimum size and the other 78 of the 79 units would exceed the minimum size by 0.3sqm to 6sqm (with one wheelchair unit exceeding the SELWHDG by 21sqm). There would be a maximum of 8 flats per core on each floor. The design makes good use of stacking through the repeated floorplan at first to fourth floors. Ceiling heights of 2.5m and 2.7m would be taller than the 2.3m minimum height.
781. 8 wheelchair units are proposed on the ground floor in the social rent tenure. These

exceed the minimum SELWHDG internal size standards by between 0.4sqm and 21.4sqm, and would represent 10% of the units. All flats would have level entrances and lift access. A condition is proposed regarding compliance with Building Regulations M4(2) and M4(3).

782. All the units would be dual aspect to allow for natural ventilation, different daylight and sunlight sources, and contributing an exemplary standard of design. The U-shape of the building has been oriented so that the courtyard looks over Russia Dock Woodland to the south-east, and some of the units would also look north-eastwards over the Stave Hill-Russia Dock Woodland boundary. The flats would look out over Roberts Close, the central courtyard, Russia Dock Woodland and/or the Claremont House development, to give an acceptable outlook in all directions.



**Figure 32:** Dual or triple aspect to all units.

783. The windows at ground level would be set back from the edge of the pavement and the vehicle access by 1.8m of planting or amenity space, and 2m back from the planting along Russia Walk to provide a level of privacy. On the courtyard sides, the windows and rooms of the flats have been carefully arranged so that the communal deck is set away from bedroom windows either by a cut out in the floor level or separated by the amenity area.



**Figure 33:** Visual to show the deck access and spacing in front of windows on the right-hand side.

#### *Daylight and sunlight in Plot K1*

784. An internal daylight, sunlight and overshadowing report was submitted to show the daylight and sunlight levels to the proposed units. The average daylight factor (ADF), no sky line (NSL) and annual probable sunlight hours (APSH) assessments were undertaken in accordance with the BRE guidance.



785. The ADF test shows that 92% of the 298 rooms would achieve the minimum ADF for that room type. All living rooms meet or exceed the ADF, with the 25 rooms that fail to achieve the minimum ADF are mainly bedrooms which are less critical for daylight. Overall there is considered to be an excellent daylight provision to the proposed flats.
786. The daylight to these windows is affected by either projecting balconies or the deck access above. The affected bedrooms are in units where the living room at least achieves the minimum ADF. Similarly the kitchens are in two-bedroom units where the living room and at least one bedroom achieve the minimum ADF.
787. The no sky line test shows that 21 habitable rooms (7%) out of the 298 proposed would have a daylight distribution to less of 80% of the room's area. These rooms are 14 bedrooms and 5 kitchens on the ground, first and second floors. 12 rooms (8 bedrooms and 4 kitchens) as 4% of the proposed rooms would have both limited ADF and daylight distribution, however the living areas to these units would have good daylight levels and distribution so that the overall quality of these units would be good particularly when the dual aspect and internal sizes are also considered.
788. The APSH sunlight test was undertaken for the living rooms windows that face within 90 degrees of south on the southern wing of the proposed building. This showed that 72% of the living rooms achieved the minimum standard for annual sunlight hours, and 91% achieved the minimum for winter sunlight hours. Where living room windows are below a projecting balcony to the floor above the sunlight hours are limited to 10-23 hours per year. The south-west and south-east facing bedrooms in the south-western wing would receive good sunlight levels as they are next to the tested living rooms windows on these two façades.
789. The south-west facing windows on the northern wing would face into the courtyard, and so the sunlight provision into the rooms to all but the top two floors would be limited by the deck structure, and be below the minimum compliance for annual and winter hours. These windows serve bedrooms and kitchens, as the layouts have put the living rooms on the outer facades where they receive better daylight levels and some sunlight (between 5 and 17 annual probable sunlight hours). The units at the eastern end of the arm would have south-east facing windows that would receive good levels of sunlight. Overall, the scheme is considered to provide an acceptable level of sunlight.
790. In terms of the sunlight to the communal garden 66% of the courtyard would receive at least 2 hours of direct sunlight on 21<sup>st</sup> March, exceeding the 50% minimum of the BRE guidance.
791. The overall provision of daylight and sunlight to properties within the proposal is considered to be good and contributes towards a high quality of accommodation.

*Amenity and play space in Plot K1*

792. Each unit would have a private amenity space (garden area or balcony) of at least 5sqm, and as part of the amendments made, each 3-bedroom unit would have a private amenity space of at least 10sqm. All units also would have access to the central courtyard. The total amount of private and communal amenity space exceeds that required by the Residential Design Standards SPD.
793. The 532sqm communal courtyard garden is large enough to provide the 50sqm communal amenity space, the 86sqm shortfall in private amenity space, plus some of the play provision for the expected child yield. The estimated child yield from the proposal requires a total of 860sqm of child playspace on-site (350sqm for under 5s, 320sqm for 5 to 11 year

olds, and 200sqm for over 12s). The courtyard can provide all of the play space for under 5s, and 46sqm for 5-11 year olds. An off-site contribution would be required for the remaining 474sqm shortfall for children 5 years and older. Using the calculation set out in the Section 106 Planning Obligations and CIL SPD, the contribution would be £71,574 (indexed). A condition would require details of the on-site play provision within the communal garden.

*Noise and vibration to Plot K1*

794. The separate single storey building in the south-eastern corner would contain the associated plant for this building, a substation, water tanks and pumps and the air source heat pumps. Conditions are proposed regarding the noise and vibration from the plant building in order to ensure a suitable quality of accommodation for future occupiers and those in neighbouring sites.
795. As the plot is above the Jubilee line tunnel, the Environmental Protection Team has recommended a vibration condition to ensure a suitable quality of life for future residents.

*Conclusion on Plot K1*

796. In conclusion, the housing mix accords with policy and the proposed affordable housing units would have an exemplary quality of accommodation as a result of their internal size, accessibility, dual aspect, private and communal amenity space, ceiling heights, daylight and sunlight provision. The contribution towards playspace would be secured by a planning obligation. Subject to these the proposal complies with policy and would provide an exemplary standard of accommodation for future residents.

## Chapter 15: Neighbour Impacts

Including overlooking and privacy, daylight, sunlight and overshadowing, solar glare, noise and vibration

The separation distances between the Detailed Plots in the first phase are broadly compliant with the minimum distances set out in the council's Residential Design Standards SPD, but where this hasn't been possible, the detailed design of individual elements of the proposed buildings has been carefully considered to reduce impacts. The Design Guidelines address this point for future phases and individual relationships can be considered, having regard to new land uses to be introduced, as part of the detailed design process for future Development Plots.

A comprehensive daylight, sunlight and overshadowing assessment has been completed in accordance with the industry standard methodology established by the Building Research Establishment (BRE). The assessment demonstrates that while a relatively large number of neighbouring properties and open spaces would experience very little or no tangible impact to existing levels of daylight, sunlight or overshadowing, others close to the development boundaries would be adversely affected. Noting that the BRE's target levels are advisory and that the Mayor's Housing SPG underlines the need for their flexible application in Opportunity Areas, these impacts are described in the Environmental Statement as ranging from minor adverse in the case of Columbia Point, Hothfield Place and many of the properties along Redriff Road to moderate and major adverse in the case of Orchard House and the Quebec Quarter. With so much of the development presented in outline only, the daylight and sunlight modelling is largely based on the maximum building envelope and so some of these impacts would naturally be reduced as the building heights and massing are broken down as part of the detailed design process for future phases.

Supplementary assessments have been provided to examine the detailed overshadowing implications at Russia Dock Woodland and Stave Hill Ecological Park, and these conclude that additional overshadowing would not have a significant impact on the woodland fringe, the ecology of specific areas identified by objectors or the wider ecological value of the designated local nature reserve. This view has been confirmed by the council's consultants and ecologist.

As a town centre location, guidance from the Institute of Lighting Professionals advises that higher levels of artificial lighting may be acceptable. This would need to be considered further in relation to the individual character areas described in the Design Guidelines and with reference to the particular relationships between new and existing buildings and habitats that might be more sensitive to increases in artificial lighting. This process can be managed through the Reserved Matters process and addressed via planning conditions where appropriate.

Noise, vibration and dust arising through the demolition and construction process would affect the amenity of existing residents in the local area. Rigorous construction environmental management plans would be secured in the s106 agreement and would be required to detail a range of mitigation measures to reduce these impacts insofar as possible. Other issues that might affect residential amenity, including noise from plant, odour or hours of uses, would be addressed via planning conditions either on this initial application or on subsequent Reserved Matters Applications once the detailed composition of individual Plots is known.

The site is surrounded by a number of neighbours that could be affected by the

development during demolition and construction or on completion. These are identified in the Environmental Statement. Saved Southwark Plan policy 3.2 sets out that when considering proposals for new development, care should be taken to ensure that there isn't a loss of amenity for current or future occupiers, This might arise as a result of a number of issues, including noise or disturbance, impacts on privacy, loss of daylight or sunlight, artificial lighting or odour. These issues are addressed below.

#### Overlooking and Privacy

797. A number of objections have been received from residents concerned about the potential for overlooking and a loss of privacy as a result of the development. The council's residential design standards supplementary planning document (SPD) recommends minimum separation distances between facing windows of 12m across a highway and of 21m at the rear of buildings as being appropriate in order to maintain a reasonable level of privacy for residents.

#### **Plot A1**

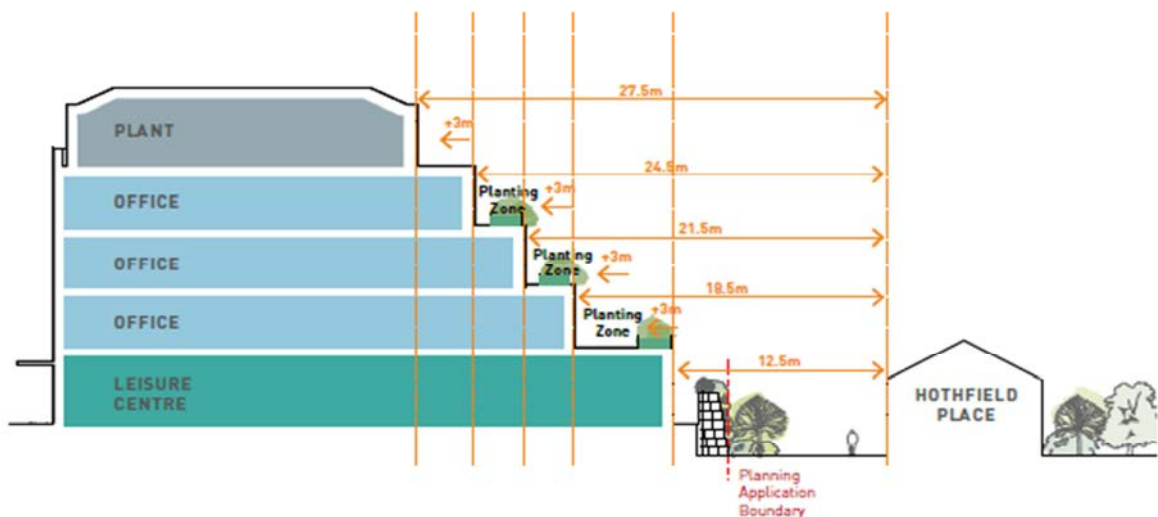
798. The office and residential windows of plot A1 would be 46m-50m from the balconies and windows of Columbia Point to the north across Surrey Quays Road. The other residential buildings to the north would be further away - Regina Point (110m), Niagara Court (90m), Ontario Point (120m).
799. The proposed second floor office windows in the western elevation would face the ground and first floor windows of the closest wing of the Dock Office at a distance of 4.5m-7m, and the further wing at a distance of 20m. With both buildings in office use, and the change in floor levels, this close proximity does not raise significant privacy issues.
800. The office windows in the western elevation would face towards Landale House and Orchard House to the west, however at a distance of 50m this would exceed the minimum of 21m distance at the rear of a building. The proposed residential windows in the tower would be further away.
801. On the southern elevation, the retail and office windows would face onto the proposed leisure centre and office windows in plot A2 at a distance of 10m across the new public route. As non-residential uses, and with both new buildings as part of the same masterplan, this separation distance is acceptable.

#### *Outlook*

802. Plot A1 would introduce new buildings on to a part of the site which is currently surface level car parking. As a result, this would represent a substantial change to the outlook from surrounding properties. It is important to note that, with few exceptions, planning policy does not protect a particular view or outlook from individual properties, it only seeks to safeguard a reasonable expectation of privacy and prevent unreasonable levels of enclosure that might diminish the amenity enjoyed by existing residents.
803. The separation distances detailed above are considered to be sufficient to prevent plot A1 from having an over-bearing impact on the amenity of surrounding residential properties. The outlook from the east-facing Dock Offices windows would be the most affected given the 4.5m distance, however as the Dock Office has different outlooks and the rest of the windows that face onto the site would be at a larger distance, the overall impact of plot A1 would not be intrusive to the outlook of this commercial building. The proposed offices in plot A2 would have sufficient outlook to the north onto plot A1, as well as unobstructed views over Canada Water Dock and both restricted outlook in other directions.

#### **Plot A2**

804. The commercial and leisure building on Plot A2 has an L-shaped floorplan that wraps around the properties on the north-western side of Hothfield Place. A key factor in the relationship between the proposed buildings and the existing residential terrace is that the application site is elevated such that the ground floor level is 4m higher than that of Hothfield Place. As a result, the first floor level of the proposed building is approximately level with the roof ridge height of these existing properties.
805. At the northern end of the residential terrace, the new building would be just under 6m away at ground floor level, though the new building would have no windows facing Hothfield Place at this level. At first floor level, there is a further 9m setback to the main office façade. While this affords some overlooking of the residential gardens, certainly on the upper storeys, this is offset by the 15m separation to the nearest garden.
806. The rear element of the proposed A2 building extends along the rear boundary of the Hothfield Place gardens and the parallel alignment of the building suggests that there could be some opportunities for overlooking. The gym that would occupy the ground floor leisure centre here would be only 9 – 12.9m away from the rear elevation of the existing residential properties, though the existing retaining wall provides adequate screening to prevent direct views to the rear of these properties. From here, the building steps away to increase the separation distance between it and the Hothfield Place properties. As a result of a change introduced in October 2018, the first floor is set back by an initial 6m, with each additional floor stepping away by a further 3m. The result is that the uppermost 4<sup>th</sup> floor of plant & office accommodation is approximately 28m away from the rear of the Hothfield Place properties. Each of these steps in the building profile creates a narrow terrace and these would include permanent planters to provide screening that obstruct direct views towards people's homes. These terraces would not be accessible to office tenants as recreational spaces and this would be stipulated in a planning condition.



**Figure 34:** Section between Hothfield Place and the A2 Building

807. Having considered the stepped building profile and the proposed planting zones, the level changes and the separation distances, officers are satisfied that the privacy of existing residents would not be compromised.

#### Courthope House

808. At 6 storeys, Courthope House is of a similar height to the proposed building on Plot A2 and its north-east facing elevation would directly face the rear projecting element of the

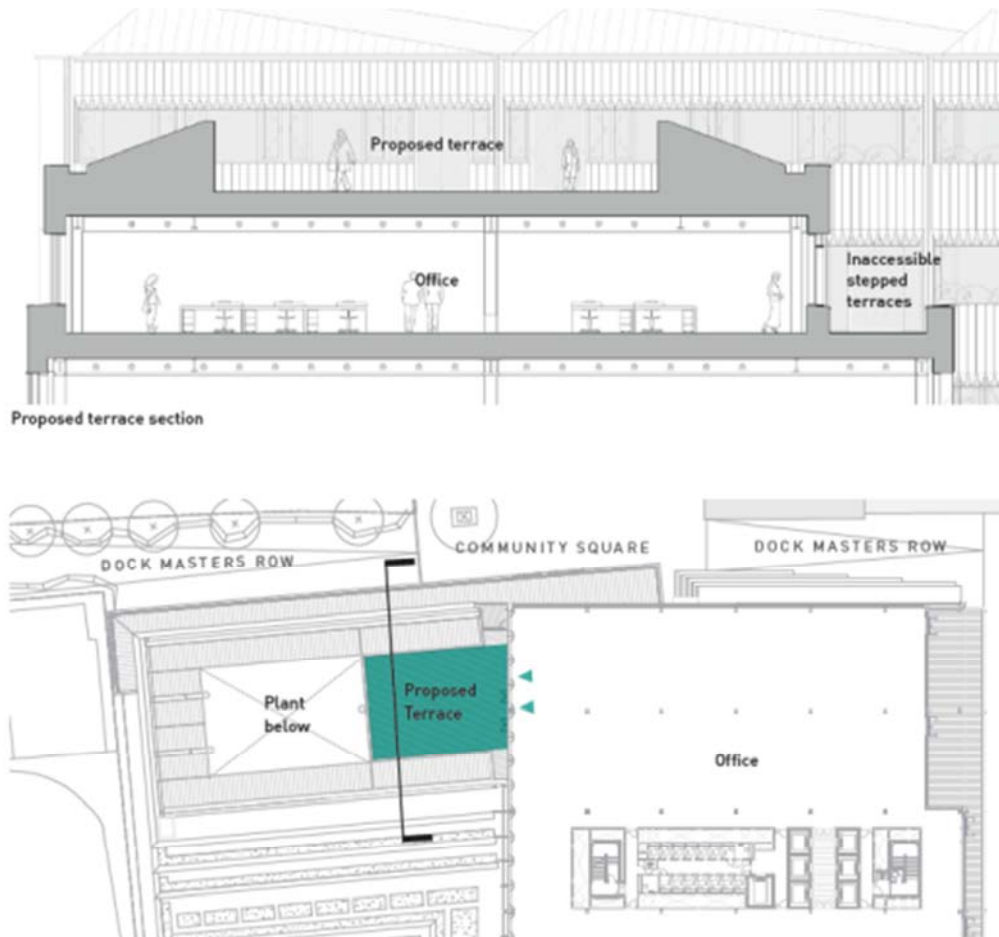
new building. However, the escape stairs are located on this elevation and there are only a limited number of windows serving the main office floorspace. This, coupled with the separation distance between the two buildings being around 30m, means that a reasonable level of privacy would be retained for occupiers.

809. Landale House

The distinctive building form of Landale House means that some of the building facades are angled towards the leisure centre/office building rather than running in parallel. As a result, the separation distance to the nearest flank of the building is between 21m and 23m, extending to just over 30m for the southern-most projection.

810. External roof terrace

An amendment in February 2019 added an external roof terrace to the rear element of the Plot A2 building. However, opportunities for overlooking are mitigated by the profile of the roof, which rises up around the edge of the terrace to the height of the balustrade and effectively encloses the terrace.



**Figure 35:** Section through proposed roof terrace

811. The building façade is over 50m from the proposed residential tower on Plot A1 and the proximity of the office and retail elements raise no concerns in terms of overlooking or privacy. On the eastern edge, the building has a separation of 11.5m to the maximum extent of Development Zone B. This suggests that a satisfactory relationship can be achieved between the two Plots, though this would be explored at the Reserved Matters Stage when the specific land uses for Zone B are known and the detailed design is developed.

812. The introduction of a building of this scale and configuration would affect the outlook from neighbouring properties and, particularly in the case of Hothfield Place, contribute to an increased sense of enclosure. However, the separation distances to neighbouring properties generally surpass the minimums set out in the Residential Design Standards SPD and, where this cannot be achieved, the detailed design of the building responds appropriately to curtail opportunities for direct overlooking and to safeguard the privacy of existing residents.

### **Plot K1**

813. The properties that surround Plot K1 are Claremont House to the south-west, Alfred Salter Primary School to the west, the Church of Our Lady of Immaculate Conception and St John's Roman Catholic Primary School to the north, Stave Hill and Russia Dock Woodland to the north and east, and Hornbeam House on Quebec Way to the south-east. A number of objections have been received from residents in the Claremont House development and from the Governing body of Alfred Salter Primary School raising concerns around overlooking and loss of privacy. The relationship between the K1 building and these neighbours is considered in turn, below.

#### *Claremont House*

814. The windows in the south-western side of Plot K1 would face the windows at the rear of the Claremont House. The two wings of the U-shaped Claremont House building are set 4m from boundary with plot K1. Due to the orientations and sizes of the two blocks, plot K1 would be directly in front of the western wing of Claremont House, and in front of part of its eastern wing.
815. On the western wing of Claremont House, windows serve a ground floor living room and combined kitchen and dining room to a maisonette, with these rooms having other windows. At first floor, the two end windows each serve a bedroom (each with windows in the other elevations) of two maisonettes. At second floor the two end windows are secondary windows to the combined living/kitchen/dining room of two one-bedroom flats. At third floor there is only one window, which is a secondary window to the combined living/kitchen/dining room of a two-bedroom, triple aspect flat.
816. On the eastern wing of Claremont House, the facing windows serve 8 rooms:
- At ground floor, a secondary window to a bedroom would be the closest window, and set further away would be the only window to single bedroom of a three-bedroom flat.
  - At first, second and third floors, the floorplans repeat for 6 windows. One facing window on each floor is a secondary window to a living/kitchen/dining room of a two-bedroom flat. The second window on each floor is the only window to a bedroom in the same flat, and would be at a slight angle to the facing corner of K1.
817. The proposed windows would be set 10.2m away window-to-window, with the proposed projecting balconies reducing this to 8.3m. This distance is below the minimum 21m separation distance sought at the rear of the building in the RDS SPD.
818. However, the facing windows of Claremont House are mainly secondary windows to the rooms in the flats and maisonettes. Where the windows are the only window to bedrooms, the siting of the two buildings staggers the windows so they do not directly face each other. The London Square units are dual or triple aspect, with their main aspects facing into the courtyard, over Roberts Close, or towards Hornbeam House. For these reasons, the windows and balconies in Plot K1 are considered to not lead to a material loss of privacy to these neighbours.

819. As the main outlooks from the Claremont House properties face away from the plot, these separation distances are sufficient to prevent the five- and six-storey side of the proposal from having an overbearing impact to the outlook of the Claremont House neighbours.
820. The single storey plant building (12m long and 4.2m high) in the south-eastern corner of the site would be located on the boundary with the eastern wing of Claremont House alongside the play area and seating. The arrangement of the buildings is such that the proposed building is considered not to have an overbearing impact to the outlook from the windows of Claremont House. The height right on the boundary is rather tall in this corner of the communal gardens, but when taken as part of the amenity spaces around this development its impact on the overall amenity is considered acceptable. A condition is proposed to prevent the roof of the plant building being used other than for maintenance.

*Alfred Salter Primary School*

821. As summarised above, the School's governing body have objected to the Plot K1 building specifically on the basis that it would lead to overlooking and overshadowing of the school grounds. The response sets out that the school must have regard to its safeguarding duty of protecting children and vulnerable adults and that the development infringes this responsibility.
822. The front elevation of Plot K1 would be 58m from the facing windows of the primary school, far in excess of the minimum 12m separation sought by the RDS SPD for elevations that front onto a highway. The proposed windows and balconies would overlook the playground areas and sports field at a shorter distance on the eastern side of the school building, separated by the width of Roberts Close (minimum 11m) and the hedging along the school's boundary.
823. The school grounds are overlooked by residential properties to the northern side (on Canada Street, Timber Ponds Road and Archangel Street) and the recently constructed Claremont House development overlooks the south-eastern part of school site. The proposed windows in K1 would be at a similar distance as those in Claremont House.
824. In urban areas it is not unusual for a school and its playground to be overlooked by surrounding residential properties. New schools in London are sometimes delivered in mixed-use developments that often include new homes. The additional windows and balconies included in Plot K1 that would face towards the school grounds and provide overlooking opportunities are considered not to cause significant harm to the amenity of the school.
825. The massing of Plot K1 is considered not to exert an overbearing impact on the school or compromise outlook from the school building given the separation distance, nor to the school's grounds given the size of the school site, and its established relationship with Claremont House. It is also noted that the approved development on the Mulberry Business Park site would comprise a series of four and five storey blocks of student housing opposite the school.

826. *Church and St John's Roman Catholic Primary School*

Plot K1's northern corner would be 23m from the windows of the Church of Our Lady of Immaculate Conception which is on the northern side of Russia Walk along with its car parking area and garden. The church has few windows on its southern side that face onto the boundary planting and is instead served by a number of rooflights. As such, the proposed building would not be prominent in views from within the church. It would be visible from the car park and grassed area, however the separation afforded by the width of Russia Walk (11.7m wide) is considered sufficient between the proposal and these



ancillary spaces.

827. Plot K1 would be 48m from the main primary school building, and 41m from the nearest playground area. At these distances, the overlooking possible from the windows and balconies of Plot K1 would not have a harmful impact on the amenity of the school, nor to its outlook, and does not raise safeguarding issues.
828. *Stave Hill and Russia Dock Woodland*  
Plot K1's north-eastern and south-eastern boundaries run alongside the public route of Russia Walk. Russia Walk separates the site from Stave Hill Ecology Park (a designated local nature reserve) 10.5m to the north-east of Plot K1, and from Russia Dock Woodland which is 11.5m to the east of Plot K1. Only a small portion of it in the south-eastern corner bounds Russia Dock Woodland directly.
829. The overlooking of these woodland areas from the windows and balconies does not raise privacy concerns, and may help improve safety in the area from natural surveillance of Russia Walk.
830. Plot K1 would be mainly screened by the trees in views from Russian Dock Woodland during the summer months. While the upper parts would be visible in the winter months, it would be seen alongside the recent buildings on Quebec Way that bound this south-west part of the Woodland. In this context, the main building and lower plant building are considered not to be overbearing to the amenity of the Russia Dock Woodland.
831. The proposed block would be visible from the southern part of Stave Hill Ecology Park above the trees and in winter, where it would be viewed with the other Quebec Way developments, and Printworks developments beyond (and in years to come the rest of the Canada Water masterplan). Plot K1 would be noticeably taller than other developments alongside Stave Hill Ecology Park which are generally two storeys high, however the massing of Plot K1 is considered not to have such an overbearing impact on Stave Hill as a whole as to warrant a reduction in height or refusal of the application. The overshadowing impacts from Plot K1 are considered in the section below.
832. *Hornbeam House*  
The windows and balconies of Plot K1 would be over 40m from the windows on the northern side of Hornbeam House, and so exceed the separation distance sought by the RDS SPD. The proposal would not be intrusive to the outlook of these neighbouring flats. The façade of Plot K1 would be 27m from the shared boundary, and with the overlooking already possible from London Square, would not significantly reduce the privacy of the communal gardens around Hornbeam House.
833. The plant room building would be on the shared boundary, 21m long and 4.2m high. This corner of the Hornbeam House grounds is landscaped, with trees that would help break up the appearance of the plant room along one side of this corner. The proposal would not have an overbearing impact on the amenity of these communal gardens.

### **Daylight, sunlight and overshadowing**

834. A comprehensive daylight, sunlight and overshadowing assessment has been undertaken to set out the potential impacts of the development on existing properties in the vicinity of the site. The assessment compares the existing condition with that after the development is completed by creating a three-dimensional model of the local area with and without the development in place. This includes detailed mapping of 129 existing buildings, 57 private and communal open spaces and 3 consented planning permissions: the Decathlon development, Kings College (Mulberry Business Park) and the Landale House extension.

Given the hybrid nature of the application, the model of the development includes the three detailed Plots (A1, A2 and K1) alongside the maximum building envelope created by the various Parameter Plans for the remainder of the site. In effect, this creates a 'worst case scenario'.



**Figure 36:** Daylight and sunlight model

835. The assessment has been undertaken in accordance with industry standard guidance drafted by the Building Research Establishment (BRE). As such, the assessment comprises the Vertical Sky Component (VSC) and No Sky Line (NSL) tests to assess daylight impact, as well as the Annual Probable Sunlight Hours (APSH) test to assess the impact on hours of sunlight received over a typical year and in winter months. Overshadowing images have been presented to show how this sunlight impact would manifest itself at different times of the day and different times of the year. A separate assessment has been completed to consider the shadowing impact on private and communal open spaces in the local area, again, following the methodology advocated by the BRE.
836. The BRE emphasise that the guidelines should be used as a tool to achieve good levels of daylight in new developments while retaining daylight in existing buildings. They state that the guidelines are not an instrument of planning policy to be applied rigidly and instead should be applied flexibly depending on the context.
837. The Mayor's Housing SPG sets out that the BRE guidelines should be applied sensitively to high density developments, especially in Opportunity Areas, town centres, large sites and accessible locations – all characteristics of the application site. In such cases, the BRE advise that the use of Alternative Target Values may be appropriate. The Mayoral SPG

states that decision makers should recognise that fully optimising housing potential on large sites may necessitate different daylight conditions than which currently prevail, but ones that still achieve satisfactory levels of residential amenity and avoid unacceptable harm to existing neighbours.

