

Canada Water Masterplan – Section 73

In the London Borough of Southwark

Planning Application reference: 25/AP/0242

Planning Application

Town & Country Planning Act 1990 (as amended); Planning (Listed Building and Conservation Areas) Act 1990; Greater London Authority Acts 1999 and 2007; Town and Country Planning (Mayor of London) Order 2008 and Town and Country Planning (Environmental Impact Assessment) Regulations 2017.

The proposals

A Section 73 application to amend outline elements of the Hybrid Planning Permission (LPA Ref: 18/AP/1604) for the comprehensive redevelopment of the Canada Water Masterplan area, including an increase in building heights, with the tallest building increasing from 138m. (c.39 storeys) to 175m. (c.49 storeys); increase in building footprints; changes to the housing offer and unit mix; increase in the residential, hotel, and total floorspace caps; introduction of Co-Living accommodation; increase in the extent of basements; changes to servicing strategy; and changes to the Masterplan Design Guidelines. A minimum of 2,000 homes would be delivered, and the maximum residential floorspace (331,500q.m.) could deliver c.4,184 in a policy compliant unit size mix.

The applicant

The applicant is **British Land** and the architect is **Allies and Morrison**.

Recommendation

The Deputy Mayor for Planning, Regeneration and the Fire Service, acting as Local Planning Authority for the purpose of determining this application:

1. grants conditional planning permission in respect of application 25/AP/0242 for the reasons set out in the approval section below, and subject to the prior completion of a Section 106 legal agreement Deed of Variation;
2. delegates authority to the Head of Development Management to issue the planning permission and attach, add, delete, or vary the final detailed wording of conditions and informatives as required, with any material changes being referred back to the Deputy Mayor; and authority to negotiate, agree the final wording, sign and execute, and complete the Section 106 legal agreement Deed of Variation;
3. delegates authority to the Head of Development Management to agree any variations to the proposed heads of terms for the Section 106 legal agreement Deed of Variation;
4. delegates authority to the Head of Development Management to refer the application back to the Deputy Mayor if, by 15 May 2026, the Section 106 legal agreement Deed of Variation has not been completed;

5. notes that the approval of reserved matters applications pursuant to the outline component of the planning permission would be submitted to, and determined by, Southwark Council;
6. notes that approval of details pursuant to conditions imposed on the planning permission will be submitted to, and determined by, Southwark Council; and
7. notes that Southwark Council will be responsible for the enforcement of the conditions attached to the permission.

Introduction

1. Having assumed authority to determine this planning application, this report sets out the matters that the Deputy Mayor for Planning, Regeneration and the Fire Service must consider in determining whether to grant or refuse planning permission and to guide his decision making at the upcoming representation hearing. This report includes a recommendation from Greater London Authority (GLA) officers, as set out below.

Officer recommendation - reasons for approval

2. The Deputy Mayor for Planning, Regeneration, and the Fire Service, acting as the local planning authority, has considered the particular circumstances of this application against national, strategic and local planning policy; relevant supplementary planning guidance; and all material planning considerations. He has also had regard to all consultation responses and representations made on the case both to Southwark Council and the GLA. The below reasons set out why this application is considered to be acceptable in planning policy terms:
 - i. The proposed masterplan-led approach would deliver the comprehensive redevelopment of an under-utilised, brownfield, Opportunity Area and Major Town Centre site. It would deliver a well-designed, optimised, mixed-use scheme next to the existing Canada Water Underground and bus station and Surrey Quays station. The scheme would provide a minimum of 2,000 and up to c.4,184 new homes, including affordable homes; up to 282,500sq.m. of new workspace, including affordable space; up to 86,650sq.m. of new retail; up to 51,500sq.m. of leisure/cultural uses, including the Printworks cultural facilities; up to 45,650sq.m. of community facilities, including a new Council-run leisure centre (already built) and a 1,000-2,500sq.m. health facility or payment in lieu; a net increase of 8,480-12,570 FTE jobs on-site, plus employment training; installation of infrastructure to serve the wider community (UKPN substation); significant areas of new and improved green infrastructure, including the recently regenerated Dock, a new town square, and a new 3.5 acre public park; and a significant reduction of car parking/use in the area. On this basis, the application accords with the NPPF; London Plan policies SD1, SD6, SD7, SD8, SD9, H1, H3, H15, H16, S1, E1, E2, E3, E9, E10, E11, and G8; and Southwark Plan policies ST1, ST2, SP1, SP4, P1, P5, P6, P7, P41, P46, P47, P18, Site Allocation NSP81, and Rotherhithe Area Vision AV15.

- ii. GLA officers accept that the applicant's viability assessment demonstrates that the maximum viable level of affordable housing at this time is 3%. It is also accepted that the approved Hybrid Planning Permission (HPP, LPA Ref: 18/AP/1604) viability assessment demonstrated that a viable scheme could deliver 11% affordable housing at that time, notwithstanding that the applicant was prepared to commit to 35% predicated on assumed growth. Considering that the submitted viability assessment and supplementary information has been subject to considerable scrutiny by GLA and Southwark officers and their advisers, these conclusions should be given considerable weight. The particular circumstances of the scheme (such as significant front-loaded infrastructure costs and heritage/strategic view constraints) are also acknowledged to have an impact on the viability of the scheme, beyond negative viability influences currently affecting schemes more generally. Grant has been awarded to the scheme, allowing 17% (by habitable room) affordable housing in the next tranche of 1,000 homes to be provided as 150 social rent homes, equivalent to 20% at a tenure compliant level (c.9% across the whole scheme). This is a material consideration, which has been given weight in favour of the application. It is also noted that secured viability reviews and the potential for further public subsidy could potentially allow more affordable housing to be delivered. The proposals accord with the NPPF, policies H4, H5, and H6 of the London Plan, and Southwark Plan Policy P1.
- iii. The development has been designed to minimise and mitigate the potential impacts on the amenity of existing and planned future residents as much as possible. For the reasons demonstrated in this report, the proposed changes would not give rise to significant additional amenity impacts above and beyond those deemed to be acceptable when the Hybrid Planning Permission (HPP) was granted. Whilst there would be further reductions in daylight and sunlight to some properties, the limited harm would not be of a level to justify refusal of the application, and it should be noted that the maximum parameters used to assess harm could not be built out to their full extent due to the maximum cap on floorspace across the scheme.
- iv. GLA officers have had regard to the potential environmental impacts and effects of the development, and the mitigation to reduce any adverse effects. In particular, careful consideration has been given to the proposed conditions and planning obligations (including those existing to be retained, those to be amended, and new), which would have the effect of mitigating the impact of the development.
- v. Increases in height and mass have arisen due to measures required under the Building Safety Act, including second staircases. Notwithstanding that GLA officers are satisfied that the resulting harm to strategic views and heritage assets has been limited and mitigated as far as possible; there are non-compliances with the specific elements of tall building policies that relate to heritage and strategic views, namely London Plan Policy D9(C.1.d) and Southwark Plan Policy P17(2.4 and 3.2). The proposals would also result in harm to LVMF strategic views 4A.1 and 5A.2, which would be contrary to London Plan Policy HC4 and Southwark Plan Policy P17. A low to middle extent of less than substantial harm would be caused to the significance of highly designated heritage assets, namely St. Paul's

Cathedral and Tower Bridge. A low, and low to middle, extent of less than substantial harm would be caused to the significance of other designated heritage assets. As harm has been identified, the proposals do not comply with London Plan Policy HC1 and Southwark Plan P19. This harm is given considerable importance and weight in the planning judgements undertaken. However, GLA officers conclude that the public benefits delivered by the scheme would clearly and convincingly outweigh the heritage harm. The balancing exercise under paragraph 215 of the NPPF is therefore favourable to the proposals, which would consequently be acceptable in terms of impact on heritage assets. The increased maximum parameter height of Building C1 would result in some harm to the local townscape; however, it is not considered overall that the height would give rise to significant or sufficient harm in townscape or local views so as to justify refusal of the application. It is also the case that the maximum parameters used to assess harm could not be built out to their full extent due to the maximum cap on floorspace across the scheme. The proposals are otherwise considered to be of a high design quality, in accordance with London Plan policies D1, D2, D3, D4, D5, D6, D7, D8, D11, D12, and D14 and Southwark Plan policies P13 and P14.

- vi. Overall, the proposals accord with the development plan, when read as a whole. Applying section 38(6) of the 2004 Act, it is the view of GLA officers that material considerations do not justify a departure from the development plan, but further weigh in favour of granting planning permission for the proposal.

Section 106 legal agreement

3. The following obligations were secured in the Section 106 agreement (and subsequent Deeds of Variations) for the Hybrid Planning Permission (HPP) to make the development acceptable and to mitigate impacts:

Housing and affordable housing

- Not less than 35% affordable housing, comprising 25% social rent and 10% intermediate (by habitable room), across the Masterplan.
- Affordable Housing Delivery Reviews (viability reviews), to be provided on practical completion of 1,500 homes, and on every 500 homes thereafter, with a final Review upon completion.
- Zones B,C,D, and F to have a maximum of 10% studios (all market) and a minimum of 60% two-plus bedrooms.
- Zones E,G,H,J, and L to have a maximum of 10% studios (all market) and a minimum of 60% two-plus bedrooms and 20% three-plus bedrooms.
- Minimum floorspace requirements for all homes.
- A Housing Delivery Plan to be submitted for all reserved matters applications, to update affordable housing delivery and overall housing delivery.
- Minimum of 10% to be wheelchair user homes.

- 35% (by GIA) of Specialist Housing to be delivered as affordable.

Purpose-built student accommodation (PBSA)

- PBSA to be operated by a Higher Education Provider or secured through a nomination agreement for occupation by students of one or more Provider.
- 300 bed-space limit, unless directly linked to a Higher Education Facility within the Borough.
- 35% (GIA) for PBSA to be delivered as affordable housing (conventional or student).
- Minimum of 10% to be wheelchair accessible.
- Student management plan.

Highways and transport (other than Transport for London)

- On-site highways works linked to each Development Plot.
- Off-site highways interventions linked to the outcome of modelling, with a contribution capped at £7,000,000 (index linked), to be paid if delivered by the Council/TfL.
- Controlled Parking Zone (CPZ) monitoring contribution of £100,000 (index linked) and CPZ amendment contribution of £150,000 (index linked).
- Minimum 20% active and 20% passive electric vehicle charging spaces.
- Car club scheme for 5 spaces.
- Car parking management plan, travel plans, delivery and servicing management plans.
- 35% of car park profits towards the Borough's sustainable transport fund.

Transport for London (TfL)

- Canada Water Station improvements contribution of £500,000 (index linked), to be paid on occupation of 82,748sq.m. of floorspace.
- Canada Water Station staffing contribution of £2,122,422 (index linked), to be paid in ten instalments, the first upon practical completion of 100,000sq.m. of workspace or 1,500 homes.
- Surrey Quays Station improvements contribution of £10,000,000 (index linked), to be paid on request from TfL, but no later than occupation of 157,500sq.m. of workspace.
- Bus infrastructure contribution of £300,000 (index linked), to be paid in accordance with the agreed timescales for improvement in Deal Porter Square and/or Printworks Street.
- A200 bus service improvement contribution of £4,800,000 (index linked), in four payments, with the first due prior to implementation of 100,000sq.m. GEA of workspace.
- Old Kent Road bus service improvement contribution of £7,200,000 (index linked) in four payments, with the first due prior to implementation of the 2,000th home.

- Temporary and permanent bus driver facilities.
- Cycle Hire Docking Stations for 180 cycles.
- Cycle Hire Docking Stations contribution capped at £1,000,000 (index linked).
- Legible London signage contribution of £100,000 (Index linked).

Education

- Provision of land for delivery of a 16+ education facility on-site of up to 4,000sq.m., and construction to shell and core.
- Contribution of £5,000,000 (index linked), plus an additional top-up contribution of £16,000 x primary school yield towards Primary Education.

Health

- Provision of land for a healthcare facility on-site, or if the Strategic Health Authority cannot enter into a lease for the facility, a contribution of £978,689 (index linked) towards Primary Healthcare.
- Additional health facility top-up contribution based on HUDU demand modelling.

Energy

- Development Plot A1 carbon offset contribution of £241,740 (already paid).
- Development Plot A2 carbon offset contribution of £149,220 (already paid).
- Development Plot K1 carbon offset contribution of £149,167 (already paid).
- Submission of Energy and Sustainability Plans with each reserved matters application demonstrating that on-site carbon reductions have been maximised, and carbon offset contributions.
- Carbon emissions reporting.
- Future proofed connection to District Heat Network.

Public realm, ecology, and trees

- Minimum of 49,500sq.m. of public realm, including park and town square.
- Ecology-led regeneration of The Dock (complete).
- Ecology monitoring contribution of £75,000 (index linked).
- On-site communal and private amenity space, with a fallback payment in lieu of £205 (index linked) per sq.m. shortfall.
- Plot A1 outdoor amenity space contribution of £77,490 (already paid).
- On-site children's play space, with a fallback payment in lieu of £151 (index linked) per sq.m. shortfall.
- Plot K1 children's play space contribution for £71,574 (already paid).
- Tree Strategy to meet tree canopy cover target of 39,433sq.m. from 49 retained and 658 new trees, with a fallback payment in lieu.

Business, employment, and training

- 4,900sq.m. (GIA) of affordable retail space (excluding Phase 1).
- 11,500sq.m. (GIA) of Co-working space (excluding Phase 1).
- 7,000sq.m. (GIA) of discount workspace (excluding Phase 1).
- Community health food cafe.
- Development Exploratory Centre (education resource to engage young people in the built environment), to be provided upon first occupation of any building (excluding Phase 1).
- Project Information Centre (educational information about the development), to be provided upon first occupation of any building in Phase 2.
- Transport Innovation Hub (meeting hub/lecture area to showcase sustainable travel options), to be provided upon first occupation of any building in Phase 2.
- Business Advisory Group to support businesses affected by the development, with a contribution of up to £20,000 per year.
- Business and Community Volunteering Programme.
- Employment Services Facility of minimum 25sq.m. GEA.
- Construction employment and training targets, with a fallback payment in lieu if targets cannot be achieved.
- Local procurement targets.
- End-use employment and skills, with a fallback payment in lieu if targets cannot be achieved.
- Interim use requirements.

Other financial contributions

- Archaeology contribution of £83,971 (index linked).
- Phase 1 environmental protection contribution of £78,924 (already paid).
- Outline phases environmental protection contribution of £765,000 (index linked).

Other obligations

- Demolition and Construction Environmental Management Plans
- 500sq.m. of community use space for a charity, social enterprise, or voluntary sector organisation, at a peppercorn rent.
- Provision of a 30sq.m. Police Hub to shell and core, leased to the Metropolitan Police at a peppercorn rent.
- Right of first refusal to previous operator of the bingo hall, should a new bingo hall be provided.
- Re-provision of a cinema if an operator can be found (already discharged as no operator could be secured).

- Provision of public toilets and water fountains.
 - Installation of broadband.
 - Mitigation measures to prevent impacts on existing TV, radio, internet, and mobile networks.
4. The obligations set out above are considered to still be necessary (other than where proposed to be amended as set out below) in order to make the development acceptable in planning terms; are directly related to the development; and are fairly and reasonably related in scale and kind to the development.
5. Regard has been had to the Southwark Council's recently adopted 'Section 106 and Community Infrastructure Levy SPD' (July 2025). The planning issues relevant to the overall development and the planning obligations required were set out in full in Southwark Council's Committee Report for the HPP (LPA ref: 18/AP/1604), with obligations summarised as above. The planning permission has been implemented, and Phase 1 of the development is complete and partly occupied. As such, it is not considered reasonable or necessary to carry out a comprehensive reassessment of all planning matters and all obligations, some of which have been discharged. Additionally, the creation of additional residential floorspace to recover that lost as a result of Building Safety Act requirements will only result in a limited number of additional homes within the maximum residential floorspace cap. Having regard to the nature and scale of the HPP and the obligations already secured, the limited number of additional homes are not considered to result in additional impacts that would be of a scale to justify an increase in planning obligations in accordance with the SPD or generally, save to the extent of the changes identified in the following paragraphs of this report.
6. Through the application, amendments are sought to the following obligations through a Deed of Variation to the Section 106 agreement. These are in response to viability challenges so as to maximise affordable housing delivery; to resolve issues that have arisen as the detailed element of the scheme has been constructed; and to reflect the proposed amendments:
- Schedule 6, Health Facility: Extended period for the Council, NHS, and Developer to negotiate the provision of a health centre (no later than 26 October 2026), and minor revisions to the lease heads of terms to allow market housing on the Plot, rather than affordable housing only.
 - Schedule 11, Housing: Amendments to affordable housing provision and viability reviews:
 - Baseline of 3% affordable housing, as delivered in Plot K, plus 8 intermediate units from Phase 1.
 - Affordable tenure mix of a minimum 60% two-plus bedrooms; a minimum of 20% three-plus bedrooms; and no studio flats. A maximum of 10% of market units to be studio flats.

- Subject to grant funding, 20% affordable housing (by habitable room) in Tranche 1 (1,000 units) with a policy compliant split, or 17% if provided as 100% social rent.
 - Early Stage viability review, three Mid Stage viability reviews, and a Final Stage viability review.
 - Internal Rate of Return (IRR) profit target of 15%.
 - Provisions to allow a commuted sum should Registered Providers not be found to make an offer on any affordable housing, subject to procedural and time controls.
 - Provisions for key workers added.
- Schedule 12, Specialist Housing: Replacement with Co-living requirements relating to marketing and management.
 - Schedule 13, Student Accommodation: Removing the requirement for student accommodation to be connected to a Higher Education Provider; and removal of requirement for affordable student accommodation.
 - Schedule 14, Wheelchair Housing: Minor updates.
 - Schedule 18, Public Realm: Replacing the link between park delivery and commercial development, with residential development in Zone G.
 - Schedule 20, Employment and Training: Amendments to the trigger for provision of the Employment Services Facility, to be provided upon delivery of 80,000sq.m. of workspace.
 - Schedule 21, Affordable Retail and Affordable Workspace: Amendments to definitions and provisions relating to Qualifying Occupiers.
7. The draft Deed of Variation is published alongside this Hearing Report on the [GLA website](#)¹.
8. As amended, all obligations are considered to be necessary and to meet Regulation 122 of the Community Infrastructure Levy Regulations 2010, as amended in 2019.

Conditions

9. Conditions 1 (approved Plans), 2 (Time Limit and Reserved Matters), 3 (Control Documents), 4 (Floorspace Cap), 5 (Development Zones and permitted uses), and 78 (Erection of cranes) have been amended to reflect the Section 73 application. Other conditions remain as previously secured. The draft Decision Notice is published alongside this Hearing Report on the [GLA website](#)².

