

<b>Item No.</b> 8.	<b>Classification:</b> Open	<b>Date:</b> 4 February 2014	<b>Meeting Name:</b> Planning Committee
<b>Report title:</b>		Publication/submission draft Revised Canada Water area action plan (AAP)	
<b>Ward(s) or groups affected:</b>		Surrey Docks, Rotherhithe	
<b>From:</b>		Director of Planning	

## RECOMMENDATIONS

1. That planning committee comments on the publication/submission draft Revised Canada Water Area Action Plan (RCWAAP) (Appendix A) which is currently available for public consultation in accordance with Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012 ("the Regulations).

## BACKGROUND INFORMATION

2. In March 2012, the council adopted the Canada Water Area Action Plan ("AAP"). The purpose of the AAP is to help shape the regeneration of Canada Water. Like the Core Strategy (2011) it is a spatial plan which provides a vision, objectives and policies designed to help manage development and growth at Canada Water. It is a development plan and alongside the Core Strategy and saved Southwark Plan policies, it is used as the basis for determining planning applications in the area. As part of the development plan, the AAP must be consistent with the Core Strategy and in general conformity with the London Plan (2011).
3. Work on the AAP commenced in 2007 and its adoption followed four rounds of public consultation, as well as an examination-in-public (EIP) in which members of the public, developers and other stakeholders were able to set out their views to an independent planning inspector. The inspector found the AAP to be "sound", subject to a number of amendments.
4. In August 2011, the Daily Mail which occupies the Harmsworth Quays printworks confirmed that it would be relocating its printing operations to a site in Essex. Because the Daily Mail had previously indicated that it would be staying at Harmsworth Quays, the adopted AAP is predicated on the printworks remaining in situ. However, the availability of Harmsworth Quays generates a number of opportunities. It is a strategic site in the core of the action area and its availability opens a significant opportunity for redevelopment. It also helps unlock development opportunities on adjacent sites, particularly the Surrey Quays Leisure Park, Site E on Surrey Quays Road and the Mulberry Business Park. At the EIP the council committed to undertaking a review of the AAP to put in place policy to guide a redevelopment of Harmsworth Quays and the adjacent sites. The inspector agreed with the council, that any review of the AAP could take place within the scope of the vision and objectives set out in the adopted AAP. However, amendments to the plan would need to address the land uses and quantum of development, the infrastructure required to support additional development, pedestrian and cycle connectivity and urban design, including the building heights strategy.

5. The current amendment to the adopted AAP by way of the draft RCWAAP is being carried out in several stages, comprising of the following:
  - i. Stage 1 – consultation on a sustainability appraisal scoping report carried out over five weeks from 31 October 2012;
  - ii. Stage 2 – informal consultation on the revisions to the AAP which took place over quarter three and quarter four 2012/13;
  - iii. Stage 3 – consultation on a draft RCWAAP
  - iv. Stage 4 – consideration of comments on the draft RCWAAP and preparation of the final revised plan for publication in the autumn
  - v. Stage 5 (the current stage) – Invitation of representations on the final plan and subsequent submission to the Secretary of State for an examination-in-public
  - vi. Stage 6 – Adoption of the final RCWAAP as part of Southwark's local plan in late 2014.
6. The council is currently at stage v. in this process. Consultation on the draft RCWAAP took place between May and July 2013. All the comments made in respect of this document have now been assessed and appropriate modifications made to the publication/submission version of the document in the light of these comments. The publication/submission draft RCWAAP was reported to cabinet on 22 October 2013 and was subsequently approved by council assembly on 27 November 2013. The publication/submission draft RCWAAP has been published for public consultation and following consultation will be submitted to the Secretary of State for an examination-in-public, held by an independent planning inspector. It is expected that the latter would take place in summer 2014 with adoption by the end of the year.
7. The publication/submission draft RCWAAP has been subject to a sustainability appraisal (SA), an equalities analysis and an appropriate assessment to screen any impacts on EU protected wildlife habitats. It is also accompanied by detailed OS based maps documenting changes to be made to Southwark's adopted policies map.