838. In addition to the standalone assessment, the daylight, sunlight and overshadowing chapter in the Environmental Statement combines the magnitude of any reductions in daylight and sunlight levels with the sensitivity of the land use to determine the significance of the environmental effect. The impacts are classified as follows:

Significance	Description
<b>Negligible</b>	Compliance or near compliance with the BRE Guidelines 'base criteria'. This may involve a small number of technical infringements of the numerical levels suggested in the Guidelines which should be viewed in context.
<b>Minor adverse</b>	Failure to comply with the BRE Guidelines 'base' criteria but compliance with the Alternative Target Values or a failure to meet the Alternative Target Values at very few windows or rooms which should be viewed in context taking into account any mitigating factors
<b>Moderate adverse</b>	Several windows or rooms that do not comply with the Alternative Target Values criteria. This may consist of a large proportion of marginal infringements beyond the Alternative Target Values or where reductions to a smaller quantum of windows are significant, taking into account any mitigating factors
<b>Major adverse</b>	A significant number of windows or rooms that do not comply with the Alternative Target Values

**Table 11:** Significance of Daylight Effects

### Daylight testing

839. A total of 3,160 windows serving 1,785 rooms within 129 sensitive buildings have been assessed to determine the potential impacts on existing daylight levels. The daylight assessment comprises the Vertical Sky Component (VSC) test and the No Sky Line/Daylight Distribution (NSL) test.
840. The VSC test is based on the angle of visible sky from a point at the centre of a window and so indicates the level of obstruction caused by new buildings. The BRE guidance sets out that where a window receives 27% VSC it would generally be well-lit, but where a new development means that the VSC is below 27% and it is reduced to less than 0.8 times its original value, occupiers would notice the impact.
841. The NSL test refers to the area of a room from which the sky is visible. Unlike the VSC test, this takes account of the size of a window and the layout and size of the room. The BRE advise that where a development leads to an NSL value being reduced to less than 0.8 times its original value, it would be noticeable to the occupier.
842. The BRE guidelines set out that daylight levels would be affected if reductions in daylight conflict with either of these guidelines. However, as described above, given the location of the development site within an Opportunity Area and a Housing Zone, the report authors suggest that 15% is an appropriate target value for VSC levels and 50% for NSL. They state that their professional experience leads them to believe that these levels are representative of a typical town centre environment and their application to an experiencing significant growth is appropriate. This approach is broadly consistent with that advocated in the Mayoral Housing SPG.

843. 1,828 (58%) windows would comply with the standard BRE VSC guideline or 2,465 (78%) with the suggested Alternative Target Value. 1,398 (78%) rooms meet the BRE guideline for the NSL test, increasing to 1,562 (88%) using the suggested Alternative value.

844. The detailed results of the Vertical Sky Component test are set out below:

Property	No of windows tested	No. where impact meets BRE guidance	Impacts beyond BRE guidelines			No. of windows meeting alternative target value
			20-30%	30-40%	40% +	
Alfred Salter School	77	67	2	1	7	67
Baltic Court	78	78	-	-	-	78
Brunswick House	32	15	6	8	3	32
Brunswick Quay	97	46	14	13	24	83
Burhill Court	21	18	2	1	0	21
Canada House	21	6	2	3	10	20
China Hall Pub	12	12	-	-	-	12
China Hall Mews	36	0	1	20	15	36
1-60 Colombia Point	366	277	35	51	3	352
1-24 Courthope House	84	34	23	12	15	68
CW Site C1 (Decathlon – Project Light)	217	152	20	24	20	162
1-7 Hithe Grove	63	53	7	3	-	63
Hothfield Place	157	53	44	40	20	130
Landale House	173	47	46	43	37	112
Claremont House (London Square)	149	78/79	13	20	38	117
Lower Road	273	168	56	35	14	248
Lock Keepers Heights	54	6	4	36	8	52
5-6 Maple Leaf Square	23	23	-	-	-	23

Montreal House	56	56	-	-	-	56
Orchard House	188	147	17	10	14	166
Pavilion House	15	14	1	0	0	15
Quebec Quarter	566	277	46	63	179	393
Raven House	38	0	7	31	0	38
Redriff Road	139	42	0	9	88	116
1 & 1A-H Rotherhithe Old Road	14	10	3	1	0	14
St John's Primary School	19	11	2	1	5	11
Church of Our Lady of Immaculate Conception (2 St Elmos Road)	20	16	2	0	2	18
Toronto House	18	18	-	-	-	18
8 & 15 Wolfe Crescent	20	20	-	-	-	20
1 Gomm Road	6	6	-	-	-	6
The Lodge, Lower Road	29	29	-	-	-	29
<b>Totals</b>	<b>3,161</b>	<b>1,828</b>				<b>2,465</b>

**Table 12:** Summary of Vertical Sky Component (VSC) Results

845. The results of the VSC test indicate that 58% of windows tested would fully comply with the BRE guidelines. Properties at Baltic Court, the China Hall Pub, 5-6 Maple Leaf Square, Montreal House, Toronto House, Wolfe Crescent, 1 Gomm Road would all fully comply with the guidelines. This would increase to 78% compliance referring instead to the Alternative Target Value of 15% that is suggested by the applicant. Using the Alternative Target Value, Brunswick House, Burhill Court, China Hall Mews, Hithe Grove, Pavilion House, Raven House and 1 & 1A-H Rotherhithe Old Road would also achieve full compliance.

846. The detailed results of the No Sky Line Test are set out below:

Property	No. of rooms tested	No. where impact meets BRE guidance	Impacts beyond BRE guidelines			No. of windows meeting alternative target value
			20-30	30-40	40% +	

Alfred Salter School	9	9	-	-	-	9
Baltic Court	43	43	-	-	-	43
Brunswick House	13	6	3	3	1	13
Brunswick Quay	54	45	1	2	6	51
Burhill Court	16	16	-	-	-	16
Canada House	12	3	1	-	8	7
China Hall Pub	8	8	-	-	-	8
China Hall Mews	18	0	2	6	10	7
1-60 Colombia Point	180	163	17	0	0	180
1-24 Courthope House	63	48	3	6	6	59
CW Site C1 (Decathlon Project Light)	99	99	-	-	-	99
1-7 Hithe Grove	48	42	-	-	6	42
Hothfield Place	126	77	10	8	29	104
Landale House	128	107	3	2	16	116
Claremont House (London Square)	109	71	6	7	25	89
Lower Road	209	161	26	10	5	201
The Lodge, Lower Road	10	10	-	-	-	10
Lock Keepers Heights	52	26	14	8	4	49
5-6 Maple Leaf Square	15	15	-	-	-	15
Montreal House	16	16	-	-	-	16
Orchard House	133	119	3	1	10	120
Pavilion House	7	6	0	0	1	6
Quebec Quarter	282	203	20	5	54	236
Raven House	32	30	2	0	0	32

Redriff Road	64	30	4	6	24	47
1 & 1A-H Rotherhithe Old Road	7	5	2	-	-	4
St John's Primary School	8	7	1	-	-	8
2 St Elmos Road (Church)	1	1	-	-	-	1
Toronto House	12	12	-	-	-	12
8 & 15 Wolfe Crescent	7	7	-	-	-	7
1 Gomm Road	5	4	1	-	-	5
<b>Totals</b>	<b>1,785</b>	<b>1,402 (78%)</b>	<b>117</b>	<b>65</b>	<b>206</b>	<b>1,615 (90%)</b>

**Table 13:** Summary of No Sky Line (NSL)/Daylight Distribution Results

847. The results of the NSL test indicate that 78% of rooms would fully comply with the BRE guidelines i.e. experience less than a 20% reduction in the area of the room from which you can see the sky. 46 of the 129 buildings tested would fully comply with the guideline, including: Alfred Salter School, Baltic Court, Burhill Court, the China Hall Pub, the first phase of the Project Light development above the new Decathlon store, 5-6 Maple Leaf Court, Montreal House, 1 & 1A-H Rotherhithe Old Road, St John's Primary School, the Church of the Immaculate Conception (2 St Elmos Road), Toronto House, 8 and 15 Wolfe Crescent. Adopting the applicant's suggestion Alternative Target Value would mean that 90% of the rooms testing would comply.

#### Daylight impacts on existing neighbours

848. Overall, the daylight assessment concludes that 24 of the 129 properties tested would not experience a notable alteration in daylight levels. A further 60 properties would meet the Alternative Target Values advocated by the applicant. This means that while they may experience a noticeable reduction in daylight levels, the retained daylight levels would still represent a reasonable outcome given the context of the site, in a major town centre and Opportunity Area, with an overarching ambition in the Development Plan to deliver a high density development on the site. For the purposes of the Environmental Statement, the significance of the effects on daylight are summarised as follows:

<b>Significance of Environmental Effect</b>	<b>Building</b>
<b>Negligible</b>	Alfred Salter Primary School, 1-22 Baltic Court, 156-166 Brunswick Quay (evens), China Hall Pub, 1 Gomm Road, 1 Hithe Grove, The Lodge, 129a Lower Road, 5-6 Maple Leaf Square, Montreal & Toronto House, Quebec Quarter Block C3 & C4, 8 & 15 Wolfe Crescent.
<b>Minor adverse</b>	1 Brunswick House, Burhill Court, Columbia Point, Canada Water

	Site C1 (Decathlon), 2-7 Hithe Grove, 1-3 Hothfield Place, 12-19 Hothfield Place, 1-21 Landale House, 117-133 Lower Road (odds), 122-132 Lower Road (evens), 147-165 Lower Road (odds), Pavilion House, Quebec Quarter – C2 (Stika House), Raven House, 101 & 103, 109 & 111 Redriff Road, 1 & 1a-h Rotherhithe Old Road, St John's Primary, Our Lady of the Immaculate Conception Catholic Church.
<b>Minor to moderate adverse</b>	1-9 Brunswick Quay, 2-8 Brunswick Quay, 113 Brunswick Quay, Canada House, 1-6 China Hall Mews, 10 & 11 Hothfield Place, 167-173 Lower Road (odds), 177-181 Lower Road (odds), Orchard House, 117-127 Redriff Road (odds).
<b>Moderate adverse</b>	Courthope House, 4-6 Hothfield Place, Claremont House, Lock Keepers House, Quebec Quarter – C3, C4 & C5 (Hornbeam House), 97 & 99, 105 & 107, 113 & 115 Redriff Road
<b>Moderate to major adverse</b>	7-9 Hothfield Place, Quebec Quarter – A1 (Hemlock House), Quebec Quarter – A3 (Bay House), Quebec Quarter A4 (Osier House)
<b>Major adverse</b>	Quebec Quarter – B1 (Elder House), Quebec Quarter – B5 (Sequoia House)

**Table 14:** Significance of the environmental impact

849. An important factor to note is that with only Plots A1, A2 and K1 fully designed at this stage, the daylight assessment includes the maximum building envelope for all elements of the scheme that are at this stage presented in 'outline'. As described elsewhere in this report, the maximum floorspace caps that apply to each Development Zone mean that the building envelopes used for daylight testing simply cannot be achieved and so the scale of buildings in the daylight model would naturally reduce as detailed designs are presented through the Reserved Matters process. This has a clear beneficial impacts for a number of the buildings on the periphery of the site, as noted below.

#### Neighbour objections

850. 79 responses raised concerns with daylight, sunlight or overshadowing as a result of the development. A number of objectors raised this concern in general terms given the scale of development, but most consistently this concern was raised in relation to the impacts of tall buildings – particularly the A1 tower – and in relation to K1; specifically the potential for this particular building to impact on the adjoining woodland fringe. Neighbours at Orchard House, Courthope House, Columbia Point, Hothfield Place and Claremont House have all raised concerns about a loss of daylight as a result of the initial detailed plots.

#### Daylight impacts on specific properties

##### *Columbia Point*

851. Columbia Point is located opposite the site of the Plot A1 tower and as a result daylight levels would be affected for properties that have an outlook towards the south-west. The results above demonstrate that 76% of the windows tested would comply with the BRE guidance for VSC levels, increasing to 96% if reference is made to the proposed Alternative Target Value of 15%.
852. It is important to note that, on this elevation, several large windows serve living rooms on



each floor. Even at first floor level, the retained VSC level for these windows would be in excess of 23%. The retained VSC levels increase steadily such that at 6<sup>th</sup> floor level they exceed the 27% target level recommended by the BRE; this being the target for all locations, whether inner London or a rural setting. The windows experiencing the highest level of impact and with the lowest retained VSC levels tend to be narrow slot windows. Due to the number and size of windows serving these living rooms, the No Sky Line test reveals zero reduction in every living room on this elevation and 91% of all rooms tested would comply.

853. The ES categorises these daylight impacts as being minor adverse given the high level of compliance with the BRE guidelines and the proposed alternative targets. Officers note that while the VSC test suggests a noticeable impact for occupiers, the retained values for living rooms are relatively high for a typical urban area and the distribution of daylight through these rooms would not be affected. The impact is considered acceptable.

#### *Courthope House*

854. Courthope House sits directly opposite the A2 building and so the north-facing elevation would experience some reduction in daylight levels. Courthope House contains a number of maisonettes, with prominent access decks at 1<sup>st</sup> and 3<sup>rd</sup> floor exerting a shadowing impact on the windows immediately below. These rooms are assumed to be bedrooms rather than principal living areas. While only 40% of windows would comply with the base BRE guidelines for VSC, 76% comply with the No Sky Line test. The results show this largely to be because of the access decks. Windows on the lower floors of the maisonettes would achieve VSC levels very close to those recommended by the BRE, even with A2 in place. Without the access decks, the level of compliance with the alternative target values would increase from 81% to 93% for the VSC test and only a single room would not meet the Alternative Target Value for the No Sky Line/daylight distribution.

#### *Orchard House*

855. Orchard House is located at the junction of Lower Road and Surrey Quays Road and consist of individual blocks separated by internal courtyards. Windows facing north-east would be potentially affected by the A1 tower, and those facing south-west by Zone M (the former Rotherhithe Police Station). 78% of windows would comply with the BRE guidelines for VSC and 90% for No Sky Line. Typically, the windows that do not comply face the internal courtyards and the main daylight impacts arise due to Zone M, which sits immediately on the property boundary, rather than A1, which is located over 50m away from the nearest facade.
856. Zone M forms part of the outline permission and so the daylight testing is based on the maximum parameters, in effect creating a worst case scenario that could not come to fruition. The Development Specification sets a cap on the floorspace that could be delivered on Zone M. A quick calculation using the site area, the maximum building heights parameter plan and making assumptions about the average height of each storey suggests that the maximum building envelope tested in the daylight model could be around 40/50% higher than the cap. The massing of Zone M would therefore be reduced at the detailed design stage and at this stage further consideration would be given to the daylight impacts on Orchard House.

#### *Hothfield Place*

857. Properties on Hothfield Place have a challenging relationship with the site due to the level change between these properties and the adjoining car park. The terrace of properties on the northern side are closest to the A2 building and the significance of the daylight impact

increases closer to the retaining wall: 1-3 Hothfield Place experiencing a minor adverse impact with good levels of compliance with BRE guidance and 7-9 Hothfield Place the most affected, the ES denoting this impact as moderate to major adverse. The future development of Zone B is also a factor that affects the front of these properties and properties on the opposite side of Hothfield Place.

858. Attempts have been made to reduce these impacts by stepping the A2 building to increase the separation distance, as shown above, and this has led to a modest improvement in daylight impacts. The level of compliance presented is a little misleading because some of the windows that 'fail' are individual panes within front doors or those serving hallways, both of which are beneath external canopies and, in all likelihood, would not serve habitable rooms. The main windows on the rear elevations of numbers 7-9 (the worst affected) would retain VSC values of between 15 and 20% and the main windows at the front of the properties would retain higher values still. NSL at the front of the property would be consistent with BRE guidelines.
859. The results demonstrate that the amenity of occupiers would be affected, particularly those closest to the retaining wall, but this is to some extent inevitable given the fact that Hothfield Place sits 4m beneath the level of the application site. On balance, officers consider these impacts to be acceptable.

#### *Landale House*

860. Landale House is student accommodation and so is likely to experience a more transitory population. As a result, the ES regards these properties as being of lower sensitivity than surrounding homes. The distinctive T-shaped building faces the A1 buildings to the north, the flank of the A2 building to the east and Zone M to the south. Only 27% of windows would meet the BRE guidelines for VSC, though 65% would achieve the proposed Alternative Target. A much higher level of compliance is achieved for the No Sky Line test, 84% complying with BRE guidance. The worst affected windows would directly face Zone M to the south and this relationship can be reviewed at the detailed design stage for that Plot. Those windows facing the Detailed Plots tend to experience reductions in VSC of between 20 and 30%. Given the use of these properties as student accommodation, this impact is considered acceptable.

#### *Canada Water Site C (Decathlon)*

The recently completed flats above the new Decathlon Store are located on the northern side of Canada Water Dock, next to Montreal and Toronto House. 71% of the tested windows would achieve the BRE's recommended guideline for VSC, but 100% would comply with the NSL test as a result of the window sizes and room depths. The most significant factor affecting daylight levels to these properties is the next phase of the consented development, which would be located between these new properties and Development Zone D. It is noted that the developer of the Project Light scheme has confirmed its support for the overall Masterplan.

#### *Lower Road properties*

861. A series of properties run broadly parallel with the rear of Zone B and the varying levels of separation dictate the daylight impact on windows at the rear of these properties. Towards the eastern end of Lower Road, the retaining wall to the railway impacts existing daylight levels and the future development on Zone C may also exert an impact. Properties on Hithe Grove experience high levels of compliance with the BRE guidelines. China Hall Mews is slightly closer to Zone B and, as such, the daylight impacts are more pronounced. All windows would experience reductions in excess of 20% in both daylight tests, though in

the case of VSC all windows would comply with the suggested Alternative Target Value. As with other properties on the site boundary, officers would anticipate that daylight impacts would reduce when the detailed design of Zone B is progressed. Properties on Lower Road experience mixed impacts, although daylight levels at those properties closest to the boundary with Zone B are constrained in the existing condition by the proximity to the retaining wall to the railway running between Canada Water and Surrey Quays stations. With the exception of these properties, there is a good level of compliance with the BRE guidelines.

#### Redriff Road properties

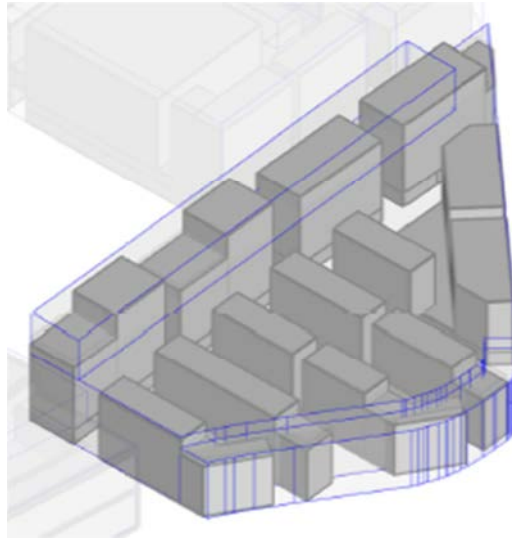
*Lock Keepers Heights, Raven House, 97-127 Redriff Road, Brunswick House, Canada House*

862. The above collection of properties is located along Redriff Road and would be affected by the Development Zones along the Redriff Road frontage: Zones C, E, G, J. Currently, daylight levels are particularly high given that these properties overlook an open car park. The impacts for the majority of these properties are expressed as minor or minor to moderate. Trees have been removed in the daylight model – as advised by the BRE - but the band of mature trees on both sides of Redriff Road would undoubtedly have an impact on the amount of daylight and sunlight received by some of these properties.
863. Specific impacts are identified at 113 Brunswick Quay where windows within inset balconies would experience reductions beyond the levels recommended by the BRE. A similar outcome is experienced at 2 Brunswick Quay, which is the same building typology, but set further back from the application site boundary. The pairs of townhouses at 97-99, 105-107 and 113-115 are noted in the ES as experiencing moderate adverse impacts, though some modest improvements in the daylight impacts could be expected when Zone G ('the new Tesco') is designed in more detail. As townhouses, these properties benefit from triple aspect and so benefit from a rear outlook that is completely unaffected.
864. Lock Keepers Heights, Raven House, Brunswick House and other parts of Brunswick Quay are further set-back from Redriff Road and so the daylight impacts on these properties tend to be less pronounced. Where they fail to comply with BRE guidance, impacts are largely just beyond 20% and the retained daylight levels are relatively high for a town centre location.

#### *Quebec Quarter*

865. The Quebec Quarter comprises three main blocks of flats running perpendicular to Quebec Way. The blocks have a modest set-back from the footpath and are instead separated by communal gardens. The daylight testing shows properties here to be the most adversely affected by the proposed development. Just under half of the windows tested would comply with the BRE guidance on VSC, while just over 30% of windows would experience reductions in VSC in excess of 40%. The largest reductions in daylight are experienced at the block in the middle of the site: Elder House and Sequoia House. These are the only properties categorised in the ES as experiencing a Major adverse impact. This impact is largely a result of three factors: properties have high existing daylight levels since they overlook the car park; the daylight modelling takes account of the maximum building envelope on Zones J and L, presenting an unbroken mass running the length of Quebec Way; and the generous overhanging/inset balconies of the Quebec Quarter properties.
866. Some reduction in the existing daylight levels at these properties is inevitable given the existing context. It is important to note that the application site has long been established as a development site and this was known when the Quebec Quarter was constructed. It would be unrealistic to expect the current daylight levels to be maintained. However, Zone

J is one of the largest Development Zones across the site and the illustrative masterplan indicates a substantial reduction in massing and the introduction of a number of routes through the block that would reduce the level of daylight impact to neighbouring properties.



**Figure 37:** Illustrative massing of Zone J vs. Maximum Parameters

867. Sensitivity testing without the prominent balconies reveals a significant increase in the level of compliance with BRE guidelines or the alternative target values. For example, Bay House (Block A3), would jump from 52% compliance to 88% compliance. In the case of Hornbeam House (Blocks C3/C4 & C5), which sits opposite Development Zone L, the level of VSC compliance increases to 96% if the balconies are removed.
868. It is clear that the development of Zone J will lead to a reduction in daylight levels for those properties that directly front on to Quebec Way and this will affect the amenity of those occupiers. However, given that the site is long established as a development site, the fact that there would be opportunities to review the massing of Zone J and address daylight impacts at the RMA stage and acknowledging that the particular form of the Quebec Quarter development is a pertinent factor that affects daylight levels, these impacts are considered to be acceptable, on balance.

#### *Claremont House*

869. Claremont House is the recently completed London Square development at the junction of Quebec Way and Roberts Close. It sits opposite Zone L and immediately adjacent to Plot K1. As with K1, Claremont House arranged in a “U” shaped configuration wrapping around a central courtyard. 149 windows are tested and 79 (53%) meet the BRE guidelines for VSC, while 81% would achieve the alternative target value. A slightly higher proportion (61%) would comply with the BRE guidance on No Sky Line and 82% with the alternative target value. The windows most affected tend to be those on the Quebec Way frontage directly opposite Zone L, those to the rear of inset balconies or those located deep within the residential courtyard. As described in relation to the Quebec Quarter above, the impacts to the main frontage on Quebec Way may be reduced through the detailed design of Zone L, having considered the massing and principal building line of buildings in this Zone. Existing daylight conditions for those windows fronting K1 were always likely to represent a temporary condition given that the site is allocated for development. It is noted that, in almost all cases, the windows directly fronting K1 are secondary windows to rooms that have dual aspect. On balance, given the allocation of K1 as a development site, the role of the design of the block itself in determining prevailing levels of daylight and the opportunity to reduce the impacts on the Quebec Way elevation through the detailed

design of buildings in Zone L, these impacts are considered to be acceptable.

*Alfred Salter Primary, St John's Primary and Our Lady of the Immaculate Conception Catholic Church*

870. These properties are each located in the vicinity of the K1 building. The daylight impacts at Alfred Salter are deemed to be negligible in the ES. A handful of windows would fall short of the BRE guidelines for VSC, but these windows have very low existing VSC levels. Every room comfortably complies with the No Sky Line test – the highest level of reduction being just over 1%. A similar level of impact would be experienced at St John's Primary School. The VSC impacts need to be read in the context of overhang of the roof means that the existing levels are very low in the existing condition. Several of the windows tested are fanlights above doors, tucked right under the roofline. The main windows are fully compliant with the BRE guidelines. Twenty windows are tested at the Church, including 10 rooflights. The only windows experiencing tangible impacts are 4 small windows clustered within the ground floor corner immediately opposite the hedge running along the boundary with Russia Walk. It is unlikely that these windows provide much benefit to the central church space in the existing condition. The No Sky Line/Daylight distribution test highlights a negligible change as a result of the K1 building.

### **Future Baseline**

871. In addition, the assessment also models the impacts on the developments at the Mulberry Business Park (Kings College London), Decathlon (Project Light – Sellar) and the Landale House extension, all of which have been implemented but not completed. This comprises an assessment of an additional 4,297 windows serving 1,833 rooms for daylight and 2,342 windows for sunlight. A summary of the daylight impacts is set out below:

Address	Compliance with VSC Test		Compliance with NSL Test	
	Total windows	Achieve BRE target	Total rooms	Achieve BRE target
Former Mulberry Business Park	869	736	383	368
Landale House	81	45	41	33
Project Light (C2)	337	48	126	123
Project Light (C3)	1216	824	494	474
Project Light (C4)	1794	1158	789	776
<b>Total</b>	<b>4,297</b>	<b>2,811</b>	<b>1,833</b>	<b>1,774</b>

**Table 15:** Summary of daylight impacts on implemented developments

872. These results demonstrate that although there are some impacts on the vertical sky component, windows have been sized to ensure good distribution of daylight throughout the new properties. 96% of the windows tested would comply with the BRE guidelines in relation to the No Sky Line. A letter of support was received from the Project Light team following changes to the massing of the development in October 2018. The response stated a belief that the Canada Water Masterplan would make a significant positive contribution to the area.

## Sunlight impacts

873. 1,564 windows have been assessed for sunlight impacts across 80 buildings deemed sensitive. Sunlight testing follows the methodology advocated by the BRE and examines the proportion of hours of sunlight that reach windows within 90 degrees of south both annually and in winter.
874. The BRE advises that occupiers will notice a tangible reduction in sunlight if:
- The window receives less than 25% of the annual probable sunlight hours or 5% in winter; and
  - The number of sunlight hours is reduced to less than 0.8 times the original value; and
  - The absolute loss in annual probably sunlight hours is more than 4%
875. The results of the sunlight testing are summarised below:

Property	No of windows tested	Impact meets BRE guideline	Impacts beyond BRE guidelines Annual			Impact beyond BRE guidelines Winter			Alternative Target Value
			20-30%	30-40%	40%+	20-30%	30-40%	40%+	
Alfred Salter School	60	60	-			-			60
1-22 Baltic Court	67	67	-			-			67
2 Brunswick Quay	16	16	-			-			16
Burhill Court	1	1	-			-			1
Canada House	7	7	-			-			7
China Hall Pub	5	5	-			-			5
1-60 Colombia Point	208	193	0	7	5	0	0	15	208
1-24 Courthope House	24	24	-			-			24
CW C – Plot C1	171	138	10	19	4	0	0	0	150
1-7 Hithe Grove	21	21	-			-			21
Hothfield Place	61	54	3	1	3	0	0	0	61
1-21	98	59	0	2	27	0	0	31	94

Landale House									
Claremont House, 24-28 Quebec Way (London Square)	92	66	2	3	15	0	0	18	78
Lower Road	34	20	1	3	9	0	0	3	27
Lock Keeper Heights	3	3	-			-			3
5-6 Maple Leaf Square	23	23	-			-			23
Montreal House	44	44	-			-			44
Orchard House	78	38	3	2	12	0	0	40	68
Pavilion House	11	11	-			-			11
Quebec Quarter	416	221	8	13	164	0	1	139	285
105 Redriff Road	47	44	0	0	2	0	1	0	46
1 & 1a-h Rotherhithe Old Road	5	5	-			-			5
St Johns Primary School	17	17	-			-			17
Church of immaculate conception of our Lady (2 St Elmos Road)	18	16	0	0	2	0	0	0	18
Toronto House	16	16	-			-			16
8 Wolfe Crescent	8	8	-			-			8
15 Wolfe Crescent	7	7	-			-			7
The Lodge, Lower Road	6	6	-			-			6
<b>Totals</b>	<b>1,564</b>	<b>1,190 (76%)</b>	<b>0</b>	<b>2</b>	<b>249</b>	<b>28</b>	<b>50</b>	<b>244</b>	<b>1,363 (87%)</b>

**Table 16:** Summary of annual and winter sunlight impacts

876. The above table demonstrates that the majority of the properties would comply with the BRE guidelines in terms of sunlight hours. Based on the windows within 90 degrees of south, properties at Baltic Court, Brunswick Quay, Burhill Court, Canada House, Courthope House, Hithe Grove, Lock Keeper Heights, Maple Leaf Square, Montreal House, Pavilion House, Rotherhithe Old Road, Toronto House, Wolfe Crescent and the Lodge would all comply with the guidelines, as would Alfred Salter School, St Johns School and the China Hall Public House. 1,363 (87%) of tested windows would comply with the suggested alternative target values.