¹ <https://www.london.gov.uk/programmes-strategies/planning/planning-applications-and-decisions/public-hearings/canada-water-masterplan-public-hearing>

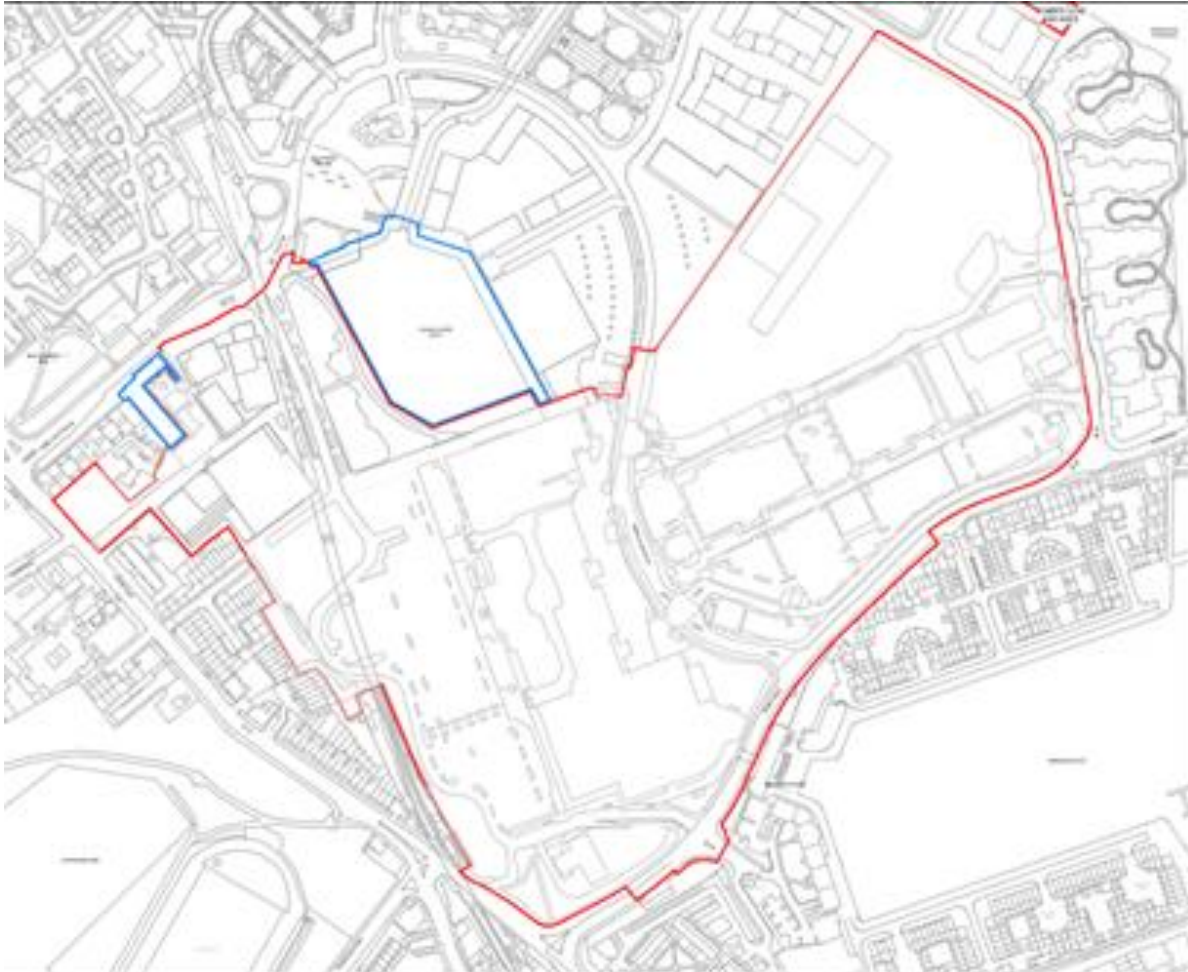
² <https://www.london.gov.uk/programmes-strategies/planning/planning-applications-and-decisions/public-hearings/canada-water-masterplan-public-hearing>

Site description and surrounding area

10. As shown in the red line boundary below, the Canada Water Masterplan (CWM) site is 21.27 hectares and comprises:
 - Surrey Quays Shopping Centre, which was built in 1988. It is a typical out-of-town shopping centre, which sits within a large area of surface-level car parking. It is bounded by Canada Water Dock to the north, Surrey Quays Road to the east, Redriff Road (B205) to the south, and by the rear of properties fronting onto Lower Road (A200) and Hothfield Place to the west.
 - The former Harmsworth Quays Printworks building, elements of which have also been demolished further to the HPP, with only the structural frame of the main central spine building being retained for future extension/conversion. The area is hoarded ready for enabling works to commence.
 - Surrey Quays Leisure Park, now demolished further to the HPP and hoarded ready for enabling works to commence.
 - The former Rotherhithe Police Station on Lower Road was demolished in 2021 pursuant to the HPP.
 - Plot A1 (south of Surrey Quays Road and west of Deal Porters Way) has been delivered in accordance with the detailed element of the HPP, providing retail (Use Class A1-A5), workspace (Use Class B1) and 186 residential units in a 6 and 34 storey building plus basement.
 - Plot A2 (east of Lower Road and west of Canada Water Dock) has been delivered in accordance with the detailed element of the HPP, providing a 5,924sq.m. GEA leisure centre (Use Class D2), retail (Use Class A1-A5), and workspace (Use Class B1) in a 4, 5, and 6 storey building plus basement.
 - Workspace across Plots A1 and A2 totals 38,184sq.m. GEA, retail totals 1,782sq.m. GEA.
 - New dockside landscaping and a bridge walkway (Rafter Walk) have been delivered between Plots A1/A2 and Canada Water Dock.
 - Roberts Close (Plot K1) has been delivered in accordance with the detailed element of the HPP for 79 social rent homes.
11. The following area designations apply:
 - Canada Water Major Town Centre
 - Canada Water Opportunity Area
 - Canada Water Action Area
 - Canada Water Strategic Heating Area
 - Air Quality Management Area
 - Flood Zone 2/3
 - Site Allocation NSP81

- Identified Tall Building Location
- Strategic Cultural Area

12. The site is not located within a Conservation Area. There are no listed buildings within the site boundary although the Former Dock Manager's Office and 1-14 Dock Office, listed Grade II are close to the boundary and there are other listed buildings in the wider area.



Site boundary outlined in red with additional land owned by British Land outlined in blue

13. The land uses surrounding the site are primarily residential, along with parkland, open water, and large leisure and industrial buildings. There are some commercial land uses, with retail focussed on the local high streets of Lower Road and Albion Street. The Rotherhithe and Surrey Docks areas have historically been defined by their low-rise, suburban character. The local area has significant provision of green and open spaces, including Russia Dock Woodland to the east and Southwark Park to the west, along with Canada Water Dock to the north, and Greenland Dock to the south.
14. In recent years, a number of high density, residential, and mixed use developments have been built out to the north of the site around Canada Water station, creating a more densely populated mixed use area.

15. Planning permission has recently been granted (LPA Ref: 24/AP/3718) for redevelopment of the former Canada Water Retail Park (occupied by meanwhile uses), for offices (Class E(g)), retail/food and drink/professional services (E(a/b/c), purpose-built student accommodation (sui generis), community use (F2), and affordable homes (C3), in buildings of up to 26 storeys.
16. Improvement works are currently underway to Surrey Quays Station on the south-west boundary of the site, to facilitate capacity improvements. This includes providing step-free access, making services accessible for more people, addressing existing congestion, and accommodating the anticipated increased demand related to the Canada Water Masterplan development.
17. Canada Water Underground and bus station is just to the north of the site, providing access to Jubilee line services and London Overground services on the Windrush Line. A wide range of buses operate in the area which provides a public transport accessibility level (PTAL) of 6a, on a scale of 1 to 6b, where 6b is the most accessible, indicating excellent accessibility to public transport.
18. The roads surrounding the site comprise TfL and Borough Roads.

Details of the proposals

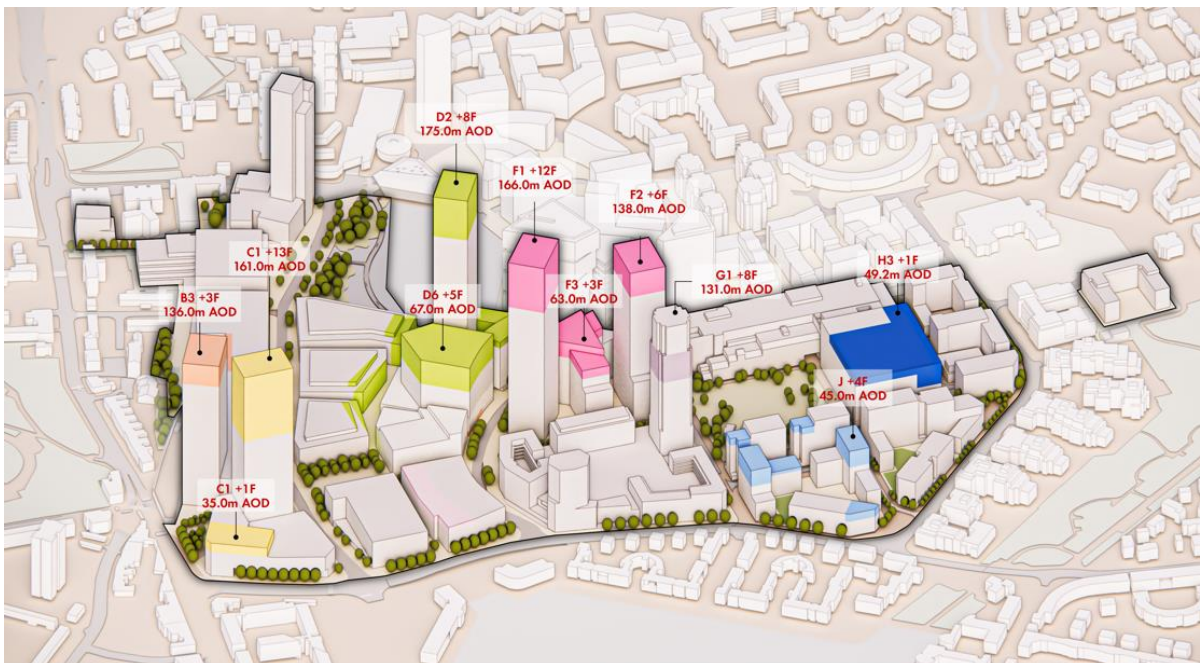
19. Since the HPP was granted in 2020, the requirement to introduce second stairways in tall buildings has resulted in a significant decrease in the number of homes that could be delivered across future phases within the permitted parameters. The Section 73 application seeks to regain area lost to inefficiencies associated with the introduction of second stairways through increases in building heights and footprints. Separately, materials cost increases and other commercial factors (such as increased base rates and reduced residential and commercial values) have altered the scheme's viability position compared to that agreed at the time of approval of the HPP.
20. The applicant states that £540m has been invested in the scheme to date, including the front-loaded infrastructure and the first buildings at Plots A and K (not inclusive of the costs of assembling the site); however, only £110m of revenue has been received. No new plots have been started in the last two years and progress on residential and commercial uses is therefore well behind the originally targeted programme. Efforts to sell the remaining completed homes and let the commercial space are ongoing. The site is stalled and the applicant states that further investment to begin future plots cannot be secured under the HPP; however, existing uses, including the Tesco and the Shopping Centre (including some meanwhile uses) will be maintained indefinitely.
21. The Section 73 application seeks to amend the Outline elements of the approved HPP through a variation of Condition 1 (Approved Plans); Condition 3 (Control Documents); Condition 4 (Floorspace cap); and Condition 5 (Development Zones and permitted uses).
22. The proposed maximum heights controlled by parameter plans would increase as follows:

- Building B3 increased from 117m. AOD to 136m.
- Building C1 increased from 101m. AOD to 161m.
- Building D2 increased from 138m. AOD to 175m.
- Building F1 increased from 125m. AOD to 166m.
- Building F2 increased from 116m. AOD to 138m.
- Development Zone F north-eastern massing increased from 45m. AOD to 63m.
- Building G1 increased from 105m. AOD to 131m.
- Development Zone H southern massing increased from 35/45m. AOD to 63m.; and from 35/45/49m. AOD to 50.8m. for the eastern part.
- Development Zone J massing increased from 30m. AOD to 48m. on the western side.

23. The parameter plan amendments would also allow:

- Increased building footprints for the taller buildings to allow for additional stairways.
- Development Zone D basement footprint extended north slightly, and Development Zone H basement depth to be increased.
- A range of servicing solutions for Development Zone D. The Design Guidelines have also been updated to reflect this, with on-plot servicing as the priority, sufficient design and access requirements for The Cuts, and time restricted/consolidated deliveries.

24. The image below shows the proposed height and massing increases using an illustrative scheme.



Illustrative scheme with height increases in line with Section 73 proposals.

25. An increase in the overall maximum floor area across the outline proposals is also sought. The original HPP allowed for a maximum of 656,200sq.m. GEA, as secured by HPP Condition 4. This application seeks an increase of 109,948sq.m. to 766,148sq.m. as shown in the Table below. The additional floorspace could be accommodated in Zones B, C, D, F, G, H, and J to reflect increased massing, as shown in red in the Table below. Within each Zone there is also a maximum floorspace cap. The total of all the floorspace caps for all Zones amounts to 837,400sq.m. GEA; however, as this exceeds the total overall floorspace cap of 766,148sq.m. GEA across the Masterplan site, this means that not all Zones could not be built out to their maximum floorspace cap, nor to their maximum parameters. This allows flexibility in the quantum of development that comes forward through reserved matters applications in each Zone, over a lengthy build-out period.

Development Zone	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 PER ZONE (SQ M) 2020 HPP	76,000	48,900	159,800	36,600	89,900	65,900	82,500	60,700	29,800	5,200	750	150
MAXIMUM GEA CAP PER ZONE (SQ M) 2024 S73	98,900	68,000	189,200	36,600	126,000	79,900	124,600	78,300	29,800	5,200	750	150
TOTAL MAXIMUM GEA CAP (SQ M) 2020 HPP	656,200											
TOTAL MAXIMUM GEA CAP (SQ M) 2024 S73	766,148											

Maximum floorspace by Zone in the HPP and as now proposed

26. The HPP enabled a degree of flexibility to vary the balance of floorspace by land use (residential/commercial) in response to market conditions. A minimum of 2,000 homes was secured as the baseline (Condition 6 of the HPP), which would be retained. The Section 73 application proposes an increase of 141,100sq.m. in the maximum residential floorspace for the outline proposals, from 331,500sq.m. to 472,600sq.m. GEA. As this exceeds the overall floorspace increase of 109,948sq.m., it could only be achieved as a result of less commercial floorspace being built out across the Masterplan site. Whilst the increase in residential floorspace is significant, it is noted that this change is largely to re-coup the area lost through the introduction of second stairways. Consequently, the maximum number of homes that could be provided in the maximum permitted residential floorspace (in a policy compliant unit size mix) would increase by only c.189 to c.4,184.

27. The Outline elements would provide a mix of housing types, including studio, one, two, and three+ bedroom units. The exact number of homes and mix would be agreed at reserved matters stage, subject to restrictions secured in the Section 106 agreement Deed of Variation. This is largely as per the HPP, apart from the proposed removal of the requirement for a minimum of 20% three+ bedroom market homes, as the applicant has identified insufficient

demand. The provision for a minimum of 20% three+ bedroom affordable homes would be retained.

28. The proposed hotel floorspace is to increase from a maximum of 7,500sq.m. to 16,500sq.m. GEA. Co-living is also proposed to be introduced as an alternative housing model.
29. In addition to the maximum GEA floorspace caps for each Zone, the HPP also specified floorspace caps on a land use basis within each Zone. This application seeks to remove the maximum land use floorspace caps in each Zone to increase flexibility, but would retain the maximum floorspace caps on land uses across the Masterplan site, as shown in the Table below. This would be controlled in the Development Specification and through an amended Condition 5.

Land Use	Use Class	MAXIMUM GEA CAP BY USE (SQ M)
Retail	A1-A5	86,650
Workspace	B1	282,500
Hotel	C1	16,500
Assisted Living	C2	35,700
Residential	C3/Sui Generis*	472,600
Community Facilities	D1	45,650
Leisure/ Cultural	D2	51,500**
Night Club	Sui Generis	1,500
Student Accommodation	Sui Generis	50,300
Energy Centre	Sui Generis	2,000
Primary Sub-Station	Sui Generis	3,000
Multi-Storey Car Park	Sui Generis	17,200
Petrol Filling Station	Sui Generis	3,000
Transport Infrastructure (second entrance to SQ Station)	Sui Generis	500
Flexible Events Space	Sui Generis	5,000
Parking and Plant	-	133,750
Public Toilets	Sui Generis	500***

Maximum floorspace caps by use

* Residential includes dwellinghouses (Use Class C3) and Co-Living (Sui Generis). Of the Residential floorspace, a maximum of 50,000sq.m. GEA can be delivered as Co-Living.

** The maximum D2 floorspace for the Development (Detailed and Outline Proposals) is capped at 51,500sq.m. GEA.

*** The area for public toilets can be incorporated in any Development Zone subject to future detailed design at reserved matters stage.

30. In order to reflect the amendments sought, it is proposed to amend some Section 106 obligations through a Deed of Variation, as set out at the start of this report.
31. Minor changes to the minimum quantum of cycle parking are proposed, through amendment to the Development Specification.
32. The Section 73 amendments do not propose any changes to:
 - Structures to be demolished/retained.
 - Overall layout/extent of the Development Zones.
 - Site levels.
 - The Detailed Proposals.
 - Minimum amount of public realm.
 - Residential play space, and private amenity space.
 - Highways and junction improvements.
 - Car parking.
 - Materials, facade treatment and finishes.
 - Tree loss and retention.
 - Green infrastructure strategy and ecological enhancement.
 - Lighting strategy.
 - Drainage infrastructure.
 - Energy and sustainability strategy.
 - Waste management.

Relevant planning history

Hybrid Planning Permission

33. Hybrid Planning Permission (HPP) was granted by Southwark Council in May 2020 for the comprehensive redevelopment of the Canada Water Masterplan site (LPA Ref: 18/AP/1604), comprising:
 - Outline planning permission (all matters reserved) for the demolition of all existing structures and redevelopment to include a number of tall buildings 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 to the Press Hall and/or the Spine Building of the Printworks; and

- Detailed planning permission for the Development Plots in Phase 1:
 - Development 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 plus a basement.
 - Development 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.
 - Development Plot K1 (east of Roberts Close) to provide 79 residential units (C3) in a 5 and 6 storey building.
 - Interim Petrol Filling Station (north of Redriff Road and east of Lower Road) to provide a petrol filling station with kiosk, canopy and forecourt area.
34. Each Development Plot with associated car parking, cycle parking, landscaping, public realm, plant and other relevant works.
35. Subsequently, Reserved Matters Applications were approved by Southwark Council for:
- Zone L Substation (LPA Ref: 20/AP/249, as amended by 21/AP/3841, 22/AP/3093, 22/AP/4304) – implemented.
 - Canada Water Dock (LPA Ref 21/AP/3794, as amended by 22/AP/1671, 23/AP/1511, 23/AP/3361) – implemented.
 - Zone H (LPA Ref: 21/AP/3338).
 - Printworks Street (LPA Ref: 21/AP/3469), as amended by 24/AP/1300).
 - Zone L (LPA Ref: 21/AP/3775).
 - Reel Street (LPA Ref: 21/AP/3793).
 - Zone F (LPA Ref: 21/AP/4712), as amended by 23/AP/2296).
 - New Brunswick Street (LPA Ref: 21/AP/4616).
 - Zone G (LPA Ref: 22/AP/2439).
 - Park Walk and Park Walk Place (LPA Ref: 22/AP/2580).
 - Park and Pavilion (LPA Ref: 23/AP/0233).
 - Zone H (LPA Ref: 24/AP/0350).
36. Numerous Approval of Details have been granted by Southwark Council in respect of conditions attached to the HPP.
37. Non-Material Amendment applications have been granted by Southwark Council in respect of plots across the Masterplan site (Plots A1, A2, K1, Zones F, G, H, L, and The Dock).

Current proposals – pre-application

38. The proposals were subject to pre-application discussions with GLA, TfL, and Southwark Council officers, covering a wide range of strategic planning issues, including land use principles, housing and affordable housing, urban design, strategic views, heritage, and transport.