## **CONSULTATION**

8. Consultation on the RCWAAP has been carried out in accordance with the requirements of the Planning and Compulsory Purchase Act 2004 (amended 2008) and the council's Statement of Community Involvement (SCI). The draft revised AAP was available for public consultation between over a period of 12 weeks from 7 May until 30 July 2013, including a formal period of consultation of 6 weeks between 18 June 2013 and 30 July 2013.
9. The consultation report provides a detailed analysis of the consultation undertaken on the draft RCWAAP. The comments made have been taken into account in preparing the publication/submission draft RCWAAP.

## **KEY ISSUES FOR CONSIDERATION**

10. The availability for Harmsworth Quays for development generates a number of opportunities both on that site and on the adjacent sites. These opportunities relate to land uses, supporting infrastructure, pedestrian and cycle connectivity and urban design.

11. Land uses: The RCWAAP vision seeks to consolidate Canada Water as a major town centre in the borough's town centre hierarchy through intensification of town centre uses, such as shops, offices, cafes, restaurants, civic and leisure uses. The availability of Harmsworth Quays for development would enable the town centre to expand to the eastern side of Surrey Quays Road. Because of the need to ensure that development across Harmsworth Quays, Site E, Mulberry Business Park and Surrey Quays Leisure Park is coordinated to achieve the right combination of land uses, a network of routes and a coherent urban design, we have drawn these sites together into a single land use allocation, proposals site CW AAP 24 in Appendix 5 of the AAP.
12. Site allocation CW AAP 24 requires development proposals to maximise employment generation and the contribution to the regeneration of the town centre. A range of criteria would be used to assess this policy, including demand for space and financial viability. Non-residential uses could include retail, business space, leisure facilities (including the retention of the existing leisure space on the Surrey Quays Leisure Park) and education, including higher education. King's College London, which currently has an option to acquire Mulberry Business Park and recently received a resolution to grant planning consent, is exploring options to expand its portfolio to meet its need for a range of spaces which include teaching and research space, offices and supporting infrastructure. New academic and research facilities could make a strong contribution to the mix of activities in the town centre. Such facilities would generate jobs, strengthen the day-time economy and support other town centre uses such as shops and offices. Relocating a faculty or providing a significant amount of academic space could also help boost the town centre's profile.
13. CW AAP 24 and its promotion of non-residential uses was broadly supported during consultation. There was particularly strong support for provision of more cafes and restaurants and developments which brings jobs. In the light of the support for non-residential space and the benefits of diversifying the economic base of the town centre, a minor change has been made to the AAP vision which articulates this support.
14. Residential homes and student homes will be appropriate uses on site CW AAP 24, providing that the maximum employment generation is secured. The council received an objection stating that residential use should be a required use on the site. However, officers consider that position taken in the draft RCWAAP is justifiable in the light of the AAP vision which seeks to consolidate Canada Water as a town centre.
15. Few changes were proposed to the housing policies in the adopted AAP because these largely rely on and must be consistent with the Core Strategy policies. However, the GLA has stated that the failure to update the AAP policy to explicitly acknowledge affordable rent would undermine the strategy in the London Plan and is therefore not in general conformity. Following the recent examination-in-public into the Peckham and Nunhead AAP, the inspector has recommended that the council delete references to the split between social rented homes and intermediate homes. A similar course of action is recommended in the RCWAAP. It is important to note that the affordable housing policies in the Core Strategy would continue to apply at Canada Water i.e. the council would continue to seek 35% affordable housing in new developments and a 70%/30% split between social rented and intermediate provision. The issue of affordable rent would be considered at a borough-wide level, through the review of the local plan. This is considered to be a more appropriate way of

addressing the issue than through ad-hoc amendments to area-based planning documents such as AAPs. In the meantime, the council's policy position on affordable housing at Canada Water is not weakened.