*Columbia Point*

877. A number of objections have been received raising concerns over loss of sunlight and overshadowing at Columbia Point. The baseline conditions suggest that 200 of the 208 windows tested would comply with BRE guidelines prior to the development taking place. With the proposed development, 193 (93%) of the 208 windows tested at Columbia Point would comply with the BRE guidelines for sunlight hours, as described above. 12 windows experience reductions in sunlight in excess of BRE target levels annually and 15 in winter.
878. Despite experiencing reduction in their annual and winter sunlight hours, the principal living rooms opposite the proposed A1 tower would continue to enjoy sunlight hours well in excess of the minimum levels recommended by the BRE. The lowest values for these windows after the development takes place would be 44% annually and 15% in winter. This is significantly better than a wide range of properties in town centres across Southwark. Of the windows that do fail, the majority are narrow slot windows on each floor. Only 1 window would fail to meet the suggested alternative target value.
879. The ES categorises the impact as Minor Adverse. Officers are satisfied that having reviewed the submitted window maps and considered the precise impact, this is a conservative conclusion and the impacts are acceptable.

*Decathlon (Canada Water Site C)*

880. Though the new homes above Decathlon would potentially be affected by shadow from the A1 tower and Zone D, many of the rooms would continue to benefit from an unobstructed view to the south across Canada Water Dock. Over 80% of the rooms would comply with the BRE guidance on annual sunlight levels after development and there are no adverse impacts to winter sunlight levels. As noted above, the next phase of the Project Light development is a much more significant factor in determining the future sunlight conditions of these properties.

*Hothfield Place*

881. The only properties with windows failing to meet the BRE guidelines in respect of sunlight are numbers 2, 3, 5, 7 and 9, which are all located in the terrace on the western side of Hothfield Place. The only windows facing within 90 degrees of south front on to Hothfield Place and so are potentially impacted by the development of Zone B, not the two detailed Plots. The only windows experiencing reductions beyond the BRE guidance would be within the front doors or the adjacent windows, which officers assume serve hallways. All windows would meet the suggested alternative target value. The ES categorises these impacts as Minor Adverse. Officers would consider this a very cautious conclusion.

*Landale House*



882. Landale House is student accommodation located to the south-west of the Dock Office. It is primarily affected by the future development of Zone M, which abuts the building and is tested in its maximum parameter form. The rear projecting element of the A2 building might have a lesser impact. Of the 98 windows tested, 59 would meet the BRE guidelines. Of the 39 that don't, a further 25 would meet the suggested Alternative Target Value. The detailed design of Plot M would provide an opportunity to reduce the sunlight impacts on Landale House. As student accommodation, the ES deems these properties to be less sensitive to sunlight reductions and deems the residual impact to be Minor Adverse.

*Orchard House*

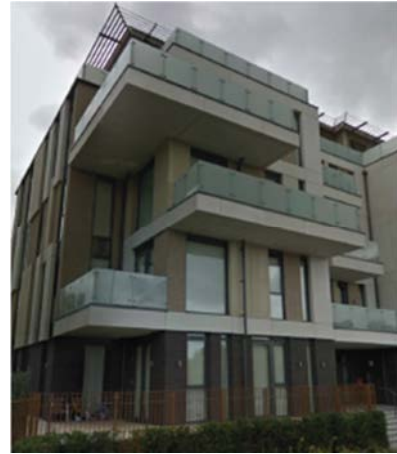
883. The orientation of windows at Orchard House means that a smaller proportion are within 90 degrees of south and included in the sunlight assessment. In the existing condition, the courtyard arrangement means that only 47 of the 78 windows would achieve the sunlight levels recommended by the BRE. With the development in place, testing reveals that 38 windows (49%) would comply with the recommended annual sunlight levels, but where fails to occur, the reductions are significant both annually and in winter. It is noted however that 87% of the tested windows achieve the alternative site value.
884. Orchard House is heavily affected by its proximity to Zone M. As described above, this is currently modelled as a maximum building envelope based on the maximum parameter plans and this would need to be reduced significantly through the detailed design process. Though the impacts are currently presented in the ES as being moderately adverse, officers are satisfied that the current modelling gives a false impression of the level of impact on these properties and that an improved relationship can be achieved through detailed design.

*Claremont House*

885. The orientation of Claremont House is such that the windows mainly affected here are those with a frontage on to Quebec Way that have, at present, an unobstructed outlook to the south towards Zone L. The flank of the K1 building might also have a limited impact on the windows facing the internal courtyard at Claremont House. The baseline modelling in the ES suggests that 82% of windows achieve the sunlight levels recommended by the BRE in the existing state. With the development in place, testing indicates that 72% windows tested would comply with the BRE guidance on annual sunlight levels. The proximity to neighbouring buildings means that the impacts are slightly more pronounced in winter. As above, the future design of Zone L and, to a lesser extent, Zone J, could lead to the sunlight impacts on these properties being reduced. The ES categorises the impacts at Claremont House as being minor to moderate and, on balance, officers consider these impacts to be acceptable.

*Quebec Quarter*

886. Quebec Quarter comprises a number of discrete blocks located on the eastern side of Quebec Way. The impacts are varied, but the ES identifies properties here as those experiencing the most significant environmental effects. These impacts arise primarily as a result of the relationship with Zone J, and to a lesser extent Zone L. As with Claremont House, these flats currently benefit from unobstructed views over the SQLP car park to the west.



**Figure 38:** Quebec Quarter location plan (focus on Elder House) and image of Hemlock House to demonstrate impact of balconies

887. Overall, 221 of 416 windows would comply with the BRE guidelines for sunlight. The impacts are more significant for those blocks in the middle of the site, particularly Elder House (highlighted above). At Hornbeam House, 3 of the 4 blocks would achieve 100% compliance with the BRE guidelines, while at Elder House this level of compliance is 29%.
888. Running from the southern junction with Redriff Road to the northern-most block adjacent to Claremont House, the ES categorises the sunlight impacts as follows:

Block	Block Name	Significance of Environmental Effect
A1	Hemlock House	Minor adverse impact
A3	Bay House	Minor adverse impact
A4	Osier House	Moderate adverse impact
B1	Elder House	Moderate to Major adverse impact
B5	Sequoia House	Minor to Moderate adverse impact
C2, C3, C4, C5	Hornbeam House	Moderate adverse impact

**Table 17:** Summary of environmental effects as a result of loss of sunlight at Quebec Quarter

889. As described above as part of the daylight assessment, the impacts presented at the Quebec Quarter are largely a result of the fact that the daylight and sunlight model assumes the Development Zone J is delivered to the maximum parameter, which would not be the case. As this block is designed, the design guidelines would require a finer grain of buildings, which would allow a greater amount of the afternoon sun to reach the Quebec Quarter.
890. In explaining the results, attention is also drawn to the role of existing balconies at the Quebec Quarter and the shadowing impact that they have on windows below. As demonstrated in the image above, this is a reasonable statement given the prominence of the balconies on the Quebec Way elevation. The assessment also references the *mirror massing* test, which the BRE advise can provide a useful alternative target where an existing building is unusually close to a site boundary. Officers recommend that there is little necessity in deploying this test in this circumstance, because the scale of the site and the flexibility afforded by the parameter plans affords BL the opportunity to design the individual Zones and Plots having due regard to their neighbours without constraining the overall ambitions of the site.
891. The sunlight conditions at Quebec Way are artificially high in their current state given the unobstructed outlook across the car park to the west. The development of Zone J will

inevitably have an impact on sunlight levels for properties at Quebec Way, but it is accepted by officers that large balconies exert a shadowing impact on some of the existing windows and, crucially, that the detailed design process will enable lead to a reduction of the massing of Zone J and that the impacts to these properties would be reduced as a result. On balance, the reduction in sunlight levels that would occur is considered acceptable.

#### *Redriff Road*

892. A number of discrete properties have been tested along Redriff Road. The impacts are summarised above, but the full range of impacts are presented in Appendix 5. The development is largely to the north of these properties, so the number of windows impacted is modest. Some of the properties closest to the junction with Lower Road may experience some impacts in the early evening, but officers also note that a mature band of trees running along the length of Redriff Road is a significant factor affecting sunlight levels to these properties.

#### *Lower Road*

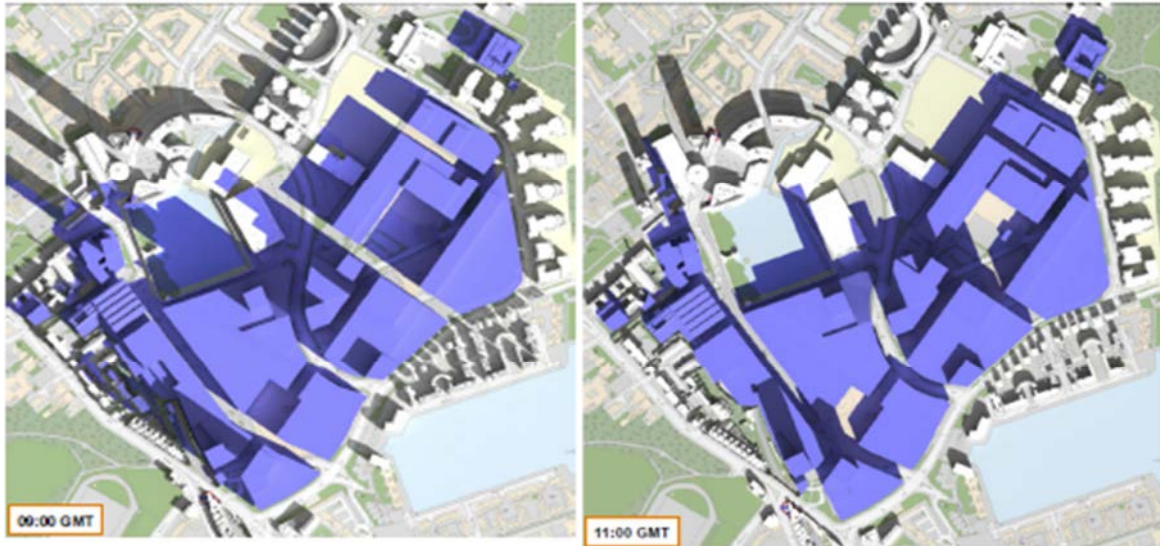
893. As with Redriff Road, though a large number of properties run parallel to the application site, the windows facing the site are generally in a north-easterly direction and so not included in the sunlight assessment. For the small number of windows affected, there is almost complete compliance with the alternative target value for sunlight. Overall, officers consider these impacts to be acceptable.

#### *Alfred Salter Primary, St John's Primary & Our Lady of the Immaculate Conception Church*

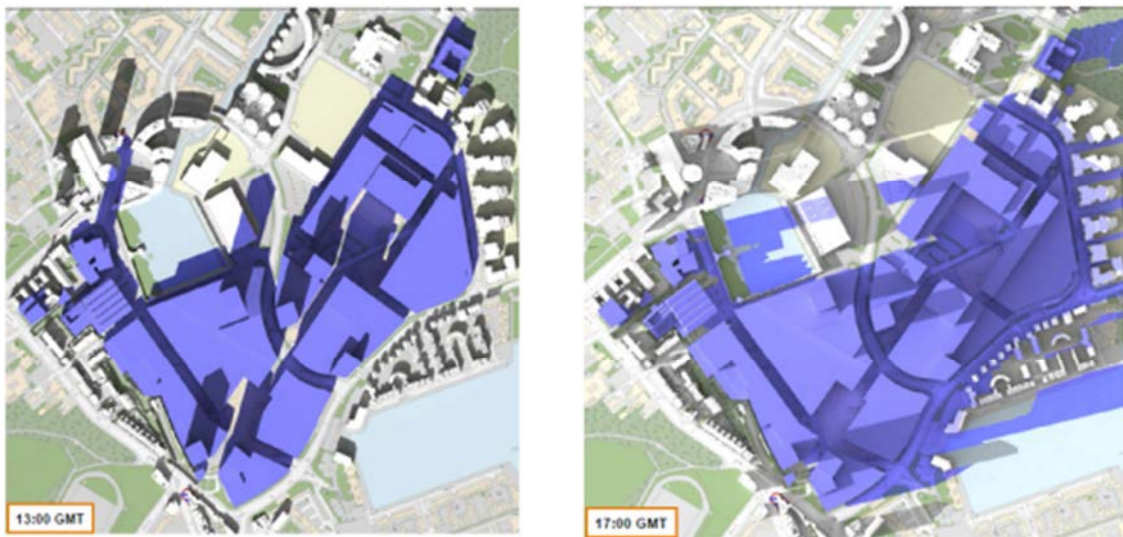
894. The sunlight results demonstrate that both primary schools would be fully compliant with the BRE guidelines. At Our Lady of the Immaculate Conception Catholic Church, two windows would experience annual reductions beyond the level recommended by the BRE. As above with the daylight impacts, these two windows are small windows at the corner of the building immediately behind the boundary hedge. Given that the other 16 windows are assumed to largely serve the same central room, this impact would not be noticeable for users of the church.

#### **Transient overshadowing**

895. Images of transient overshadowing have been provided at the March equinox, in June and December to give an indication of how shadows might present themselves across the site at different times of the day. BRE guidance doesn't prescribe any standards in this regard, but nevertheless this provides a helpful visual comparison to consider alongside the numerical daylight and sunlight assessment.
896. The overshadowing impact of the development has consistently been raised as a concern by objectors on the periphery of the site, including by residents at Columbia Point, Orchard House, Hothfield Place, Toronto and Montreal House and at the recent developments along Quebec Way. A detailed objection from the Friends of Russia Dock Woodland and Stave Hill Ecology Park has been received setting out concerns about overshadowing and the consequent impact on flora and fauna on the woodland fringe.



**Figure 39:** Overshadowing in the morning (21 March)



**Figure 40:** Overshadowing in the afternoon (March 21)

897. All buildings create an element of shadow in sunny conditions and, given that much of the site is currently open car parking, a transformative scheme such as the one proposed will inevitably lead to additional overshadowing. This will affect properties on the edges of the site and new properties within the site itself.
898. The transitory nature of shadowing means that individual properties or open spaces would only experience the shadowing effect for a limited period of time each day. While this can be fairly described as impacting the amenity of affected residents, this needs to be considered alongside the detailed daylight and sunlight results presented above to better understand the degree of impact and the resulting living conditions.
899. The images above are based on the March equinox and so the overshadowing impacts would be reduced in summer when the sun is highest in the sky, but be more pronounced in winter when it is lower.
900. The images demonstrate that the A1 tower would exert a shadowing impact early in the morning on properties on the eastern façade of Columbia Point, but by 11am the shadow has moved round to Ontario Point before moving over the Dock. Plot K1 would have a minor shadowing impact on the Church of the Immaculate Conception, located north of

Russia Walk, but a negligible shadowing impact on the neighbouring Claremont House due to its location to the north. Claremont House would overshadow the new properties on K1, but as described elsewhere in this report, all units in the closest part of the proposed block would be double or triple aspect and benefit from good internal lighting conditions.

901. The tallest of the proposed towers on Zones D and F would similarly have an impact on those properties to the north, particularly the new homes in Sellar's Project Light development. The separation afforded by Canada Water Dock means that the impacts on Toronto and Montreal House are modelled as being negligible – even though tested is based on the maximum parameter building envelope.
902. In general terms, the more challenging shadowing impacts most likely to affect how well-lit properties feel for their occupiers arise as a result of massing rather than tall buildings. This is borne out by the above sunlight assessment, which shows properties on Quebec Way as being those most affected. The design guidelines require that all of the largest Development Zones: Zone J on Quebec Way, Zone B to the rear of China Hall Mews and Zone D to the south of Canada Water Dock, are broken down into a finer network of buildings, streets and spaces and so to this extent, the shadowing impacts presented in these images can be considered a worst-case on the specified date, that would be reduced through the detailed design of individual Plots. In comparison, the overshadowing impacts created by tall buildings would be longer and effect properties further away, but the impacts would be much more temporary.

#### Conclusion on daylight and sunlight impacts on neighbouring properties

903. The daylight, sunlight and overshadowing assessment has provided a comprehensive overview of the potential impacts that the development might have on neighbours. Understandably, a high number of objections were received raising these impacts as a concern. Given that so much of the site is currently occupied by surface level car parking, existing daylight and sunlight levels tend to be relatively high for a town centre location and it is largely inevitable that a range of impacts would be experienced for those properties around the perimeter of the site.
904. The BRE guidelines that form the basis for daylight and sunlight assessments stress that the targets for each test should be used as a design tool to ensure new developments themselves deliver a good standard of accommodation for new occupiers, without unduly affecting existing neighbours. They need to be interpreted flexibly depending on context. Guidance in the Mayor's Housing SPG emphasises this, stating that the guidelines should be applied flexibly in town centres and opportunity areas, where the Development Plan requires a higher density of development. It is to this end that BL's consultants have recommended alternative target values for daylight and sunlight to reach a more rounded view of whether the development is striking a good enough balance between delivering the ambitions of the plan while protecting the amenity of neighbours.
905. The impacts that arise as a result of the detailed plots are considered broadly acceptable by officers. Affected properties achieve a relatively high level of compliance with the BRE guidelines and the stated alternative targets. Those properties that are identified in the technical assessment and the ES as experiencing more significant impacts largely do so because of their relationship with elements of the scheme that have been modelled as a maximum building envelope. The control documents would not allow this massing to be delivered, so the impacts on many of the receptors most affected would reduce as individual Zones and Plots are designed in the future.
906. While some impacts would undoubtedly remain, officers are satisfied that, on balance, the daylight and sunlight impacts are reasonable and strike an appropriate balance between

safeguarding the amenity of residents and delivering a transformative development at the heart of Canada Water, as set out in the Canada Water AAP.

#### Overshadowing of open spaces

907. The BRE advise that for open spaces to be well-lit at least half of the space should receive a minimum of 2hrs direct sunlight on 21 March. The submitted overshadowing assessment compares the sunlight received at 47 private gardens and 10 communal amenity spaces on the periphery of the site before and after development. Private gardens are principally along the Lower Road edge and include properties at Hothfield Place and China Hall Mews, while communal spaces include shared gardens at the new developments on Quebec Way, Canada Dock and Deal Porters Square. Additional overshadowing work has been completed for Alfred Salter School and Russia Dock Woodland.



**Figure 41:** Private and communal gardens included in overshadowing assessment



**Figure 42: Overshadowing of communal open spaces**

908. The only sites to experience tangible reductions (in areas of the site receiving a minimum of 2hrs direct sunlight) would be those at Quebec Way in the event of Zone J being constructed to the maximum parameter. [55 is B1 (Elder House) and 56 is A4 (Ossier House)] Elder House is Minor adverse and Ossier is moderate adverse.
909. Concern was raised by Alfred Salter School and by a number of local residents that the K1 block would overshadow the school grounds, however the modelling demonstrates that a very similar impact to that of the Claremont House development, with shadowing only occurring in the early morning. This is unlikely to harm the operation of the school or enjoyment of the school grounds.

Overshadowing of Russia Dock Woodland and Stave Hill Ecology Park

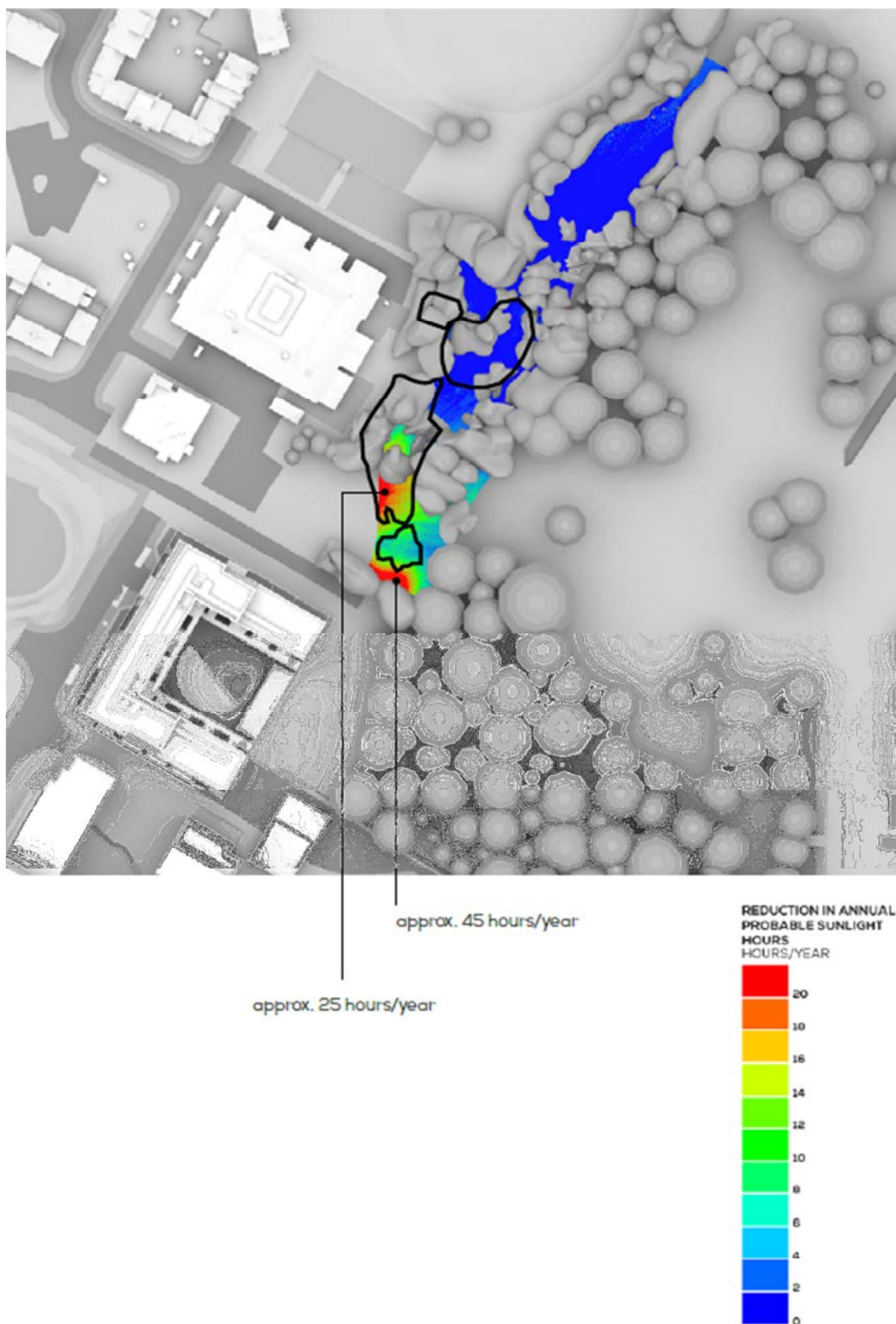
910. An initial objection from the Friends of Stave Hill and Russia Dock Woodlands was received in August 2018. This objection set out that the K1 development was an overdevelopment of the site that related poorly to the adjoining woodlands and that insufficient pre-application engagement had been carried out with the local community. A more detailed response was then submitted in December 2018 setting out that the Environmental Impact Assessment was inadequate on the basis that:
- It failed to reflect the diversity of flora and fauna within the woodland and its full biodiversity value;
  - It failed to properly consider the impact of overshadowing on an area of managed woodland;
  - It fails to properly consider the impacts of overshadowing in winter and the potential harm to woodland ecosystems;
  - It fails to properly reflect the importance and value of the designated Local Nature Reserve
911. This objection details the particular habitats and species that exist on the woodland fringe, including butterflies, and sets out that while the Waterman report focuses on specific areas of habitat value, the woodland is managed as a site of importance for nature conservation in its entirety. The Friends state that the woodland fringe would be overshadowed by an additional 1.5 to 3.5hrs per day and present their own overshadowing images. In addition to the biodiversity harm, the report claims that this overshadowing would diminish the recreational use of the woodland and so potentially contribute to crime as a result of a loss of passive surveillance.
912. This objection has been reviewed by Waterman on behalf of the applicant, by the council's ES consultants – LUC – and by the council's ecologist.
913. The original ES contained a detailed Preliminary Ecological Assessment, as described below in the ecology chapter, and as part of this detailed the principal habitats in each of the Sites of Importance for Nature Conservation (SINC) that surround the site. However, in light of the objection, a detailed addendum report was prepared in August 2018. This focused on the potential impacts on areas in the vicinity of K1 identified as being of particular value: a hop planting area, an orchard area and a butterfly area.



**Figure 43:** Plot K1 and key habitat areas in Russia Dock Woodland – hop garden (red), orchard (purple), butterfly areas (blue and green)(*left*) and the structured hop garden (*right*)

914. An additional overshadowing assessment of the woodland was presented, concluding that the K1 building would cast only marginal additional shadows on the woodland fringe. Details were presented of a series of walkover and arboricultural surveys and the various species that were recorded during these surveys. The findings confirmed that much of the immediate woodland fringe is dominated by established tree stands and broad leaved woodland that provide a significant degree of shadow and that the majority of flora encountered is able to tolerate and survive in these conditions.
915. The response from Waterman acknowledges that butterflies are more susceptible to being harmed by reduced sunlight levels, but that adult butterflies tend to live in the summer months when the shadowing impacts of the scheme are much less pronounced. The supplementary report from Waterman concludes that the butterfly area would experience no additional overshadowing between May and July and that, outside of this period, overshadowing of the woodland fringe would only occur at the end of each day's daylight period. The additional review leads Waterman to reaffirm their original conclusion that the overshadowing impacts on the Woodland and Ecology Park would be insignificant.
916. The report was updated in February 2019 to reflect the further comments from the Friends group and the shadowing assessment re-run in response to tree felling on the woodland boundary undertaken by the volunteers as part of its ongoing management. The overshadowing assessment confirmed the original findings: that the existing trees themselves cast substantial shadows; that the development would lead to marginal additional overshadowing of the south-west corner of the woodland; that this additional overshadowing would occur outside of the summer months and at the end of each day's daylight period. The additional annual reductions are highlighted below. For context, large areas of each of these spaces were modelled to receive in excess of 500 hours of sunlight annually.





**Figure 44:** Annual reduction in sunlight hours on woodland fringe areas

917. The objection from the Friends group and the technical response prepared by Waterman were reviewed by LUC on behalf of the council. LUC concluded that the Waterman response to this issue provided a proportionate, objective and scientific perspective on the ecological value of the Local Nature Reserve and the impacts that could result from overshadowing. Further, they stated that the professional judgement that the Local Nature

Reserve would not be significantly affected by transient overshadowing from the development is well reasoned, based on reliable data and in line with best practice. The council's ecologist underlined the need for further investigations into the overshadowing impact having reviewed the objection submitted by the Friends groups, but has also confirmed that this indicates that additional overshadowing is unlikely to have a significant impact on the site.

918. Both the London Plan and Canada Water AAP emphasise that Sites of Importance of Nature Conservation should be afforded significant protection and that new development should not result in a net loss of biodiversity. Russia Dock Woodland is 11.73 hectares in size and the 0.34 hectare Pot K1 would only interact with a small area of the woodland fringe. While the concerns of the Friends Group are acknowledged, after very detailed further assessment, there is agreement between consultants acting on behalf of the council and British Land and the council's ecologist that the additional overshadowing of the woodland fringe would be insignificant and would not diminish the biodiversity value of the woodland.