Current proposals – Stage 1

39. On 4 February 2025, the Mayor of London received documents from Southwark Council notifying him of a planning application of potential strategic importance to develop the site for the uses set out above. This was referred to the Mayor under the following categories of the Schedule to the Town and Country Planning (Mayor of London) Order 2008 ('2008 Order'):
- Category 1A "*Development which comprises or includes the provision of more than 150 houses, flats or houses and flats.*"
 - Category 1B(c) "*Development (other than development which only comprises the provision of houses, flats, or houses and flats) which comprises the erection of a building or buildings outside Central London and with a total floorspace of more than 15,000 square metres.*"
 - Category 1C(c) "*Development which comprises or includes the erection of a building that is 30 metres high and is outside the City of London*".
 - Category 3F1 "*Development for a use, other than residential use, which includes the provision of more than 200 car parking spaces in connection with that use*".
40. Further meetings between the applicant and GLA and Southwark officers were held after submission of the application, to discuss the affordable housing position and the massing/height strategy. Amendments to the Section 73 proposals were submitted in August 2025 to respond to consultee comments, including amending the heights of Building B3 and Building C1 to reduce the impact on the strategic view from Primrose Hill.
41. On 15 September 2025, the Deputy Mayor for Planning, Regeneration and the Fire Service, acting under delegated authority, considered planning report [GLA/2025/0105/S1](#)³ (Stage 1 consultation) and subsequently advised Southwark Council that the application did not yet comply with the London Plan as summarised below:
- Land use principles: The principle of optimising the Masterplan in response to the regulatory change requiring second staircases in tall buildings, plus financial viability changes, in order to enable continued delivery of the proposed uses is supported in strategic planning terms.
 - Affordable housing: The consented scheme secured 35% (70/30 social rent/intermediate), although it was agreed that 11% was the maximum viable. Building heights on a large part of the site are limited to c.25 metres due to

³ <https://planapps.london.gov.uk/planningapps/25-AP-0242>

strategic view restrictions, which has a significant impact on viability. Since consent, there have been further impacts on the viability of the scheme, which cannot now secure further investment in order to progress. Financial viability is continuing to be rigorously reviewed by GLA officers. The applicant indicates that 3-5% is the maximum viable, with the potential for public subsidy to increase this above 10%, which could be delivered as 30% of the next phase, as 100% social rent. Discussions are ongoing to confirm the baseline level of affordable housing. Any consent would require rigorous viability reviews to potentially secure increased affordable housing.

- Design, strategic views, and heritage: The Masterplan principles are strongly supported and enable the delivery of a high quality town centre and neighbourhood. The site is appropriate for tall buildings. Compared to the extant scheme, increased harm would be caused to strategic views, and to heritage assets ('less than substantial' up to a low to middle extent). A conclusion on the balance of public benefits against heritage harm will be made at the decision-making stage.
- Transport: An extensive package of transport mitigation and improvements in excess of £30M was secured in the permitted scheme, including a new entrance to Surrey Quays station (currently being delivered). The section 106 transport mitigation package will be reviewed taking account of changes in the last 5 years and the revised proposals; however, no increased contributions are expected.

Current proposals – Stage 2

42. On 27 November 2025, DP9, on behalf of the applicant British Land, wrote to the Mayor requesting, pursuant to Article 7(6) of the Town and Country Planning (Mayor of London) Order 2008, that the Mayor become the local planning authority for the application. The letter stated that continued delays to the determination of the Section 73 application will significantly impact on the potential to deliver the substantial benefits that the scheme provides, including housing delivery.
43. On 1 December 2025, the Mayor of London considered planning report GLA/2025/01832/S2⁴ (Stage 2 decision-making) and subsequently directed Southwark Council under Article 7 of the Town and Country Planning (Mayor of London) Order 2008 and the powers conferred by Section 2A of the 1990 Act, that he will act as the local planning authority for the purposes of determining the planning application. The reasons given are that the development would have a significant impact on the implementation of the London Plan, and there are sound planning reasons for intervention, as set out in the Stage 2 report.

Current proposals - Stage 3 (call-in)

44. The Deputy Mayor visited the site on 3 March 2026, with GLA and TfL officers, representatives of Southwark Council, and the applicant team.

⁴ <https://planapps.london.gov.uk/planningapps/25-AP-0242>

45. The Deputy Mayor's decision on this case, and the reasons for it, will be made available on the [GLA website](#)⁵.

Referral to the Secretary of State

46. The power of the Secretary of State to call-in an application also exists where the Mayor has called-in an application.

Relevant legislation, policies and guidance

47. The Deputy Mayor must determine the application in accordance with the requirement of Section 70(2) of the Town and Country Planning Act 1990, and Section 38(6) of the Planning and Compulsory Purchase Act 2004. The Deputy Mayor is required to determine the application in accordance with the development plan unless material considerations indicate otherwise. For the purposes of Section 38(6) of the Planning and Compulsory Purchase Act 2004, the development plan consists of the Southwark Plan (2022) and the London Plan (2021).
48. Paragraph 232 of the NPPF states that existing policies should not be considered out-of-date simply because they were adopted or made prior to the publication of the NPPF, and that due weight should be given to them, according to their degree of consistency with the NPPF. All relevant policies in the adopted development plan are considered to be consistent with the NPPF.
49. Section 73 of the 1990 Act allows a local planning authority to grant permission for the development of land without complying with conditions subject to which a previous planning permission was granted, and/or to impose different conditions, or to refuse permission to amend the conditions.
50. The scope of the power under Section 73 was confirmed in *Test Valley Borough Council v Fiske* (2024), where the Court ruled that Section 73 cannot be used to impose conditions that are materially inconsistent with the 'operative part' (effectively the description of development) of the original permission, either in terms of the language used or its effect.
51. In addition, Section 73 requires that the local planning authority can only consider "*the question of the conditions subject to which planning permission should be granted*".
52. It is noted that on 23 October 2025, the Government published a statement 'Support for house building in London', which notes that "*the government intends to clarify the use of Section 73 of the Town and Country Planning Act 1990 so that an application under this section to vary a condition of a planning permission should no longer be used as an alternative means of reconsidering fundamental questions of scheme viability or planning obligations*". This is a policy proposal, which will be subject to a future consultation, and as such it can be given very limited weight.

⁵ <https://planapps.london.gov.uk/planningapps/25-AP-0242>

53. The planning issues relevant to the overall development were set out in full in Southwark Council's Committee Report for the HPP (LPA ref: 18/AP/1604). The planning permission has been implemented, and Phase 1 of the development is complete and partly occupied. As such, it is not considered reasonable or necessary to carry out a comprehensive reassessment of all planning matters.
54. The issues arising directly from the changes sought are assessed in detail in this report. For clarity, where there are key planning matters that do not change, these are also set out in this report.
55. The Deputy Mayor is also required to have regard, as material considerations, to national planning policy and guidance, as well as supplementary planning documents and, depending on their state of advancement, emerging elements of the development plan and other planning policies.
56. The relevant planning policy and guidance at the national, regional, and local levels are as follows:
- National Planning Policy Framework (December 2024, amended February 2025).
 - National Planning Practice Guidance and Design Guide (as updated).
 - Relevant strategic supplementary planning guidance (SPG) and London Plan Guidance (LPG), which can be found on the [GLA website](#)⁶; and,
 - London Borough of Southwark supplementary planning documents and guidance, which can be found on the [Southwark Council website](#)⁷.
 - A [Written Ministerial Statement](#)⁸ regarding a package of targeted and temporary emergency support measures to drive up housebuilding in London was issued on 23 October 2025 by the Secretary of State for Housing, Communities and Local Government. This was accompanied by a joint Policy Statement with the Mayor of London '[Homes for London: a package of support for Housebuilding in the Capital](#)'⁹.
 - [Draft 'Support for Housebuilding LPG'](#)¹⁰ (November 2025).
 - [Draft National Planning Policy Framework](#)¹¹ (December 2025).
 - A [Written Ministerial Statement](#)¹² regarding a policy package to lay the foundations for a simpler, more transparent, and more resilient Section 106 system, and deal with the legacy problem of existing unsold and

⁶ <https://www.london.gov.uk/programmes-strategies/planning/implementing-london-plan/london-plan-guidance?ac-63512=63502>

⁷ <https://www.southwark.gov.uk/planning-environment-and-building-control/planning/planning-policy-and-guidance/supplementary>

⁸ <https://questions-statements.parliament.uk/written-statements/detail/2025-10-23/hcws991>

⁹ <https://questions-statements.parliament.uk/written-statements/detail/2025-10-23/hcws991>

¹⁰ <https://www.london.gov.uk/programmes-strategies/planning/implementing-london-plan/london-plan-guidance/support-housebuilding-lpg>

¹¹ <https://www.gov.uk/government/consultations/national-planning-policy-framework-proposed-reforms-and-other-changes-to-the-planning-system>

¹² <https://questions-statements.parliament.uk/written-statements/detail/2026-01-28/hcws1286>

uncontracted Section 106 homes was issued on 28 January 2026 by the Minister of State for Housing and Planning.

Consultation and engagement

Applicant's community engagement

57. The application is accompanied by a Statement of Community Involvement setting out the engagement undertaken between 9 October and 8 December 2024, prior to submission, using the following methods:

- Over 2,500 E-newsletters.
- 14,661 postal newsletters to residents, local TRAs, schools, and businesses.
- 14 social media posts.
- 8 stakeholder meetings.
- Two public in-person events held locally (343 people attended).
- Virtual exhibitions between 25 November and 8 December (576 people attended).
- 49 feedback forms submitted from 47 different respondents.
- Meetings with Southwark Councillors, MPs, GLA, and Southwark officers.

58. The applicant has sought to actively engage with the local community, and has stated a commitment to continue engagement beyond the planning stage.

Southwark Council statutory consultation with residents

59. The Council undertook public consultation in February 2025, comprising a press notice, site notices around the perimeter and throughout the site, and letters sent to almost 4,300 addresses within 150m. of the site.

60. The Council received 1,160 consultation responses from individuals or organisations in response to the initial consultation, with nine in support, two neutral, and 1,149 in objection. The Council has identified anomalies with the names, addresses, and timestamps of the objections, suggesting that a number of the objections were from addresses that could not be identified on postal records. The Council has suggested that approximately 800 of the submitted objections are not from legitimate addresses. However, as GLA officers cannot be certain how many of the objections may not be legitimate, all of the comments have been considered and included within the summary below:

- Building heights and visual impacts
 - Building heights do not respect local character, which is more suburban and low-rise.
 - Excessive massing and overdevelopment.
 - Could set a harmful precedent for future applications.

- Overshadowing of public areas, including Canada Water Dock and Russia Dock Woodland, causing visual intrusion.
- Harm to protected views of heritage assets, such as Tower Bridge and St. Paul's Cathedral.
- Minimal public benefits, which do not justify the harm to Tower Bridge.
- Unacceptable daylight/sunlight and overshadowing impacts on the amenity of existing neighbours, greater than the existing permission.
- Excessive massing will create dark, unwelcoming streetscapes.
- Disproportionate impact that the loss of light will have on vulnerable residents, including the elderly and those with disabilities.
- Application poses a violation of the Equalities Act and Planning Acts.
- Wind tunnels and harmful microclimate effects for pedestrians and cyclists, particularly the elderly and disabled.
- Wind mitigation measures left too late in the planning process.
- Affordable housing
 - Reduction of affordable housing from 35% is contrary to London Plan policies H4 and H5.
 - British Land are exploiting financial viability assessments to dilute previously agreed commitments.
 - Lack of transparency in relation to viability reviews.
 - The applicant is prioritising luxury flats and investor profits over community needs.
 - Lack of affordability of flats within the Founding.
- Transport and infrastructure
 - Canada Water and Surrey Quays stations, and the local bus network, are at or beyond capacity, particularly during peak commuting hours.
 - Bakerloo line expansion is unfunded and not guaranteed.
 - Inadequate financial commitments to expand station capacity and improve public transport.
 - Transport impact assessment (notably reference to a 2018 TfL response) is unreliable, underestimating capacity and number of additional passengers.
 - Proposed increase in population is unsustainable without further commitments to upgrade transport infrastructure, with additional bus routes and cycling infrastructure.
 - Fails to account for the cumulative effect with other nearby developments on transport infrastructure.
 - Traffic congestion and disruption on the existing road network around the site, with insufficient highway capacity (for example, Rotherhithe Tunnel and Lower Road).

- Delivery vehicles and service lorries will further clog an already burdened network.
- Accessibility issues of public transport.
- Inadequate consultation
 - British Land consultation process was inadequate and rushed, lacking accessibility and genuine engagement. Events were poorly advertised or inaccessible and feedback was ignored or misrepresented.
 - Process favoured developer interests over genuine community engagement and failed to meet Southwark's development consultation charter due to limited in-person events and low demographic diversity.
 - Lack of feedback as only 49 people submitted a feedback form.
 - Consultation process is procedurally unfair, legally flawed, and designed to suppress scrutiny.
 - Inadequate consultation as only 10 of 26 statutory consultees responded, with key bodies like the London Fire Brigade, Natural England, and the Civil Aviation Authority missing.
 - Should be more transparency, with the publication of viability assessments, consultee responses, and environmental studies.
- Community and public areas/services
 - Additional density will overwhelm local schools, GP surgeries, and emergency services.
 - Development will exacerbate existing service shortages, without providing adequate mitigation.
 - Replacement of public parks with privately owned public spaces, and the privatisation of communal areas, will restrict access and free use.
 - Loss of existing facilities and community benefits, such as cinema, bowling, and restaurants.
 - Displacement of small businesses, including demolition of the Pacific Tavern, resulting in a sterile, high-rise financial district
 - Gentrification, destruction of the local community, pushing out existing residents due to higher house prices.
- Environment and sustainability
 - Removal of green spaces and trees, increased pollution, reduction in air quality, and lack of sustainable design measures.
 - Reduction of green corridors and the overshadowing impact on Russia Dock Woodland.
 - Impact on ecology and local wildlife, for example, migratory birds.
 - Amendments are incompatible with Southwark's Climate Emergency Declaration.
 - Potential for increased carbon emissions.

- Air quality, vibration, and noise pollution from construction and traffic.
 - Lack of a publicly available, independent, third-party assessment of negative environmental impacts.
 - Potential for flooding.
 - Submitted environmental reports downplay potential risks.
 - Absence of an updated Environmental Impact Assessment.
 - Developer trust and accountability
 - British Land are seeking to maximise profits, securing approval and then backtracking on section 106 commitments.
 - Need for enforceable guarantees to prevent further dilution of community benefits.
 - High level of uncertainty imposed on local residents associated with such significant changes to the approved plans.
 - Promise to rebuild the cinema and leisure facilities broken.
 - Fire safety
 - Concerns about the fire safety of taller buildings, especially in light of post-Grenfell regulations.
 - Crime
 - Concerns about rising crime rates and lack of developer commitments to fund public safety, policing, CCTV, or lighting.
 - Concerns relating to the lack of a permanent police base in Rotherhithe.
 - Other
 - Scale of the proposed changes exceeds what is permissible under Section 73 of the Town and Country Planning Act 1990.
 - Breaching aviation safeguarding limits.
 - Poor broadband and mobile coverage in Canada Water, accusing British Land of neglecting digital infrastructure.
 - Devaluation of house prices, making mortgages and refinancing more difficult.
61. Comments in support cited Canada Water as a central London neighbourhood appropriate for high-density buildings; post-Grenfell requirements on layouts and increased costs requiring taller buildings; need to redevelop the area; increased housing supply in response to the housing crisis; enhancements to the quality and safety of the area; and British Land successes, including the Red Bridge, Minecraft exhibition, Corner Corner, Pizza 1889, and Surrey Quays signage.
62. As a result of the amendments made during the application process, a period of 30 days re-consultation took place in August 2025. This comprised a press notice, site notices around the perimeter and throughout the site, and letters

being sent to almost 4,300 addresses within 150m. of the site boundary and those who commented during the first round of consultation.

63. The Council received 18 consultation responses from individuals or organisations in response to the consultation, with 15 in objection and three in support. New grounds for objection comprised increased pressure from additional co-living/student accommodation; high density of students and impact on community cohesion; and reduction in affordable housing.

Southwark Council consultation with statutory organisations and other bodies

64. London Underground: No objection, subject to conditions and informative, as secured.
65. Historic England: Some harm would be caused to both Tower Bridge and St. Paul's Cathedral due to the impact of the amended proposals on their setting. Both of these London landmarks are Grade I listed, and therefore their conservation should be afforded very great weight. Although of a relatively low level, the harm to both designations is greater than the consented masterplan. The Council should therefore take account of this additional harm when weighing it against the public benefits of the scheme, in line with the NPPF.
66. Metropolitan Police Designing out Crime: Content with amendments.
67. London City Airport: No objection subject to recommended conditions (Bird Hazard Management Plan and Construction Cranes), as secured.
68. Lewisham Council: No formal objection, but request that the impact of additional height on the strategic view from Blackheath Point is considered.
69. HSE: Content with the fire safety design, subject to a condition requiring the submission of a satisfactory fire statement with any reserved matters applications and consultation with HSE, as secured.
70. NHS: The delivery of a strategic health facility (1,000-2,500sq.m.) on Plot M was secured in the HPP, or a fallback payment of £978,689 (index linked) if a healthcare provider cannot deliver the facility. The proposed increase in dwellings will increase demand for health services and it is therefore requested that that monetary contribution amount be increased by 17.5% to £1,149,960.
71. GLA officers note that there will be an increase in residential floor area; however, this will equate to a small potential increase in overall dwellings (c.189 dwellings if residential development is maximised) and the requested sum is not therefore justified. Significant contributions have already been secured towards health improvements, as set out in the 'Section 106 legal agreement' section of this report. CIL payments will be calculated on the development actually constructed, and will provide further mitigation.
72. Other organisations consulted did not provide comments.

Southwark Council internal consultation responses

73. Urban Forester: The proposals do not alter the approved landscaping masterplan. Previously proposed conditions and section 106 obligations still apply.
74. Ecology: The proposals do not alter previously approved landscaping areas/public spaces. Previously proposed conditions still apply.
75. Archaeologist: The archaeology within the masterplan area has been managed by a consistent approach to the remains of the docks and earlier potential archaeology across the site. The changes to the parameters will not result in any need to change the approach, including the expansion of basement footprints.
76. Flood risk and drainage: Requested updated basement impact assessment and updated drainage strategy due to increased basement sizes and building footprints, which would be submitted with future reserved matters applications.
77. Transport policy: No objection subject to conditions and planning obligations being carried over from the HPP.
78. Highways: The proposed amendments do not affect the approved Masterplan highways outline.
79. CCTV public space surveillance: No impact on the current network.
80. Local economy: Supportive of the application. The previously secured section 106 mitigation is sufficient to meet current policy requirements.
81. Environmental Protection: No objections. The proposed amendments do not affect the significance of environmental outcomes. Provided comments on Co-living design, to be taken into account in consideration of reserved matters applications.
82. Design and Conservation: Given the significance of Tower Bridge and the highly public location of the viewing point from London Bridge, the harm arising to the heritage asset is considered to be at the higher end of 'less than substantial'. Harm of this order is wholly exceptional and should only be considered if it can be justified convincingly by the substantial public benefits arising due to the development. The substantial increase to the heights and breadths of the proposed tall buildings on Lower Road introduces a discordant scale to the masterplan at its edges where it interacts with the established townscape. The additional height is considered to give rise to harm to the townscape.

Representations to the Mayor of London prior to call-in

83. The Mayor received one written representation prior to the call-in of the application. This requested that the Mayor called in the application due to concerns about excessive increases in building heights, severe strain on public transport and infrastructure, reduction in affordable housing, loss of public

space and increased privatisation of space, increased air pollution and environmental harm, and aviation safety risks.