16. Student homes can contribute to widening the mix and choice of homes in the area. However, the RCWAAP states that the appropriate level of student housing will depend on the accompanying mix of uses. This is emphasized in CW AAP 24 and policy 29a on higher education and student housing. The council received an objection stating that the link between student accommodation and other on-site university facilities is not needed; developments for student accommodation should be acceptable, irrespective of size provided that they have a satisfactory management plan and have convenient access to campus facilities elsewhere. However, officers do not consider that the principle expressed in the policy should be altered. Provision of a large student housing development on its own would not bring the range of regeneration benefits that would be generated by provision of teaching space and other facilities and would not deliver the council's aspiration to maximise non-residential use.
17. Supporting infrastructure: The adopted AAP recognises that improvements to the surface transport network are required in order to accommodate growth at Canada Water. The AAP provides a strategy to reintroduce two way traffic movement on Lower Road as part a wider set of improvements to the Lower Road gyratory. With regard to timing, 2016-2020 is the timescale set out in the adopted AAP and was based broadly on when the council expects development to occur and trigger the need to carry out improvements and when sufficient funding may be available. The council and TfL are currently undertaking a more detailed feasibility study for this project. This study is looking at a number of options, including delivery in 2015 in order to meet TfL's deadline for the implementation of the cycle superhighway on Lower Road.
18. With regard to schools, in policy 26 the RCWAAP notes that the council will keep the need to expand existing primary schools under review. There may also be the potential to accommodate new primary schools, including on Harmsworth Quays, depending on the quantum of non-residential uses provided on that site. Anticipated demand for secondary school places would be met by provision of a new school in Bermondsey, approved to open in September 2013 and exploring the possibility of expanding existing secondary schools.
19. Funding for improvements to the Seven Islands Leisure Centre is committed in the council's capital programme for the years 2014/2015 and 2015/2016. The RCWAAP policy 12 suggests that this could be used to extend the life of the Seven Islands by up to 10 years. In the long term however, there is an opportunity to provide a new leisure centre in the town centre. The representations contained a mix of view of leisure facilities: some stated that refurbishment should be carried out as a matter of urgency and others considered that a new site should be found. King's College has proposed a new leisure centre as part of their proposals for a new campus and the council is keen to explore this further with King's College and British Land.
20. The area around St Mary's Rotherhithe has a number of arts, culture and tourism uses including, St Mary's Church itself, the Brunel Museum, the Mayflower Inn and Sands Film Studios is designated as a strategic cultural area (SCA). The council received a representation suggesting that the SCA be extended to the south to include St Olav's church and the Finnish church, both of which are important centres for the Scandinavian community in London. The current

boundary was designated during the preparation of the Southwark Plan following a recommendation by the Southwark Plan (2007) Inspector. The SCA includes the concentration of cultural and tourism uses around St Mary's Church. The two churches on Albion Street are relatively isolated from the SCA and there are a lot of residential streets between the SCA and Albion Street. On balance it is not considered that there is justification to extend the boundary.

21. Pedestrian and cycle connectivity: A key aspiration of the AAP is to ensure that the town centre is well connected to the rest of Rotherhithe through a network of pedestrian and cycle routes. The new site allocation for Harmsworth Quays and the adjacent sites provides indicative routes.
22. Urban design: The site allocation for Harmsworth Quays emphasises the desirability of creating a network of streets and spaces that have a town centre and urban feel and which are not dominated by cars. At the EIP, the council recognised that the tall building strategy should be reviewed and the inspector concurred with this in his recommendation. The RCWAAP maintains the guidance in the adopted AAP that building heights in the core area should generally be between 4 and 8 storeys. While these general heights should be maintained, it was recommended that the approach to tall buildings be revised.
23. The availability of Harmsworth Quays for development, the scope expand the centre eastwards and bring in new land uses, such as business and higher education, provide an opportunity to rethink the approach to town centre development. Currently the footprint of the existing large sheds in the centre makes it difficult to move around the area. With the exception of the plaza outside the library the public realm is uninspiring and offers little to residents, visitors or shoppers. A key advantage of tall buildings is that they can utilise much smaller footprints, enabling the creation of more public realm and making it easier for pedestrians to move around. The design policies in the adopted AAP have been revised to make provision of new public realm a crucial element of new development.
24. The key to a vibrant and successful town centre is a range of shops, leisure opportunities and businesses which create a destination. Tall buildings can provide a range of uses to help animate the base of the building and contribute to the vibrancy of the centre. They are an important source of capacity and will help deliver the range of non-residential uses which are sought by the adopted AAP vision.
25. Policy 17 in the RCWAAP states that buildings will be appropriate in important locations in the town centre, where they reinforce the character and function of the centre. In particular, they will help to define the importance of the Canada Water basin and surrounding public spaces as the focal point within the town centre. The policy requires tall buildings which are significantly higher than existing tall buildings in the area (20-25 storeys) to make an exceptional contribution to the regeneration of the area and where feasible, contain a facility accessible to the public which takes advantage of spectacular views from upper floors.
26. The consultation responses suggested that views on the potential for tall buildings are mixed. Of the questionnaire responses received, 50% supported the AAP policy. Those representations which supported provision of tall buildings in principle emphasised the need for high quality of design and careful analysis to ensure that impacts on wind and overshadowing are avoided. Officers