### **Light Pollution**

919. The existing buildings on the site have limited opportunities to cause light pollution to properties adjacent to the site, mainly due to their distance from the boundaries. The relevant levels within the Institute of Lighting Professionals criteria for light intrusion are those for a town centre location with high levels of night time activity. A light intrusion assessment was undertaken by the applicant team by using a computer model to quantify any potential significant effects of light pollution from the commercial elements of Plots A1 and A2 (as the detailed design is known) on neighbouring properties including Columbia Point, Landale House, Orchard House, Courthope House, Hothfield Place and to the Dock. Plot K1 was not included in the light intrusion assessment as it is a residential building. It assumed a worst case scenario of all lights within the buildings being on at the same time, without any blinds or shades, and found that the resulting light pollution was of negligible significance and that no mitigation was required. These detailed plots are considered not to cause significant light pollution to neighbouring properties, nor to the Dock.
920. For the outline elements, the light pollution impact could range from negligible to major adverse. The same light pollution testing would need to be undertaken at Reserved Matters stage (once the location and size of windows are known). Potential mitigation measures include the detail of the external lighting's direction and intensity, fitting specifications, and internal light controls or automatic blinds, to mitigate any impact.
921. Further details of the lighting within the public realm and to the exterior of buildings would be secured by conditions, in the interest of neighbour amenity and as there are some parts of the site such as alongside the Dock and Russia Dock Woodland boundary where the lighting would need to ensure it does not harm bat activity in these area.

### **Solar Glare**

922. Solar glare is a result of sunlight being reflected off a building, and is particularly important at road junctions where glare can cause temporary blinding of drivers. The occurrence of glare would depend upon the time of day, the time of year and the direction in which the viewer is looking. Large areas of reflective glass or reflective metal cladding can cause glare. The applicant team undertook a solar glare assessment of the impacts of the Plots A1, A2 and K1 (as buildings with a detailed design) on car and bus drivers at 11 signalised junctions around the Masterplan site. The outline elements were not tested for solar glare as their architectural form and materials are not yet known, but could range from negligible to major adverse impacts. The glare from these currently outline elements would need to

be tested further at Reserved Matters stage with any necessary mitigation considered.

923. The assessment found that reflections from the windows in Plot A1 and metal roof of Plot A2 may cause glare in specific locations at different times of day and times of year at five of the tested junctions (e.g. at the junction of Canada Street and Surrey Quays Road from 5am to 7am between February to October). These two Plots would have negligible to moderate adverse effect on road junctions. Mitigation through the use of non-reflective glazing to the A1 façade, and low-reflectivity matt metal for the A2 roof would need to be incorporated to reduce glare. This detail would be secured as part of the materials condition for these two detailed Plots.

### **Noise and vibration**

924. The ES considers the noise impacts of the proposal during demolition/construction and on completion. To accurately reflect the current noise environment, long term continuous monitoring at the western side of the site close to Hothfield Place and Surrey Quays Road has been supplemented with short-term monitoring at locations around the site. Vibration monitoring was undertaken at seven locations following the alignment of the London Overground tunnel running between Canada Water and Surrey Quays Stations. Residential properties on the periphery of the site are identified as being sensitive to increases in noise as a result of the development, as are future occupiers of new homes to be delivered as part of the development. In the case of vibration, the ES also considers the risk to existing buildings and structures.
925. During demolition and construction, the ES considers the specific impacts arising as a result of piling and construction and from constriction traffic. It states that noise from construction would constitute a short-term major adverse impact at the nearest sensitive receptors, even with the implementation of measures to limit noise exposure insofar as possible. Properties on or just off Surrey Quays Road and Lower Road are noted as being most likely affected by noise during construction of Plots A1 and A2, while properties along Quebec Way, St John's Catholic Primary School and Our Lady of the Immaculate Conception Church are most likely affected by the construction of Plot K1. The impacts of vibration are also considered to give rise to short-term major adverse impacts, though the residual impact is stated as insignificant should mitigation be secured via construction management plans. Construction would lead to a greater number of heavy goods vehicles on the local road network and the ES sets out that this would constitute an adverse local impact of minor significance.
926. On completion, the ES considers noise impacts that might occur as a result of non-residential uses, building plant and road traffic noise. While some noise from non-residential uses is to be anticipated, this is entirely reasonable given the stated aim to increase the scale and range of the town centre offer, including the night-time economy at Canada Water. Planning conditions are recommended to address noise transfer between non-residential and residential uses and plant noise, with testing undertaken prior to occupation of individual buildings confirming that a satisfactory level of amenity can be provided. It is recommended that conditions on the appropriate hours of use for non-residential premises are considered at the reserved matters stage, once the specific land-uses to be included in individual Plots are known.
927. The noise impacts arising due to increases in traffic have been modelled for the local highway network and the extended network towards London Bridge, Bermondsey and into Lewisham. Modelling indicates that the noise impacts would be insignificant for a number of receptors, but that changes in traffic flows are likely to result in environmental effects ranging from those of moderate beneficial to moderate adverse impacts across the network. The modelling is inherently linked to the Transport Assessment and so considers

the relative impacts of both the 'maximum residential' and 'maximum commercial' scenarios. Changes secured to reduce the significance of the transport impacts, including reductions in residential car parking and limitations of servicing hours, have generally reduced the significance of the noise impacts in both scenarios. This is particularly the case for different monitoring locations along Redriff Road, where the impact is reduced from moderate adverse to insignificant in both development scenarios. However, overall, the noise impacts as a result of road traffic would remain mixed and range from moderate adverse to moderate beneficial.

## Chapter 16: Green Infrastructure and Ecology

Including the Park, Canada Water Dock, Trees, Ecology and biodiversity

The development would transform the quality of the landscape at the heart of Canada Water and deliver substantial urban greening. In doing so, the development would improve the quality of place, ecological value, resilience to climate change and the health and well-being of local people and visitors.

A new tree-lined Park would be at the centre of a new neighbourhood, a more civic Town Square would be provided on the existing Tesco site and a series of smaller landscaped squares would punctuate the development. The Dock Office Courtyard would be landscaped to form a public square adjacent to the new leisure centre as part of the first phase of development. A network of new streets would connect these spaces and provide green links between the area's existing green spaces: the Park Route running between Southwark Park and Russia Dock Woodland and the Central Cut connecting Canada Water Dock to Greenland Dock.

Improvements to the wetland habitats at Canada Water Dock would be secured and wider measures including green roofs and habitats for birds, bats and insects would be incorporated into new buildings and the wider landscape.

Although the transformation of the town centre necessitates the removal of many of the existing trees, those of greatest value along Redriff Road are retained. Through a combination of new tree planting in the public realm, planting on roof terraces and courtyard gardens within the Plots and a programme of off-site tree planting, there would be no net-loss of tree canopy cover across the site and more than triple the number of existing trees would be planted. The tree planting strategy would introduce a wider range of tree species that are better suited to the new environment being created, improving biodiversity and resilience.

### Landscaping Strategy and Public Realm

928. The submitted Parameter Plans show the minimum extent of public realm across the Masterplan site that would change the character of the site, improve permeability and provide an appropriate setting for the buildings within the Zones. The new tree-lined Park and Town Square would be the most significant areas of new public space, supplemented with smaller landscaped squares throughout the Masterplan. The Design Guidelines provide more detail on the intended characters for these new areas, and the wider public realm and landscaping across the Masterplan. The replacement tree planting and soft landscaping to be incorporated in the public realm would contribute to urban greening. Further information on the public realm is included within Chapter 13 on Design.
929. Plots A1 and A2 in the first phase provide an indication of the high quality public realm and landscaping intended, with improvements to the Dock Office Courtyard, a new pedestrian and link to Lower Road, and wide areas of public realm either side of the realigned Deal Porters Way as the new High Street.

### Canada Water Dock

930. Canada Water Dock as an important ecological asset at the heart of the scheme and a key landmark in Canada Water. The development seeks to respect and enhance the dock edges and its ecological value by a number of intended discrete measures including:
- New planting along the western edge of the Dock as part of the public realm for the first phase;

- A more significant contribution to the public realm on the southern dock edge as part of the public realm design for Zone D;
- The installation of a new board walk and enhancement of the dock habitats, to be developed alongside the council's ecologist, the London Wetland Trust and local stakeholders (and to be subject to its own Reserved Matters Application);
- A sustainable drainage strategy that involves surface water runoff from Plots A1 and A2 flowing into the Dock, to boost water levels.

931. This represents a substantial investment in the Dock itself and its immediate surrounding as part of the public realm improvements needed to create a new town centre and appropriate setting for the proposed buildings. These works would in broad terms be secured in the s106 agreement with the details to come forward at a future stage.

### Trees

932. The Arboricultural Impact Assessment (AIA) includes a comprehensive tree survey that identifies, maps and assesses the quality of every tree or tree group across the application site. A commentary is provided on each tree or tree group and the information is presented in conjunction with the Illustrative Masterplan to establish the overall strategy for tree removal, retention and planting across the site.

### Existing trees

933. The tree survey identifies 244 existing trees and 75 groups of trees within the site. Collectively, these trees had a total canopy cover of 31,138sqm at the time of assessment. The quality and value of all tree groups have been catalogued in accordance with the industry standard classification system (BS5837), taking account of the quality of individual specimens and their likely lifespan, their landscape and historic value. A single TPO exists within the site, a Silky Oak on the frontage of 99 Lower Road adjacent to the former Rotherhithe Police Station.

934. A summary of the on-site trees is provided below:

Category	No. individual trees	No. tree groups	Total
<b>A</b> "High value"	20	0	20
<b>B</b> "moderate value"	69	11	80
<b>C</b> "low value"	135	56	191
C/U	0	3	3
<b>U</b> "unsuitable for retention"	17	2	19
<b>Total</b>	<b>241</b>	<b>72</b>	<b>313</b>
<b>Total canopy (Exc. Category U)</b>			<b>31,138sqm</b>

**Table 18:** Existing trees on site

935. Just over two thirds of the existing trees and tree groups are classified as "Category C" trees of lower quality and value, or "Category U" trees that are unsuitable for retention. A large proportion of the on-site trees exist in shallow tree pits throughout the car parks and

these growing conditions limit their potential quality and longevity. There are, however, a number of high quality, mature trees that are primarily located along Redriff and Surrey Quays Road.

936. London Plan policy 7.21 states that existing trees of value should be retained and any losses should be linked to replacement planting following the principle of 'right place, right tree'. This approach is echoed in draft Policy P60 of the New Southwark Plan, which states that trees of high amenity value must be retained and that where development does lead to the loss of trees, new planting should be delivered that ensure no net loss of amenity or of tree canopy cover.
937. At the pre-application stage, it was agreed with officers that a target of no net-loss of tree canopy across the site was an appropriate measure for the scheme. For a fair comparison, the target canopy cover is based on the canopy that would otherwise exist in 2033 if the development did not take place and the existing trees were left to grow, with a reasonable management scheme in place. The canopy cover for new planting will be assessed against the anticipated coverage in 2038, this being completion of development plus a 5 year window in which the council would monitor any new planting to ensure that it has successfully adapted to its environment.

#### Tree Retention and Removal

938. The development would lead to a significant loss of existing trees. To a large extent this is an inevitable consequence of the transition from the current retail environment with planting in large surface level car parks, to a town centre with a much finer grain of buildings, streets and spaces. Other trees are required to be removed either as a result of necessary level changes or in order to provide vehicular access into Development Zones from the surrounding highways.
939. Where possible, attempts have been made to retain moderate and high value trees as is the case along Redriff Road and for the tree group adjacent to the Prince of Orange Walkway, which provide valuable amenity and screening for residents at China Hall Mews and Hithe Grove. The design of the Detailed Plots has also allowed for the retention of trees on Surrey Quays Road and along Russia Walk.
940. The development fails to incorporate the mature London Plane trees that run along the edge of the Leisure Park on Surrey Quays Road. Radar mapping has revealed that constrained growing conditions have forced the roots for many of these trees to spread laterally into the Development Zones. The effect of this is that their retention would lead to a loss of developable area and would mean that Surrey Quays Road would need to be maintained as a large boulevard separating the two halves of the application site.
941. Overall, 49 of the existing trees/tree groups are to be retained. This includes the majority of the Category A trees and an even split between Category B and C trees. As noted above, the vast majority of trees to be lost would be lower quality Category C trees. Tree retention and removal is presented on the plan below:



**Figure 45:** The existing trees (in green) and those to be retained (in blue)

942. Construction exclusion zones would be established around all trees identified for protection at the appropriate stage in the development process, with the zone being dictated by the size of canopy and root protection area of each tree. These protection measures would be secured by planning condition.

#### Tree Planting

943. The Design Guidelines for the site describe a new town centre at the heart of Rotherhithe and Surrey Docks that is sustainable and healthy, with a series of green routes and spaces. An ambitious programme of tree planting and landscaping is integral to achieving this. A site wide Tree Planting Strategy has been prepared to demonstrate how new planting would be integrated within the streets and spaces throughout the Masterplan. This indicative plan is set out below:



**Figure 46:** Indicative tree planting plan



944. Despite the large extent of tree loss, the above planting strategy would deliver 658 new trees on the site: more than double the existing number of tree. The tree planting strategy would also deliver significant improvements in terms of the quality and diversity of tree planting. The strategy would be predicated on the principle of “right tree, right place”, as specified in the London Plan. This means that tree species and sizes would be selected to best fit the specific conditions across the site and the contribution they can make to the quality of place. New tree planting provides an opportunity to improve the planting conditions and so improve the long-term health and resilience of the tree population. Through introducing a more diverse range of tree species and better aligning planting with the new network of streets, the planting proposals also deliver benefits for biodiversity and wildlife. As illustrated above, tree planting would strengthen the links between new open spaces and those that exist around the edges of the site.
945. Opportunities to increase the number of on-site trees have been explored with the applicant team – and further opportunities may present themselves through the detailed design process for future Plots – but the indicative planting plan strikes a balance between the provision of new trees and ensuring that tree coverage doesn’t lead to unnecessary overshadowing or too much competition between individual trees, that might undermine their long-term health.

#### Off-site planting

946. An off-site tree planting strategy would secure the delivery of 572 trees in the local area. Canopy calculations assume that off-site planting is a combination of medium and large trees and the planting programme would be split between street trees, trees within open spaces and trees on housing land. Specific locations and appropriate tree species would be agreed between BL, officers and, where relevant, local community groups. The off-site planting requirement is inherently linked to the on-site planting strategy and the canopy cover that is delivered within the development. The final number of off-site trees may differ if a greater or lesser number of trees can be delivered on site. The s106 agreement would establish milestones for the delivery of off-site trees so that planting progresses alongside the development programme.
947. The overall provision of trees in the completed development can be summarised as follows:

Date	Existing trees	New on-site planting			Off-site planting	Total canopy
		Min Public Realm	Public	Illustrative Public realm and Plots		
No development						
2017 Baseline	319 31,138sqm	-	-	-	-	31,138sqm
2033 Completion	319 39,433sqm	-	-	-	-	39,433sqm
With development						
2033 Completion	49 5,667sqm	406 10,108sqm	252 3,985sqm	658 14,093sqm	572 6,248sqm	26,008sqm
2038 Completion + 5yrs	49 6,194sqm	406 15,175sqm	252 6,610sqm	658 21,785sqm	572 11,454sqm	39,433sqm

**Table 19:** Tree retention and tree planting in completed development

### The Detailed Plots A1, A2 and K1

948. Plots A1, A2 and K1 potentially affect 74 existing trees: 25x B Class, 48x C Class and 1x U Class. Of these, 21 trees would remain, including the mature London Plane trees on Surrey Quays Road next to Plot A1 and all of the trees on Russia Walk and along the boundary with Russia Dock Woodland. Despite the losses, over 90% of the canopy of the valuable "B" trees is retained. A further 48 trees would be planted within the Plots or the adjoining public realm, which includes the western edge of Canada Dock and a new link to Lower Road. Overall, this represents a minor loss in the number of trees and canopy cover in the short term, but a slight increase in canopy cover by completion of development. The approach is consistent with the overall strategy and is supported.

### Conclusion on Trees

949. The proposed development delivers a significant uplift in the number of on-site trees and, alongside a programme of off-site tree planting in the surrounding area, would achieve no net-loss of canopy by 2038. Though a substantial number of the existing trees are to be removed to facilitate the development, efforts to incorporate higher quality trees have been made. Though the retention of mature London Plane trees along Surrey Quays Road has not been possible, their loss needs to be balanced against the benefits of the new planting programme; the diversity of species this would allow and the opportunity it presents to establish improved growing conditions that would benefit the tree population in the longer term. The approach to trees is broadly consistent with the London Plan and the emerging New Southwark Plan and, on balance, is supported by the council's urban forester and ecologist.

### Ecology and Biodiversity

950. The ecological assessment comprises an Extended Phase 1 Habitat Survey and a series of detailed site survey reports on bats, breeding birds and aquatic life within Canada Water Dock.
951. Though the site is dominated by buildings and hard-standing, pockets of amenity grassland, scattered trees and ornamental planting were identified across the site. The Habitat Survey acknowledges the proximity of the site to three protected Sites of Nature Conservation (SINC): Canada and Surrey Waters SINC; Greenland Dock and St George's SINC; and Russia Dock Woodland and Stave Hill Ecology Park, which is also a designated Local Nature Reserve. In each case, the main habitat features of the SINC's are described. Records of sightings of all protected species within 2km of the site have been collated.
952. All public bodies have a legal duty to conserve biodiversity having regard to species and habitats listed within the Natural Environment and Rural Communities Act 2006. London plan policy 7.19 sets out that development proposals should make a positive contribution to the protection, enhancement, creation and management of habitats and that where direct, indirect or cumulative impacts on SINC's are anticipated, steps to avoid, mitigate or compensate for these impacts should be taken.
953. The ES chapter focuses on the potential impact on the surrounding protected sites and on protected species during construction and on completion. It is acknowledged that the protected sites, and those protected species that may be present, exist in a heavily urbanised environment and have adapted to the level of disturbance that this entails. LUC has confirmed that the baseline data is adequate and that the appraisals adhere to best practice. Having sought clarification on some aspects of the methodology for determining significance, LUC is satisfied that this too is acceptable.

954. The first phase of development would have a limited direct impact on Canada Water Dock as a result of the construction of a drainage system that would allow surface water from Plots A1 and A2 to drain into the Dock itself. This would lead to minimal habitat loss. Having considered the type of habitats on the fringe of Russia Dock Woodland immediately adjacent to Plot K1, the ES concludes that there would be no direct impact during construction. However, indirect impacts associated with construction activities in terms of dust, noise, vibration, artificial light spill and runoff from stockpiled materials could all lead to temporary adverse impacts of a minor significance. These issues would need to be addressed via Construction Environment Management Plans to mitigate these impacts insofar as possible. In the case of Russia Dock Woodland, the implementation of site management measures would reduce the impact to an insignificant level in the context of the ES, but the relative amount of demolition and construction around Canada Water Dock means that there would be a residual adverse impact of moderate significance.
955. On completion, the ES concludes that the Detailed Plots would have an insignificant impact on Canada Water Dock and Russia Dock Woodland and Stave Hill. Any artificial light arising from the development is anticipated to be well within the parameters established by the Institute of Lighting Professionals for a town centre location, and the detailed design of any artificial lighting would be subject to a planning condition. The remaining phases of the development would deliver a range of measures that would improve the ecology of the site and specific of Canada Water Dock. These measures include the tree planting and landscaping, better connected green links across the site, the installation of biodiverse roofs, new bird and bat habitats, sustainable drainage measures and enhanced wetland habitat within the Dock itself. In the case of the Dock works, the detailed design would be developed with the London Wildlife Trust, the Wildfowl and Wetlands Trust, the council's ecologist and other stakeholders. A number of these measures are requirements of the Design Guidelines, but planning conditions would be used to secure the mitigation or ecological improvements, where necessary. Transient overshadowing of Canada Water Dock would occur, but the impact of this is deemed insignificant. The ES similarly concludes that there would be no overshadowing impact at Russia Dock Woodland. Overall, the development is considered to have a local, beneficial impact of moderate significance over the medium term.

#### Impact on breeding birds

956. 22 species of bird were recorded during 4 surveys and at least 6 species were noted as breeding at Canada Water Dock. This includes one species on the Red List and 4x on the Amber List, which list species of the highest conservation priority. The remainder of the site is noted as having some potential for birds commonly found in urban areas, but is unlikely to host protected species.
957. If construction works were to adversely affect Canada Water Dock during bird nesting season, this could lead to permanent, adverse affects of moderate significance given the conservation priority attached to these species. Any disturbance of nesting birds would be an offence under the Wildlife and Conservation Act 1981.

#### Impact on bats

958. The roosting potential of existing buildings has been investigated and a series of bat surveys completed. In line with the recommendation of the Phase 1 Habitat Survey, a further bat emergence survey was completed in relation to the Rotherhithe Police Station and the results submitted in the ES Addendum in October 2018. The surveys did not detect any bat roosting across the site, though automated detectors did identify bat activity, generally in the vicinity of the Printworks. This suggests that bat roosts do exist in the local area and so it is recommended that artificial lighting strategies are adapted to avoid

impacts on foraging bats at dusk. It is noted that by incorporating landscaped corridors along identified foraging routes and through incorporated bat habitats within buildings and landscaping, the development can have a beneficial impact in this regard.

#### Overshadowing of SINCs

959. The Friends of Russia Dock Woodland and Stave Hill Ecological Park raised concern that overshadowing created by Plot K1 would have a harmful impact on the ecological value of the adjacent woodland areas, including a hop garden, butterfly area and general woodland habitats. This issue is covered in detail above in the overshadowing section of Chapter 15 on Neighbour Impacts. The detailed report submitted by the Friends Group has been reviewed by the applicant team, by LUC on behalf of the council and by the council's ecologist. Collectively, these experts have reached a conclusion that the K1 development would not have a significant affect on the ecological value of the Local Nature Reserve.
960. Due to its location at the centre of the development, Canada Water Dock is likely to experience a greater extent of overshadowing than Russia Dock Woodland. However, the ES concludes that the Dock would still receive sufficient sunlight to allow the existing habitats to exist and thrive. Future ecological enhancements to the Dock can be designed to respond to the particular microclimatic conditions that would exist once the development is completed, with the input of the relevant experts and local interest groups. In this regard, the development is considered to comply with London Plan policy 7.19.

## Chapter 17: Energy and Sustainability

Including Energy and carbon reduction, Sustainability measures, Air Quality, Contamination, Flood Risk and Wind

The submitted Energy Strategy follows the London Plan hierarchy by prioritising energy efficiency measures in the building design and fabric. It considers renewable technologies, and suggests heat pumps that would serve centralised heating systems in Development Plots. BL considers this to be a better carbon solution as the National Grid electricity supply decarbonises over the course of the Masterplan build out. The scheme is designed to accommodate the necessary plant space for future connection to a district heat network, although BL is not committing to providing a network at this outline application stage. This Strategy has been reviewed by WSP on behalf of the council and by the GLA. A detailed review would be secured in the s106 agreement to investigate whether connecting to the SELCHP would result in lower carbon emissions, and whether it is technically feasible and commercially viable. Carbon offset payments would be secured in the s106 agreement for the Detailed Plots and future Reserved Matters Applications to achieve the carbon reduction requirement of the London Plan.

Air quality impacts would principally arise as a result of dust during construction, emissions from traffic and emissions from plant and machinery. At completion of the development the predicted impacts on air quality are considered to be insignificant or negligible. Mitigation measures in the construction phase would be secured through the Construction Environment Management Plans (such as dust suppression measures).

Due to the historic uses on the site and current petrol station, there is potential for ground contamination to be uncovered during construction works. A remediation strategy would be developed to avoid harm to human health, property, controlled waters and wildlife.

The site benefits from strategic flood defences along the Thames, and in the unlikely event of a breach only isolated pockets of the site are liable to flood. The Reserved Matters Applications for these Zones would need to demonstrate how this risk is mitigated for the proposed uses. Sustainable drainage features would be incorporated into the public realm, with Plots A1 and A2 proposed to drain into Canada Water Dock.

The impact of the Detailed Plots and outline elements on wind conditions has been assessed and generally found to be acceptable. Certain parts of the site would need to give special consideration to wind conditions in the detailed building design and landscaping mitigation in the Reserved Matters stage to ensure comfortable levels in the new public realm and around building entrances.

### Energy and Carbon Reduction

961. The submitted Energy Strategy sets out that the overarching strategy for the site has been driven by a number of objectives including the potential carbon reduction that can be achieved now and in the future, the need to be 'district heating ready', a desire to retain the flexibility to adapt to changes in technologies, a need to limit air quality impacts, anticipated energy bills for future occupiers and a need to ensure resilience of supply.
962. The Energy Strategy follows the energy hierarchy outlined in the London Plan – prioritising carbon reduction through the efficiency of the building fabric, before exploring the clean

supply of energy and the integration of renewable technologies. Having reviewed the options in light of the above principles, BL concludes that the best strategy for the site is one that focuses on the use of heat pumps to serve centralised heating systems within individual Development Plots. It is anticipated that this would be supplemented via the use of photovoltaic (PV) panels across the site. The strategy sets out that all Plots would be 'future-proofed' to allow for a connection to a District Heating Network if one became available and viable, though a connection to the Network served by the South East London Combined Heat and Power (SELCHP) facility has been discounted at this point in time.

963. It is anticipated that this strategy could lead to a cumulative saving of 32.2% in Regulated carbon emissions, equivalent to 5,086 Tonnes of Carbon Dioxide (annually). This figure should be treated as indicative given it is difficult to accurately model the energy demands of the site, or indeed the benefits that can be derived from the technologies used, when the final land uses and building designs for much of the scheme is yet to be determined.
964. The Energy Strategy has been independently reviewed by WSP Parsons Brinckerhoff on behalf of the council as well as the GLA's Energy team.
965. The Development Plan focuses on securing reductions in regulated Carbon Dioxide emissions – those associated with fixed building services including heating, lighting and ventilation – and specific policies address each stage of the energy hierarchy. London Plan Policy 5.2 (and the associated Mayoral guidance) states that major residential developments should achieve 100% reduction in regulated carbon emissions, while major commercial developments should achieve 35% reductions, both relative to a baseline position of compliance with Part L of Building Regulations 2013. These targets should be met on-site insofar as possible, but where it is demonstrated that cannot, an off-set payment is required to bridge any gap. The council administers a 'Green Fund' to use these payments to invest in carbon saving measures across the borough. The draft policy in the new London Plan (2017) would introduce more stringent measures, including that 35% carbon savings are achieved on-site and that major commercial developments should also be net-carbon zero.
966. The London Plan and Canada Water AAP both set out that connections to District Heating Networks should be prioritised to reduce carbon emissions. London Plan policy 5.6 establishes a hierarchy whereby major developments should prioritise connections to existing networks, then consider creating their own site-wide networks or commit to communal heating systems where these options aren't feasible. In all cases, developments should be future-proofed to ensure Networks can be established in the future. Canada Water AAP Policy 20 designates a Strategic District Heating Area throughout the core area and stretching from Surrey Quays Station to Rotherhithe Station. The policy states that development within it should be future-proofed and designed for connection. When the network is established, major schemes will be required to connect.

#### Heat Networks and SELCHP

967. The South East London Combined Heat and Power (SELCHP) facility is located between Ilderton Road and Old Kent Road, approximately 1200m from the site and recovers energy via the incineration of waste. The energy captured via the incineration process is used to heat a range of housing estates on the south and west fringes of Southwark Park, including the Four Squares, Abbeyfield and Silverlock Estates.
968. A dialogue between Veolia and BL has been entered into at the pre-application stage and evidence of these exchanges has been provided, but this has not resulted in an agreement to extend the network to the site at this time. BL cites a number of reasons for this, including that Veolia has not provided sufficient assurances that reliable heat will be

available given the number of other developments within the wider area that might also connect, notably those in the Old Kent Road Opportunity Area and, potentially, the Grosvenor development at the Biscuit Factory. Further, Arup, on behalf of BL, contend that there is uncertainty over the carbon saving benefit that would be attributable to SELCHP in the longer term on the basis that, as recycling rates increase, the quantity and quality of waste available for incineration (and so the carbon saving) would decrease.

969. A site wide network served by a central energy centre including CHP boilers has also been dismissed on the basis that a gas-based solution would not achieve the optimum level of carbon reduction over the lifetime of the development. The Energy Strategy also makes the assertion that the combination of uses anticipated in each Plot means that there is unlikely to be any additional benefit in connecting the Plots to form networks and that they can operate effectively in isolation. This approach is strictly contrary to the London Plan and would need to be explored for future Development Plots and Phases.