Representations to the Mayor of London after call-in

84. On 1 December 2025, the Mayor directed Southwark Council (under Article 7 of the Town and Country Planning (Mayor of London) Order 2008 and the powers conferred by Section 2A of the 1990 Act) that he will act as the local planning authority for the purposes of determining the application. Notification of the decision to call-in the application was sent to all local residents and businesses near to the application site; and all residents, businesses, statutory and other organisations that had previously made a comment to Southwark Council on the application.
85. As outlined in this report, there were no amendments to the application following the decision to call-in. Therefore, further public consultation was not necessary.
86. On 2 March 2026, notification of the Hearing date was published on the GLA website. On 6 March 2026 (21 days in advance), notification of the Hearing date was sent to all local residents and businesses near to the application site; and all residents, businesses, statutory and other organisations that had previously made a comment to Southwark Council on the application.
87. At the time of writing, two representations in objection have been received from local residents. The grounds for objection identify substantial and harmful loss of daylight and sunlight to a home and garden on Redriff Road; and excessive building heights together with a lack of affordable housing
88. Objections have also been received from the following.
89. 35% Campaign, Southwark Law Centre, and a Southwark resident: On grounds of the damaging lack of affordable housing with higher profit; the harm caused by the reduction of affordable housing in the planning balance; the appropriateness of reducing affordable housing by a Section 73 application; weaknesses in the viability assessments; affordable housing below the 20% supported in the Mayor of London's emergency measures; housebuilding has not been stalled by affordable housing requirements; the alternative tenures do not meet housing need; the damaging lack of family housing; demographic and social impact; uncertain timescales; and adverse impact on strategic views.
90. Cllr Kath Whittam (Rotherhithe Ward): On grounds that a town centre with no heart or soul with a transient population rather than a community would be created; unacceptably low level of affordable housing, especially social rent; taller buildings that do nothing for affordable housing but are only to boost profit margins; no justification in the viability information; no evidence that the viability reviews will enable more affordable housing; no evidence that there is demand for the market housing proposed; harm now outweighs the public benefits significantly regardless of viability; extra pressure on the transport network beyond the consented scheme.

91. Cllr Stephanie Cryan and Cllr Bethan Roberts (Rotherhithe Ward): On grounds that the proposals would not benefit existing communities; unacceptable affordable housing of 3%, particularly at this early stage for a scheme that will take approximately 15 years to complete, locking in a low level of housing affordability without any consideration of changing markets or economic factors; does not meet the Mayor of London's emergency measures requirement for 20% affordable housing; sets a dangerous precedent for affordable housing levels not just at Canada Water but further afield; risk of Canada Water becoming an enclave of the wealthy; viability should not be the sole determining factor of an application and the profits of a developer and an overseas pension fund should never override the needs of local residents; local support for the consented scheme has now totally dissipated.
92. At the time of writing, three representations in support of the proposals have been received from local residents, citing the need for a flexible approach to increased building heights due to viability challenges; housing need; previous investment in improving the Dock and local environment; physical improvements that will be delivered; extensive engagement with local people; large number of jobs expected; opportunities for young people; and education and cultural opportunities.
93. Supportive representations have also been received from the following organisations.
94. Big Local Works: Based on experience of working with British Land, the development presents further opportunities to embed social value into the development, through continued investment in community services, employment pathways for local people, and support for residents experiencing financial hardship.
95. Accelerate at Open City: Based on experience of working with British Land, the development provides exceptional educational potential and a valuable resource for aspiring architects, engineers and planners of the future. Furthermore, the landscape created on the site offers a diverse, rich and welcoming environment for young people to explore, and we will continue to bring our classes to the site to utilise its offering.
96. Construction Youth Trust: Based on experience of working with British Land, the development will allow increased local employer engagement and opportunities for disadvantaged young people to overcome barriers to employment in construction and built environment sector.
97. Ballers Academy: British Land's contributions have made a real difference to children and families in the area, helping us provide better facilities, equipment, and opportunities for young people to get involved in sport. Their continued work will benefit the local community for years to come.
98. Bermondsey Community Kitchen: Based on experience of working with British Land, welcomes continued collaboration as the Canada Water development progresses to expand initiatives that provide training, employment, and community support for local people.

99. Roosters Boxing Club: Based on our experience of working with British Land, believes the Canada Water development presents real opportunities for long-term, positive community benefit.
100. Global Generation: British Land have supported a large number of organisations locally, through which they have directly impacted the lives of young people for the better. The Canada Water Masterplan brings the opportunity for local communities to not only access the public spaces, but also be involved in their design, potentially involving food provision, community networks and social spaces, and the nurture of natural habitats for biodiversity.
101. Tree Shepherd: British Land has shown a genuine and consistent commitment to ensuring that local people meaningfully benefit from the transformation of Canada Water, and our joint work through Thrive Hub is already delivering measurable and positive outcomes for the community. This collaboration stands as a best-in-class example of inclusive, community rooted regeneration, one where social value is embedded from the outset. Our ambition is to ensure that the entrepreneurs and start-ups who make Canada Water the vibrant place it is today are equipped to grow with the development and fully participate in the Canada Water of the future.
102. Bizzie Bodies: British Land has provided support to initiatives to expand opportunities for young people to access skills development in STEAM (science, technology, engineering, arts and mathematics). These initiatives aim to build sustainable, locally rooted youth provision that can continue to grow alongside the wider development of Canada Water.
103. National Literacy Trust: Since 2011, has partnered with British Land to support literacy in the communities surrounding their sites, predominantly through its Young Readers Programme.
104. All representations have been made available to the Deputy Mayor and have been taken into account in this report.

Planning issues

105. Having regard to the site and the details of the proposals, relevant planning policy at the local, regional, and national levels; and the consultation responses and representations received, the principal planning issues raised by the application that the Deputy Mayor must consider are:
 - Environmental Impact assessment.
 - Land use principles.
 - Affordable housing and viability.
 - Affordable workspace and business initiatives.
 - Urban design.
 - Strategic views.
 - Heritage.

- Amenity and living conditions.
- Transport.
- Environment and climate change.
- Mitigating the impact of development through planning obligations.
- Legal considerations.
- Conclusion and planning balance.

Environmental Impact Assessment

106. The planning application represents Environmental Impact Assessment ('EIA') development under the Town and Country Planning (Environmental Impact Assessment) Regulations 2017 (as amended).
107. An assessment of the likely significant environmental effects of the Canada Water Masterplan was reported in an Environmental Statement (ES) that accompanied the hybrid planning application. This original ES (May 2018) was subsequently the subject of two ES Addenda (October 2018 and June 2019). The applicant has obtained permission further to Reserved Matters Applications (RMAs) for Development Plots F, G, H, L, Canada Dock, and the Park; as well as areas of public realm, including Printworks Street, Park Walk, Park Walk Place, Reel Street, and New Brunswick Street. An ES Statement of Conformity (SoC) was submitted with each of the RMAs. Together, these documents comprise the CWM ES.
108. Non Material Amendment Applications (NMAs) were also submitted for Development Plots F, G, H, L, Canada Dock, and the Park, primarily to deal with changes arising from detailed design work associated with the RMAs, which required non-material changes to the approved parameters.
109. An ES Statement of Conformity (ES SoC) was submitted with the Section 73 application to explain the conformity of the proposed amendments with the environmental impact assessment reported in the CWM ES. The ES SoC was updated with an addendum to respond to queries raised by the Council's consultant (LUC) in the initial review, and also to take account of the subsequent amendments to the Section 73 application.
110. Together, the CWM ES and the ES SoC detail the environmental effects of the scheme now proposed, and together form the ES for the current proposal.
111. The CWM ES and the ES SoC test the development as a whole, including the detailed and outline elements. The inherent and intended flexibility in the outline elements means that the completed scheme could take a number of forms, and so in determining the potential environmental effects, the documents model a 'worst-case' scenario (as described by the applicant) taking account of the control documents (Parameter Plans, Development Specification and Design Guidelines) for the outline elements. The modelling has therefore been adapted in each of the topic chapters. For example, when considering the potential environmental effects in terms of daylight and sunlight; wind/microclimate; and

townscape, built environment, and visual impacts; the assessment models the detailed elements plus the maximum 3D envelope that the Parameter Plans would allow for the outline part of the site. This is despite the fact that this maximum envelope would exceed the maximum floorspace cap across the site for which planning permission is sought, and actually therefore goes beyond the 'worst-case' scenario across the whole scheme. For other topic areas, such as socio-economic impacts, two development scenarios have been modelled, being maximum residential/minimum employment, and maximum employment/minimum residential. This is considered to be a reasonable approach.

112. The cumulative assessments in the ES SoC now include the following approved schemes:
 - Canada Water Dockside (AIRE) Ref 24/AP/3718
 - Block C Mulberry Business Park Ref 23/AP/0543
 - Rotherhithe Gas Holder Site Ref 24/AP/0753 and
 - City Business Centre (St. Olaves) Ref 23/AP/3487
113. The ES SoC identifies that whilst an opening year of 2033 is achievable, it is likely that the construction programme will extend. However, this extension does not materially alter the assumptions used in the traffic data for transport, noise, and air quality, both in terms of the operational traffic data and peak construction vehicle trips. In terms of socio-economic effects, given the fluctuation in construction employment over the long-term construction period, an extension of the construction programme and the proposed amendments is not considered to materially change the significance of effects reported in the CWM ES in terms of construction employment.
114. The construction methodologies and activities would not change from those reported in the CWM ES. The ES SoC therefore only considers the proposed amendments in regard to operational effects, with basement extensions considered where relevant for below ground assessments, in respect of ground conditions, archaeology, and water resources.
115. The changes in residential areas would not materially increase vehicle trips and would not therefore affect the findings of the Transport Assessment and the traffic data used in the air quality and noise assessments. A Transport Addendum has been submitted, which is discussed in the 'Transport' section of this report.
116. Given the proposed amendments will still be within the Development Zone plot extents, it is not considered that these changes will materially change topics affected by footprint changes, such as ground conditions, ecology, flood risk and drainage, and archaeology.
117. The ES SoC assesses the impact of further environmental information on socio-economics; wind microclimate; daylight, sunlight, and overshadowing; and townscape, built heritage, and visual assessment; as summarised below.

Socio-economics

118. Updated baseline data for education and primary healthcare has been used to assess potential changes resulting from the proposed amendments.

Housing

119. The minimum housing delivery scenario considered in the CWM ES comprised 2,016 homes, which would deliver 7% of the 2016 London Plan ten year housing target for Southwark (27,362 homes). The revised minimum residential scenario for the proposed amendments of 2,396 homes would be an increase of 380; however, the CWM ES allowed 3,995 homes and it was always anticipated that the scheme would deliver in excess of the minimum.
120. The ES SoC identifies that the revised maximum housing delivery of c.4,184 homes (c.189 additional) is a minor increase and would not change the effect on housing delivery previously identified. The introduction of Co-living is capped at 50,000sq.m. GEA (within the residential floorspace cap) and the ES SoC finds that the impact of this introduction is likely to be relatively small. The findings of the CWM ES are found to remain valid (moderate beneficial at local and Borough levels, and minor beneficial at regional level).

Education

121. The ES SoC identifies 313 primary school age and 130 secondary school age children in the revised maximum residential scenario, a small reduction due to changes to the unit mix.
122. The following contributions were agreed within the HPP Section 106 agreement and no amendments are proposed:
- Land required for, and construction of, a 16+ education facility with delivery costs to be met by the education provider/Council, to be delivered upon occupation of 360,000sq.m. GEA.
 - Primary school contribution of £5 million, 50% paid on occupation of 1,000 homes and 50% on occupation of 1,500 homes.
 - Primary education top-up contribution of £16,000 per child yield, to be calculated at reserved matters application stage.
123. The ES SoC finds that the effect on both primary and secondary education remain valid (negligible).

Health

124. The ES SoC identifies five GP practices within 1km. of the site, with a collective average of 1,855 registered patients per FTE GP, which is broadly in line with the benchmark standard of 1,800 patients and an improvement since the CWM ES. New residents of the development could generate demand for 4.1 GPs under the maximum scenario (an increase of 0.3 compared to the CWM ES).

125. The Site Allocation within the Southwark Plan 2022 (NSP81) includes approximately 2,000sq.m. for a health centre, which could accommodate up to 12 GPs. This would meet the needs of the amended development, as well as providing additional capacity for the area.
126. The proposals retain community floorspace (up to 45,650sq.m. GEA), a proportion of which could deliver a new health centre, subject to the NHS' wider plans for the area. The following health contributions were agreed within the Section 106 agreement attached to the HPP, which would be retained, with some minor revisions via the Deed of Variation:
- Delivery of a strategic health facility (1,000-2,500sq.m.) on Development Plot M for the provision of primary healthcare services, or a fallback payment of £978,689 if the Council confirms that a healthcare provider cannot deliver a facility on Plot M.
 - Payment of a health facility top-up contribution (in accordance with HUDU modelling), prior to occupation of 2,000 residential units.
127. The ES SoC finds that the effect on primary healthcare remains as major beneficial at the local level, moderate beneficial at the Borough level, and negligible at the regional level.

Employment

128. The CWM ES predicted that the minimum non-residential scenario (worst-case for employment) could deliver a net increase of 10,945-15,780 FTE jobs on-site. The ES SoC identifies that the proposed amended minimum non-residential scenario, with a reduction in the minimum office floorspace to allow for more residential development, would support a net increase of 8,480-12,570 FTE jobs on-site. It should be noted that the minimum quantum of all non-residential floorspace secured in the HPP is not amended by this Section 73 application. Condition 6 of the HPP would also remain unchanged, with a minimum of 45,962sq.m. (GIA) of retail and leisure uses, 45,962sq.m. (GIA) of office floorspace, and 500sq.m. (GIA) of community use.
129. Whilst minimum employment would be lower than the HPP, the amended proposals would still result in a significant increase in job opportunities. The ES SoC finds that the effect on employment would remain as major beneficial at local level, moderate beneficial at Borough level, and minor beneficial at regional level.

Amenity space and play space

130. The ES SoC identifies that the amended maximum residential scenario could generate demand for 41,840sq.m. of private amenity space and 11,570sq.m. of play space, compared to 39,950sq.m. and 11,660sq.m. in the CWM ES.
131. Detailed design of amenity and play space would be determined at reserved matters stage; however, the HPP Section 106 agreement includes a mechanism for a contribution in the case of any shortfall of amenity and play space provision, which would be retained. The ES SoC identifies that the

effects on amenity and play space remain as moderate beneficial at local level and negligible on other spatial scales.

Socio-economic conclusions

132. Overall, the ES SoC identifies that proposed amendments are in conformity with the scale and significance of socio-economic effects previously identified, which therefore remain valid. Taking account of the permitted schemes listed above, the scale and significance of the cumulative effects identified within the CWM ES remain valid.

Wind microclimate

133. Wind conditions are categorised in the ES SoC using the updated version of the Lawson Comfort Criteria (LDDC version), with the predicted wind conditions compared to intended pedestrian uses. Where windier than suitable conditions are identified, wind mitigation measures are proposed.

134. Wind conditions in and around the site are assessed in three configurations; the existing site and surrounding buildings; the detailed elements as approved/built and the proposed maximum outline parameters with existing surrounding buildings; and the detailed elements as approved/built and the proposed maximum outline parameters with surrounding approved buildings.

135. The wind microclimate assessment results presented in the CWM ES are largely consistent with the ES SoC and there are no material changes to the effects and conclusions. There would be isolated windier than suitable areas in all configurations and areas with safety exceedances (on upper levels only) around Development Zones B, C and D. The conditions can be improved to suitable standards through mitigation measures, which would be developed during the reserved matters design of these areas.

136. Condition 77 of the HPP (to be retained) requires a detailed landscaping scheme to be submitted, which requires full details of wind mitigation measures to be detailed prior to above grade works. With the implementation of wind mitigation measures, there would be no additional significant effects from those previously identified within the CWM ES.

Daylight, sunlight, overshadowing, solar glare, and light pollution

137. The daylight, sunlight, overshadowing, solar glare, and light pollution assessment results presented in the CWM ES are largely consistent with the ES SoC assessment results.

138. There are no updates or changes to the methodology and policy context which materially affect the assessments previously undertaken. Revised BRE Guidance (2022) has been published; however, this does not contain any different recommendations or criteria in respect of assessing impact on adjacent properties. Consented and built neighbouring developments since the CWM ES have been included, and the context model for surrounding neighbours has been upgraded to include layouts.

139. Isolated changes in daylight, sunlight, and overshadowing are identified; however, these can partially be attributed to the evolution of the surrounding environment. A Standalone Daylight and Sunlight Report has been provided, which provides further commentary comparing the HPP against the proposed amendments, discussed in detail in the 'Amenity and living conditions' section of this report. No mitigation is proposed in relation to daylight, sunlight, and overshadowing; however, reserved matters applications could reduce the massing of the maximum parameter envelope, with the potential to lessen the effects identified. The daylight, sunlight and overshadowing effects would remain negligible to major adverse, with isolated instances of difference from those effects identified in the CWM ES. Overall, the neighbouring receptors are considered to retain appropriate levels of light, or would not see meaningful changes from the HPP.
140. Concerning solar glare and light pollution, the elements not built out are in outline, and as such, details are unavailable at this stage. With appropriate mitigation measures incorporated into the detailed design of reserved matters applications, solar glare effects would be mitigated to negligible to minor adverse, and light pollution effects would be mitigated to negligible, which is consistent with the CWM ES.

Townscape, built heritage and visual assessment

141. The ES SoC finds that the effects of the proposed amendments would be the same as those of the HPP in scale and nature, except for a small increase in the scale of the effect on the strategic view from Primrose Hill (TBHVA Addendum View 3); and a small degree of adverse effect on two undesignated views (Views 4 and 5) from the northern end of London Bridge, which the ES SoC identifies as resulting in a very low level of 'less than substantial harm' to the significance of Tower Bridge in NPPF terms. The impacts are discussed in full in the 'Urban design', 'Strategic views', and 'Heritage' sections of this report.

Transport and access

142. In line with the previously adopted approach, the ES SoC assesses two development scenarios with maximum residential/minimum employment and maximum employment/minimum residential uses, which would be the most significant in terms of trip generation.
143. The cumulative impact of the proposed amendments with recently constructed and approved schemes has been assessed. Other schemes are generally car free, include significant transport mitigation to address impacts on public transport, and are expected to have an insignificant impact on the surrounding transport network.
144. The proposed amendments include the delivery of a maximum of 50,000sq.m. GEA as Co-living, out of the maximum residential provision of 472,600sq.m. For trip generation assessment purposes, the GEA area was converted to unit numbers equating to c.1,300 Co-living units. Assumptions and a detailed description of the trip generation methodology is provided in the Transport

Assessment Addendum. Impacts and mitigation are discussed in detail in the 'Transport' section of this report.

Noise and vibration

145. Given there would be no material change to the traffic data, road traffic-related noise and vibration effects identified within the CWM ES remain valid. Conditions attached to the HPP to secure compliance with noise control limits would be retained, and addressed in reserved matters applications.

Additional Information

146. In the initial review of the submitted ES SoC, Southwark Council's adviser LUC raised queries, which were subsequently resolved as clarification points. The ES SoC was also updated to take account of post-submission amendments, and LUC confirmed that this would not lead to any additional effects.