consider that the criteria which are proposed in policy 17 are robust and should serve to secure well designed buildings and an attractive and comfortable public realm. English Heritage suggested that the concept of “special buildings” should be more clearly defined and amendments have been made to the publication/submission draft in this respect.

27. Since adopting the AAP in March 2012, the council has also adopted its Open Space Strategy (2013). This recommended that three additional spaces be protected as “other open space”: Cumberland Wharf, Neptune Street Park and Surrey Docks Adventure Playground. In addition to this, it is also proposed that the former nursery is designated as metropolitan open land. Together with Southwark Park, the former nursery is part of a clearly distinguishable break in the built environment which would justify extending the MOL designation over the site. Protection of these spaces was broadly supported during consultation. During consultation, protection of an additional space (the space between St Olav’s Court and Blick House on Lower Road) was also suggested. However, it is considered that it is late in the AAP revision process to introduce a new designation which has not been the subject of any consultation. There will be opportunities to review the site in the future, including through the New Southwark Plan.
28. Sport England have recommended that the site allocation for the former Surrey docks stadium be deleted. However, this allocation was included in the adopted AAP and has already been subject to an examination-in-public. The site has been acquired by Fairview New Homes who plan to compensate for the loss of the existing sports pitch by refurbishing the St Paul’s playing field, enabling future use by Fisher Athletic and other users.
29. In his report on the adopted AAP, the Inspector noted the lack of allotments and food growing spaces in the area. The adopted open spaces policy has been amended to state that new development will be expected to provide opportunities for food growing. It is not envisaged that a significant new open space would be provided on Harmsworth Quays, given the proximity of Russia Dock Woodland and Southwark Park. However, some provision would be made to provide play facilities, informal recreation, food growing, etc. The guidance states that a green link connecting Canada Water basin and Russia Dock Woodland should be incorporated.
30. Factual updates: A number of minor amendments have also been made to the adopted AAP to reflect factual changes, changes in policy (eg. the fact that CIL can be used to fund infrastructure required to support growth, rather than s106 planning obligations) and progress in developments which have been completed, are under construction or are the subject of new planning applications.
31. The council is currently inviting representations on the publication/submission draft RCWAAP over a 6 week period. The council will consider all representations made and if appropriate suggest minor changes to the RCWAAP to address these. It is anticipated that the RCWAAP would then be submitted to the Planning Inspectorate for an examination in public.

## **Community impact statement**

## **Equalities analysis**

32. In preparing the adopted AAP (2012), the council completed equalities impact assessment (EqIA) report. This highlighted the AAP would have a number of beneficial impacts for all members of the community, including new job opportunities, more homes, improved community facilities and more opportunities for walking, cycling and using public transport. The EqIA has been updated to reflect the policies in the publication/submission draft RCWAAP. Site allocation CW AAP 24 would have a broadly positive impact on people with protected characteristics as it would encourage new uses on the site which would provide jobs and increase the activity in the town centre as well as providing opportunities for new public spaces and routes through the area which would make it more accessible to all. It also has the potential to provide more new homes, potentially including some student homes.