### Grid Decarbonisation

970. Arup also advises that the current rate of decarbonisation of the National Grid electricity supply means that electrical solutions are projected to achieve higher rates of carbon reduction in the future. By 2050, the UK is committed to reducing greenhouse gas emissions by 80% relative to 1990 levels, principally by reducing Grid dependence on fossil fuels. Projections by the Department for Business, Energy and Industrial Strategy (DEBEIS) show a significant fall in the carbon intensity of the National Grid by the time the Masterplan development completes.
971. This being the case, BL contends that heat pumps – particularly air source heat pumps - are a better carbon solution for the development. Arup's modelling – adopting the DBEIS projections - suggests that while a SELCHP connection would offer the better short-term option for carbon saving, decarbonisation means that an electrical solution would deliver better savings in the longer term.

Emissions (tCO <sub>2</sub> /annum)	Baseline	SELCHP	Gas-fired CHP	Hybrid	All electric
<b>Actual emissions (2017)</b>	9,540	3,149	8,665	7,300	6,372
		-67%	-9%	-23%	-33%
<b>Future emissions (2033)</b>	9,540	3,149	15,651	2,714	1,315
		-67%	+64%	-72%	-86%

**Table 20:** Comparative carbon dioxide savings vs. a baseline position using gas boilers (*Masterplan Energy Strategy, Arup 2018*)

972. Having reviewed the available technologies, Arup summarises the relative merits of the different energy and carbon reduction strategies as follows in the table below, with the darker green (with higher numbers) indicating the better solution relative to each objective, and the orange/yellow (with lower numbers) indicating fewer merits:

Comparison	SELCHP	Gas-fired CHP	Hybrid	All electric
<b>Lowest CO<sub>2</sub> now</b>	Assumed (3)	(0)	(1)	(2)

<b>Lowest CO2 future</b>	Assumed (1)	(0)	(2)	(3)
<b>District Heating Ready</b>	(3)	(3)	(2)	(2)
<b>Technological flexibility</b>	(0)	(0)	(3)	(3)
<b>Improve local air quality</b>	(1)	(0)	(1)	(3)
<b>Practical feasibility</b>	(0)	(3)	(3)	(3)

**Table 21:** Comparative analysis of options vs. objectives (*Masterplan Energy Strategy, Arup 2018*)

973. Air source heat pumps are considered a renewable technology and that means that the carbon saving strategy for the site is based on the efficiency of the building fabric and the introduction of renewable technologies. PV panels have been selected as the most appropriate technology to supplement the heat pumps. Indicative plans have suggested that PV panels could be incorporated on rooftops throughout the new Town Centre and on the Printworks building. This would be explored at the detailed design stage.
974. Through these measures, Arup sets out that the carbon dioxide saving that could be achieved is as follows:

	<b>Baseline</b>	<b>“Be lean”</b>	<b>“Be clean”</b>	<b>“Be green”</b>	<b>Total saving</b>
<b>Residential</b>	4,135	4,080	4,082	3,072	1,063 (25.7%)
<b>Non-residential</b>	11,667	8,852	8,852	7,643	4,024 (34.5%)
<b>Total</b>	15,802	12,932	12,932	10,715	5,087 (32.2%)

**Table 22:** Summary of annual regulated carbon dioxide emissions through application of the Energy Hierarchy

975. This modelling is based on a notional scheme and a number of assumptions are incorporated as to how the overall development might be delivered. This would need to be reconciled on a plot-by-plot basis when the range of uses and technical building designs are known. The more precise figures for the Phase 1 Plots are set out below.

#### GLA Comment

976. The GLA, in its Stage 1 response, questioned whether the strategy presented by BL would be the best approach to maximising carbon reduction and highlighted that a SELCHP connection should be prioritised. The GLA also stressed that a site wide heating network should be created to better comply with the London Plan. Following discussion with the council and the applicant team, the GLA provided further comments setting out that the latest guidance suggests that that lower temperature heat networks achieve the best carbon savings (SELCHP is a high temperature heat network) and have a reduced impact on air quality. It notes that heat pumps are compatible with low temperature networks and are increasingly favoured as a sustainable, low carbon technology, as a result of the decarbonisation of the Grid. The GLA suggests that the failure to fully comply with the London Plan could be justified. However, the GLA states that it would expect the potential for a district heat network connection to be reviewed throughout the development



programme.

### WSP Review

977. WSP concludes that while the heat pump solution could be considered innovative and offer a good solution given the wider decarbonisation of the grid, the proximity of this site to SELCHP affords an opportunity that few developments have and offers the greater potential for carbon savings now and in the future. WSP state the “renewable” part of the SELCHP technology is linked to the capture of waste heat and operation of the steam turbines rather than the actual burning of waste. As such, they consider the renewable technology to be an electrical process and, as such, any benefits derived through the decarbonisation of the National Electrical Grid would be reflected in the carbon savings attributable to SELCHP connection. Arup disagree with this stance. WSP does acknowledge that committing to SELCHP invites a degree of risk to BL and that deferring this decision might align with feedback from the GLA. However, WSP set out that a sizeable amount of the overall development would need to connect to SELCHP to justify the expansion of the heat network and that deferring the decision for too long could undermine the business case for expansion.
978. It has been agreed with BL that the typical future-proofing obligations that would require plant rooms to be easily adapted to allow for a future connection to a district heat network would be bolstered to require a detailed review of whether a SELCHP connection is practicable at various milestones in the development programme. This review would be framed by the principal considerations identified in London Plan policy 5.6: whether there is a carbon benefit in SELCHP connection, whether the connection is technically feasible and whether it is commercially viable.
979. Energy and carbon reduction is an area of policy in considerable flux. Policies in the draft New London Plan and New Southwark Plan would introduce new requirements for carbon saving and energy strategies more generally, while the benchmarks in Building Regulations and methodology of technical assessment are also under review. The rate of decarbonisation of the National Grid means that the carbon saving benefit derived from different technologies is changing and it is highly likely that further technological advancement over the lifetime of the development will lead to new opportunities to deliver carbon savings.
980. The technical assessments and reviews undertaken point to a SELCHP connection being the better carbon solution on a current day basis, though there is some professional disagreement as to whether that will continue to be the case in the future. The failure to more readily pursue a connection to SELCHP at this stage, or to commit to a site wide heat network, runs contrary to the London Plan. However, with the detailed plots that form the first phase being on opposite sides of the wider application site, it is questionable as to whether now would be the appropriate time to deliver an extension of SELCHP. Further, the scheme would be designed to facilitate a future connection and the s106 agreement would require this to be reviewed regularly. In the absence of a SELCHP connection, the focus on air source heat pumps is considered appropriate in the context of the continued decarbonisation of the National Grid. It is acknowledged that the approach outlined by Arup would allow BL to more readily explore new renewable technologies for future plots, though a connection to a district heat network would not necessarily preclude this.
981. On balance, and subject to the review mechanism described above, the site wide energy strategy is considered acceptable.

### Detailed Plot Energy Strategies

982. Detailed Energy Strategies have been provided for Plot A1, Plot A2 and Plot K1 to set out how they conform to the current site-wide Strategy and the carbon savings that they achieve. The three Development Plots in Phase 1 are served by a combination of air source heat pumps, highly efficient low NOx boilers and PV panels. In the case of Plots A1 and A2, the necessary plant is located in stores located at basement and roof level, while for Plot K1 a number of ASHPs are located in a bespoke enclosure at the rear of the site, close to the boundary with Russia Dock Woodland.
983. The savings in regulated carbon emissions that this achieves is summarised below:

Stage in Energy Hierarchy	Plot A1		Plot A2		Plot K1
	Resi	Office/Retail	Leisure	Office/Retail	Resi
Baseline	207.5	462.8	388	545	128.5
After "Be lean"	205.4	300.5	333	385	90.8
After "Be clean"	-	-	-	-	-
After "Green": Heat Pumps	150.1	-	312	352	82.9
Green: PVs	134.3	-	-	-	-
<b>Total savings</b>	<b>73.2</b> <b>(35.3%)</b>	<b>162.3</b> <b>(35.2%)</b>	<b>76</b> <b>(19.6%)</b>	<b>192</b> <b>(35%)</b>	<b>45.6</b> <b>(35.5%)</b>

**Table 23:** Reduction in regulated Carbon Dioxide emissions in tonnes per annum

984. This shows how the leisure centre carbon savings are relatively low, due to the actual uses within the leisure centre of two swimming pools (needing heated water), showers, gyms (likely to need cooling), and double height space for the pools, so that even though this would be a new construction it would still require a significant amount of energy to run it on a day to day basis. Across the Detailed Plots, the following carbon offset payments are required to achieve the targets specified in the current London Plan and associated Mayoral Guidance:

Plot A1 - £241,740  
 Plot A2 - £149,220  
 Plot K1 - £149,167

985. The carbon offset contribution would be worked out for subsequent Plots on submission of the Reserved Matters Applications to ensure compliance with Development Plan policies at that time.

### Sustainability

986. A condition would be included to require BREEAM "Excellent" for any commercial space in standalone or mixed use plots in accordance with the ambitions of Core Strategy Policy 13 and the detailed requirements of draft New Southwark Plan policy P61.

### Air Quality

987. The ES sets out a comprehensive assessment of air quality and the impacts that might be experienced during construction and on completion of the development. The chapter comprises four separate reports addressing air quality monitoring, an air quality modelling study, the modelling results and a separate air quality neutral statement. Air quality impacts principally arise as a result of dust during construction, emissions associated with vehicular traffic and emissions linked to plant and machinery.
988. The whole site is within the borough's Air Quality Management Area (as is the majority of the borough), which reflects the fact that background pollutant levels are often higher than the objective levels established in legislation. In addition, the Lower Road corridor is also identified by the GLA as an Air Quality Focus Area. The air quality assessment focuses on concentrations of nitrogen dioxide (NO<sub>2</sub>), for which legislation establishes target (objective) levels for average annual concentrations and upper limits for hourly concentrations, and particulate matter (PM<sub>10</sub>s and PM<sub>2.5</sub>s). In considering the air quality impacts, the assessment identifies 90 sensitive receptors around the site, including homes, schools and open spaces.

#### ES Impacts During Demolition/Construction

989. The assessment considers the potential impacts associated with the construction of the detailed plots and, separately, the outline element. The additional impact associated with construction vehicles is deemed to be negligible and no mitigation is required, while all plant would meet established standards for NRMM (non-road mobile machinery) and so no further mitigation is required. Air quality impacts as a result of dust from construction activities are identified as being temporary, short-term and locally adverse. However, with the implementation of appropriate mitigation measures, as described below, these impacts can be reduced such that they are also insignificant/negligible for the first Phase of development. For the outline element, the ES makes similar conclusions, however the emissions from construction vehicles are noted to also constitute a short-term, local adverse impact.
990. The principal mitigation measures to address air quality impacts would be secured via the construction environmental management plans (CEMP). A framework construction management plan has been submitted, as described in the Transport Chapter 12, and contains appropriate references to a range of best practice measures for construction management. The s106 agreement would secure more detailed CEMPs for individual Reserved Matters Applications that are consistent with these principles and that tailor the specific construction methodologies, site management regimes and mitigation measures to address the specific issues presented by the Plot in question. This might include, for example, specific measures to recognise proximity to a school. Mitigation measures are anticipated to include:
- Dust suppression measures
  - Screens/barriers/site access points located away from sensitive receptors
  - Restrictions of arrival times for HGVs
  - Construction worker travel plan
  - Considerate Constructors Accreditation/FORS etc.
  - Clear plan for stakeholder communication/resident engagement
991. The s106 agreement also secures a financial contribution for a staffing resource to liaise with the developer and their appointed contractors to monitor and manage the demolition/construction programme. This payment is made in recognition of the scale and duration of the construction programme and the potential for individual and cumulative environmental impacts to arise.

### ES Impacts on Occupation

992. Once completed, air quality impacts could arise as a result of emissions from vehicular traffic or from heating and ventilation plant. As well as considering the impacts on existing neighbours, the assessment considers how future residential occupiers on the site might be affected. The air quality modelling is predicated on the installation of a site-wide district heating network served by a centralised energy centre using gas-fired CHP boilers and other highly efficient gas boilers. As described above in the energy section, this is not the strategy that BL intends to pursue at this point in time, instead prioritising the use of air source heat pumps. As a result, any air quality impacts associated with plant in the operational stage could be described as representing a 'worst case scenario'.
993. For the detailed plots, the air quality impacts are assessed as being insignificant or negligible. For the outline element, the overall impacts are also considered to be negligible and the detailed results are presented below on the basis of changes in nitrogen dioxide concentrations and particulate matter for each of the 90 sensitive receptors.

Impact	NO2 Annual		NO2 Hourly		PM10 Annual		PM2.5 Annual	
	Max Resi	Max Office	Max Resi	Max Office	Max Resi	Max Office	Max Resi	Max Office
Substantial beneficial	-	-	-	-	-	-	-	-
Moderate beneficial	-	-	-	-	-	-	-	-
Slight beneficial	-	-	-	-	-	-	-	-
Negligible	76	75	82	82	90	90	90	90
Slight adverse	12	14	8	8	-	-	-	-
Moderate adverse	2	1	-	-	-	-	-	-
Substantial adverse	-	-	-	-	-	-	-	-

**Table 24:** Overview of residual environmental effect at identified sensitive receptors

994. The majority of receptors would experience insignificant impacts in both the maximum residential and maximum employment development scenarios. In the maximum residential scenario, the ES concludes that increases a moderate adverse impact would occur at two receptors (on Redriff Road and Lower Road) as a result of increases in nitrogen dioxide concentrations, with one of these locations experiencing the same impact in the maximum employment scenario. For those receptors that have been modelled as experiencing minor or moderate adverse impacts, this is attributed in the ES to the impacts of increase vehicular trip generation. This outcome is an improvement on that initially presented on submission and takes account of the removal of residential car parking (with the exception of disabled parking spaces), limitations on commercial servicing in the peak hours and measures to be secured through a car parking management plan.
995. Overall, the ES concludes that the air quality impacts are insignificant in both the maximum residential and maximum employment scenarios.

### Air Quality Neutral

996. London Plan policy 7.14 states that all major developments should be Air Quality Neutral.

This means that the development should meet or better emissions benchmarks associated with heating plant and traffic linked to the land uses proposed. The assessment methodology is detailed in the Mayoral SPG. The statement provided sets out that the limited boiler plant proposed is well within the specified benchmarks and, as a largely car free development, emissions linked to transport are also significantly better than the benchmark. Further statements *could* be provided with each Reserved Matters Application, but given the overall approach to heating and car parking, it is clear that the development would be Air Quality Neutral based on current guidance.

### **Ground conditions and contamination**

997. The ES chapter on ground conditions is wide-ranging, but focuses principally on contamination. It acknowledges that historic land uses including the Printworks, timber yards, timber ponds and various associated factories could potentially contribute to contamination across the site. More specifically, the existing petrol station, chemical storage at the Printworks and electrical substations present further risks.
998. A detailed preliminary environmental risk assessment (PERA) has been undertaken. This comprises a detailed desk-based review of records of the site history, site inspections, a review of intrusive investigations across the site and consultation with bodies including the council's Environmental Protection Team, Environment Agency and London Fire and Emergency Planning Authority (LFEPA).
999. The PERA has provided a detailed overview of anticipated ground conditions and potential contaminants and this provides the basis for an initial remediation strategy to be developed, focusing on avoiding any harm to human health, property, controlled waters and wildlife/biodiversity.
1000. The ES details at length the potential significance of these effects during demolition/construction and on completion and the mitigation required to reduce the risk to the range of receptors referenced above.
1001. Particular attention is drawn to a number of specific issues that need to be thoroughly investigated and addressed during construction. These issues include the stock-piling of any excavated material on-site and its subsequent removal to ensure that any potential impacts on neighbours are reduced and recognising the high potential for ground gas to be encountered during excavation. The removal of petrol tanks on the Plot A2 – a concern raised by some objectors – is highlighted as another specific concern. The removal of these tanks (and subsequent installation of new tanks for the IPFS in Zone C) would be undertaken in accordance with strict Regulations, by specialists and with the requisite protective measures in place.
1002. Two historical abstraction boreholes on the site, close to Canada Water Dock and Harmsworth Quays. These could form a pathway for contaminants to the Principal and Secondary Aquifers leading to long term, district level effects of moderate adverse impact.
1003. The ES sets out that the comprehensive excavation of basements would potentially lead to the removal of much contaminated material, which in itself is a beneficial effect. Coupled with the implementation of a comprehensive remediation strategy, the risks to human health are generally insignificant.
1004. The issues identified in this chapter would be subject to a range of planning conditions that would ensure the necessary mitigation is secured. Primarily this would include standard conditions on site investigation and remediation, but also requirements for specific measures to be embedded in construction environment management plans and for details

of piling and foundation design to be secured. Where appropriate, the discharge of these conditions would be in consultation with the Environment Agency and/or other statutory agencies.

1005. A separate report in this chapter of the ES states that some areas of the site are at high risk of the discovery of unexploded ordnance as a result of dockland areas being targeted during the Second World War. This risk is reduced somewhat due to the extent of development and infilling that has taken place over the intervening 75yrs, but appropriately qualified experts would be present on-site and would inform construction methods where appropriate.

### **Flooding risk and drainage**

1006. Generally, the site is at low risk of flooding and through the implementation of a site-wide sustainable drainage strategy, the risk of flooding would not be increased elsewhere. The site benefits from the strategic flood defences along the Thames, but in the unlikely event that these defences were breached, some isolated pockets of the site that are lower lying could be susceptible to fluvial flooding. This is the case for Zone M and parts of Zone F, nearest to the underpass leading to Greenland Dock. This would need to be further considered in the detailed Flood Risk Assessments presented at the Reserved Matters stage for buildings in these Zones. Groundwater flooding could be encountered during basement excavation and a condition is recommended to ensure that the foundation design responds accordingly and that appropriate monitoring is in place. The risk of surface water flooding across the site is very low, with the exception of very localised issues.

1007. The public realm Design Guidelines identify a number of areas where rain gardens and other sustainable drainage features would be installed, including in the public realm associated with the first phase of development. Specific measures would need to be identified with each Reserved Matters Application and should demonstrate that greenfield runoff rates can be achieved, insofar as possible. This approach is consistent with advice from the council's Flood Risk and Drainage Team. The drainage strategy for the Plots A1 and A2 is for surface water runoff to drain directly to Canada Water Dock rather than the sewer network, aiding water levels. In principle, this is supported by officers, and similar provisions are anticipated for the Zones closest to Greenland Dock. These measures demonstrate that sustainable drainage techniques would be implemented across the site and it is recommended that a drainage strategy is secured by condition.

### **Wind**

1008. A sophisticated model has been developed to predict the impacts of the development on local wind conditions at just under 500 locations within and immediately surrounding the application site. The assessment focuses on conditions at the entrances to existing and proposed buildings, along pedestrian routes, in open spaces and on podiums, balconies and roof terraces.

1009. The wind model is based on the detailed design on Plots A1, A2 and K1 alongside the maximum building envelope for the rest of the scheme and draws on weather data held by London Airports to develop an accurate picture of prevailing conditions. The local wind environment has been modelled in summer and winter and comparisons made between the existing condition, completion of the detailed plots and the scheme as a whole, including with mitigation measures in place.

1010. In describing the conditions that would be experienced, the assessment references the Lawson Comfort Criteria, which equate different wind speeds to the activities a person could comfortably do at a particular location: sitting, standing, walking.

1011. The ES sets out that the impacts during construction and demolition are insignificant, but as the Masterplan is delivered the wind environment would gradually change and mitigation would need to be incorporated to ensure that wind conditions within and immediate around the site are appropriate for the activities taking place.
1012. Modelling of the detailed plots and the maximum building envelope for the rest of the scheme reveals 30 locations where strong winds might occur. A number of these occurrences are along pedestrian routes and for such a short period of time that it is not considered significant. However, the entrance design to certain Plots would need to respond to these conditions and other locations along Surrey Quays Road and the new Park Walk (between Quebec Way and Surrey Quays station) would need to introduce mitigation measures to create a more comfortable environment. These wind conditions at ground level in winter are illustrated below. Green dots indicate areas that would be comfortable for sitting, blue dots for standing and yellow for leisure walking.



**Figure 47:** Overview of wind conditions in the windiest season without mitigation (i.e. winter)

1013. The route from the new Surrey Quays station entrance up to Deal Porters Way, between Zones B and C, is identified as the area where strong winds are most likely. Factors including the design of the building façades, massing, the location of entrances, landscaping and tree planting would be explored in more detail at the Reserved Matters stage to ensure that this is mitigated insofar as possible. To a lesser extent, the assumed entrances to, Zones B, C, G and F along Park Walk, Zones D and F on Surrey Quays Road and Zones G and J on New Brunswick Street (i.e. southern end of the park) would require some mitigation. The detailed design of future Plots would be tested in the same wind model to determine the most appropriate mitigation and its effectiveness in creating a comfortable environment.

1014. For the Detailed Plots, the modelling shows that with the addition of tree planting and the relocation of some intended seating, the streets, spaces and entrances around the Plots have an environment that is suitable for leisure walking in the windiest season and for standing or sitting in summer. The 6<sup>th</sup> floor podium terrace in the Plot A1 building has been amended to better respond to the anticipated wind environment. A combination of targeted planting, pergolas, balustrades and canopies are proposed to create a wind environment that is appropriate for its recreational use.
1015. With the implementation of appropriate mitigation via building design and landscaping, the Environmental Statement categorises the residual effects for wind as being insignificant, both during demolition/construction and on completion. A minor beneficial impact is identified as a result of the completion of the Plot A1 building and its associated public realm.

### **Conclusion on Energy and Sustainability**

1016. The Masterplan's carbon savings strategy is based upon an electrical solution (e.g. air source heat pumps and PV panels) as a better carbon solution for the development on the assumed decarbonisation of the National Grid. While BL is not committing to providing a site-wide heating network at this application stage, the scheme has been designed to incorporate space in plant rooms for a future connection to a district heat network, and an obligation would require a detailed review of whether a connection to the SELCHP network would be of benefit in terms of carbon savings, would be technically feasible and commercially viable. Planning obligations would secure the necessary carbon offset payments for the Detailed Plots, and secure such payments on future Reserved Matters. Subject to these measures, the proposal would comply with London Plan policies 5.2, 5.5, 5.6 and 5.7, Core Strategy policy 13, and Saved Southwark Plan policy 3.4.
1017. Subject to the information secured by conditions and by the future Reserved Matters Applications, the proposal is considered to have taken sufficient consideration of sustainable development aspect regarding contamination, flooding risk and air quality. The proposal would comply with Core Strategy policy 13, London Plan policies 5.3, 5.12, 5.13, 5.21 and 7.14, Saved Southwark Plan policies 3.3, 3.6 and 3.9.
1018. Wind conditions have been modelled and are broadly acceptable across the site with mitigation needed at Reserved Matters stage in the future design of the buildings and landscaping of particular plots and streets. In this regard the proposal complies with London Plan policies 7.6 part B and 7.7 in terms of the tall buildings.



## Chapter 18: Infrastructure and Utilities

Including Utilities, TV and radio interference and aviation safeguarding

### Utilities

#### Power

1019. The site is currently served by roughly 20 UKPN substations, the majority of which would be de-commissioned as the development progresses. The exceptions to this are the existing high voltage substation at Harmsworth Quays, which would be retained and its power (6.5MVA) redistributed through the site (including to serve the first Phase), and the existing substation at the former Rotherhithe Police Station, which would be retained in-situ as part of Development Zone M.
1020. A new 66KV supply would also be created/A new 20MV supply is proposed to meet the anticipated demands of the development. This is likely to be delivered in Zone L and the depth of the basement here was increased via an amendment in March 2019 to accommodate a new substation. The precise needs would be reconciled with UKPN as the detailed design progresses and composition of uses across individual Development Zones and Plots is agreed.

#### Gas

1021. Correspondence with Southern Gas Networks is appended to the submitted Utilities Statement and this confirms that there is sufficient capacity in the medium pressure gas network to supply the peak demand of the development.
1022. The existing gas network would generally be maintained across the site, though a diversion of the medium pressure main that currently runs from Hothfield Place towards the Dock Offices is required to avoid conflict with the basements in Zone A. These works can generally be progressed through permitted development rights, though planning permission was granted in April 2019 for the above ground structures that will house the new pipework. A second, smaller diversion in Zone G, close to Surrey Quays Road would be required in the future before works commence on that Plot.
1023. Although the submitted Energy Strategy is predicated on the use of heat pump technology to provide carbon savings across the site, space provision has been made to allow for the installation of a District Heat Network (2x 300mm pipework), should this be demonstrated to be a preferable approach from a sustainability, technical and commercial perspective. All plots would include capped connections so that they might form part of a future network. An appropriate review mechanism and future-proofing measures would be stipulated in the s106 agreement.

#### Drainage

1024. The main sewerage infrastructure would remain unaffected and Thames Water has raised no significant issues with the capacity of drainage infrastructure. As noted above, anticipated increases in foul water flows would be offset by the significant reductions in surface water runoff. However, Thames Water do identify that localised upgrading of foul network might be required close to SQ Road in conjunction with Zone G and adjacent to Zone M.

#### Potable water

1025. Thames Water has modelled the impact of the development on water pressure across the development site and the surrounding area. The site sits within a much larger Flow Monitoring Zone that stretches from Battersea to Brixton and Lewisham and because of forecast growth across this area, increases in the capacity of this network are already committed. The proposed development has been modelled in a series of notional phases and Thames Water has confirmed that the improvements already committed mean that further reinforcements to the network are not required until Phase 4 of the development. A series of specific actions are recommended across the wider Flow Monitoring Zone, subject to which water pressure can be maintained for the new development and, critically, at a rate of 25L/s for local fire hydrants in the immediate area.

1026. The measures specified below are stated as those required to ensure that the development can be completed without adversely affecting water pressure across the Flow Management Zone:

- Investigate a restriction on the network in Elephant Road;
- Install a new connection in Jamaica Road;
- Adjust PRVs feeding DMA11 Pressure Management Area at peak hour to reinstate initial pressure levels;
- Install through bore fire hydrant in Quebec Way to meet the necessary fire requirement.

1027. The flexibility that BL would seek to deliver different land uses at different times means that it is difficult to identify a precise point at which these measures would be required. As a result, this issue would need to be explored incrementally with Thames Water as individual Reserved Matters Applications are submitted to ensure that there is sufficient capacity in the network to accommodate the proposed development.

#### Telecommunications

1028. BT, Virgin Media and Verizon infrastructure exists beneath Surrey Quays Road, Deal Porters Way and the car parks. Dedicated servicing corridors are planned throughout the site that would extend this network to the new plots. Four existing mobile phone masts are located across the site: 2x on buildings within the site and 2x on the Quebec Way boundary. These would be diverted as plots come forward for development and mobile telecoms operators would be involved at the detailed design stage to advise as to whether further antennae are required.

1029. Ultra-fast “fibre to the premise” broadband infrastructure would be delivered to all residential and commercial plots, allowing future occupiers to connect with a variety of providers. This provision would be secured via condition/obligation.

#### **TV and radio interference**

1030. Arqiva has responded to consultation to confirm that the development would not have a material impact on the integrity of the terrestrial television or radio broadcasting networks that they operate. However, as an organisation, Arqiva does not consider the potential impacts on signal quality for individual viewers. The local area principally receives TV signal via the Crystal Palace antenna, with some supporting transmission via the smaller antenna in Poplar. Given the scale of development envisaged, a shadowing effect is possible that might affect signal strength. This is particularly the case where parts of the development would be significantly taller than neighbouring buildings and positioned between them and the antennae.

1031. The submitted assessment anticipates that, overall, there would be no significant impact on

radio, satellite or terrestrial television reception, though some limited incidences of poor terrestrial reception and some very localised satellite issues may arise immediately to the north-west of the development. The assessment advises that, in part, these impacts can be mitigated via the detailed design of towers and that the impacts of individual buildings would also be tempered due to signals being able to reflect off other elements of the completed development.

1032. The modelling undertaken at present is limited to a desk-based assessment in relation to the detailed plots and the maximum building envelope for the remainder of the site. A more detailed survey of signal strength is recommended prior to the commencement of development of individual Phases to establish a baseline position, with a follow up assessment on completion to identify any degradation of signal strength.
1033. In the event that the surveys reveal a tangible impact on local properties, mitigation could include rotating, moving or increasing the height of existing aerials, installing higher gain aerials or signal boosters, or, as a last resort, switching to another form of television reception. Radio transmission is less likely to be impaired by development, but in the event that a problem was encountered it would be possible to mitigate this by installing FM or DAB aerials. The additional surveys and potential mitigation would be secured in the s106 agreement. This approach is consistent with guidance issued by OFCOM (“Tall structures and their impact on broadcast and other wireless services”), with London Plan policy 7.7, draft London Plan Policy D8 and with Paragraph 114 of the NPPF.