EIA conclusion

147. GLA officers have taken into account the information in the CWM ES and the ES SoC, together with consultation responses received following public consultation on the application, along with the reviews undertaken by LUC on behalf of the Council, with which officers broadly agree. The documents have been reviewed in accordance with The Town and Country Planning (Environmental Impact Assessment) Regulations 2017 (as amended).
148. Necessary mitigation has already been secured by way of the conditions and section 106 obligations attached to the HPP, and no additional mitigation is required. If this application were to be approved, HPP conditions would be re-secured (with some limited changes as summarised under 'Conditions' above) and bound by a Deed of Variation to the original Section 106 agreement, as summarised under 'Section 106 legal agreement'. Where necessary, additional conditions could be attached to subsequent reserved matters applications.
149. The particular environmental effects are detailed in the relevant sections of this report, but it is recognised that overall the development would result in a range of positive and 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 is premised on the maximum building envelope for each Development Zone within the outline element, which comprises a maximum building envelope that could not be achieved given the cap on maximum development floorspace across the whole scheme. These adverse impacts must be weighed in the balance with all of the other benefits and dis-benefits arising from the application, as set out in the conclusion to this report.

Land use principles

Development plan policies promoting varied uses

150. London Plan Good Growth Objective 2 promotes the intensification of land uses on brownfield land to support additional homes and workspaces; higher density development, particularly in locations that are well-connected by public transport, walking and cycling. This is particularly encouraged in Opportunity Areas, as detailed in London Plan Policy SD1. The site is within the Canada Water Opportunity Area, which the London Plan identifies as having indicative capacity for 20,000 jobs and 5,000 homes.
151. The site is within Canada Water Major Town Centre, which the London Plan identifies as having high commercial and residential growth potential. Policies SD6, SD7, SD8, and SD9 support mixed used development in town centres, including main town centre uses, night-time economy, civic, community, social, and residential uses.
152. The site is within the Rotherhithe Area Vision (AV.15) of the Southwark Plan, which identifies how the area should develop, including the creation of a new destination around Canada Water Dock, with shopping, civic, education, leisure, business, and residential uses; providing as many homes as possible; respecting local character, with opportunities for taller buildings; and prioritising walking and cycling, and improved public transport, including improved links to Southwark Park.
153. The site is allocated as NSP81 'Harmsworth Quays, Surrey Quays Leisure Park, Surrey Quays Shopping Centre and Robert's Close' within the Southwark Plan, which identifies a minimum residential capacity of 2,000-3,995 homes; states that development must include retail uses; a new health centre of approximately 2,000sq.m.; new education places for 14-19 year olds; new homes; 13,696sq.m. of enhanced public realm and civic space; employment floorspace; and leisure uses. Development of the site may include student accommodation; visitor accommodation; extra care housing; and leisure, arts, culture, or community uses. The potential for taller buildings is identified.
154. The proposals are in accordance with the London Plan and Southwark Plan policies set out above.

Meanwhile uses

155. Temporary 'meanwhile' uses of vacant sites and buildings are encouraged by London Plan policies SD7, H3, and G8; and Southwark Plan Policy P18.
156. A number of meanwhile uses are in operation on the site (subject to temporary planning permissions), including Tedi University, Global Generation Paper Garden, Paper Yard Life Science Hub, and the Corner Corner food/music venue. These tenants are aware that the site is proposed for redevelopment and their lease arrangements reflect this. Furthermore, the site is subject to the HPP for full redevelopment.

Non-residential uses

157. London Plan Objective GG5 seeks to grow a good economy. The London Plan supports commercial uses within the Canada Water Opportunity Area (Policy SD1) and Canada Water Major Town Centre (policies SD6, SD7, SD8, SD9, and E9). Policy E1 supports the provision of offices within town centres, and Policy E2 supports a range of business space, including affordable (Policy E3). Policies HC5 and HC6 support culture, creative and night-time economy. Policy E11 requires development proposals to support employment, skills development, apprenticeships, and other education and training opportunities, in both the construction and end-use phases. Policies SD6 and E10 support tourist infrastructure, attractions, and hotels in town centres and Opportunity Areas. Policy S1 supports high quality, inclusive social infrastructure.
158. Southwark Plan Policy SP4 seeks to develop a strong, green, and inclusive economy, with at least 460,000sq.m. of new office space between 2019 and 2036 (c.35,500 jobs), mostly within the Central Activities Zone, 10% to be affordable workspace for start-ups and small and independent businesses. Some office space is identified within the Canada Water Opportunity Area, with 20,000 new jobs, and 40,000sq.m. of retail floorspace within the Canada Water Major Town Centre. Policy P41 supports hotels and visitor accommodation. Policy P46 encourages new leisure, art, and culture facilities, particularly in the Canada Water Opportunity Area. Policy P47 encourages the provision of community uses.
159. The HPP allowed for a range of commercial uses including retail, workspace, community, leisure, cultural, and community uses. This application seeks to deliver the same commercial uses, but in a more flexible way to enable the development to better respond to market conditions. This would be done by removing the floorspace caps for each use within each Zone, whilst retaining the overall cap on a particular land use across the site, as set out under 'Details of the proposals' above and secured in the Development Specification. The only exception to this would be an increase in the floor area allowed for hotel use, which would increase from a maximum of 7,500sq.m. GEA to 16,500sq.m. GEA. Increased hotel accommodation within the town centre would add to its vibrancy.
160. The former Printworks building has been partially demolished and stripped back to its structural frame. It is understood that the applicant would submit an early reserved matters application to bring forward this element of the scheme at an early stage should the Section 73 application be approved.
161. The proposals have the potential to deliver a net increase of 8,480-12,570 FTE jobs on-site, which is considered a significant positive benefit. Provision of construction and end-use employment and training opportunities for local people was secured as part of the section 106 agreement for the HPP and would be retained.
162. The proposals are in accordance with development plan policies set out above.

Conventional (Use Class C3) housing

163. The NPPF and the London Plan encourage the delivery of housing through optimising appropriate sites. Chapter 5 of the NPPF places emphasis on boosting the supply of homes and that the overall aim should be to meet an area's identified housing need, with an appropriate mix of housing types for the local community. London Plan Policy H1 seeks to increase housing supply in London and sets ten-year targets for net housing completions for each local planning authority. The Mayor's 10-year (2019/20-2028/29) housing target for Southwark is 23,550 net new homes. London Plan Policy SD1 and Table 2.1 sets an indicative target of 5,000 new homes for the Canada Water Opportunity Area.
164. Southwark Plan policies ST1 and SP1 reiterate the targets established by the London Plan. Policy ST2 states that new development will be focussed in locations such as Canada Water Opportunity Area, where the aim will be to balance the delivery of as many homes as possible against creating jobs, protecting industrial and office locations, sustaining vibrant town centres, and protecting open space and heritage. Site Allocation NSP81 acknowledges the importance of the Canada Water masterplan redevelopment and sets out a residential capacity of 2,000-3,995 homes.
165. The most recent Housing Delivery Test (December 2024) showed that Southwark scored 82%, therefore requiring a buffer of 20% on its five-year housing supply and an action plan (in accordance with NPPF paragraphs 78 and 79), but not engaging the 'tilted balance' (NPPF paragraph 11, footnote 8). The current adjusted 5-year housing requirement for Southwark to 2020-2024 is 19,398 homes, including an allowance for previous undersupply and with a 20% buffer. Against this, Southwark has identified a deliverable supply of 19,543 homes, resulting in a total supply equivalent to 5.04 years, above the minimum requirement.
166. The proposed increase in residential floorspace to enable the development to deliver the quantum of residential development envisaged at the time of granting the HPP is acceptable in principle. The provision of minimum 2,000 and a maximum of c.4,184 conventional dwellings would make a significant contribution to the Borough's housing target. In addition, specialist housing models such as PBSA, older persons, and Co-living would help to meet demand for alternative forms of housing, thus helping to ease the demand for conventional dwellings. In land use terms, the amendments sought to facilitate housing delivery are supported. The proposed amendments will optimise the potential of the site to deliver much-needed quality housing, in compliance with the NPPF and development plan policies, which should be given substantial weight. The amendments would also enable the applicant to re-start delivery of homes on a stalled site.
167. This application does not seek to amend the approved HPP in terms of unit size mix for the affordable tenure, housing quality, typologies, residential amenity, or play provision; however, the applicant is seeking to remove the requirement for a minimum provision of three-plus bed homes in the market tenures in order to respond to market demand and affordability. This is reasonable and appropriate

taking account of the current challenges with construction costs and market demand, and is supported.

Purpose Built Student Accommodation (PBSA)

168. The NPPF and the London Plan encourage the delivery of all types of housing through optimising appropriate sites. London Plan Policy H15 encourages boroughs to ensure that local and strategic need for PBSA is addressed. The London Plan identifies an overall strategic requirement of 3,500 units annually over the Plan period, and also acknowledges that PBSA contributes to meeting London's overall housing need. Paragraph 4.1.9 sets out that net non-self-contained accommodation for students should count towards meeting housing targets on the basis of a 2.5:1 ratio, with two and a half bedrooms/units being counted as a single home. A PBSA LPG provides further guidance.
169. Policy P5 of the Southwark Plan supports the provision of PBSA, whilst also requiring schemes to deliver conventional affordable housing and affordable student rooms (subject to viability).
170. The site benefits from very good transport accessibility, the TEDI Higher Education facility is in close proximity, and the site's Major Town Centre location make it appropriate for education-related uses, in accordance with London Plan Policy H15.
171. The application is not seeking any amendments to the provision of PBSA in terms of the quantum. It proposes a maximum of 50,300sq.m. GEA of PBSA floorspace, which is almost the same quantum to the proposed Co-living floorspace, and significantly less than the conventional C3 residential floorspace. This will ensure that there is not an over-dominance of PBSA. Detailed proposals would be assessed at reserved matters stage.
172. The HPP allowed for up to 50,300sq.m. of PBSA in Zones B, C, F, and G of the masterplan site. The proposed removal of caps on specific land uses in each Zone would mean that it could be provided anywhere within the Masterplan boundary. This would introduce more flexibility to respond to the requirements of specific PBSA operators, also responding to the context as development on the site and surroundings is delivered. The location, quantum, and design would still be controlled through reserved matters applications.
173. In addition, the application seeks to remove the current restriction preventing more than 300 bed spaces being provided unless they are connected to a higher education facility/campus in the Borough. Although this would not strictly be in accordance with London Plan Policy H15 (Part A3), this would allow the accommodation to contribute to wider pan-London needs and is acceptable.
174. As with the HPP, no affordable student accommodation is secured, with the intention being to provide the maximum possible affordable housing on the site. This approach is supported.
175. Management obligations would be updated in the Deed of Variation to the Section 106 agreement.

176. The provision of PBSA would help to address strategic requirements for student accommodation and contribute towards meeting the minimum overall housing targets in the London Plan.

Large-scale purpose-built shared living (Co-living)

177. Co-living is a specialist form of housing accommodation for single-person households. Whilst Co-living provides an additional housing option for some people, due to the unique offer of this accommodation type, it does not meet minimum housing standards. However, it contributes an element of housing choice, and is therefore counted towards housing supply on a ratio of 1.8:1 as per London Plan paragraph 4.1.9. Policy H16 sets out criteria that Co-living schemes must meet, with further detail provided within an LPG. The Policy makes clear that Co-living schemes must contribute to affordable housing; however, because this form of accommodation does not meet minimum housing space standards, it is not considered suitable as a form of affordable housing itself.
178. Southwark Plan Policy P6 supports the provision of Co-living in the right locations and requires developments incorporating it to deliver, as a first priority, the maximum amount of affordable housing, with a minimum of 35% conventional affordable housing (calculated by habitable room) on site or a Payment in Lieu (PiL).
179. The HPP did not include Co-living; however, this form of housing is supported in line with development plan policies. The application proposes a maximum of 50,000sq.m. GEA of Co-living floorspace, which is a similar quantum to the proposed PBSA and significantly less than the conventional C3 residential floorspace. This will ensure that there is not an over-dominance of Co-living.
180. The Co-living accommodation has been accounted for in the financial viability assessment, with the intention being to provide the maximum possible affordable housing on the site.
181. Detailed proposals for Co-living would be assessed at reserved matters stage and in accordance with management requirements secured by the Section 106 agreement Deed of Variation.

Specialist older persons' housing

182. Policy H13 of the London Plan promotes specialist older person housing in sustainable, well connected locations. Policy P7 of the Southwark Plan supports different types of specialist housing for older people, including affordable specialist housing, where there is a clearly identified local need, with affordable housing in accordance with Policy P1.
183. The HPP allowed for up to 35,700sq.m. of Assisted Living Accommodation in Zones E, G, J, H and L. The application is not seeking any amendments to the quantum; however, the proposed removal of caps on specific land uses in each Zone would mean that this form of housing could be provided anywhere within the Masterplan. This provides flexibility in response to market demand and the

evolving context of the masterplan. The location, quantum, and design would be controlled through reserved matters applications.

Sustainable infrastructure

184. The Zone L Substation included in the outline element of the HPP was subsequently subject of a Reserved Matters Application, which was approved and has been implemented. This comprises a public benefit provided by the scheme.

Land use conclusion

185. Subject to conditions and obligations, the proposals would be in accordance with the NPPF; London Plan policies SD1, SD6, SD7, SD8, SD9, H1, H3, H16, S1, E1, E2, E3, E9, E10, E11, HC5, HC6, and G8; and Southwark Plan policies ST1, ST2, SP1, SP4, P1, P5, P6, P7, P41, P46, P47, P18, Site Allocation NSP81, and Rotherhithe Area Vision AV15. The proposals are therefore acceptable in land use policy terms.

Affordable housing and viability

186. The NPPF sets out the Government's approach to the delivery of new housing, including a requirement for housing of different sizes, types and tenures to meet the needs of different groups.

187. Policy H4 of the London Plan requires major development that triggers affordable housing requirements to provide affordable housing through the 'threshold approach' as set out in Policy H5. It sets out the criteria under which schemes may follow the Fast Track Route, where specific affordable housing criteria are met; or the Viability Tested Route, where these criteria are not achieved. The GLA identified a threshold of 39% affordable housing for the HPP taking account of relatively small areas of former industrial land and public sector land, and the application progressed according to the Viability Tested Route, with viability reviews secured within the Section 106 agreement.

188. Southwark Plan Policy P1 requires developments of 10 or more residential units to provide a minimum of 35% affordable housing (subject to viability), to be provided with a minimum of 25% as social rent and 10% as intermediate. This equates to a tenure split of 71.5% social rent, 28.5% intermediate. The Southwark Affordable Housing SPD (2025) provides further guidance. Policy P5 of the Southwark Plan supports the provision of student accommodation whilst also requiring schemes to deliver conventional affordable housing and affordable student rooms (subject to viability).

189. London Plan Policy H5 also states that any proposed amendments that result in a reduction in affordable housing, affordability or other obligations or requirements of the original permission should be rigorously assessed under the Viability Tested Route and that a full viability review should be undertaken that reconsiders the value, costs, profit requirements and land value of the scheme.

190. Specialist older persons' housing (Policy H13), PBSA (Policy H15), and Co-living (Policy H16) also require affordable provision or contributions.
191. Further guidance is contained within the Mayor of London's 'Homes for Londoners Affordable Housing and Viability SPG (2017). In December 2024 the GLA issued a practice note 'Accelerating Housing Delivery', which sets out a number of measures including continued support for the Fast Track Route and changes to affordable housing funding. It also includes guidance on the assessment of schemes that provide affordable housing as social rent only, or with a majority of social rent, at a lower level than a policy-compliant tenure split. There are also two draft London Plan Guidance documents (LPGs), 'Affordable Housing' (2023), and 'Development Viability' (2023); however, these are unlikely to be adopted as drafted and should be given limited weight.
192. A Written Ministerial Statement regarding a package of targeted and temporary emergency support measures to drive up housebuilding in London was issued on the 23 October 2025 by the Secretary of State for Housing, Communities and Local Government. This was accompanied by a joint Policy Statement with the Mayor of London 'Homes for London: A package of support for Housebuilding in the Capital', and a draft 'Support for Housebuilding' LPG was published in November 2025 for consultation until 22 January 2026. This includes a new, time-limited planning route, to sit alongside the existing Fast Track and Viability Tested routes, allowing residential schemes to provide affordable housing below the usual threshold level (subject to certain requirements) without an upfront viability assessment, and to access grant funding for around half of the affordable homes. The current application *does* seek to unlock a stalled site and therefore responds to the aims of these measures; although it has been considered under the existing London Plan Viability Tested Route as it does not meet the minimum affordable housing threshold under the time-limited planning route.
193. A Written Ministerial Statement was issued on 28 January 2026 by the Minister of State for Housing and Planning, regarding a policy package to lay the foundations for a simpler, more transparent, and more resilient Section 106 system, and deal with the legacy problem of existing unsold and uncontracted Section 106 homes. The current application and associated Section 106 agreement Deed of Variation *does* seek to unlock a stalled site; although the proposals go beyond the scope of these measures as they incorporate Section 73 amendments, in addition to a Deed of Variation.

Financial Viability Assessment

194. The approved Financial Viability Assessment (FVA) for the approved HPP concluded that the scheme could not support a 35% tenure compliant affordable housing offer. The Council agreed with this conclusion, and it was estimated that a viable scheme could deliver 11% affordable housing. The Mayor's decision-making report (GLA Ref: GLA/4373/02) agreed with this conclusion. However, the applicant agreed to deliver 35% affordable housing, made up of 25% social rent and 10% intermediate, which was secured in the Section 106 agreement, with the tenure mix for each plot to be confirmed at reserved matters stage. This was predicated on a growth model, with the

potential for future value growth, recognising that it was well in excess of the maximum viable contribution evidenced in the FVA at that time.

195. Since the HPP was granted, Southwark Council and GLA officers acknowledge that there have been significant negative impacts on the viability of the scheme, notably building safety regulatory changes, including the requirement for all residential buildings over 18 metres to incorporate a second staircase; an increase in materials costs; and other commercial factors, such as increased base interest rates and reduced residential and commercial sales/values. Site specific impacts on viability include the costs of front-loaded infrastructure (over £100M to date); and the impact of heritage/strategic view restrictions, which significantly limit building heights on a large part of the site. The applicant states that viability has become so severely challenged that the consented scheme cannot secure further investment and delivery cannot be progressed. No further construction is currently taking place and the scheme has stalled.
196. In response to building safety regulatory changes, chiefly the requirement for all residential buildings over 18 metres to incorporate a second staircase, the proposed amendments increase the maximum height and massing of such buildings. However, this largely allows lost residential floorspace to be replaced, and results in a minimal increase in the maximum number of homes that could be built (c.189 additional homes). Consequently, the applicant is no longer able to commit to delivering 35% affordable housing based on a growth model, and the submitted FVA evidences a reduction to 3% (by habitable room) as the maximum viable affordable housing that the development could support at this stage. The FVA is based on an illustrative scheme, considered to be a reasonable representation of an optimum development within the parameters set within the Section 73 application. The 3% affordable housing contribution has largely already been delivered as 79 social rent homes in Plot K1, with only 8 intermediate homes remaining to be delivered. The FVA includes costs and revenue relating to student and Co-living accommodation; however, it has been agreed that affordable provision will be solely in the form of conventional housing in response to need and restricted viability.
197. The FVA, together with various updates, has been scrutinised by the Council's viability consultant (BNPP), including a thorough review of build costs undertaken by a Quantity Surveyor. All information has also been reviewed by GLA officers. All parties conclude that the development can no longer viably support 35% affordable housing and the maximum viable provision that a policy compliant scheme could support is 3%.
198. The proposed level of affordable housing has been raised as a concern by many local residents following Southwark's public consultation on the application, particularly since it has been reduced from 35% in the HPP. However, GLA officers agree that the maximum level of affordable housing that can viably be supported at this time is 3%. Whilst GLA officers acknowledge that the lower level of affordable housing reduces materially the public benefits of the scheme; it is accepted that the development is subject to specific circumstances that limit its viability (notably significant front-loaded infrastructure costs and heritage/strategic view impacts), beyond those

currently affecting other schemes more generally (such as second staircase requirements).