### **Sustainability appraisal**

33. The adopted Canada Water AAP was accompanied by a detailed sustainability appraisal that informed the development of the final strategy and policies. The AAP had an overall positive impact on all the sustainability indicators, although some issues were identified around the possibility of new development increasing the risk of climate change, waste and flooding. The SA has been updated to take the changes to the AAP (including changes in the publication/submission draft) into account and assess their impact. Overall, the preferred option for CW AAP 24 and the other policies which have been changed as a result of this site coming forward for redevelopment, have a positive effect on the sustainability indicators. In particular, SDO 1. To tackle poverty and encourage wealth creation and SDO 5 To promote social inclusion, equality, diversity and community cohesion scored very well overall. This is due to the positive impacts of providing more new homes, attracting new business and investment which will increase the number of jobs in the area as well as providing an improved landscape and townscape. The sustainability of the plan is strengthened in the publication/submission version by the addition of a policy which explicitly states that there is a presumption in favour of sustainable development.

## BACKGROUND DOCUMENTS

Background paper	Held at	Contact
Canada Water area action plan (2012) <a href="http://www.southwark.gov.uk/downloads/download/7125/adopted_canada_water_aap">http://www.southwark.gov.uk/downloads/download/7125/adopted_canada_water_aap</a>	Southwark Council, 160 Tooley Street London SE1 2QH	Sandra Warren 0207 525 5471
Core strategy (2011) <a href="http://www.southwark.gov.uk/downloads/download/5823/adopted_core_strategy">http://www.southwark.gov.uk/downloads/download/5823/adopted_core_strategy</a>	Southwark Council, 160 Tooley Street London SE1 2QH	Sandra Warren 0207 525 5471
Proposed changes to the adopted policies map <a href="http://www.southwark.gov.uk/downloads/download/3228/canada_water_area_action_plan_review">http://www.southwark.gov.uk/downloads/download/3228/canada_water_area_action_plan_review</a>	Southwark Council, 160 Tooley Street London SE1 2QH	Sandra Warren 0207 525 5471
Sustainability appraisal <a href="http://www.southwark.gov.uk/downloads/download/3228/canada_water_area_action_plan_review">http://www.southwark.gov.uk/downloads/download/3228/canada_water_area_action_plan_review</a>	Southwark Council, 160 Tooley Street London SE1 2QH	Sandra Warren 0207 525 5471
Equalities Analysis <a href="http://www.southwark.gov.uk/downloads/download/3228/canada_water_area_action_plan_review">http://www.southwark.gov.uk/downloads/download/3228/canada_water_area_action_plan_review</a>	Southwark Council, 160 Tooley Street London SE1 2QH	Sandra Warren 0207 525 5471
Consultation Plan <a href="http://www.southwark.gov.uk/downloads/download/3228/canada_water_area_action_plan_review">http://www.southwark.gov.uk/downloads/download/3228/canada_water_area_action_plan_review</a>	Southwark Council, 160 Tooley Street London SE1 2QH	Sandra Warren 0207 525 5471
Consultation Report <a href="http://www.southwark.gov.uk/downloads/download/3228/canada_water_area_action_plan_review">http://www.southwark.gov.uk/downloads/download/3228/canada_water_area_action_plan_review</a>	Southwark Council, 160 Tooley Street London SE1 2QH	Sandra Warren 0207 525 5471
Appropriate assessment <a href="http://www.southwark.gov.uk/downloads/download/3228/canada_water_area_action_plan_review">http://www.southwark.gov.uk/downloads/download/3228/canada_water_area_action_plan_review</a>	Southwark Council, 160 Tooley Street London SE1 2QH	Sandra Warren 0207 525 5471

## APPENDICES

No.	Title
Appendix 1	Publication/submission draft Canada Water area action plan (circulated separately; available online at: <a href="https://www.southwark.gov.uk/downloads/download/3228/canada_water_area_action_plan_review">https://www.southwark.gov.uk/downloads/download/3228/canada_water_area_action_plan_review</a> )



## AUDIT TRAIL

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<b>Report Author</b>	Tim Cutts, Team Leader, Planning Policy		
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<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b>			
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Director of Legal Services	No	No	
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Cabinet Member	No	No	
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