### **Aviation safeguarding**

1034. The site is located approximately 6km south-west of London City Airport, within the safeguarding zone that necessitates an assessment of the potential impacts on the operation of the airport. The safeguarding assessment considers the potential physical and operational impacts on flight paths, as well as the technical impacts on communication and navigation systems. The assessment has been compiled with the input of London City Airport and National Air Traffic Services (NATS), both of whom raise no objection to the development but recommend planning conditions.
1035. The physical assessment considers whether tall buildings would impact on the “Outer Horizontal Safeguarding Surface”, a threshold height established surrounding the airport to ensure that it can operate without impediment. For this scheme, the Surface sits at a height of 154.95m AOD. With the reduction in height that has been secured on Zone D, all buildings would sit below this level and so this protected surface is not breached. However, London City Airport recommends a planning condition that requires it to be consulted before any cranes or scaffolds are erected on the site to ensure this remains the case. A wider operational assessment considers whether the development might prejudice the future operation of the airport and focuses primarily on lighting strategies, the location of cranes and bird management. As above, while the height of buildings raises no concern in principle, London City Airport recommends that a scheme of obstruction lighting is secured via condition for the Plot A1 residential tower and for the tallest elements in Development Zones B, C, D, F and G. The lighting scheme would ensure that towers are easily identifiable without dazzling pilots or contributing to glare. London City Airport is required by the Civil Aviation Authority to monitor and limit bird populations within 13km of the airport. Having reviewed the proposed development at Canada Water, no comments have been made in this regard.
1036. The technical assessment considers the impact on a range of navigation, surveillance and communication systems. BL’s assessment states that the location and scale of the development means that there is no material impact on these systems and neither London City Airport nor NATS challenge this conclusion. Separately, an initial assessment has

been undertaken to consider whether the development would interact with the Heathrow 10 (H10) radar, a key piece of surveillance infrastructure serving air traffic control at both airports. The development is located in a corridor between Heathrow and London City Airport that includes numerous tall buildings, notably in the Elephant and Castle and Vauxhall, Nine Elms and Battersea Opportunity Areas to the South West and Canary Wharf to the East. As such, BL contends that the development would exist in an area of operational shadow and have no appreciable impact on the radar operation. In its technical response, NATS acknowledges the presence of numerous tall buildings within the corridor but nevertheless state that the proposed development is likely to interact with the radar. As such, it recommends a radar mitigation strategy is secured via planning condition to allow for a more detailed assessment of the tower elements of the development at an appropriate point in the development programme. Subject to this provision, NATS raises no objection to the development.

### **Asset protection**

1037. The development has the potential to interact with London Underground and Overground assets throughout the site. This is particularly the case for Plots A1 and A2 and Zone B, which are to be constructed in close proximity to the London Overground (Brunel) tunnels running between Canada Water and Surrey Quays Stations, and for Zone L and Plot K1, which TfL advises are located in close proximity to the Jubilee line tunnels. A standard planning condition is proposed to ensure that the relevant Infrastructure Protection teams at London Underground and Rail for London (East London Line) are consulted on the detailed foundation design and piling strategy.
1038. A key part of the Masterplan is the delivery of a new entrance to Surrey Quays Station at Zone N. A Reserved Matters Application for this plot would need to be worked up in conjunction with TfL and Rail for London. Should development proceed, BL would need to enter into separate Infrastructure Protection Agreements with London Underground and Rail for London and a planning obligation has been agreed between the parties to this end.

## Chapter 19: S106 Agreement and Community Infrastructure Levy

### Section 106 planning obligations

1039. Core Strategy Policy 14 states that planning obligations will be used to ensure that the strategic objectives of the Plan are secured, including to mitigate the impacts of development or otherwise make schemes acceptable in planning terms. The council's s106 and Community Infrastructure Levy (CIL) SPD 2015 sets out the typical measures that will be secured through s106 agreements, but the scale and complexity of this Masterplan development means that a wide range of further obligations are required. The scope of the s106 agreement and the broad principles have been agreed with British Land, though the detailed wording of a number of clauses is still under consideration. TfL, and their legal advisors, have been heavily involved in the drafting of obligations relating to the strategic transport issues such as works to the two stations and investment in buses, while the GLA have confirmed an interest in the detailed wording of schedules relating to viability review and energy/carbon reduction.

1040. The scope of the s106 agreement can be broadly summarised as follows:

#### Housing

- 35% affordable housing provision comprising social rented and intermediate products
- Viability review mechanism – early, phased, late stage
- Affordable housing monitoring fee
- Housing mix

#### Employment and Training

- Affordable retail and affordable workspace quantum and terms
- Employment and training opportunities during construction
- Employment and training opportunities on completion
- Apprenticeships
- Business support and relocation
- Wider business package

#### Community and leisure

- Primary school expansion(s) - £5m payment for 1FE expansion and a mechanism for a top up thereafter
- Opportunity safeguarded for 16+ education provision
- Potential new health facility
- Community use space
- Interim use strategy
- Public toilet provision
- Drinking fountains
- Replacement cinema

#### Environment and public realm

- Public realm phasing and delivery
- Canada Water Dock Works
- Play strategy
- Energy review, future-proofing of Plots and carbon reduction payments
- Construction Environmental Management contribution
- Archaeology contribution

- TV and radio interference

### **Transport**

- Surrey Quays Station contribution
- Canada Water Station contribution
- Bus contribution
- Bus infrastructure
- Highways works
- Defects period
- Signage and Legible London strategy
- Cycle hire expansion and membership

### **Site management**

- Delivery and servicing management plan
- Car parking management plan
- Estate management plan
- Demolition/Construction Environmental Management Plans
- Sustainable travel plan

1041. The above obligations are necessary to ensure compliance with the Development Plan and make the proposed development acceptable in planning terms. The obligations are agreed by the relevant Parties as meeting the statutory tests set out in the CIL Regulations 2011 (as amended) and the National Planning Policy Framework. Subject to the s106 agreement being signed and agreed, officers recommend that the proposed development is consistent with saved Southwark Plan policy 2.5 'Planning obligations' and Core Strategy Policy 14 'Implementation'.

### **Community infrastructure levy**

1042. Section 143 of the Localism Act states that any financial contribution received as community infrastructure levy (CIL) is a material "local financial consideration" in planning decisions. The requirement for payment of the Mayoral or Southwark CIL is therefore a material consideration, however the weight attached is determined by the decision maker.

1043. Community Infrastructure Levy (CIL) is a flat-rate charge applied to every square metre of chargeable development in order to fund infrastructure to underpin growth. The development is liable to pay Mayoral CIL and Southwark CIL.

1044. Mayoral CIL is currently charged at £60 per sqm in this location. The site is located within Charging Zone 2 for Southwark CIL, in which the current CIL charges are: £218 per sqm for residential (Use Class C3), £0 per sqm for office, £136 per sqm retail (Use Classes A1-A5 and sui generis uses with a retail function such as a petrol station) £109 per sqm for direct let student accommodation (sui generis) or £0 per sqm where nomination, and £136 per sqm for hotel uses (Use Class C1). The Southwark CIL rate for health, education, town centre parking and other uses is £0 per sqm.

1045. As a phased development, CIL would be payable on implementation of discrete phases of development. The precise CIL liability would be determined in accordance with the floorspace to be delivered in each Phase and the charging schedule that exists at the time of implementation.

1046. The CIL estimates for the Detailed Plots are as follows:

Mayoral CIL (Phase 1) – £4,145,220

## Southwark CIL (Phase 1) – £5,222,334

1047. As Plot K1 is a completely affordable housing development it would benefit from social housing relief, and therefore its CIL liability would be £0. Its floorspace has therefore not been included in the above estimates for Phase 1. The above amounts are estimates that are subject to further detailed analysis and the council reserves it right to update these figures.
1048. With the flexibility sought in land use types and quantum, it is not practical to estimate the Mayoral CIL and Southwark CIL for the outline element. The scale of the contributions from the first phase provides an indication of the substantial size of the CIL contributions from future phases.
1049. The council's Regulation 123 list sets out the infrastructure that CIL receipts can be spent on. Specifically in relation to the area around the application site, possible recipients of CIL funding are stated as the delivery of a new health facility, improvements to Southwark Park, cycle routes and parking, and the new cycle and pedestrian Thames crossing at Rotherhithe. The expansion of Alfred Salter, Redriff and Rotherhithe primary schools and Bacon's College are specifically excluded from the Regulation 123 list on the basis that their expansions, if required, should be funded directly through s106 planning obligations linked to major developments or through other funding sources.

## Chapter 20: Statement of Community Involvement, Equalities and Human Rights

### Statement of Community Involvement

1050. Since March 2014, BL has engaged with the local community in extensive pre-application consultation through events, exhibitions, workshops, meetings and group sessions, presentations and feedback sessions, walkabouts, newsletters, local advertisements, website, social media, letters, emails, local posters and fliers. The detail of the community consultation has been set out in the submitted Statement of Community Involvement (SCI). BL estimates approximately 10,000 people attended in the four years across 59 public consultation events and 51 local events, and 12,000 comments were provided. Through this consultation BL has sought to raise awareness of the project and the design development in a wide variety of ways for people to be involved, to gather local knowledge to inform the thinking and ambitions for the area, and ensure a wide range of views are obtained from a representative cross-section of the community. Events have been aimed at neighbours, businesses and local traders, young people (including engagement with Bacon's College, schools, and Southwark Young Advisers), older people and disability groups, local meetings and forums (such as Tenants and Residents Association meetings, housing forum, ward panel meetings).
1051. Events were generally held in the evenings or at weekends, and on or close to the Masterplan site. The feedback gathered at events (by asking attendees to complete forms or worksheets) was reviewed and collated into published summary documents and reports, which are included as appendices to the SCI. Attendees of these consultation events were asked for their addresses and their responses mapped to show the spread of interest across the Rotherhithe Peninsula. These are set out in the appendices to the SCI, as well as examples of the newsletters, event invitations, website information, social media and exhibition boards over the years.
1052. BL has summarised the headline feedback across the four years of pre-application (to January 2018) as being increasingly positive, particularly since the proposals were updated in 2017 in response to feedback, however there have been key concerns raised throughout the pre-application consultation. The key themes in the feedback, that received support, objections or a mix of the two, have been summarised by BL in the list set out below, with the SCI setting out in more detail the comments on these topics and how the feedback changed through the stages of pre-application consultation:
- Town centre uses
  - Streets and spaces
  - Housing and affordable housing
  - Health, education and childcare
  - Transport, movement and parking
  - Jobs and training
  - Business support
  - Building scale, heights, distribution and density
  - Inclusivity, culture and heritage
  - Community, legacy, the Social Regeneration Charter and local involvement
  - Landscape, trees, ecology and biodiversity
  - Environmental sustainability
  - Canada Water Dock
  - Existing facilities (and how they would be reprovided)
  - Proposed leisure centre



- First detailed plots (with a combination of support and objections to Plots A1, A2 and K1)
- Timescale, construction and phasing
- Physical infrastructure
- Management, safety and the MDA.

1053. These themes have been reflected in the consultation responses the council has received, and have been included in the assessment of this planning application (as set out in the Chapter 5 and Appendix 3 of this report).

### **Development Consultation Charter**

1054. Following on from the SCI, BL has completed the council's Development Consultation Charter template which tries to summarise the detail on the community engagement undertaken, the feedback received in support and objection that are included in the 600 pages of the submitted SCI. This is attached in Appendix 4 to this report.

1055. As well as engaging with the local community and Ward Councillors, BL has held discussions with the council officers and statutory consultees (such as the GLA and TfL) since 2014. The completed Charter template sets out the demographic context of the site, the relocation strategy for existing businesses on the site, refers to the Equalities Statement (detailed elsewhere in this chapter) and how the proposal aims to foster good relations between different groups of the community.

### **Social Regeneration Charter**

1056. British Land has worked with the council since 2017 on a Social Regeneration Charter (SRC) for the Masterplan. The SRC is a social regeneration framework to ensure the physical changes to the built environment also result in social, health and economic benefits for those living, working and spending time in and around Canada Water. It has four intertwined themes that the Masterplan would focus on to maximise the social, health and economic benefits. These themes were informed by the community priorities expressed in the community consultation:

- **A Place to Learn and Grow** – schools, organisations and businesses working together to support people of all ages to learn, creating pathways to employment and opportunities for all.
- **A Plan to Belong** – liveable and inclusive places that bring people together, supporting a more connected and resilient community that celebrates local heritage and cultures.
- **A Place to Work** – local businesses old and new, large and small, to thrive side by side with empowered residents, accessing the opportunities created.
- **A Place to be Happy and Healthy** – ensuring people enjoy a healthier, happier quality of life in a safe place that connects them to other people, to nature and to active living.

1057. Examples of projects for each of these four themes are provided in the SRC. The SRC and its elements would evolve over time as the potential initiatives are developed to deliver the aspirations of the Charter. It has been adopted by the council as land owner and BL, and would involve the community at each stage of the project. However it is important to note that it is not a document to be decided as part of the planning application. Elements that overlap with the potential SRC initiatives are to be secured through planning obligations, such as the Interim Use Strategy, the construction phase and end phase jobs and apprenticeships, the Business Advisory Group, and the Business Community Health and Volunteering Initiative.

- 1058.BL provided examples of the “multi-generation activities” as a programme of events, activities and facilities that would appeal to different age groups, interests and incomes that may be delivered in the Masterplan or by interim uses during the construction phase. These multi-generation activities feed into the core principles in the Social Regeneration Charter of creating “A place to Belong”, “A place to be Happy and Healthy” and to improve social connections between current and future groups living, working and visiting the area.
- 1059.BL currently supports events, activities and facilities through its own community investment fund, such as the Global Generation Paper Garden, Start up and Thrive programme for local entrepreneurs, and its sponsorship of local events, sports teams and young farmers club. This existing support is provided outside of any planning requirement.
- 1060.The improved facilities and activities that would be provided by this Masterplan proposal include the public realm across the site that would allow for events and include new play facilities and a skate park, the new cinema, the new leisure centre, a park pavilion hub (that may include an education facility, café or meeting space), and community use spaces. Such facilities would be used by a range of different age groups.
- 1061.BL has provided ideas for future initiatives that may be progressed such as; large pop-up outdoor screens for free screening of sports events for example; a temporary/pop up cinema; a boxing club; a gaming centre; temporary skate park; events in the public realm; outdoor activities such as zip-wire; mini golf; container spaces offering food and drink; public art; social heritage focused programmes; allotments and gardening clubs; running route; school programmes about employment and education; business and community volunteering. Each of these ideas would have a different timescale, attract a likely different age group or be attractive to all ages, and have a range of free or paid for activities. These ideas would come forward within the Business and Community Support Strategy, the Interim Use Strategy or the Estate Management Plan which form planning obligations. They would need to be worked up in more detail, often with input from local groups and would contribute towards the Social Regeneration Charter. Such activities would be beneficial to the existing community and to future residents, staff and visitors to the site over its construction phase and in the completed scheme.

### **Equalities Considerations**

- 1062.The Equality Act 2010 provides protection from discrimination for groups or individuals on the basis of the following protected characteristics: age, disability, gender reassignment, pregnancy and maternity, race, religion or beliefs, sex and sexual orientation. Section 149 of the Act sets out a legal duty for Public Bodies, including in their capacity as Local Planning Authorities, to have due regard to the advancement of equality in exercising its powers.
- 1063.Officers have taken this into account in the assessment of the application and Members must be mindful of this duty, inter alia, when determining all planning applications. In particular, Members must pay due regard to the need to:
- Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act;
  - Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and
  - Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 1064.The Act explains that the second aim (advancing equality of opportunity) involves, in particular, having due regard to the need to:

- Remove or minimise disadvantages suffered by people due to their protected characteristics;
- Take steps to meet the needs of people with certain protected characteristics where these are different from the needs of other people;
- Encourage people with certain protected characteristics to participate in public life or in other activities where their participation is disproportionately low.

The Act describes fostering good relations as tackling prejudice and promoting understanding between people from different groups.

#### Available Material

1065. Numerous Equalities Impact Assessments have been completed at Canada Water in recent years as part of the plan-making process, specifically those underpinning the Core Strategy (2011) and Canada Water Area Action Plan (2013) and (2015). These adopted Development Plan Documents establish the vision for development at Canada Water, Rotherhithe and Surrey Docks, detailed thematic and site specific policies for the application site. Most recently, an Integrated Impact Assessment has been completed for the emerging New Southwark Plan, which includes an explicit objective on “promoting social inclusion, equality, diversity and social cohesion”.
1066. Broadly speaking, these assessments conclude that the policy framework established for Canada Water will have positive impacts for those with protected characteristics, though transport issues, design matters and fear of crime are all acknowledged as themes that could lead to adverse impacts for groups with particular protected characteristics.
1067. The Equalities Statement submitted by the applicant is undertaken on the basis that some impacts of development would affect many types of people, including those with protected characteristics, and that this isn’t necessarily an equalities issue. However, it might become one where the impacts on those protected characteristics are disproportionate (i.e. a protected group make up a greater proportion of those affected than in the wider population) or differential (i.e. those with a protected characteristic are affected differently to the wider population).
1068. The Equalities Statement by BL draws on available datasets including the 2011 Census, data held by the Office of National Statistics and public health datasets to understand the profile of the Rotherhithe and Surrey Docks Wards. Comparisons are drawn with the demographic make-up of Southwark and London as a whole in considering whether any disproportionate impacts could occur. The Assessment notes that the local area has a higher proportion of working age residents than the Southwark and London averages. Although the local area has a lower proportion of black, Asian and minority ethnic groups than Southwark and London as a whole, the immediate area has a much higher proportion of people with Chinese ethnicity.
1069. An audit of the existing retailers, leisure operators and other businesses on the site has been provided and BL has summarised the communication that has taken place with these businesses during the formation of the Masterplan. Many of the current occupiers are chain stores and multiples, though 15 independent businesses are noted as operating from the site. BL sets out that the existing businesses across the site support 1,379 full and part time jobs.
1070. A survey of Shopping Centre users was undertaken in April 2017 that yielded around 1,000 responses and provided an insight to the typical users of the Centre. The survey revealed that a slightly higher proportion of women use the centre than men, that the 25-34 age

bracket are the largest user group, but that a greater proportion of people over 44 (and particularly over 65) use the shopping centre than at other comparable shopping destinations in London.

1071. A further week long survey was undertaken in August 2019 to provide similar insights regarding the users of the Leisure Park: Odeon Cinema, Buzz Bingo and Hollywood Bowl. 465 responses to the survey were received, of which 68% visited the cinema, 50% the bowling alley and 19% the bingo. Though the survey suggests that the cinema and bowling alley are considerably more popular than the bingo, those who do use the bingo were more likely to make repeat visits over the course of a year.

1072. Over 2/3s of the survey respondents were female. Half of the visitors to the cinema were between the ages of 18 and 34 and just over half were families with children. Over 60% of those using the bowling were between the ages of 25 and 44 and 70% of respondents were families with children. The survey reveals that a relatively high proportion of visitors to the bowling and cinema are Muslim, though this represents a small number of visitors. 35% of visitors to the bowling and cinema identified themselves as Black African or Black Caribbean. Bingo had a much higher proportion of female visitors, a higher proportion of people over the age of 65 and a higher proportion of respondents identified themselves as being disabled

1073. BL has undertaken extensive pre-application consultation between 2014 and 2018 as the masterplan has developed. The Statement of Community Involvement states that over 110 events and meetings have been held, with over 10,000 attendees generating 12,000 comments. The breadth of the consultation demonstrates clear steps to engage a broad spectrum of people, in different environments and across a range of media. For the reasons outlined above, the SCI highlights a concerted effort to engage with older people, as well as a targeted programme of events to engage with youth groups on the basis that initial consultation revealed that this group was less likely to contribute via conventional methods of consultation.

1074. Some specific actions/interventions include:

- Global Generation's Paper Garden
- Young Readers Programme
- Start up and Thrive (Tree Shepherd)
- Time and Talent

1075. In addition to the submitted equalities assessment, officers have also had regard to relevant information set out in other submission documents including the Planning Statement, Design and Access Statements, Environmental Statement and, in particular, the Statement of Community Involvement.

#### Affected Groups

1076. Having considered the above information alongside the characteristics of the proposed development, BL anticipates that equalities impacts might arise in terms of the following protected characteristics:

- Age
- Race
- Disability
- Ethnicity

1077. Potential impacts have been identified in terms of displacement of existing uses/users; during construction; during the operational stage and in terms of the design/physical

elements of the scheme.

1078. It is noted that the applicant has engaged with the local Church of Our Lady of Immaculate Conception, who have raised an objection in terms of the overshadowing of their church. This is discussed in Chapter 15.

#### Impacts of Existing Operators and Users

1079. The audit of existing businesses demonstrates that most existing commercial tenants are chain stores rather than independent operators, though 15 independent businesses are noted as operating in and around the shopping centre. This includes Café East, a Vietnamese family-run restaurant, though the assessment acknowledges that staff and/or customers could also exhibit protected characteristics.

1080. The value of the Shopping Centre as a meeting space for some community groups is also acknowledged and findings from the user survey and consultation events referenced in the SCI indicate that this is particularly the case for older people.

1081. Surrey Quays Leisure Park comprises the Odeon, Hollywood Bowl, Buzz Bingo and ancillary food and beverage units. The applicant sets out that the Odeon and Hollywood Bowl attract a wide spectrum of users and as such the loss of these uses is not anticipated to have any specific impacts on groups with protected characteristics that wouldn't otherwise affect the wider population. In the case of Buzz Bingo, the Assessment asserts that the loss of this facility might have a particular impact on older people.

1082. Harmsworth Quays Printworks has a temporary permission as a music and entertainment venue that expires in 2021. As it is not a permanent facility, it is not considered that the cessation of these uses would constitute disproportionate or differential impacts on the existing users.

#### 1083. *Mitigation*

The phased approach to the development means that not all existing businesses would be required to vacate their premises at once, which in itself has a benefit for those businesses and their customers, and that new retail and leisure floorspace would be delivered in a phased approach. In addition, the interim use strategy would lead to a range of opportunities for existing businesses on the site to remain on a temporary basis. An existing business management strategy has been prepared, which summarises the ongoing communication with existing businesses on site. BL have confirmed that every operator has been informed of the development plans and offered the opportunity to remain on site in new permanent or temporary accommodation. The s106 agreement would secure the establishment of a Business Advisory Group, which would be able to offer support to displaced businesses and their staff.

1084. A provider of bingo halls would have a right of first offer on a space of 1,000-1,100sqm of leisure floorspace at the site. A replacement cinema would be secured through the s106 agreement, though there could be a period of time between demolition of the existing cinema and the opening of the new cinema. The s106 would also secure a meanwhile/interim use strategy that would provide a range of temporary leisure activities and events throughout the development programme. The permission sought would secure an uplift in leisure (Use Class D2) floorspace and the potential for nightclub floorspace (*sui generis*) to be provided either as part of the Zone occupied by the Printworks or within the Town Centre.

#### Construction impacts

1085. A 14 year construction period is anticipated to deliver the Masterplan in its entirety and this would inevitably mean prolonged exposure to noise, dust, vibration and traffic associated with demolition and construction activities. While the impacts arising from these activities have the potential to impact the whole population, the Assessment advises that these impacts could disproportionately affect older people, young children and people with disabilities or illnesses, particularly where this might mean that an individual's mobility is affected or their condition means that they have to spend longer periods of time in their homes.

#### *Mitigation*

1086. A framework construction management plan has been submitted and this sets out that the developer, and their contractors, would adhere to industry standards and best practice protocols (including the Considerate Constructors Scheme) to limit harmful impacts insofar as possible. The s106 agreement would require bespoke Demolition and Construction Environmental Management Plans to respond to the particular activities associated with each Phase of development. Rigorous environmental monitoring and regular liaison with affected neighbours would be required.

1087. The s106 agreement would also include requirements for a significant number of employment, training and apprenticeship opportunities to be created as part of the construction programme. This includes an explicit agreement that the applicant would work with the council and third parties to ensure these opportunities are extended to groups that typically experience barriers to accessing work, skills and qualifications.

#### Operational Impacts and Impacts on Completion

1088. The reduction in town centre car parking and absence of residential parking (with the exception of some disabled car parking spaces) could have a disproportionate impact on those who are more reliant on private car travel, such as older people or the disabled. Similarly, increases in traffic or congestion could impact on these groups.

1089. A range of positive impacts have also been identified and are summarised as follows:

*Affordable housing:* A minimum of around 700 affordable units, including a firm commitment to social housing and a breadth of intermediate housing products.

*Accessible/adaptable housing:* 10% of all housing (i.e. a minimum of 200 units) would be constructed to more prescriptive wheelchair accessible standards

*Older people's housing:* Acknowledged as a typology that might be progressed as part of future phases if there is evidence of need and a collective desire to provide.

*Diverse retail and business offer:* The increased retail and business offer would also include affordable business space (including early provision at the Dock Office) and affordable retail space as part of the mix. A range of types and sizes of retail units would be provided to attract a mix of retailers.

*Employment and training opportunities:* Huge uplift in the number and range of jobs anticipated (around 20,000 additional jobs). Groups/mechanisms would be established to ensure that local people (and hard to reach groups) are given support to take advantage of jobs and training opportunities.

*Leisure centre and leisure space:* A new public leisure centre is proposed as part of the first phase of development in one of the most accessible parts of the Masterplan and open to the community. It would be constructed to achieve modern design standards.

*Social infrastructure:* The s106 agreement would secure new school expansion(s), health and other community facilities.

*Public toilets:* Would be secured via the s106 agreement or planning condition, providing an important facility that would make the town centre more accessible, particularly for older people, disabled people and parents with young children.

*Urban design and connectivity:* The development would transform the quality of the public realm, providing a network of high quality streets and new public spaces. A more inclusive environment would be created, which would particularly benefit those with mobility issues. Through creating more activity during the day and evening and by more considered landscaping and lighting strategies, these spaces would feel safer, particular for more vulnerable groups – an issue identified in previous Equalities Impact Assessments undertaken by the council.

### Conclusion on Equalities

1090. Many of these issues would be considered positive elements of the planning process more generally, but they are at the heart of the PSED in terms of having due regard to the need to advance equality of opportunity and foster good community relations by more explicitly extending the benefits of the development process to existing communities.
1091. Ultimately, given the phased approach to the development and the duration of the construction programme, equalities assessment would be an iterative, ongoing process. Engagement with the local community would continue throughout the delivery of the masterplan and where specific impacts are identified they can influence the engagement process itself as well as the detailed design of future Phases.

### Human rights

1092. This planning application engages certain human rights under the Human Rights Act 1998. The Act prohibits unlawful interference by public bodies with conventions rights. The term 'engage' simply means that human rights may be affected or relevant.
1093. This application has the legitimate aim of providing details of the Canada Water Masterplan: the comprehensive mixed-use redevelopment of the Canada Water Town Centre. The rights potentially engaged by this application, including the right to a fair trial and the right to respect for private and family life are not considered to be unlawfully interfered with by this proposal.