199. The submitted FVA also demonstrates that with public subsidy it would be possible to increase the affordable housing provision. As a result of subsequent discussions with the GLA, grant has been awarded to support the delivery of additional affordable housing in Development Zone L as part of the next phase of delivery. Based on the delivery of the next 1,000 homes, this would support 20% (by habitable room) affordable housing, with a policy compliant tenure mix. Across the whole scheme, this equates to a minimum of c.9% affordable housing, with the potential for increase through viability review, additional grant, and other public subsidy. In response to the particular need for social rent homes, and in line with the GLA's 'Accelerating Housing Delivery' Practice Note (December 2024), the applicant has requested that grant will be provided solely to support the delivery of 150 social rent homes in the next phase. This would support 17% (by habitable room) affordable housing of the next 1,000 homes, which is equivalent to 20% at a tenure compliant level as per the GLA Practice Note, and would be secured in the Section 106 agreement Deed of Variation. This would equate to c.9% affordable housing across the whole scheme. The award of grant is a material consideration, which has been given weight in favour of the application.
200. The Section 106 agreement Deed of Variation also secures the potential delivery of the eight intermediate homes outstanding from Phase 1 to be delivered as four social rent homes, which has also been calculated following the equivalency approach.

Viability reviews

201. The HPP Section 106 agreement contains a number of upwards only reviews linked to the staged delivery of residential units across the masterplan site. The Early Stage review was not triggered due to the timely implementation of Plots A1 and K1. Further reviews would have been triggered upon the practical completion of 1,500 homes, and thereafter the practical completion of each multiple of 500 homes, with a final review upon completion of the development.
202. The Section 106 Deed of Variation secures an Early Stage review on timely delivery of the next Phase (including Development Zone L for which grant funding has been awarded), with three Mid Stage reviews on the completion of each tranche of 1,000 homes, plus a Late Stage viability review before completion. This allows sufficient scope for additional affordable housing to be provided over the lifetime of the development.
203. The HPP Section 106 agreement set a 16% GDV profit target in the viability reviews, before additional affordable housing would be sought. The Section 106 agreement Deed of Variation varies the reviews to allow profit to be measured on an 'internal rate of return' (IRR) basis, rather than GDV. An IRR approach is considered to be suitable as a measure on larger, longer-term, or phased schemes. Planning policy supports IRR provided the target IRR is evidenced and cross-checked against other measures of return. In London, IRR has been used on a number of consented large-scale strategic developments.

204. The applicant initially proposed an IRR profit of 17.5%; however, GLA and Southwark Council officers do not consider this to be appropriate. Consequently, the applicant has accepted an IRR of 15%, which it considers to be at the lowest end of an acceptable range to enable capital to be secured to re-start delivery.

Other affordable housing provisions

205. The draft Section 106 agreement Deed of Variation amends the household income eligibility threshold for intermediate housing within the HPP Section 106 agreement to accord with GLA thresholds. This is in line with the Council's recently adopted Affordable Housing SPD and is supported.
206. London Plan Policy H4 states that affordable housing should be provided on site, or as a cash in lieu contribution in exceptional circumstances. Subject to a series of safeguards ensuring extensive engagement with Registered Providers (RP) of affordable housing and the Council, the draft Section 106 agreement Deed of Variation allows a commuted sum to be paid to the Council for delivery of affordable housing elsewhere in the Borough, should any phase with affordable housing provision not be taken up by an RP. As was the case with the eight intermediate homes remaining to be delivered from Phase 1, and acknowledging current RP market difficulties, this is acceptable in this case.
207. Affordable housing provisions to target key workers have been added, which responds to the Council's Affordable Housing SPD, and is supported.

Conclusion – affordable housing and viability

208. Paragraph 59 of the NPPF states:

“The weight to be given to a viability assessment is a matter for the decision maker, having regard to all the circumstances in the case, including whether the plan and the viability evidence underpinning it is up to date, and any change in site circumstances since the plan was brought into force. All viability assessments, including any undertaken at the plan-making stage, should reflect the recommended approach in the National Planning Practice Guidance, including standardised inputs, and should be made publicly available.”

209. GLA officers accept that the applicant's FVA demonstrates that the maximum viable level of affordable housing at this time is 3%. It is also accepted that the HPP FVA demonstrated that a viable scheme could deliver 11% affordable housing at that time, notwithstanding that the applicant was prepared to commit to 35% predicated on assumed growth. Considering that the submitted FVA and supplementary information has been subject to considerable scrutiny by GLA and Southwark officers and their advisers, it is considered that this scrutiny should be given considerable weight by the decision-maker. The particular circumstances of the scheme (such as significant front-loaded infrastructure costs and heritage/strategic view impacts) are also acknowledged to have a negative impact on the viability of the scheme, beyond negative viability influences currently affecting schemes more generally.

210. Since the Mayor took over the application, grant has been awarded to the scheme, as reflected in the Section 106 agreement Deed of Variation. Within the next 1,000 homes, 17% (by habitable room) affordable housing as social rent, equivalent to 20% at a tenure compliant level (c.9% across the whole scheme) is secured. It is also noted that secured viability reviews and the potential for further public subsidy could potentially allow more affordable housing to be delivered.
211. Notwithstanding this, GLA officers consider that the reduced quantum of affordable housing (compared to the HPP) reduces materially the extent of public benefits delivered by the proposals, to be weighed in the balance with all of the other benefits and dis-benefits arising from the application, as set out in the conclusion to this report.
212. The proposals accord with the NPPF, policies H4, H5, and H6 of the London Plan, and Southwark Plan Policy P1. GLA and Council officers have agreed that affordable provision will be solely in the form of conventional housing in response to need and restricted viability.

Affordable workspace and business initiatives

213. London Plan Policy E2 requires the provision of a range of low-cost business space to meet the needs of micro, small and medium sized enterprises and to support firms wishing to start up and expand. Policy E3 deals specifically with affordable workspace and identifies the circumstances in which it would be appropriate to secure affordable space.
214. Southwark Plan Policy P31 requires Major 'B Use Class' development proposals to deliver at least 10% of the floorspace as affordable workspace, at a discounted market rent for a period of at least 30 years.
215. The HPP pre-dated the adoption of the London and Southwark Plans and therefore the application was not required to be in full compliance with affordable workspace policies. Nevertheless, the policies were given some weight and the HPP is subject to Section 106 obligations that secure the following in respect of workspace benefits:
- Interim Use Strategy.
 - Existing Business Strategy.
 - Construction Community Scheme, which includes provision of a number of educational and community resources for the public during construction, such as a worker's canteen, Development Exploratory Centre, Project Information centre, Transport Innovation Hub, and Employment Services Hub.
 - Construction and End Use employment targets (with a fallback PiL).
 - 4,900sq.m. GIA of affordable retail (20% discount on market rents).
 - 11,500sq.m. GIA of Co-working space (25% discount on market rent).
 - 7,000sq.m. GIA of Discounted workspace (25% discount on market rent).

216. This application proposes to retain these benefits, with an amendment to extend the period for providing the Employment Services Facility from delivery of 50,000sq.m. of workspace to 80,000sq.m. This was discussed with the Council's Employment Team and was accepted by Council officers. The proposed extension is therefore acceptable and has been reflected in the Section 106 agreement Deed of Variation. The proposals are in accordance with London Plan policies E2 and E3, and Southwark Plan Policy P31.

Urban design

217. The NPPF states that good design is a key aspect of sustainable development and that in determining applications, significant weight should be given to development that reflects local design policies and government policy on design.

218. Chapter 3 of the London Plan sets out a series of design policies, including form, character, and capacity for growth (Policy D1); infrastructure and sustainable density (Policy D2); optimising site capacity (Policy D3); overarching design principles for development (Policy D4); inclusive design (policies D5 and D7); housing quality (Policy D6); public realm (Policy D8); tall buildings (Policy D9); designing out crime (Policy D11); and fire safety (Policies D5 and D12).

219. The importance of good design is further reinforced by policies P13 (Design of Places), P14 (Design Quality), and P17 (Tall Buildings) of the Southwark Plan.

Design scrutiny

220. The CWM HPP was subject to extensive design scrutiny at pre- and post-application stage with Council and GLA officers, and a joint CABE and Southwark Design Review Panel set up specifically for this scheme. The proposed amendments were also subject to design scrutiny with Council and GLA officers. Overall, it is considered that the proposals have had appropriate design scrutiny and therefore satisfies the requirements of London Plan Policy D4.

HPP scheme

221. The CWM, as approved by the HPP, is arranged in three character areas:

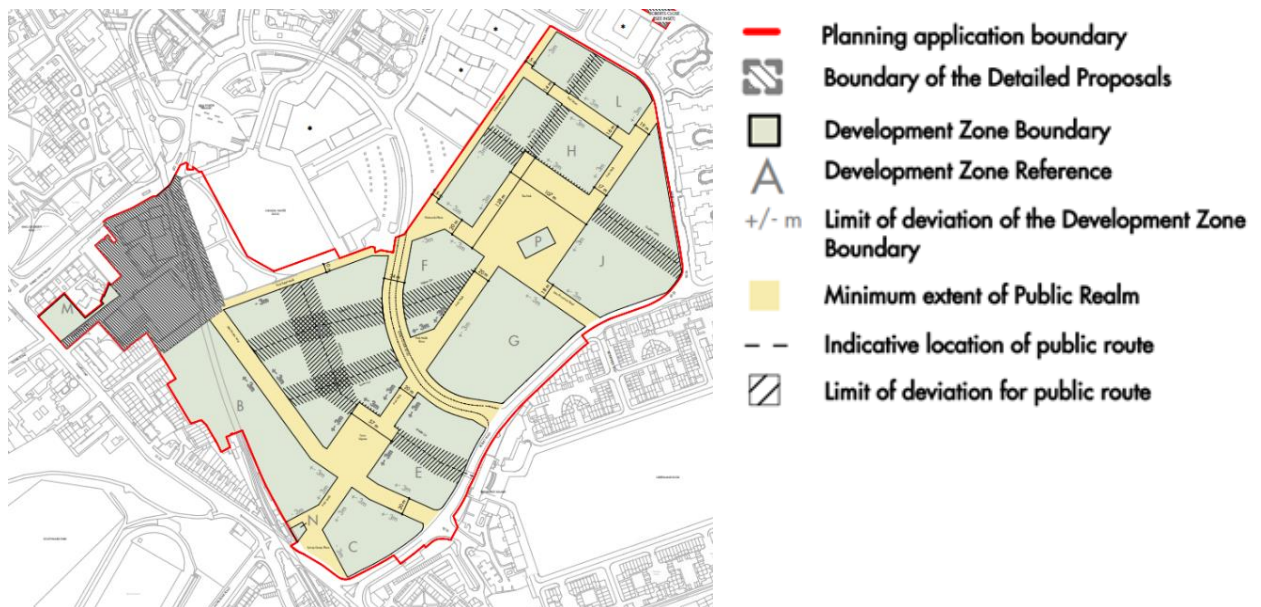
- The town centre as the commercial heart, encompassing Zones A, B, C, D, and E, set around a new high street, smaller shopping streets, and a new town square as the main public space.
- The park neighbourhood in the eastern part of the site, encompassing Zones H, J, K, and P, set around a new public park; potential 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 Tesco supermarket, commercial, and potentially education uses.

222. The HPP layout is structured around three main desire lines, which link to local connections and destinations, in particular transport hubs. One of the key routes is the link between Surrey Quays Station on Lower Road and Canada Water Station/bus terminus via a new Deal Porters Way. This new high street also links the proposed public square to Canada Water Dock and will be an important new vehicular route for the CWM. A number of secondary and tertiary routes extend across and into the development plots. The routes are secured in the HPP through the parameter plans, with minimum areas and widths of public realm also secured, and the indicative location of public routes through the larger plots.
223. It should be noted that the Dock enhancements have already been delivered as part of Phase 1 of the redevelopment. The completed works have elevated the Dock to a significant civic space within the town centre.
224. The site is identified in policy as an area suitable for tall buildings; however, it is also surrounded by low to mid-rise buildings. A large part of the site falls within a Protected Vista of one of London's Strategic Views, as discussed under 'Strategic Views' below; and tall buildings also have the potential to impact significant heritage assets. Therefore, the Masterplan developed a strategy for the distribution of tall buildings from the outset, with their siting and distribution carefully considered when the HPP was granted. The impact of increases to height and mass proposed in the Section 73 application must also be carefully assessed.
225. The parameter plans, development specification, and design guidelines approved as part of the HPP allow a degree of flexibility; however, rules were set for layout, access, height and massing, land-use, public realm, and appearance. The proposed changes to these documents are acceptable as they would retain the original principles and intent for detailed design. The proposed wording would ensure that the local planning authority retains sufficient control over the detailed design elements, which would be assessed in detail at reserved matters stage.

Site layout and public realm

226. There are no significant changes proposed to the site layout and no proposed reduction of public realm provision, as controlled through the parameter plans (Proposed Development Zones and Public Realm Parameter Plan shown below) and design guidelines. Minor changes to the width and layout of routes through Zone D are proposed, which could also be serviced at grade, rather than from an underground service space as in the HPP. The sustainability benefits of not having to excavate a large basement are acknowledged, and the minimum width of routes in Zone D have been increased in order to ensure that they remain attractive and active areas of the Masterplan. The Design Guidelines for Zone D have been amended to a limited degree, which officers consider to be positive.
227. Reserved Matters Approval has been granted for the detailed design of the Park, but not yet implemented. The Section 106 agreement attached to the HPP requires the Park to be delivered in two phases linked to Zones H and G,

triggered for any of the buildings/plots coming forward in those zones. The Section 73 application would amend this, to enable the supermarket in Zone G to be delivered without triggering the requirement for the Park. This is because the supermarket will need to be delivered before any other land uses in Zone G, as it will take a number of years to construct. The new supermarket is critical to releasing the land where the existing supermarket is for redevelopment of the town centre Zones, and allows continuous supermarket trading. Taking account of the logistics around building a supermarket; the impact of this on the phasing of the scheme; the fact that the greatest demand for the Park will arise from residents moving into the development, rather than employees of the supermarket; and finally as the Dock enhancements have already been delivered, providing a significant piece of public realm on site; it is considered reasonable to allow this change.



The Proposed Development Zones and Public Realm Parameter Plan

Tall buildings, height, scale, and massing

228. London Plan Policy D9 states that boroughs should define what is considered a tall building and identify suitable locations and appropriate tall building heights (Part B). Part C of the Policy sets out criteria for assessing tall buildings, including addressing visual, functional, environmental, and cumulative impacts. Policies HC3 and HC4 seek to identify and protect local and strategic views.
229. Southwark Plan Policy P17 and Figure 4 identify the Canada Water Opportunity Area core as an area where tall buildings (defined as above 30 metres) are expected and sets out criteria to be met, although no specific heights are identified. Site Allocation NSP81 states that redevelopment could include taller buildings, subject to consideration of impacts on existing character, heritage, and detailed townscape.
230. The HPP established the principle of three clusters of the tallest buildings around the core and the two main gateways to the site, with heights reducing down to the edges of the Masterplan, controlled by parameter plans and a high

quality design strategy embedded within the design guidelines. The clusters are as follows:

- The Northern Gateway Cluster around the existing Ontario Tower and Canada Water Station.
- The Core Cluster to the south of Canada Water Dock, which includes consented tall buildings to the north of the CWM and extends from the Dock to the edge of the proposed Park.
- The Southern Gateway Cluster at the entry point to the Masterplan from Lower Road and Surrey Quays Station.

231. The building typologies were described as ‘super-tall’ (exceeding 100m.), ‘tall’ (30-99m.), and ‘mid-rise’. The approach was shaped by a careful view analysis, primarily of Strategic Views (as discussed below), but also wider and local views. Most notably, the site is in the foreground of the Strategic View from Greenwich Park towards Tower Bridge and 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 site. This is clearly shown in the Proposed Maximum Heights Parameter Plan below, cutting across the site.



Proposed Maximum Heights Parameter Plan

232. The Section 73 application proposes to increase height and mass across the Masterplan, with a particular focus on the ‘super-tall’ buildings. The proposed amendments to the super-tall buildings, as secured by Parameter Plan are shown below. As stated previously in this Report, it is important to note that the Parameter Plan is the maximum 3D envelope that could come forward on each Development Zone for the outline part of the site. This would exceed the maximum floorspace cap for which planning permission is sought, and consequently, not all buildings could not be able to be built out to these heights. The maximum heights allowed for lower buildings are also increased in some areas.

Building	Consented (AOD/approx. storeys)	Proposed (AOD/approx. storeys)
B3	117 metres (c.33 storeys)	136 metres (c.39 storeys)
C1	101 metres (c.28 storeys)	161 metres (c.47 storeys)
D2	138 metres (c.39 storeys)	175 metres (c.49 storeys)
F1	125 metres (c.36 storeys)	166 metres (c.48 storeys)
F2	116 metres (c.33 storeys)	138 metres (c.40 storeys)
G1	105 metres (c.29 storeys)	131 metres (c.37 storeys)

Maximum heights of tallest buildings (derived from Maximum Height Parameter Plan)

233. The following image is an illustrative scheme based on the Parameter Plans and design guidelines, with height increases shaded:



Illustrative scheme with height increases in line with Section 73 proposals.

Visual impacts

234. Impacts of tall buildings require an assessment under Part C of London Plan Policy D9, including visual impacts under D9(C1). Southwark Plan Policy P17 has similar requirements. London Plan Policy HC3 requires strategic and local views to be designated and managed. Southwark Plan Policy P22 identifies Borough views, although none are impacted by the proposals.
235. A Townscape, Built Heritage and Visual Impact Assessment (TBHVIA) accompanies the application and includes verified views from various locations. All of the verified views from the HPP have been re-tested to assess their comparative visual impact, showing maximum parameters as well as an illustrative scheme. The TBHVIA has considered the maximum allowable spatial parameters sought for approval, as defined by the submitted Parameters Plans. As stated previously, this would exceed the maximum floorspace cap for which planning permission is sought, and consequently, not all buildings would be able to be built out to this height. The impacts assessed can therefore be described as going beyond a 'worst-case' scenario. Nonetheless, the approach taken in the assessment is considered to be reasonable and sufficient to allow an assessment of the potential impacts, including visual, townscape, and heritage impacts, to be undertaken.
236. The TBHVIA demonstrates that the proposals would have a similar visual impact to the HPP in immediate and medium-range views. One exception is Building C1, which is subject to the greatest increase in height of c.60%. This has partly come about in addressing concerns about impacts on the Strategic View from Primrose Hill (as discussed below). Although this would result in some harm to the local townscape, it is not considered overall that the height would give rise to significant or sufficient harm in townscape or local views so as to justify refusal of the application.
237. Podium buildings would continue to create appropriate levels of enclosure, defining the public realm and open spaces, whilst creating an effective transition in scale to taller elements.
238. In longer-range views, whilst taller, the proposed amendments would generally maintain tall building locations, townscape hierarchy, and composition principles established within the HPP. GLA officers raised concerns about the impact of Building B3 and the neighbouring Building C1 (both in the 'Southern Gateway Cluster') on the Strategic View from Primrose Hill in the original Section 73 application; however, the applicant positively responded to these concerns in the August 2025 additional amendments, by swapping the proposed heights of these two buildings. As set out under 'Strategic Views' below, the maximum parameter development would cause harm, in particular to London View Management Framework (LVMF) View 4A.1 Primrose Hill towards St. Paul's Cathedral (which has been reduced to a degree by swapping the heights), and to a lesser degree to LVMF View 5A.2 Greenwich Park towards St. Paul's Cathedral. As set out under 'Heritage' below, 'less than substantial' harm is also identified to the significance of St. Paul's Cathedral and Tower Bridge, as well as other heritage assets. Notwithstanding that GLA officers are satisfied that harm to strategic views and heritage assets has been

limited and mitigated as far as possible, there are non-compliances with the specific elements of development plan tall building policies that relate to heritage and strategic views, namely London Plan Policy D9(C.1.d) and Southwark Plan Policy P17(2.4 and 3.2). It is considered that the proposals accord with all other visual impact criteria set out by tall building policies in London Plan Policy D9(C1) and Southwark Plan Policy P17.