## Chapter 21: Conclusion

1094. If granted, this application would bring forward the comprehensive redevelopment of a 21 hectare brownfield site in a designated Opportunity Area. The development of this site has long been envisaged in the development plan, and the targets for homes and jobs have become more ambitious through successive development plan documents, with the higher targets now included in the draft NSP and draft New London Plan being accorded some weight.
1095. British Land has an ownership interest in the entire site, but the council owns the freehold of the parts of the site containing the Surrey Quays Shopping Centre and the Printworks. A Master Development Agreement (MDA) was signed between the council and BL in May 2018 which, once unconditional, would effectively merge the landholding interests, and give the council a 20% interest in the entire site.
1096. This application is the culmination of a long process of engagement with the council, with other key stakeholders such as TfL and the GLA, and with local residents and organisations, going back to 2014. An estimated 10,000 people have attended events organised by British Land, and BL has attended meetings such as Community Councils and Area Forums, as well as communicating directly with numerous residents and organisations. The outcome of this engagement has been recorded in a summary Development Consultation Charter, appended to this report. The submitted Social Regeneration Charter, which, whilst not strictly a planning consideration, does demonstrate a commitment to supporting the future well-being of the area and its residents.
1097. The application has been assessed against the relevant policies of the development plan, which in this instance comprises the London Plan, Core Strategy, the saved policies of the Southwark Plan, and the Canada Water Area Action Plan. The draft policies of the NSP and draft New London Plan can be accorded some weight relative to their stage in the adoption process. Section 38 of the Planning and Compulsory Purchase Act (2004) requires planning applications to be determined in accordance with the development plan, unless material considerations indicate otherwise. This report has set out the areas where this application complies with the development plan, and where it does not, what material considerations exist that justify any failures to comply.
1098. The development would create a new Major Town Centre, with a range of retail, office, leisure and community uses, as well as new housing. The retail offer would be more diverse than at present, with a much larger food and drink offer, a range of sizes and types of units, and a stronger focus on supporting the evening economy. This is consistent with the AAP objective of creating a vibrant and distinctive town centre which would become a destination. The leisure uses include the provision, in partnership with the council, of a new public leisure centre in the first phase of development. The amount of Class D floorspace in the application would allow for a wide range of other leisure uses to be created, including a replacement cinema. The potential for a range of leisure, cultural and entertainment uses in the Town Centre is a positive aspect of the development and supports the AAP objective to create a great place to live and visit.
1099. The development would provide a new store for Tesco, enabling them to trade throughout the development period. Tesco's current lease secures them 1,000 customer car parking spaces, and this has been the primary justification made within the application for the level of town centre car parking spaces which are included in the scheme. This quantum of retail car parking does have an impact on the local highway network, and this is considered in report and in paragraph 1105 below.



1100. The Environmental Statement estimates that between 12,000 and 30,000 new jobs could be provided, meeting or exceeding the higher target in the draft New London Plan. BL has committed to a programme of employment and training initiatives in line with the Section 106 Planning Obligations and CIL SPD. The s106 agreement would also include an obligation to provide affordable retail and affordable workspace. These commitments would address the AAP objective of providing more local employment opportunities.
1101. The development would also provide at least 2,000 new homes, with the potential for up to around 4,000 new homes if BL opts for a more residentially-focussed scheme. The commitment to a minimum of 35% affordable homes would produce around 700 to 1400 affordable homes, in a NSP compliant tenure split. The financial viability testing, based on the Illustrative Masterplan, demonstrates that this is significantly more than the development could viably support at today's values, even when factoring in the £39.1 million housing grant from the GLA. This is a positive aspect of the scheme, and would make a very significant contribution to the delivery of homes, and affordable homes, against the targets in the AAP and Core Strategy, and the higher targets in the emerging NSP and New London Plan. Any permission would be subject to viability reviews in the event of a delayed start, and at stages through the development process, which could result in up to 40% affordable housing being delivered if improved viability could support this.
1102. The housing mix across the development would accord with the requirements of the Core Strategy and CWAAP, with two exceptions: that up to 10% of the homes could be studio flats, and that a number of the zones would be exempt from the normal policy requirement to provide a minimum of 20% 3+ bedroom family homes. This is justified due to the viability of the scheme, and the challenges in accommodating a larger number of family homes in the higher density zones at the heart of the town centre. The overall quality of the housing as demonstrated in the Phase 1 detailed plots is excellent, with a high proportion of dual aspect flats and generous floor areas, and the Design Guidelines contains requirements which supplement development plan policies to ensure excellence throughout the Reserved Matters Applications. As such, the application satisfies the requirements relating to schemes above the density thresholds in Core Strategy Policy 5, the Residential Design Standards SPD, and AAP policy 24. It is also consistent with the approach to optimising housing delivery through good design set out in the emerging NSP and New London Plan.
1103. The development would be contained on plots created within a new network of streets and public spaces which break down the current impermeable layout of large scale buildings and car parks, to create a well-connected series of neighbourhoods linked into the surrounding area. These routes create the structure which would be the lasting legacy of the development, a pedestrian and cycle friendly environment where vehicles are carefully managed. Key routes such as those to Surrey Quays station and from the Dock to Lower Road are wide and attractive, and link to new public spaces. At the heart of the development is a new 1.4 hectare public park which incorporates play and activities, surrounded by homes and local cafes and shops. This would meet the AAP objective to create better and safer streets, squares and spaces.
1104. The Opportunity Area designation brings with it an expectation for a more intensive form of development, and AAP policy 17 acknowledges that tall buildings are acceptable here subject to exemplary design and consideration of views, public space, amenity and uses. The development contains buildings described as both 'tall' and 'super tall', with the tallest of the buildings reaching a maximum parameters height of 138m AOD. The location of the tallest buildings has been carefully considered within three clusters defining significant points within the masterplan, and whilst only one of these buildings, that on Plot A1, is designed in detail, the impact of the tall buildings in local and strategic views has been

assessed using the maximum envelopes. This demonstrates that the buildings avoid harm to the key LVMF views from Greenwich Park and London Bridge, and do not cause harm to the setting of any heritage assets. If any less than substantial harm were to be suggested, this would be more than outweighed by the public benefits of the scheme. As such, the scheme complies with the AAP policies 15 and 17, and Core Strategy policy 12. Having reviewed the application material, together with the consultation responses received, officers are satisfied that the duty in the Planning (Listed Buildings and Conservation Areas) Act 1990 to have special regard to the importance of preserving and enhancing the special historic and architectural interest of listed buildings, has been met. The tall building on Plot A1 does not allow public access, which can be justified in response to the AAP policy 17 requirement that this should be secured on buildings over 25 storeys where this is 'feasible', but public access could be secured to other tall buildings across the masterplan subject to their use and detailed design.

1105. In transport terms, the proposed development delivers a number of the ambitions of the development plan. A new network of streets and public spaces would transform the pedestrian environment across the site for the benefit of new and existing residents. The expansion of cycle hire throughout the site and a package of investment to address additional demand for buses, to address potential crowding at Canada Water Station and to deliver a new station entrance at Surrey Quays would all help to address the additional travel demand created by the development. Alongside the reduction in town centre car parking, these measures would help to facilitate a modal shift away from private car use. Though the ES concludes that there would be adverse impacts of minor significance on the public transport network, Transport for London have stated that the range of mitigation required to address the strategic transport impacts of this development have been secured. However, the scale of development generates a substantial number of additional vehicular trips and this presents a significant challenge for the local highway network. A combination of physical interventions and management measures have been identified to reduce the impact on the highway network as the development is delivered and occupied, but even with this mitigation in place, it is anticipated that delivering the full amount of floorspace (and particularly the full quantum of retail floorspace) for which planning is sought would have an adverse impact on the highway network. This impact needs to be balanced against the positive transport interventions, the clearly stated ambition for Canada Water to become a Major Town Centre and the wider benefits of the proposed development that have been described in this report. On balance, officers consider that the wider benefits of the proposed development are significant enough to justify the highways impacts.

1106. The application has been submitted in hybrid form, which means that the outline elements would afford a significant degree of flexibility in terms of the mix of uses to be delivered, the form of the buildings and the plot layouts. Where uses are critical to meet specific policy requirements, these have been secured either by the definition of a minimum quantum of that use, or through a recommended clause in the s106 agreement. Beyond that, the flexibility inherent in the application would enable BL to respond to market demands, or the needs of a specific occupier, which gives resilience to a project which would be delivered over a long period which may span different market conditions. The submitted Design Guidelines document, together with the Parameter Plans and Development Specification, are considered to offer sufficient controls to ensure that a high quality would be maintained throughout the development programme, and the key objective of creating a new Major Town Centre with a range of uses can be achieved

1107. The outline nature of much of the application does mean that the Environmental Statement must make a number of assumptions when assessing the impacts of the development. The ES considers a wide range of impacts such as noise, air quality, socio-economics and townscape. On matters such as the townscape assessment and the daylight and sunlight impacts the ES uses the 'maximum parameters' massing in order to consider what is

effectively the worst case scenario. For a small number of neighbouring properties the impact on amenity is described as being moderate or major adverse. The harm to neighbouring amenity, which occurs in part because many currently overlook open car parks, should be recognised as a less favourable outcome of the application, although the scale of the impacts are likely to be reduced when the final design of the plots is considered through the Reserved Matters process, and further daylight and sunlight tests would need to be carried out. This impact would need to be balanced against other positive aspects of the proposal in reaching a decision.

1108. One of the characteristics of Canada Water which is recognised in the AAP as being of particular importance is its open space and green links. However, a large number of the existing trees were planted in poor conditions, which would ultimately prevent them from reaching their optimum size, and the range of species is limited, with a consequent lack of resilience in terms of climate change or disease. The application, since it fundamentally re-plans the streets and public spaces, would result in the loss of the majority of the existing trees, although some of the higher quality trees on Surrey Quays Road and Redriff Road would be retained. Replacement planting would be secured on the principle of 'right place, right tree' and this would achieve full replacement of the canopy cover by 5 years post-completion of the development, although this would require some planting off-site. The tree planting is augmented by a range of soft planting, and significant improvements to the Dock wetland planting, and BL is working with London Wildlife Trust, amongst others, to ensure that this new planting would improve the biodiversity and climate change mitigation benefits of the scheme.
1109. The Energy Strategy for the development follows the London Plan energy hierarchy. BL have not been willing to commit to extending the SELCHP network to the site within the first phase. The strategy seeks to maximise the flexibility of the energy system to be adaptable to future innovations and also take advantage of the decarbonisation of the national grid. The option of connection to a wider network, powered by SELCHP, would remain under review for future phases, with the applicant obligated to assess at each stage whether the SELCHP option is preferable when measured against a range of criteria such as feasibility, commercial considerations and overall carbon savings. This approach is broadly consistent with the London Plan and is supported, on balance, by the GLA.
1110. The council's public consultation generated a large number of responses, and whilst many respondents supported the principle of the development, the majority of responses are objections to the application. The responses have been analysed, with the majority citing concerns around the scale of the development, the amenity impacts, the impact on transport and infrastructure, and specific concerns about the impacts of the buildings in the first phase, most notably in relation to Plot K1. The report summarises these concerns, and sets out where these could be addressed by conditions or other mitigation. The application was supported by the GLA as the strategic planning authority. Revisions made to the tower heights in the Masterplan were in response to Historic England's concern at the impact on LVMF views from London Bridge and Greenwich Park (and the setting grade I listed buildings in these views). Historic England advises that the planning authority should balance any harm against the public benefits of the development.
1111. The submitted Equalities Statement identifies the impacts on people with protected characteristics, and these are set out in more detail in Chapter 20. The new public spaces and leisure and community facilities provide opportunities to foster good relations between different parts of the community, and the phased nature of the development means that facilities which might serve a disproportionate number of people with specific characteristics, such as the bingo hall, have the opportunity to take new premises on the site. Section 149 of the Equalities Act 2010 places the Local Planning Authority under a legal duty to have due regard to the advancement of equality in the exercise of its powers,

including planning powers, and Members must be mindful of this duty in determining this application.

1112. When assessed against the requirements of the NPPF, and the adopted development plan when read as a whole, the application is considered to meet the requirement to create a new Town Centre for Canada Water, to deliver new homes, and to create jobs and support the economic prosperity of the area. It is a sustainable form of development, optimising the use of a brownfield site in a high accessible area which has been designated as an Opportunity Area where significant development can be expected. The submitted Environmental Statement was found to be sound, and demonstrates that the impacts of the development can generally be avoided or mitigated. The key themes of the Canada Water AAP, around creation of a genuine town centre, better and safer streets and improved transport connections are addressed by the scheme, and the positive benefits of creating a new permeable and better connected town centre are a significant benefit which should be accorded due weight. The impacts on the transport system arising from the scale of the development are recognised, and various measures have been secured to mitigate these impacts. The range, scale and extent of the benefits of the scheme, and its overall conformity with the development plan, significantly outweigh any harm, and as such it is recommended that planning permission is granted subject to conditions and completion of a s106 agreement, and subject to referral to the Mayor for London.

## BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Site history file: TP/468-G Application file: 18/AP/1604 Southwark Local Development Framework and Development Plan Documents	Health and Wellbeing Department 160 Tooley Street London SE1 2QH	Planning enquiries telephone: 020 7525 5403 Planning enquiries email: planning.enquiries@southwark.gov.uk Case officer telephone: 020 7525 1249 Council website: www.southwark.gov.uk

## APPENDICES

No.	Title
<b>Appendix 1</b>	Draft Decision Notice
<b>Appendix 2</b>	Consultation Undertaken
<b>Appendix 3</b>	Development Consultation Charter
<b>Appendix 4</b>	Relevant Planning Policies
<b>Appendix 5</b>	Detailed Daylight, Sunlight and Overshadowing Results
<b>Appendix 6</b>	Summary of Cumulative Environmental Impacts

## AUDIT TRAIL

<b>Lead Officer</b>	Simon Bevan, Director of Planning
<b>Report Author</b>	Michael Glasgow, Team Leader
<b>Version</b>	Final
<b>Dated</b>	12/09/2019

<b>Key Decision</b>	No	
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b>		
<b>Officer Title</b>	<b>Comments Sought</b>	<b>Comments included</b>
Strategic Director of Finance and Governance	No	No
Strategic Director of Environment and Leisure	No	No
Strategic Director of Housing and Modernisation	No	No
Director of Regeneration	No	No
<b>Date final report sent to Constitutional Team</b>		13 September 2019

**Appendix 1    Draft Decision Notice**

To follow

## Appendix 2 Consultation Undertaken

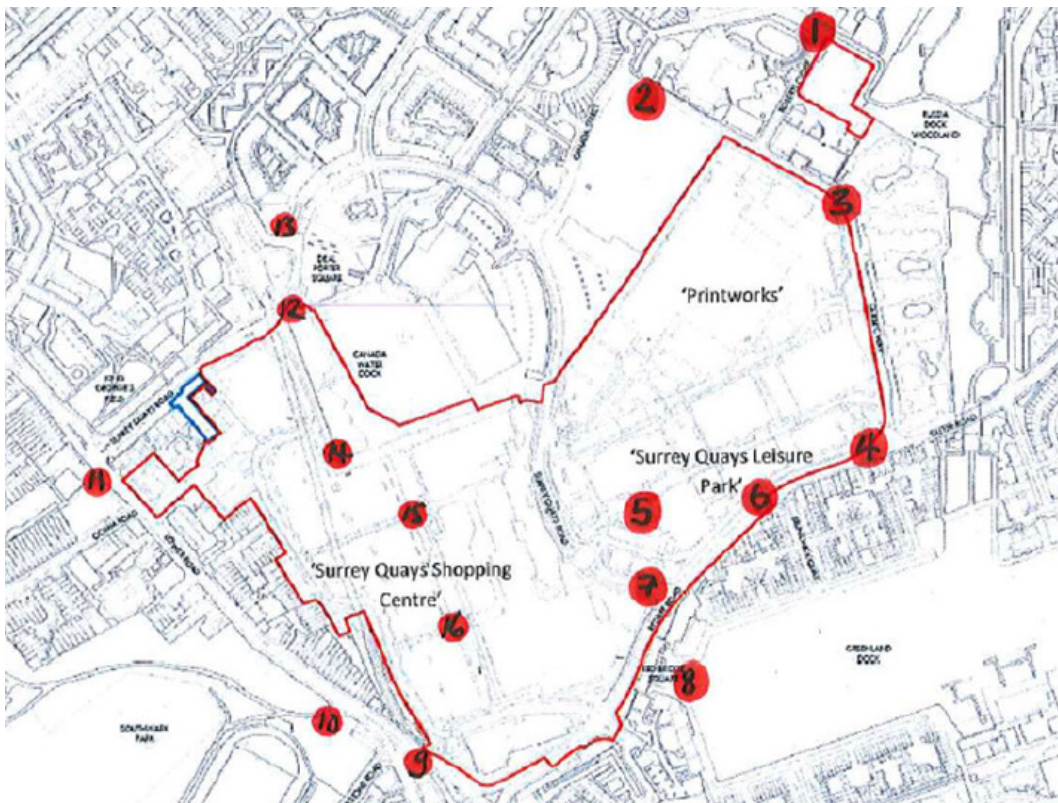
1. The council publicised the planning application by sending letters to surrounding properties, consulting statutory consultees, displaying site notices in and around the site and by advertising in the local newspaper. In doing so the council has met and exceeded its statutory duty to advertise this major planning application which is accompanied by an Environmental Statement.

### Letters to surrounding properties

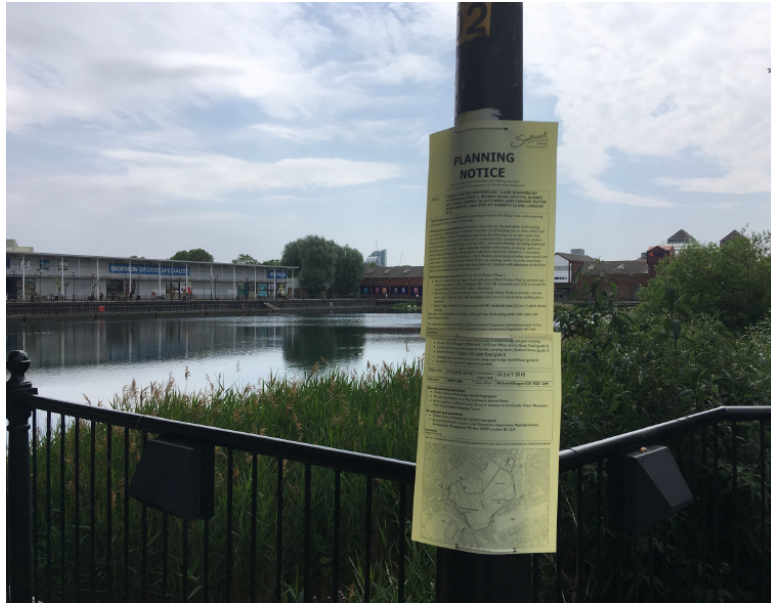
2. The planning application was publicised by sending consultation letters in June 2018 to approximately 4,300 addresses located within 150m of the application site boundaries.
3. Letters were sent to the same properties for the reconsultation undertaken in October 2018, February 2019 and June 2019. These letters highlighted the amendments to the scheme or the submission of further information as part of the Environmental Statement.

### Site notices

4. In June 2018, 16 site notices were displayed within the site and around its boundaries. The approximate locations are shown in the map below, along with an example photograph of a site notice.



*Site notice locations shown by the red spots*



*Example of a site notice next to Canada Water Dock and the Underground station entrance.*

5. Site notices were displayed in and around the site for the three rounds of reconsultation.

#### **Statutory consultees**

6. Statutory consultees (external organisations and internal teams within the council) were notified of the application in the first consultation and rounds of reconsultation. The scheme is referable to the GLA due to its scale, and the Stage 1 response from the GLA has been included in officers' consideration of the scheme. As the application is accompanied by an Environmental Statement, a copy of the application has been provided to MHCLG, in line with the Environmental Impact Assessment Regulations.
7. The following statutory organisations were consulted:

- Environmental Protection Team
- Flood and Drainage Team
- Highway Development Management
- Waste Management
- Ecology Officer
- Archaeology Officer
- Design and Conservation Team
- Planning Policy
- Transport Planning Team
- Urban Forester
- Environment Agency
- Thames Water - Development Planning
- Transport for London
- Greater London Authority
- EDF Energy
- Historic England
- London Fire & Emergency Planning Authority
- London Underground Limited



- Metropolitan Police Service (Designing out Crime)
- Natural England - London Region & South East Region
- Arqiva - digital communications
- London Overground
- Civil Aviation Authority
- City Of London
- London Borough of Lewisham
- London Borough of Tower Hamlets
- Public Health Team
- Highways Development Management - CMPs
- Council for British Archaeology
- Environment and Social Regeneration
- Royal Borough of Greenwich
- Local Economy Team
- Sport England
- Ministry for Housing, Communities & Local Government
- London City Airport
- National Air Traffic Safeguarding Office
- Rail for London (TFL)

**Newspaper advert**

8. The planning application was publicised by the council in the local newspaper for the consultation and rounds of reconsultation.

### Appendix 3 Development Consultation Charter

#### Summary of submitted 'Engagement Summary Template for the Development Consultation Charter'

Application reference: 18/AP/1604

Site: Canada Water Masterplan ('CWM')

Address: Land bounded by Surrey Quays Road to the north, Lower Road (A200) to the west, Redriff Road (B205) to the south and Quebec Way to the east (the 'Site').

**List of meetings:** The CWM has involved extensive and long-running community engagement since 2014. Our consultation and engagement events were predominantly held in the evening, at weekends and always on or local to the Site (often in our dedicated consultation hub in Surrey Quays) to maximise our chance of reaching key local stakeholders and residents including drawing in those walking by. This engagement has influenced the submitted proposals at each stage of the project, and the changes as a result of community input have been captured in the SCI. The below tables capture some of this, however please refer to the SCI for a fuller picture of responses and examples of consultation materials.

Meetings	Date / Attendees	Summary of discussions
Pre-application meetings with Southwark Council (PPA)	Formal pre-application discussions have been held with the Council; the GLA; and TfL on the evolving Masterplan since 2014.	Principal meeting topics included: <ul style="list-style-type: none"> <li>- Planning Policy and Land Use;</li> <li>- Design and Townscape;</li> <li>- Transport;</li> <li>- Environmental Considerations (including Energy Strategy and Sustainability); and</li> <li>- CIL and Section 106.</li> </ul>
Councillor meetings	Formal and informal meetings with both sets of Ward Councillors throughout 2014-2019.	Presented the scheme to engage on areas of interest and local feedback, and ahead of each main stage exhibition, Councillors from the B&RCC area, plus lead Members & Officers were invited to preview sessions.
One-to-one meetings and group sessions	Since March 2014.  Approx. 40 meetings with local community groups and forums, schools, churches, police, resident organisations and neighbours.	<ul style="list-style-type: none"> <li>- Road network and transport infrastructure;</li> <li>- Ecology, water and sustainability;</li> <li>- Shopping centre refurbishment; and Town Centre Identity and mixed use;</li> <li>- Community initiatives / facilities, local funding and community investment and business and enterprise;</li> <li>- Housing incl. affordable;</li> <li>- Leisure Provision and Southwark's preferred location for leisure centre;</li> <li>- Public realm, routes and layout, traffic, and car parking;</li> <li>- Roberts Close Site;</li> <li>- Building height, form and density</li> <li>- University / higher education and young people;</li> <li>- Air quality, noise, daylight/sunlight, and construction impact</li> <li>- Safety and security, and privacy;</li> <li>- Internet / mobile and satellite reception;</li> </ul>

		- Updates on Masterplan and meetings / events.
Local business meetings	Since Winter 2015. Surrey Quays Shopping Centre, Southwark Chamber of Commerce; Tree Shepherd Start Up and Thrive Programme, other local businesses.	- Supply chain opportunities; - Small and local businesses; - New business ideas / start-ups from local communities; - Existing businesses; - High streets; - Updates on Masterplan and meetings / events.
Youth groups & representatives	Since Summer 2014. Engagement with local young people, students at local schools, Southwark Young Advisors.	- Better open spaces and places to sit; - More high-street shops; and more affordable restaurants; - Entertainment & social spaces: - Fun/exciting and “hangout” areas and with activities, phone charging, online games etc. - Improved Safety; - Split opinion on seeing themselves living/ working/ shopping here in the future, due to lack of jobs and shops; - Better cycling and walking and sport was a high area of interest.
Design Review Panel	The 2017 Updated Masterplan was presented to the Design Council CABE Design Review Panel (DRP) with Southwark Council and the GLA on 9th June 2017 and 11th October 2017. The team also attended the GLA’s Inclusive Design and Access Panel on 20th September 2017.	June 2017 – Presented Masterplan. October 2017 – Reviewed Masterplan and detailed plots. September 2017 – Inclusive design and access.

### List of public consultation events carried out to date or planned

Since 2014 we have held over 120 events and spoken to over 11,000 people (5,000 named individuals), maintained a database of over 2,000 mailing list contacts as well as operating an active social media presence. We regularly send hardcopy updates and public consultation event invitations to 26,000 addresses locally. Our engagement activities have been publicised at local events, including the Canada Water Consultative Forum, Rotherhithe Area Housing Forum and in the window of the consultation hub. The table below summarises these events:

Public consultation events	Date / Attendees	Summary of feedback
Pre-submission consultation activities and events, public exhibitions 2014-2018	Events took place between March 2014 - April 2018.  Over 11,000 people from over 59 public consultation events, over 51 outreach activities, one-to-one conversations and regular	- A good, active, varied ground floor offer; - Public transport is at capacity; - Scheme in the surrounding context; - Mixed views on tall buildings; - Infrastructure required; - A strong green identity and vision for

	meetings with established local groups.	Printworks; - Potential for higher education.
Post-planning submission engagement	Events between June – July 2019, and consultation is ongoing through attendance at local meetings, TRAs, 1:1s and more.	To share masterplan application documents and to detail how consultation responses shaped the planning application. Regular updates regarding activities, resubmissions, and enabling works.

### Evidence of consideration of the following:

#### Demographic context:

- *Who occupies the site?*

The Site predominantly comprises former industrial, retail and leisure uses, with associated surface car parking, including:

- Surrey Quays Shopping Centre, including a Tesco supermarket and petrol filling station;
- Surrey Quays Leisure Park, including a cinema, bowling complex, bingo hall, and food retail;
- The former Harmsworth Quay Printworks, currently in temporary use as an entertainment venue;
- The courtyard associated with the Former Dock Managers Office and 1 - 14 Dock Offices;
- The former Rotherhithe Police Station; and
- The site at Roberts Close.

The Site currently supports 1,379 jobs (both full-time and part-time roles) and as of May 2018:

- 1,091 jobs within Surrey Quays Shopping Centre;
- 218 jobs within Surrey Quays Leisure Park; and,
- 70 jobs within the Printworks.

There are no residential land uses within the Site, except for some staff of Café East who reside in an apartment above the café. The masterplan proposes a substantial net increase in employment on site, with many of the existing jobs retained e.g. Tesco.

- *Will they need to be relocated? On what basis? Will they be expected to return?*

There are a wide range of uses and occupiers on site, many of which will return as part of the development. Overall, existing occupiers will need to relocate within or from the site over the duration of the construction programme, however this will occur over a phased programme of demolition and construction with some able to operate continuously. For example, Tesco (the biggest local employer) will remain open in their current location until the new store is ready, allowing for continuous provision. It is anticipated that both the Surrey Quays Shopping Centre and Surrey Quays Leisure Park site will remain operating to some extent until these areas (or part) are required for redevelopment.

We recognise the role and value that the diverse range of businesses on the site bring to the area and wider community, and have undertaken ongoing engagement with all relevant site tenants and businesses over the past few years, updating them on the future redevelopment of the Site. The British Land Centre management team hold a regular monthly meeting, providing all retailers with the opportunity to discuss trading patterns, opening hours and is a forum for British Land to provide regular updates on the forthcoming redevelopment, including progress with the planning application. This level of communication and engagement will continue throughout the

development programme and beyond to ensure there is a direct, two-way communication between British Land and the various occupiers. This allows for businesses to plan for their future, with sufficient time and notice of the plans for the redevelopment of the Site.

Within the lease agreements, there are break provisions and all occupiers that have traded with a degree of permanence will be entitled to up to a 6 months' notice, with others requiring a more flexible approach have an option to vacate on one month's notice. A tailored business strategy can be considered and prepared by the occupiers and kept updated until required. As part of these discussions, the specific needs and future business plans of each business have been discussed and have formed key considerations in the lease negotiations.

British Land will continue to engage with the existing occupiers to understand their plans for the future and how they could feature as part of the Development and the Section 106 agreement includes an Existing Business Management Strategy which outlines how the Applicant has and will continue to engage with and support existing businesses, for example, whilst most of Surrey Quays Shopping/ Leisure park occupiers will have significant resource at head office locations, British Land will also be offering access to an independent business advisor to assist in advising affected businesses within the Shopping Centre.

- *Due regard to how the development might impact people differently depending on their race, age, gender reassignment, disability, sexual orientation, religion or belief, or sex.*

The planning application includes an Equalities Statement, which provides information on the potential likely impacts of the development upon all protected characteristics listed under Section 4 of the 2010 Equalities Act. This work looked at the characteristics of those using the existing uses on-site and living in the surrounding area, the nature of the businesses currently based on site and the potential impacts of the proposals both considering the potential negative impacts and positive impacts upon equalities. Please see the submitted Equalities Statement for further details.