239. As outline proposals, all visual impacts would be considered in detail through reserved matters applications.

Functional impacts

240. Policy D9(C2) of the London Plan requires an assessment of tall buildings' functional impacts, relating to design, materials, emergency exit routes, servicing, ground floor layouts, transport network impacts, economic activity, and impacts on aviation, telecommunications, and solar energy. Southwark Plan Policy P17 has similar requirements.

241. Matters relevant to this application are dealt with elsewhere in this report and all functional impacts are acceptable at the outline stage. Subject to meeting conditions and obligations, and detailed assessment at reserved matters stage, the proposed tall buildings would have acceptable functional impacts.

Environmental impacts

242. Policy D9(C3) of the London Plan requires an assessment of tall buildings' environmental impact, comprising wind, daylight, sunlight penetration, temperature, air movement, and noise. Southwark Plan Policy P17 has similar requirements.

243. A full assessment of these and other environmental impacts is provided in the CWM Environmental Statement (ES) and the ES Statement of Conformity (ES SoC), as set out under 'Environmental Impact Assessment' above. In summary, GLA officers consider that the proposed development would not result in an unacceptable environmental impact; and where harm has been identified, appropriate mitigation would be secured.

Cumulative impacts

244. Policy D9(C4) of the London Plan requires an assessment of tall buildings' cumulative visual, functional, and environmental impacts.

245. Cumulative visual impacts are considered above, and cumulative visual and environmental impacts are considered in the CWM ES and ES SoC. The proposals raise no significant impacts cumulatively with existing and proposed tall buildings in the local area. Cumulative schemes have also been taken into account in considering functional impacts, and no significant impacts are identified. Overall, GLA Officers are satisfied that the cumulative impacts are acceptable and in line with London Plan Policy D9.

Tall buildings – conclusion

246. In summary, while noting that not all buildings could be built out to that assessed in the THVIA assessment due to the overall floorspace limit on the scheme, the proposals do not fully accord with Part C of Policy D9 of the London Plan, nor with Southwark Plan Policy P17, due to potential visual impacts. These policy non-compliances need to be considered as part of the planning balance.

Fire safety

247. Policy D12 of the London Plan requires development proposals to achieve the highest standards of fire safety. Policy D5(B5) states that new development should be designed to incorporate safe and dignified emergency evacuation for all building users.

248. The Fire Strategy secured with the HPP has been supplemented by an additional document, which is acceptable at this stage. The revisions to the scheme are primarily driven by fire safety requirements, with responses including revisions in external wall design; the addition of second staircases in buildings over 18 metres; additional sprinkler requirements; and expanded requirements for firefighting access. As detailed designs come forward at reserved matters stage, a Fire Statement will be submitted with each application, setting out how fire safety measures have been incorporated into a building's design.

249. As set out above, the Health and Safety Executive has raised no objection to the proposals.

250. The proposals comply with London Plan Policy D5(B5) and D12.

Conclusion - urban design

251. In summary, the proposals are considered to be in accordance with London Plan policies D1, D2, D3, D4, D5, D6, D7, D8, D11, D12, and D14 and Southwark Plan policies P13 and P14 and relevant planning guidance. However, while noting that not all buildings could be built out to the extent assessed in the THVIA assessment due to the overall floorspace limit on the scheme, the proposals do not fully accord with London Plan Policy D9 and Southwark Plan Policy P17. These policy non-compliances need to be considered as part of the planning balance.

Strategic Views

252. London Plan Policy HC4 seeks to protect identified strategic views, with further guidance provided in the London View Management Framework SPG. Southwark Plan Policy P17 states that tall buildings must not have a harmful impact on strategic views.

253. All views referenced below are those showing the proposed maximum parameters, with cumulative consented developments, as contained within the

applicant's TBHVIA. Again it should be noted that the TBHVIA has considered the maximum allowable spatial parameters sought for approval as defined by the submitted Parameters Plans, although not all buildings could be built out to that extent due to the overall floorspace limit on the scheme. The impacts assessed can therefore be described as going beyond a 'worst-case' scenario. Nonetheless, the approach taken in the assessment is considered to be reasonable and sufficient to allow an assessment of the development on strategic views to be undertaken.

LVMF View 4A.1 Primrose Hill towards St. Paul's Cathedral

254. GLA officers raised concerns about the impact of Building B3 and the neighbouring Building C1 (both in the 'Southern Gateway Cluster') on this Strategic View in the original Section 73 application; however, the applicant positively responded to these concerns in the August 2025 additional amendments, by swapping the proposed heights of these two buildings. In TBHVIA Views 3 and 3.1, whilst these two tall buildings would intrude significantly into the Wider Setting Consultation Area of the Protected Vista of St. Paul's Cathedral (as with the HPP), in the background to the left; as now amended, they would step down towards St. Paul's (rather than stepping up as in the HPP). The proposals would not undermine the clear sky backdrop of the dome and lantern; however, Block C1 would be perceived as being as tall as St. Paul's, with Block B3 stepping down towards the Cathedral. Whilst St. Paul's would remain recognisable in the view; due to its height and proximity, Block C1 would compete for primacy, impacting the strategic landmark's appreciation. The cumulative impact of the increased height, together with the consented Convoy's Wharf scheme (being closer to St. Paul's in the view), would further emphasise the impact. GLA officers consider that the proposals would result in harm to the LVMF View, contrary to London Plan Policy HC4; as well as harm to heritage significance (as discussed within the 'Heritage' section below).

LVMF View 5A.2 Greenwich Park towards St. Paul's Cathedral

255. In TBHVIA Views 1 and 1.1, the proposals would be seen to the left and right of St. Paul's Cathedral and Tower Bridge, avoiding encroachment into the Wider Setting Consultation Area of the Protected Vista. Although taller than the HPP, the proposals would continue to frame the viewing corridor and would not interfere with the key relationship between Tower Bridge, the Monument to the Great Fire, and the Cathedral, as described by the LVMF SPG. Both Strategic Landmarks (St. Paul's and Tower Bridge), including their recognisable silhouettes, would remain clearly identifiable and appreciated within the view. Nevertheless, the scale of the proposals would lead to the Strategic Landmarks being heavily framed to the left and right within the wider panorama. Based on the cumulative visualisation provided, the proposals would impact the primacy of the Strategic Landmarks and lead to a degree of 'canyoning', which would result in some limited harm to the LVMF View, contrary to London Plan Policy HC4; as well as harm to heritage significance (as discussed under 'Heritage' below).

LVMF View 11B.1 London Bridge towards the Tower of London and Tower Bridge

256. For LVMF View 11B.1, the LVMF SPG Management Guidance states that *“Tower Bridge should remain the dominant structure in the view when seen from the centre of London Bridge. The viewer’s ability to easily recognise its outer profile should not be compromised.”*
257. In TBHVIA View 7, tall buildings as part of the proposals (Zones D, F, and G) would be seen to the right of the Bridge, stepping down from the More London riverside development to Ontario Point at Canada Water. This would consolidate and reinforce the existing characteristics of the View in line with Policy HC4, and no harm to the LVMF View is identified.

LVMF View 11B.2 London Bridge towards the Tower of London and Tower Bridge

258. TBHVIA View 8 shows that the proposals would be completely hidden by existing development along the river, and there would be no impact and no harm to the LVMF View.

LVMF View 6A.1 Blackheath Point towards St. Paul’s Cathedral

259. TBHVIA View 2 shows that tall buildings as part of the proposals would be seen well to the right of the Protected Vista of St. Paul’s. The tall buildings would be seen in front and adjacent to tall buildings within the City of London; however, they would themselves be largely concealed by consented schemes closer to the viewer. No harm to the LVMF View would be caused by the proposals.

Other LVMF views

260. In more distant LVMF views A1 (LVMF 1A.1 Alexandra Palace), A2 (LVMF 2A.1, Parliament Hill), and A3 (LVMF 3A.1, Kenwood); the proposals would have very limited visibility and no harm to the LVMF views would be caused.

Conclusion – strategic views

261. In summary, while noting that not all buildings could be built out to the extent assessed in the THVIA assessment due to the overall floorspace limit on the scheme, the proposals would result in harm to LVMF View 4A.1 and View 5A.2, contrary to London Plan Policy HC4 and Southwark Plan Policy P17. These policy non-compliances need to be considered as part of the planning balance.

Heritage

262. The Planning (Listed Buildings and Conservation Areas) Act 1990 sets out the statutory duties for dealing with heritage assets in planning decisions. In relation to listed buildings, all planning decisions should *“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”* and, in relation to development within conservation areas, that special attention must be paid to *“the desirability of preserving or enhancing the character or appearance of that area”*.

263. The NPPF states that when considering the impact of a proposal 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. 'Significance' is the value of the heritage asset because of its heritage interest, which may be archaeological, architectural, artistic, or historic; and may derive from a heritage asset's physical presence or its setting. Where a development will lead to 'less than substantial harm', the harm should be weighed against the public benefits of the proposals. The effect of the development on the significance of any non-designated heritage assets should also be taken into account.
264. London Plan Policy HC1 states that proposals affecting heritage assets and their settings should conserve their significance, avoid harm, and identify enhancement opportunities. Policy P19 of the Southwark Plan requires development to conserve or enhance the significance of listed buildings; Policy P20 states that development should preserve or enhance the character or appearance of conservation areas; and Policy P21 identifies a list of other categories of designated and non-designated heritage assets for which their significance should be conserved or enhanced.
265. The site is not in a conservation area and contains no heritage assets; however, it is within the setting of heritage assets, as identified below.

Assessment of impacts

266. All views referenced below are those showing the proposed maximum parameters, with cumulative consented developments, as contained within the applicant's TBHVIA. The TBHVIA has considered the maximum allowable spatial parameters sought for approval as defined by the submitted Parameters Plans. This would give rise to the greatest massing and is described as a 'worst-case' assessment, although officers note that the floorspace that could be provided by the maximum allowable spatial parameters would exceed the total overall floorspace for which planning permission is sought by the Outline element, and therefore goes beyond the 'worst-case' scenario across the whole scheme. Nonetheless, the approach taken in the assessment is considered to be reasonable and sufficient to allow an assessment of the impacts of the proposal on heritage assets to be undertaken.
267. GLA officers consider that the following levels of indirect harm would, when assessed by reference to the maximum parameters, be caused to designated heritage assets by the proposed development. The scale used for less than substantial harm is very low, low, low to middle, middle, middle to high, high, and very high.

Designated heritage asset	Category of harm	Extent of harm	TBHVIA View reference
Tower of London World Heritage Site	No harm	No harm	View A4
St. Paul's Cathedral, listed Grade I	Less than substantial	Low to middle	Views 1, 1.1, 2, 3, 3.1
Tower Bridge, listed Grade I	Less than substantial	Low to middle	Views 1, 4, 5, 6, 7, 8, 9, 10, 11
Church of St Mary, Rotherhithe, listed Grade II*	Less than substantial	Low	Views 12, A5
Former Dock Manager's Office and 1-14 Dock Office, listed Grade II	Less than substantial	Low to middle	Views 23, 24, 27
London Hydraulic Company Former Pumping Station, listed Grade II	No harm	No harm	No view
Swedish Seamen's Mission, listed Grade II	No harm	No harm	No view
The Finnish Church including attached tower, listed Grade II	No harm	No harm	No view
St. Olav's Kirke, listed Grade II	Less than substantial	Low	View 14
Rotherhithe Tunnel assets including the Archway, Surrey Portal and Air Shaft, listed Grade II	No harm	No harm	View 14
Surrey Lock assets including gates, bollards and capstans, listed Grade II	No harm	No harm	No view
Rotherhithe (Norwegian Seamen) War Memorial, listed Grade II	No harm	No harm	No view
Turntable and Machinery of Former Swing Road Bridge, near Redriff Road, listed Grade II	No harm	No harm	No view
Globe Wharf, listed Grade II	No harm	No harm	No view
Greenland Dock assets including Nos 1-95 Swedish Quay, gates, bollards, capstans, tide gauge houses, cabins, storerooms, footbridges, swing	Less than substantial	Low	Views 19, 40

bridges and mooring posts, listed Grade II			
Nelson Dock assets including Nelson House, listed Grade II*	No harm	No harm	No view
Southwark Park, Registered Park and Garden, Grade II	Less than substantial	Low to middle	Views 15, 16, 17, 29, 30
St. Mary's Rotherhithe Conservation Area and the associated group of heritage assets, including the Engine House and chimney and airshaft to Brunel's tunnel (scheduled ancient monument, Engine House listed at Grade II, Thames Tunnel listed at Grade II*)	Less than substantial	Low	Views 12, A5
Edward III's Rotherhithe Conservation Area, including Edward III's Manor House (Scheduled Monument)	Less than substantial	Low	Views 12, 13

Setting of St. Paul's Cathedral

268. In TBHVIA Views 3 and 3.1 (LVMF View 4A.1 Primrose Hill), two of the tall buildings proposed (B3 and C1) would clearly be visible close to the left of the dome and peristyle of the Cathedral. This would have the effect of challenging the primacy of the Cathedral, particularly since the top of Building C1 would be almost at the level of the lantern. The close proximity of this height to the Cathedral would also have the effect of making the Cathedral appear more diminutive. Both are harmful to the appreciation of the asset in the view, and therefore harmful to its setting and, as such, to its significance.

269. In Views 1 and 1.1 (LVMF View 5A.2 Greenwich), the tall buildings proposed would provide a gap so that views of St. Paul's would not be blocked. However, the height of the proposals would result in the Cathedral being heavily framed to the left and right by very tall development. This would have a canyoning effect and the Cathedral would appear diminutive and diminished. This would be harmful to the appreciation of the asset in the view, and therefore to its setting and, as such, to significance.

270. In the case of both views, taken individually and together, less than substantial harm would be caused to the significance of St. Paul's Cathedral, at the low to middle extent.

Setting of Tower Bridge

271. As stated under 'Strategic Views' above, no harm to the significance of Tower Bridge is identified from the impact of the proposals on the Strategic Views from London Bridge.

272. In TBHVIA View 4 (London Bridge downstream, Point A, crossing the City of London bank), in the existing situation, the outline and silhouette of the two Bridge towers and the connecting walkway/gallery can be appreciated against open sky, with some limited encroachment from existing buildings at Canada Water, including the applicant's completed Building A1 (34 storeys). Further encroachment from consented schemes is noted. In this context, both the retention of what remains of open sky space between the two towers of the Bridge and below the gallery, and the retention of open sky space around the outer silhouette of the Bridge towers and the gallery, are important to its setting. These elements allow the silhouette, outline, and form of the Bridge, intimately related to its function and engineering, to be appreciated.
273. The tall buildings proposed would have notable impacts on View 4. A considerable extent of the remaining open sky space between the Bridge's two towers and the gallery would be infilled by Buildings D2, F1, F2, and G1. The buildings would sit behind the left edge of the south tower of the Bridge, which would further erode its outline against open sky. Two tall buildings would rise significantly above the Bridge's gallery and break its top outline. Building D2 would extend higher than the base of the spirelets on the Bridge's south tower. These effects would diminish perception of the outline of the Bridge's south tower (on both the inside and outside edges), the outline of the gallery (on both its lower and upper edges), and interfere with perception of the silhouette of the south tower at higher level above the gallery. This would have the harmful effect of reducing the primacy, prominence, and perception of the form of the Bridge in the view, which would harm the appreciation of the asset in the view, and therefore harm its setting and, as such, its significance.
274. TBHVIA View 5 (London Bridge downstream, Point B, close to the City of London bank) is in close proximity to View 4, with the Bridge being slightly more obscured by HMS Belfast. Buildings D2, F1, F2, and G1 would have a similar impact to View 4, with greater visibility to the right of the Bridge's southern tower, causing harm to the Bridge's setting and, as such, its significance.
275. Further views are provided moving south across London Bridge. Harm to the Bridge's setting and significance would also arise in TBHVIA View 6 (London Bridge downstream, Point C, towards the centre of the bridge). In the view from Tower Wharf (TBHVIA View 10), the development would appear well to the left of the north tower of the Bridge, within the suspension cables of the Bridge. It would detract from the perception of this part of the Bridge. TBHVIA View 9 (from Billingsgate) shows the proposed development as a highly visible tall element within the area of open sky framed by the Bridge's two towers and its gallery. This infilling of open sky would be harmful to its significance.
276. In summary, the impact from these views would lead to less than substantial harm to the significance of Tower Bridge, at the low to middle extent.
277. Notwithstanding this, it is noted that a new design code is proposed (TB1.18) which states:
- "Tall Buildings may be built to the maximum Parameters permitted and their design must give special consideration to views of Tower Bridge as seen from*

London Bridge. The design of Tall Buildings should preserve the primacy of the Tower Bridge silhouette and its features of significance, including the gallery and bascule towers. Where the tops of Tall Buildings interact with views of the bridge, their design should demonstrate the special consideration given to views of the heritage asset.”

278. This is welcomed and will ensure that robust interrogation of relevant views and detailed designs would be undertaken at reserved matters stage, potentially mitigating the ‘worst-case’ harm identified from maximum parameters.

Other designated heritage assets

279. In TBHVIA Views 12 and A5, less than substantial harm of a low extent would be caused to the significance of the Church of St. Mary, Rotherhithe, listed Grade II*. The needle-like spire of this building is a landmark in river views, particularly from the Isle of Dogs. Although the setting has seen harmful change, this would be intensified by the proposals, which would add cumulatively to the reduction in prominence and primacy of this listed landmark.
280. The impacts of the proposed development on the setting of Southwark Park, a Grade II RPG are shown in TBHVIA Views 15, 16, 17, 29, and 30. While the views out of the Park have been somewhat eroded by recent development, there remains a good sense of ‘rus in urbe’. This would be further eroded by the proposed development, particularly in views towards the edges of the park. Less than substantial harm of a low to middle extent would be caused to the significance of Southwark Park as an RPG.
281. TBHVIA Views 23, 24, and 27 show some of the impacts on the setting of the Former Dock Manager’s Office and 1-14 Dock Office, listed Grade II. While this building has lost much of its historical setting, its landmark tower remains a significant element in the local streetscape. From some locations, this tower would be wholly backdropped by the proposed development, reducing its prominence and resulting in less than substantial harm of a low to middle extent to the significance of this designated heritage asset.
282. TBHVIA View 4 shows the impact on the setting of St. Olav’s Kirke, listed Grade II. Although the building has lost much of its historical setting, its landmark tower remains a significant element in the local streetscape. In this view, the tower and steeple would be backdropped by the proposed development, reducing its prominence and resulting in less than substantial harm of a low extent to the significance of this designated heritage asset.
283. TBHVIA Views 19 and 40 show some of the impacts on the setting of Greenland Dock assets, listed Grade II. Although these assets have lost much of their historical setting, they would be backdropped by the proposed development, reducing their prominence and resulting in less than substantial harm of a low extent to the significance of these designated heritage assets.
284. TBHVIA Views 12 and A5 give an indication of the impact on St. Mary’s Rotherhithe Conservation Area and associated group of heritage assets, (scheduled ancient monument, Grade II, and Grade II*). Although these assets

have lost much of their historical setting, they would be backdropped by the proposed development, reducing their prominence and resulting in less than substantial harm of a low extent to the significance of these designated heritage assets.