- *How the development fosters good relations between different groups in the community.*

The Applicant has been involved in the Canada Water area for many years, actively engaging with a range of local groups and organisations. Representatives from British Land regularly attend community meetings including Canada Water Consultative Forum, Rotherhithe Area Housing Forum, new Ward Panel meetings, Angling club, TRA meetings, and the BRCC to build and maintain relationships, and ensure we understand and appreciate local needs and ideas. The Development itself will create a new town centre which will include a range of shops, facilities and amenities suitable for a range of incomes, interests and lifestages, and the new public realm and event programming will consider how it enhances relationships between different groups.

British Land has substantially invested over £400,000 of funds, plus several hundred hours of volunteering time and pro-bono advice to organisations working within the local community since 2014. This investment has been across a range of local priorities; some of the key projects and organisations supported can be viewed on their website [here](#). A number of these projects have specific objectives around creating connections across the community, including Thrive (the enterprise training and low-cost workspace); Time&Talents2 (T&T2) (providing activities for young families in Surrey Quays) and the Rotherhithe Festival. More information on these programmes and initiatives can be found within the Equalities Statement. In addition, the applicant frequently provides pro-bono advice and support directly or via suppliers (under our [Consultants' Charter](#)) to support local groups to grow; this is in addition to providing work experience, workplace visits etc to support local residents to broaden their horizons and access careers and opportunities in our sector.

The Section 106 Agreement includes a number of commitments to ensure that the Application continues to work with the existing businesses and local community to support them in benefiting from the opportunities generated by the development as well as strengthening local relationships.

- *Are there neighbours in close proximity?*

The area surrounding the site is predominantly residential, with some community, office, and retail uses. The site is bound by roads which separate the boundary from direct adjacencies in all but a few areas to the west. There are also a number of sites within the local area which are under construction, newly built or planned for redevelopment.

All neighbours, specifically those within close proximity to the outline scheme and detailed plots have been a priority for engagement, with letters to adjacent neighbours being hand-delivered, and targeted invited engagement sessions have been held, especially for the detailed plots. We have also held post-submission information sessions for local businesses on Albion St and Lower Rd. These took place in October 2018 and were attended by around 15 representatives, they were preceded by a short 1:1 survey canvassing views and questions about the masterplan from this group. Invitations for the drop-in sessions were hand delivered to relevant businesses, alongside a short FAQ and summary document responding to questions raised in the survey.

#### **Cultural setting:**

- *Is the site in a conservation area?*

The site is not within a conservation area, however, there are two conservation areas close to the site: St Mary's Rotherhithe Conservation Area and Edward III's Rotherhithe Conservation Area.

- *Is the building listed?*

There are no listed buildings within the site, however, immediately adjacent to the northwestern corner of the site is the former Dock Offices which is Grade II listed. The Greenland Dock bascule bridge is identified as a Building of Local Interest.

- *Is the site/building a place of community interest?*

No.

#### **Transport:**

- *How is the site accessed?*

The site is currently accessed by a range of different modes of transport:

- Public transport is available at Canada Water station (Jubilee line, London Overground, bus services) and Surrey Quays station (London Overground, bus services). Nearby rail or Underground stations include Rotherhithe (London Overground) and Bermondsey (Jubilee line). The local area is served by a series of bus services, which connect the Rotherhithe peninsula with central London and the south east, including Deptford and Greenwich.
- There are a series of cycle routes in the local area. Cyclists are able to use all of the roads, while there is also a National Cycle Route through the area. There are some limitations on the facilities for cycling locally, due in part to the scale and design of the road network.

- There are several walking routes in the local area, including along all roads, as well as off-road linkages to Southwark Park and through the Russia Dock Woodland area. The nature of the site as several large developments results in a relatively impermeable area for pedestrians, as certain blocks such as the former Printworks site have no walking routes through them.
- Vehicle access is currently afforded to the Peninsula from the A200 Jamaica Road and Lower Road corridor. From this strategic route, a series of more local roads connect the area, based around the Salter Road / Redriff Road distributor route.

The proposals for the Development envisage a significant improvement for access to and from the area by non-car modes:

- Additional funding to improve station access at Canada Water and Surrey Quays stations, with wider improvements on line capacity proposed by TfL;
- Additional funding to enhance bus services, including two new routes and additional facilities within and through the Development;
- More walking and cycling priority routes through the Development, including improved connections and wayfinding with the wider area, offering much greater permeability than currently available. This will be supplemented by TfL and Southwark Council's proposals to improve cycling through Cycleway 4, the extension of Quietway 14, and a new Peckham to Rotherhithe cycle link;
- High quality public realm and cycle parking facilities within the Development, including measures by British Land to encourage the uptake of walking and cycling; and
- Improved junctions and highway routes through a series of interventions in key corridors on the peninsula.

- *Will there be an increase in traffic during construction and once the new development is completed?*

The Development will contribute to a significantly enhanced local transport network, focusing on access by walking, cycling, and public transport. Car driving as a proportion of total trips is expected to reduce from 38% to just 9%. There are expected to be localised increases in traffic at construction stage to support the preparation of the new facilities and buildings in the Development; more information can be found in the Transport Assessment and Framework Construction Management Plan. The completed Development is expected to result in limited increases in vehicle flows in certain corridors, as well as increases in trips on foot, by bicycle, and public transport.

- *Other engagement:*

The planning consultation engagement accompanying the masterplan has been extensive and included digital and face-to-face across a variety of settings, and with a breadth of people, groups and businesses. A summary of the number of newsletters, local advertisements, website and digital communications can be found in the SCI. In addition to this, British Land has engaged directly and over the long-term with a wide range of local groups, businesses and individuals. As referenced above, we have undertaken targeted consultation with young people, older people and businesses alongside the wider activities.

- *Ways to feedback responses were:*
  - Through a substantive number of public consultation events at each stage of the project including mobile exhibitions visiting TRA halls;
  - British Land representative attendance and presentations at local community meetings;
  - Via 1:1 meetings which were and are offered openly;
  - Stamped addressed envelopes were provided at public exhibition events;
  - Feedback forms at public consultation events available in hard copy and online;
  - Website - online form and email Website updates;
  - Interactive activities at exhibitions, worksheets at exhibitions & workshops, walkabouts with walk & talk feedback;
  - We have maintained the [team@canadawatermasterplan.com](mailto:team@canadawatermasterplan.com) email and telephone line since 2014;
  - Via social media – facebook, Instagram and twitter;
  - In March 2018, a Local Communications Commitment was put in place to manage the large number of emails and comments received following the planning application submission, setting out a commitment to ensure that all communications are recorded, tracked, and responded to.

- *Support - public consultation summary (provide statistics)*

At four of the six major stages of consultation (first two did not present plans), we asked participants to rate their overall response to the Masterplan proposals from 'Really like' to 'Really dislike'. At the final consultation event, over half (around 60%) of responses were supportive of the Masterplan, with a further c.20% neutral amounting to over two thirds of all respondents. Generally, around or over half of respondents through all stages of consultation 'liked' or 'really liked' the Masterplan.

At the final consultation event we also asked people to explain the aspects that they felt were most positive and of most concern in response to the Developed Masterplan and First Detailed Plots, responses were received from 278 feedback forms. This stage showed positivity towards the overall approach to the Masterplan, particularly the proposed public spaces, use and activity. Comments recognised the design quality of the public spaces including the town square and park. There was a positive response to the focus on environment and Canada Water Dock, as well as to the new connections, improved permeability and pedestrian / cyclist focus.

- *Objection - public consultation summary (provide statistics)*

We have held over 120 events and spoken to thousands of local residents, businesses and community groups. Throughout four years of consultation, the Masterplan has evolved and developed significantly in response to ideas, feedback, and more generally through a greater understanding of the local area and aspirations.

The masterplan has seen a majority of respondents (around 60%+) supporting the overall application ('really like' or 'like') since early on. Together with extensive consultation, this timeframe and level of change has enabled the Masterplan to reflect and respond to many areas of community feedback and input and those supporting the plans has grown and stabilised. The number of residents 'disliking', 'really disliking' the proposals represented around or under a fifth of feedback. The engagement has consistently measured this feedback across different elements of the project, as the masterplan has developed.



At the final consultation event, the main concerns were the need to see more details of a solution to addressing potential transport capacity issues, as well as the impact of tall buildings on the character

of the area; 'Building Form' and 'Getting Around' saw around a quarter of respondents state that they 'really dislike' or 'dislike' the proposals as they were then. Since this point, there has been significant further work undertaken with TfL and Southwark Council on Transport, and the October 2018 re-submission lowered the heights of some of the tallest buildings. There was also a desire to see firm plans for social infrastructure, especially schools. As noted by British Land in the exhibition, an approach has been established, however it is noted that respondents may not have picked up on this, or wished for a different approach /greater level of detail than would be possible at this point. Around 60% felt the proposals had fully or partially responded to consultation feedback.

**Summary of how the relevant Social Regeneration Charter, Place Action Plan and Community Investment Plan have been considered.**

The CWM proposals have been informed by community engagement throughout, and much of what has been captured in the Outline Canada Water Social Regeneration Charter reflects this. British Land has been working with Southwark Council since 2017 (3 years into the project) on a Social Regeneration Charter (SRC) for Canada Water; the SRC has four framework themes which were informed by community priorities to date:

- A Place to Learn and Grow
- A Plan to Belong
- A Place to Work
- A Place to be Happy and Healthy

A community workshop was held on 8<sup>th</sup> March 2018 to review the outline SRC and inform next steps. In addition, Social Life (a Southwark based social research organisation) undertook additional community research and benchmarking over 2017/18, speaking with over 200 residents through in-depth surveys and interviews to gain a picture of local social and economic conditions, and to help inform the SRC priorities and impact measurement. The Council's Cabinet approved the four above themes in March 2018, and subsequently in December 2018 Southwark Council Cabinet agreed five emerging priorities for the Canada Water Place Action Plan (PAP). The next stage of the SRC and PAP will be established following (and subject to) successful grant of planning and British Land and Southwark Council will work together to deliver on the priorities outlined in the draft Canada Water PAP agreed by Cabinet in December 2018.

## Appendix 4 Relevant Planning Policies

<b>National Planning Policy Framework (2019)</b>	
<p>The revised National Planning Policy Framework ('NPPF') was published in February 2019 and establishes the national planning policy and how this needs to be applied. The NPPF promotes sustainable development and sets out that this comprises three key objectives: economic, social and environmental considerations. Paragraph 2 states that the NPPF is a material consideration when determining planning applications. The following sections are of most relevance to this application:</p>	
<p>Section 5: Delivering a sufficient supply of homes            Section 6: Building a strong, competitive economy            Section 7: Ensuring the vitality of town centres            Section 8: Promoting healthy and safe communities            Section 9: Promoting sustainable transport            Section 11: Making effective use of land            Section 12: Achieving well-designed places            Section 14: Meeting the challenge of climate change, flooding and coastal change            Section 15: Conserving and enhancing the natural environment            Section 16: Conserving and enhancing the historic environment</p>	
National Planning Policy Guidance (2014)(as amended)	
<b>The Development Plan</b>	
<b>Regional Policy</b>	
<p>The London Plan is the regional planning framework and was adopted in 2016.</p> <p>The draft New London Plan was published on 30<sup>th</sup> November 2017 and the first and only stage of consultation closed on 2nd March 2018. The Examination in Public commenced on 15<sup>th</sup> January 2019 and ended on 22<sup>nd</sup> May 2019. The Mayor has published an updated version of the New London Plan as the 'Consolidated Suggested Changes Version July 2019'. Due to the stage it has reached, the New London Plan can be given moderate weight. The emerging policies are referenced by the Mayor in all responses to referred applications. The Stage 1 report from the Mayor on this application placed weight on the draft London Plan policies in its conclusion on the merits of the case. The following is not a comprehensive list of all policies which are relevant to this application, but an indication of key policies which are referenced in the suggested reasons for refusal, or where they are significant to some of the key considerations in the report.</p>	
<b>London Plan (2016) with consolidated changes</b>	<b>Draft London Plan (Consolidated Changes) (July 2019)</b>
<p>Policy 2.15 : Town Centres            Policy 2.18: Green infrastructure: The multifunctional network of green and open spaces            Policy 3.1: Ensuring equal life chances for all            Policy 3.2: Improving health and addressing health inequalities            Policy 3.3: Increasing housing supply            Policy 3.4: Optimising housing potential            Policy 3.5: Quality and design of housing developments            Policy 3.6: Children and young people's play and informal recreation facilities            Policy 3.7: Large residential developments            Policy 3.8: Housing choice            Policy 3.9: Mixed and balanced communities            Policy 3.12: Negotiating affordable housing on individual private residential and mixed use schemes            Policy 3.16: Protection and enhancement of social infrastructure            Policy 3.18: Education facilities            Policy 3.19: Sports facilities            Policy 4.2: Offices            Policy 4.3: Mixed use development and offices            Policy 4.4: Managing industrial land and premises            Policy 4.6: Support for and enhancement of arts, culture, sport and entertainment provision</p>	<p>GG4: Delivering the homes Londoners need            GG5: Growing a good economy</p> <p>SD6: Town centres and high streets            SD7: Town centres - Development principles and Development Plan Documents</p> <p>D1A: Infrastructure requirements for sustainable development            D1B: Optimising site capacity through the design-led approach            D4: Housing quality and standards            D6: Optimising density            D8: Tall buildings            D11: Fire Safety            D12: Agent of Change</p> <p>H1: Increasing housing supply            H5: Delivering affordable housing            H6: Threshold approach to applications (Check E7)            H12: Housing size mix            H13: Build to rent            H14: Supported and specialised accommodation            H15: Specialist older persons housing            H17: Purpose build student accommodation</p>

<p>Policy 4.7: Retail and Town Centre Development  Policy 4.8: Supporting a Successful and Diverse Retail Sector  Policy 4.9: Small shops  Policy 4.12: Improving Opportunities for All  Policy 5.1: Climate Change Mitigation  Policy 5.2: Minimising Carbon Dioxide Emissions  Policy 5.3: Sustainable Design and Construction  Policy 5.4A: Electricity and gas supply  Policy 5.5: Decentralised energy networks  Policy 5.6: Decentralised energy in development proposals  Policy 5.7: Renewable energy  Policy 5.9: Overheating and cooling  Policy 5.10: Urban greening  Policy 5.11: Green roofs and development site environs  Policy 5.12: Flood risk management  Policy 5.13: Sustainable drainage  Policy 5.17: Waste capacity  Policy 5.21: Contaminated land  Policy 6.3: Assessing the effects of development on transport capacity  Policy 6.9: Cycling  Policy 6.10: Walking  Policy 6.13: Parking  Policy 7.1: Building London's Neighbourhoods and Communities  Policy 7.2: An inclusive environment  Policy 7.3: Designing out crime  Policy 7.4: Local character  Policy 7.5: Public Realm  Policy 7.6: Architecture  Policy 7.7: Location and design of tall and large buildings  Policy 7.8: Heritage assets and archaeology  Policy 7.11: London view management framework  Policy 7.12: Implementing the London view management framework  Policy 7.14: Improving Air Quality  Policy 7.19: Biodiversity and Access to Nature  Policy 7.21: Trees and woodlands  Policy 8.2: Planning obligations  Policy 8.3: Community infrastructure levy</p>	<p>S2: Health and social care facilities  S3: Education and childcare facilities  S4: Play and informal recreation  S5: Sports and recreation facilities  S6: Public toilets</p> <p>E1: Offices  E2: Providing suitable business space  E3: Affordable workspace  E7: Industrial intensification, co-location and substitution  E11: Skills and opportunities for all</p> <p>HC3: Strategic and Local Views  HC4: London View Management Framework  HC5: Supporting London's culture and creative industries  HC6: Supporting the night-time economy</p> <p>G1: Green infrastructure  G5: Urban greening  G6: Biodiversity and access to nature  G7: Trees and woodlands</p> <p>SI1: Improving air quality  SI2: Minimising greenhouse gas emissions  SI3: Energy Infrastructure  SI4: Managing heat risk  SI5: Water infrastructure  SI6: Digital connectivity infrastructure  SI12: Flood risk management  SI13: Sustainable drainage</p> <p>T2: Healthy Streets  T3: Transport capacity, connectivity and safeguarding  T4: Assessing and mitigating transport impacts  T5: Cycling  T6: Car parking  T6.1: Residential parking  T6.2: Office parking  T6.3: Retail parking  T6.4: Hotel and leisure parking  T6.5: Non-residential disabled persons' parking  T7: Deliveries, servicing and construction  T8: Aviation  T9: Funding transport infrastructure through planning</p> <p>DF1: Delivery of the plan and planning obligations</p>
<b>Mayoral Guidance</b>	
<p>Energy Assessment Guidance (2018)  Affordable Housing and Viability SPG (2017)  Housing Supplementary Planning Guidance (SPG)(2016)  Sustainable design and construction SPG (2014)  London View Management Framework (2012)  London's World Heritage Sites SPG (2012)  Shaping Neighbourhoods: Play and Informal Recreation (2012)</p>	
<b>Local Policy</b>	
<p>The Council's cabinet on 19 March 2013, as required by para 215 of the original NPPF, considered the issue of compliance of Southwark Planning Policy with the National Planning Policy Framework. All policies and proposals were reviewed and the Council satisfied itself that the policies and proposals in use were in conformity with the original NPPF. The resolution was that with the exception of Policy 1.8 (location of retail outside town centres) in the Southwark Plan all Southwark Plan policies are saved. Therefore due weight should be given to relevant policies in existing plans in accordance to their degree of consistency with the original NPPF.</p> <p>For the last 5 years the council has been preparing the New Southwark Plan (NSP) which will replace the saved policies of the 2007 Southwark Plan and the 2011 Core Strategy. The council concluded consultation on the Proposed Submission version (Regulation 19) on 27 February 2018. The New Southwark Plan Proposed Submission Version: Amended Policies January 2019 is being consulted on until 17 May 2019. It is anticipated that the plan will be adopted in 2020 following an Examination in Public (EIP). Nevertheless paragraph 48 of the NPPF states that decision makers may give weight to</p>	

<p>relevant policies in emerging plans according to the stage of preparation of the emerging plan, the extent to which there are unresolved objections to the policy and the degree of consistency with the Framework. The consultation responses received to each policy the New Southwark Plan are summarised in Chapter 4 of the Officer Report, and the resulting weight that can be given to them. The Development Plan policies and draft policies listed below are most relevant to this application:</p>	
<b>Core Strategy (2011)</b>	<b>Draft New Southwark Plan</b>
<p>Strategic policy 1: Sustainable development  Strategic policy 2: Sustainable transport  Strategic policy 3: Shopping, leisure and entertainment  Strategic policy 4: Places for learning, enjoyment and healthy lifestyles  Strategic policy 5: Providing new homes  Strategic policy 6: Homes for people on different incomes  Strategic policy 7: Family homes  Strategic policy 10: Jobs and businesses  Strategic policy 12: Design and conservation  Strategic policy 13: High environmental standards</p>	<p>Policy SP1 – Quality affordable homes  Policy SP2 – Regeneration that works for all  Policy SP3 – Best start in life  Policy SP4 – Strong local economy  Policy SP5 – Healthy active lives  Policy SP6 – Cleaner, greener, safer</p> <p>Policy P1 – Social rented and intermediate homes  Policy P2 – New family homes  Policy P4 – Private rented homes  Policy P9 – Optimising delivery of new homes  Policy P11 – Design of places  Policy P12 – Design quality  Policy P14 – Tall buildings  Policy P15 – Efficient use of land  Policy P16 – Listed buildings and structures  Policy P17 – Conservation areas  Policy P20 – Archaeology  Policy P23 – Education places  Policy P24 – Student homes  Policy P26 – Office and business development  Policy P28 – Affordable workspace  Policy P29 – Small shops  Policy P30 – Town and local centres  Policy P31 – Development outside of town centres  Policy P35 – Betting shops, pawnbrokers and payday loan shops  Policy P41 – Broadband and digital infrastructure  Policy P42 – Healthy developments  Policy P44 – Community uses  Policy P45 – Hot food takeaways  Policy P47 – Highways impacts  Policy P48 – Walking  Policy P50 – Cycling  Policy P52 – Car parking  Policy P53 – Parking standards for disabled people and the mobility impaired  Policy P54 – Protection of amenity  Policy P55 – Designing out crime  Policy P59 – Biodiversity  Policy P60 – Trees  Policy P61 – Environmental standards  Policy P65 – Environmental protection  Policy P66 – Improving air quality  Policy P69 – Reducing flood risk</p> <p>Site allocation NSP82</p>
<b>Southwark Plan (2007)</b>	
<p>Policy 1.1: Access to employment opportunities  Policy 1.4: Employment sites outside of preferred office locations and preferred industrial locations.  Policy 1.5: Small business Units  Policy 1.7: Development within town and local centres  Policy 2.2: Provision of new community facilities  Policy 2.4: Educational deficiency – provision of new educational establishments.  Policy 2.5: Planning obligations  Policy 3.1: Environmental effects  Policy 3.2: Protection of amenity  Policy 3.3: Sustainability assessment  Policy 3.4 : Energy efficiency  Policy 3.6: Air quality  Policy 3.7: Waste reduction  Policy 3.8: Waste management  Policy 3.9: Water  Policy 3.11: Efficient use of land  Policy 3.12: Quality in design  Policy 3.13: Urban design  Policy 3.14: Designing out crime  Policy 3.15: Conservation of the historic environment  Policy 3.18: Setting of listed buildings, conservation areas and world heritage sites  Policy 3.19: Archaeology  Policy 3.20: Tall buildings  Policy 3.28: Biodiversity  Policy 4.2: Quality of residential accommodation  Policy 4.3: Mix of dwellings  Policy 4.4: Affordable housing  Policy 4.5: Wheelchair affordable housing  Policy 5.1: Locating developments  Policy 5.2: Transport impacts  Policy 5.3: Walking and cycling  Policy 5.6: Car parking  Policy 5.7: Parking standards for disabled people and the mobility impaired</p>	
<b>Canada Water Area Action Plan (2015)</b>	
<p>Policy 1: Shopping in the Town Centre  Policy 2: Cafes and restaurants  Policy 5: Markets  Policy 6: Walking and cycling  Policy 7: Public transport  Policy 8: Vehicular traffic  Policy 9: Parking for retail and leisure  Policy 10: Residential parking  Policy 11: Leisure and entertainment  Policy 12: Sports facilities</p>	

<p>Policy 13: Arts, culture and tourism  Policy 14: Streets and public spaces  Policy 15: Building blocks  Policy 16: Town centre development  Policy 17: Building heights in the Core Area  Policy 18: Open spaces and biodiversity  Policy 19: Children's play space  Policy 20: Energy  Policy 21: New homes  Policy 22: Affordable homes  Policy 23: Family homes  Policy 24: Density of new developments  Policy 25: Jobs and business  Policy 26: Schools  Policy 27: Community facilities  Policy 28: Early years  Policy 29: Health facilities</p> <p>CWAAP5: Decathlon site, Surrey Quays Shopping Centre and overflow car park</p> <p>CWAAP17: Site E, Mulberry Business Park, Harmsworth Quays and Surrey Quays Leisure Park</p> <p>CWAAP18: Land on Roberts Close</p>	
<b>Supplementary Planning Documents (SPDs)</b>	
<p>Development Viability SPD (2016)  2015 Technical Update to the Residential Design Standards SPD (2011)  Section 106 Planning Obligations/CIL SPD (2015)  Affordable Housing SPD (Draft 2011 &amp; Adopted 2008)  Sustainable Transport SPD (2010)  Sustainable Design and Construction SPD (2009)  Sustainability Assessments SPD (2009)</p>	

**Appendix 5** Detailed Daylight, Sunlight and  
Overshadowing Results

## Appendix 6 Summary of Cumulative Environmental Impacts

### Type 1 Cumulative Impacts

The combined effects on identified sensitive receptors during demolition/construction or on completion of the development

Sensitive receptors	Cumulative impacts as a result of residual effects
<b>Residential neighbours</b>	
Landale House and Orchard House	<b>Daylight and sunlight:</b> various properties assessed as experiencing a minor to moderate adverse impact as a result of the completed development.  <b>Visual and townscape:</b> Properties assessed as experiencing a major beneficial impact
Courthope House, Hothfield Place, Hithe Grove, China Hall Mews and Lower Road	<b>Daylight</b> – minor to moderate adverse <b>Sunlight</b> – minor to moderate adverse <b>Overshadowing</b> – minor to moderate adverse <b>Townscape</b> – moderate beneficial <b>Visual</b> – major beneficial
Columbia Point	<b>Daylight</b> – minor adverse <b>Sunlight</b> – minor adverse <b>Visual</b> – major beneficial
Osprey Estate (Raven House), Buchanan court, Burhill Court, Burrage Court, Byards Court, Cabot Court and Elbourne Court	<b>Daylight</b> – minor adverse <b>Noise</b> – moderate adverse due to road traffic noise <b>Visual</b> – minor to major beneficial
Redriff Road	<b>Noise</b> – moderate adverse due to road traffic noise <b>Daylight</b> – minor to moderate adverse <b>Sunlight</b> – minor adverse <b>Visual</b> – minor beneficial
Quebec Way	<b>Daylight</b> – moderate to major adverse <b>Sunlight</b> – minor to moderate adverse <b>Overshadowing</b> – minor to moderate adverse
Project Light Phase 1	<b>Daylight</b> – minor adverse <b>Sunlight</b> – minor adverse
<b>Commercial and community neighbours</b>	
Former Dock Office	<b>Visual</b> – major beneficial <b>Townscape</b> – major beneficial
Alfred Salter School	<b>Sunlight</b> – minor adverse <b>Visual</b> – major beneficial
Users of Our Lady of the Immaculate Conception Catholic Church and St. John's Catholic Primary School	<b>Daylight</b> – minor adverse <b>Sunlight</b> – minor adverse <b>Visual</b> – major beneficial
<b>Environment</b>	
Public amenity	<b>Socio economics</b> – moderate beneficial <b>Wind</b> – minor beneficial

Canada Water SINC and breeding birds	<u>Demolition/Construction</u> <b>Ecology</b> – moderate adverse <b>Ground conditions and contamination</b> – moderate beneficial  <u>Completed development</u> <b>Ecology</b> – minor to moderate beneficial <b>Ground conditions and contamination</b> – minor to moderate beneficial <b>Townscape</b> – major beneficial
<b>Local people and service users</b>	
Social infrastructure users	<b>Health</b> – moderate to major beneficial <b>Education</b> – moderate beneficial
Local economy	<b>Socio-economic (demand for housing)</b> – major/moderate beneficial (locally/boroughwide), minor beneficial (regional)  <b>Socio-economic (employment) -</b> major beneficial (locally), major to moderate beneficial (boroughwide) minor beneficial (regional)  <b>Socio-economic (additional spending) –</b> major beneficial (locally), minor beneficial (boroughwide)
Road users	<b>Transport and access</b> – minor adverse to minor beneficial <b>Solar glare</b> – minor adverse at the junctions of Canada Street, Gomm Road, Surrey Quays Road and Rotherhithe Old Road

### **Type 2 Cumulative Impacts**

Significant environmental effects that might be experienced as a result of the combined effects of large-scale developments in the wider area, or more local, small-scale developments, where they introduce further sensitive receptors

#### Demolition and Construction

Demolition and construction activity would likely result in some temporary adverse interaction effects on a range of sensitive receptors, including: existing and future residents within and in the vicinity of the development site, community facilities neighbouring the development, pedestrians, cyclists, road and public transport users

#### Completed development

- Cumulative beneficial effects in relation to socio-economics, due to the creation of jobs within Southwark and London, and the provision of housing within the Canada Water Opportunity Area;
- Cumulative beneficial impacts on townscape, conservation areas, heritage assets and views by positively contributing to regeneration;
- Cumulative adverse effect in relation to LVMF view from Primrose Hill to St Paul's due to the proximity of one of the towers in the consented development at Convoys Wharf
- Cumulative adverse impacts in relation to transportation and access due to increase in trips on the local highway network, and the increase in trips on the public transport network at Canada Water and Surrey Quays Stations and the local bus network
- Cumulative beneficial effects in relation to transportation and access on car and cycle parking supply within the wider area;



- Cumulative beneficial and adverse effects in relation to noise and vibration, due to road traffic noise within the surrounding road network;
- Cumulative beneficial effects on designated sites and the breeding birds and habitats in the local area;
- Cumulative adverse effects on levels of daylight and sunlight on surrounding residential properties;
- Cumulative adverse effects on light pollution on the facades of the proposed plots within the Development;

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