285. TBHVIA Views 12 and 13 give an indication of the impact on Edward III's Rotherhithe Conservation Area, including a Scheduled Monument. Although these assets have lost much of their historical setting, they would be backdropped by the proposed development, reducing their prominence and resulting in less than substantial harm of a low extent to the significance of these designated heritage assets.

Non-designated heritage assets

286. Within the vicinity of the site, Southwark Council's Local List identifies Canada Water Library (2012) and Canada Water Jubilee Line Station and Bus Station (1991-2000). No harm is identified to these or any other non-designated heritage assets.

Conclusion - heritage

287. Based on the detailed (built) elements, plus the maximum parameters of all outline Development Zones, the proposals would not cause direct harm to any heritage assets; however, a low to middle extent of less than substantial harm would be caused to the setting and thereby to the significance of highly graded designated heritage assets, namely St. Paul's Cathedral (Grade I) and Tower Bridge (Grade I). A low to middle extent of less than substantial harm would be caused to the significance of other designated heritage assets, namely the Former Dock Manager's Office and 1-14 Dock Office (Grade II), and Southwark Park (Grade II). A low extent of less than substantial harm would be caused to the significance of other designated heritage assets, namely the Church of St. Mary Rotherhithe (Grade II*); St. Olav's Kirke (Grade II); Greenland Dock assets (Grade II); St. Mary's Rotherhithe Conservation Area and associated group of heritage assets, (scheduled ancient monument, Grade II, and Grade II*); and Edward III's Rotherhithe Conservation Area, including a Scheduled Monument.
288. As harm has been identified, the proposals do not comply with London Plan Policy HC1, although the harm has been robustly justified in accordance with Southwark Plan policies P19, P20, and P21. The harm to the significance of these heritage assets is given considerable importance and weight in the planning balance and in the assessment of this proposal generally. However, in accordance with the provisions of the NPPF, which is a material consideration, the harm must be weighed against the public benefits to be delivered by the proposals.
289. It is noted that at the time of granting the HPP, the proposals were considered to result in less than substantial harm to heritage assets; however, this was considered to be outweighed by the public benefits of the scheme. The current proposals give rise to a greater extent of harm, although the harm in all cases remains within the less than substantial spectrum.

290. As with the HPP, the assessment of less than substantial harm has to be considered in the balance against the public benefits arising from the revised proposals. In this case, significant public benefits of the comprehensive development of the Masterplan site would arise, including the regeneration of an under-utilised Opportunity Area site; the provision of a new Council-run leisure centre (already built); housing, including some affordable housing; significant new workspace, including affordable space; new retail and leisure uses; installation of infrastructure to serve the wider community (UKPN substation); construction and end use employment opportunities; transformation of the town centre through a network of new streets and new public realm (the recently regenerated Dock, the proposed new town square, and public park); and a significant reduction of car parking and use in the area.
291. Notwithstanding that affordable housing provision has reduced compared to the HPP; taking account of the award of grant funding to increase provision beyond the maximum viable amount, which is a material consideration; it is concluded that the public benefits delivered by the scheme would clearly and convincingly outweigh the heritage harm. The balancing exercise under paragraph 215 of the NPPF is therefore favourable to the proposals, which would therefore be acceptable in terms of impact on heritage assets.

Amenity and living conditions

292. A core principle of the NPPF is to deliver a good standard of amenity for existing and future occupants. London Plan Policy D3 requires development proposals to deliver appropriate outlook, privacy, and amenity, and to achieve indoor and outdoor environments that are comfortable and inviting. Policy D6 requires that the design of development provides sufficient daylight and sunlight to new and surrounding housing that is appropriate for its context, whilst avoiding overheating, minimising overshadowing and maximising the usability of outside amenity space. Policy D9 requires the impact of tall buildings on wind, daylight, sunlight penetration, temperature conditions, reflected glare, light pollution, and noise impacts to be carefully considered. Policy D14 specifically seeks to reduce, manage, and mitigate noise to improve health and quality of life.
293. The importance of protecting neighbouring amenity is set out in Southwark Plan Policy P56, which states that development should not be permitted when it causes an unacceptable loss of amenity to present or future occupiers or users.
294. The impacts of the HPP on the amenity of neighbouring occupiers was fully assessed, and it was concluded that impacts were acceptable. The proposed amendments would increase the maximum parameter footprints, heights, and massing of the tall buildings; and changes to massing for some of the mid-rise blocks, although there are no increases in footprint or changes to the location/position of the midrise blocks. The location of the tall buildings would not change, although the maximum footprint and maximum height would increase. None of the buildings would be closer to neighbouring properties than those already approved.

Daylight and sunlight impacts

295. Guidance to determine the acceptability of proposals in terms of internal daylight and sunlight is the Building Research Establishment's (BRE) 'Site Layout Planning for Daylight and Sunlight: a good practice guide' (2022). This is a national guidance document with target values for daylight and sunlight, which does not differentiate between urban or suburban environments. As such, it is necessary to apply the guidance flexibly, taking into account the specific context of a site. The Guidance states:

"The advice given here is not mandatory and the guide should not be seen as an instrument of planning policy; its aim is to help rather than constrain the designer. Although it gives numerical guidelines, these should be interpreted flexibly as natural lighting is only one of many factors in site layout design. In special circumstances the developer or planning authority may wish to use different target values".

296. The NPPF also advises that LPAs should take "a flexible approach in applying policies or guidance relating to daylight and sunlight, where they would otherwise inhibit making efficient use of a site".

297. This Section 73 application is accompanied by a Daylight and Sunlight Addendum (August 2025) using the Proposed Maximum Parameter Plans to create a building envelope against which to assess impacts. As mentioned previously, this is despite the fact that this maximum envelope would exceed the maximum floorspace cap for which planning permission is sought, and actually therefore goes beyond the 'worst-case' scenario (as described by the applicant) across the whole scheme. As development progresses through reserved matters applications and detailed designs evolve, not all buildings would be able to fully occupy the maximum footprint, bulk and mass. Consequently, the 'worst-case' scenario would not be realised for many buildings. The assessment also updates the baseline, taking into account new buildings or those granted consent since the HPP was issued. The approach taken in the sunlight and daylight assessment is however considered acceptable and sufficient to assess the current proposals.

Daylight

298. The BRE Guidance sets out the rationale for testing the daylight impacts of new development through various tests. The first and most readily adopted test prescribed by the BRE Guidelines is the Vertical Sky Component (VSC). The target figure recommended by the BRE is 27%, which is considered to be a good level of daylight and the level recommended for habitable rooms with windows on principal elevations. The BRE states that reductions of approximately 20% would make the loss noticeable.

299. The second method is the No Sky Line (NSL) method, which assesses the change between the existing and proposed situation. BRE advises that if there is a reduction of more than 20%, daylight may be affected.

300. When granting permission for the HPP, the impacts of the development on daylight and sunlight were fully assessed. At that time, it was acknowledged

that adverse impacts would occur; however, on balance, the daylight and sunlight impacts were deemed to be reasonable. Overall, it was determined that an appropriate balance had been struck between safeguarding the amenity of residents and delivering a transformative development at the heart of Canada Water. It is not appropriate to revisit that principle as part of this Section 73 application.

301. The HPP assessment looked at a total of 3,160 windows, serving 1,785 rooms, within 129 sensitive buildings. Alternative Target Values of 15% for VSC and 50% for NSL were accepted as appropriate for this town centre and Opportunity Area location.
302. The HPP scheme confirmed that 1,828 (58%) windows would comply with the standard BRE VSC guideline, or 2,465 (78%) with the Alternative Target Value. For NSL, 1,398 (78%) rooms would meet the BRE guideline, increasing to 1,562 (88%) using the Alternative Target Value.
303. The Daylight and Sunlight Addendum compares the impacts of the proposed maximum parameters against the consented HPP. The ES SoC includes analysis of the existing condition and proposed development for a direct comparison to the HPP. Together these reports identify the impact of the proposed development, as well as taking account of the fallback position of the HPP scheme.
304. As the site is currently occupied by low level buildings, hardstanding, and surface-level car parking, it is inevitable that surrounding properties will experience a material change in daylight and sunlight when the site is developed. When determining acceptability, it is therefore not only the change from the existing condition that needs to be considered, but also whether the retained daylight and sunlight levels are appropriate for the location.
305. In seeking to measure the additional impact of the proposed amendments, the submitted Daylight and Sunlight Addendum adopts a 3% parameter, whereby windows with a reduction of less than 3% compared to the consented position would be materially similar, unless a reduction takes the retained VSC below the Alternative Target Value of 15%.
306. The BRE Guidelines make no comment on what an appropriate level of reduction would be when comparing extant and proposed developments, except to say it should not be as high as 10%. The 3% parameter approach has been adopted on other sites in Southwark and would also reflect the approach taken by Inspectors on planning appeals. Consequently, GLA officers accept this methodology.
307. The Daylight and Sunlight Addendum tested 5,007 windows for VSC, an increase on the 3,160 tested at HPP stage due to new properties being constructed or granted planning permission, finding:
 - 4,578 (91%) would experience less than a 3% reduction in VSC levels.
 - 429 windows (9%) would experience more than a 3% reduction.
 - 206 would retain 15% VSC in the proposed condition.

- 223 would see more than a 3% reduction and retain less than 15% VSC.
308. The 223 windows that would see more than a 3% reduction and retain less than 15% VSC equates to less than 5% of the total windows tested. Of these, one window has a technical transgression of 3.1% (6 Brunswick Quay), and the remaining 222 windows are within the consented AIRE scheme. Of these, 194 serve student accommodation; with the other 28 in the affordable housing block, of which 20 serve bedrooms and 8 serve living/kitchen/dining rooms. These would experience a noticeable impact on daylight (although not yet built).
309. The AIRE development was recently granted planning permission and included a full daylight and sunlight assessment, which took account of the consented maximum parameters for the HPP. It should be noted that the levels of daylight in many of the habitable rooms would fall below BRE targets partly due to context but also due to the effect of its own balconies and deck access. This was known and accepted when planning permission was granted. Furthermore, student accommodation and bedrooms are generally regarded as less sensitive when it comes to daylight levels. As such, lower levels of daylight were considered to be acceptable in the AIRE scheme. In this context, whilst the additional height and mass proposed would have a noticeable impact on 8 windows serving living/kitchen/dining rooms in the AIRE block, this would not be so detrimental as to justify refusal in this location. Furthermore, the benefits of the development outweigh the additional harm that may arise with regards to daylight impacts.
310. In reaching a conclusion on the acceptability of the proposals, GLA officers have given significant weight to the comparison between the 'worst-case' scenario (as described by the applicant, noting that it actually goes beyond the quantum of development that could be delivered) as currently proposed, and the consented scheme, and the public benefits that would arise from the redevelopment. This is appropriate in accordance with BRE guidelines. The limited additional impact of the proposed development on daylight received is considered to be acceptable.

Sunlight

311. In relation to sunlight, the BRE guidelines recommend that the Annual Probable Sunlight Hours (APSH) received at a given window should be at least 25% of the total available, including at least 5% in winter. Where the proposed values fall short of these, and the absolute loss is greater than 4%, then the proposed values should not be less than 0.8 times their previous value in each period (i.e. the proportional reductions should not be greater than 20%).
312. The HPP tested 1,564 windows across 80 buildings, 87% of which would comply with the Alternative Target Values for APSH.
313. The updated sunlight assessment tested 2,878 windows for APSH. There are 247 windows (9%) that would experience more than a 3% loss in APSH (annually) and would not retain more than 15% in the proposed condition. Of these, 240 serve bedrooms and student accommodation, which are generally

regarded as less sensitive when it comes to sunlight levels. There are 6 windows within the affordable AIRE block, which serve living/kitchens/dining rooms, although four serve rooms that are lit by additional windows and the rooms themselves achieve more than 15% annually.

314. As with daylight, In reaching a conclusion on the acceptability of the proposals, GLA officers have given significant weight to the comparison between the 'worst-case' scenario (as described by the applicant, noting that it actually goes beyond the quantum of development that could be delivered) as currently proposed, and the consented scheme, and the public benefits that would arise from the redevelopment. This is appropriate in accordance with BRE guidelines. The limited additional impact of the proposed development on sunlight received is considered to be acceptable.

Overshadowing

315. BRE guidance for assessing overshadowing impacts identifies that at least 50% of the outdoor amenity space tested should receive a minimum of two hours of sunlight on the ground on 21 March.
316. The overshadowing assessment tested the proposed amendments, as well as the proposed amendments together with cumulative schemes; against the existing baseline condition, and the HPP consented scheme. Using the 'worst-case' scenario (proposed amendments with cumulative schemes), the analysis shows there would be very minimal additional impact. The vast majority of spaces (90%) would either not experience noticeable alterations in the overshadowing levels (below 20%) or would receive at least two hours of direct sunlight on 21 March. The impact of the proposal as a whole is acceptable.

Solar glare

317. As with the HPP, the outline elements cannot be assessed for solar glare as their architectural form and materials are not yet known; however, impacts could range from negligible to major adverse. The glare from the outline elements would be tested further at reserved matters stage, together with any necessary mitigation.

Overlooking and privacy

318. Redeveloping the site with an appropriate density and mix of land uses would result in an increase in overlooking between the new buildings and existing neighbours. At the time of granting the HPP, it was determined that the location of plots and buildings as shown on the parameter plans would allow sufficient separation distances to prevent unacceptable harm arising by way of overlooking onto existing neighbours. The Design Guidelines would help to ensure that the detailed design of buildings could come forward in a sensitive manner.
319. The proposed amendments would result in more windows overlooking neighbours; however, the level of overlooking would be similar to that under the HPP. For most buildings, there are no increases in footprint proposed, and no

change to their location, so the relationship to neighbours would be the same as the HPP.

320. The AIRE scheme did not exist when the HPP was granted and if this was to be implemented there would be new residential dwellings located in close proximity to the masterplan scheme, particularly Zones D, F, H. However, the AIRE scheme was designed to respond to the HPP and the proposed amendments would not have any significant additional impact.

Noise and vibration

321. The HPP approved mix of land uses would largely be retained across the Masterplan site, with the only new use being the introduction of Co-living. Whilst the overall quantum of development would increase, the additional floorspace relates specifically to residential and hotel uses. It is not proposed to increase the quantum of commercial land uses previously approved. No additional transport related noise is expected. The proposed amendments would be unlikely to give rise to any significant increase in noise or disturbance, and detailed management and operation impacts would be controlled as part of reserved matters applications.

Amenity and living conditions - conclusion

322. As set out above, the proposals would result in some breaches of the BRE guidelines in relation to daylight and sunlight to properties surrounding the site; however, GLA officers consider the limited additional impact that may arise over and above the HPP scheme and that the effect of the development as a whole is acceptable. The proposals are also acceptable with regard to overshadowing, solar glare, overlooking and privacy, and noise and vibration. Furthermore, the maximum floorspace cap for which planning permission is sought means that as development progresses through reserved matters applications and detailed designs evolve, not all buildings would be able to fully occupy the maximum footprint, bulk, and mass allowed. Consequently, the 'worst-case' scenario could not be realised for many buildings. GLA Officers consider that the impact on amenity and living conditions would be acceptable, in accordance with London Plan policies D3, D6, D9, and D14, and Southwark Plan Policy P56.

Transport

323. Chapter 9 of the NPPF sets out the Government's aim to promote the use of sustainable modes of transport. The NPPF states that decision-makers should ensure that applications for development give priority first to pedestrian and cycle movements, facilitate access to high-quality public transport, and provide appropriate facilities that encourage public transport uses. Development should address the needs of all users and any significant impacts from development on the transport network (in terms of capacity or congestion) or highways safety should be mitigated to an acceptable degree.
324. London Plan Policy T1 reflects the Mayor's Transport Strategy. It requires new development to support the strategic target mode share for active travel. Policy

T2 sets out that development proposals should demonstrate how they will deliver improvements that support the ten Healthy Streets indicators, reduce the dominance of vehicles on London's streets and be permeable by foot and cycle, and connect to local walking and cycling networks as well as public transport. Policy T5 requires a minimum standard of high-quality cycle parking and Policy T6 requires a car-free or restricted level of general car parking to be provided, except for disabled persons parking in line with Policy T6.5. Other relevant policies are T3, T4, and T7, which relate to transport connectivity and safeguarding, delivery, servicing, and construction. Policy T9 sets out how planning obligations will be sought to mitigate impacts from development, which may include the provision of new and improved public transport services, capacity and infrastructure, and making streets pleasant environments for walking and socialising.

325. Policies P45, P49, and P50 of the Southwark Plan require developments to minimise demand for private car journeys and demonstrate the public transport network has sufficient capacity to support any increase in the number of journeys by the users of the development.

Trip generation

326. The 2018 Transport Assessment (TA) for the HPP assessed two maximum development scenarios; Scenario 1A being a 'maximum residential' scenario and Scenario 2A a 'maximum employment' scenario. The Transport Assessment Addendum (TAA) considers the significance of the proposed amendments on the findings and conclusions of the 2018 TA.
327. The proposals include 50,000sq.m. GEA of Co-living accommodation within a total residential provision of 472,600sq.m. GEA. For the purposes of the TA, the 50,000sq.m. Co-living floor area has been converted to 1,300 Co-living units. To enable a comparison between the impacts of Co-living and residential units, the same 50,000sq.m. has been converted to 417 residential units.
328. Scenario 1A with maximum residential and minimum employment floor area would result in a reduction in AM peak trips of 921, and 108 trips in the evening peak, compared to the HPP.
329. Scenario 2A with maximum employment and minimum residential floor area would result in a reduction in AM peak trips of 125, and an increase in PM peak trips of 108, compared to HPP. However, the minor increase in peak hour trips across London Underground and bus services would not give rise to a material impact on public transport. There would also be a minor increase in car trips; however, this would not materially affect the road network. The effect of the proposals is acceptable.

Site layout

330. The HPP parameter plans secured vehicle access points into the site from Deal Porters Way, Surrey Quays Road, Redriff Road, Quebec Way, and Brunswick Street. Vehicular routes into the Development Zones were approved for Zones L and J. There are no changes proposed to this.

331. The HPP parameter plans secured servicing and access routes internally within specific locations, with the aim of prohibiting servicing access on principle frontages; protecting key pedestrian routes and public spaces; and creating strong, legible corners for each Zone. This included a restriction on servicing Zone D via Surrey Quays Road only. This application proposes to amend the approved plan to permit a broader range of service options for Zone D, which has become necessary because of Building Safety Act implications for large shared basements. The parameter plan would allow options such as plot servicing from other routes within Zone D to be explored, with further controls in the Design Code. This approach is considered acceptable.

Cycle parking

332. The HPP Development Specification secured cycle parking standards for the variety of land uses that could come forward. Minor changes to the minimum quantum of cycle parking are proposed, through amendment to the Development Specification. These are in accordance with standards set out within the draft 'Support for Housebuilding' LPG and are therefore acceptable. The detailed design, location, and type of spaces would be assessed with each reserved matters application.

Car parking

333. The HPP Development Specification secured zero standard car parking spaces and limited Blue Badge spaces for office uses; a maximum of 1,000 town centre car parking spaces, including Blue Badge; and car-free for residential uses other than Blue Badge parking. For residential parking, a minimum of 20% of spaces were secured with active electric vehicle charging facilities, and a further 20% with passive provision; and for retail, 10% with charging points, with an additional 10% passive provision. Five on-site car club spaces were also secured, two of which have already been delivered.

334. This application does not seek to make any changes to the approved car parking provision, which is considered to be acceptable.

Printworks Street

335. Printworks Street would be one of the principle vehicular routes in the town centre, linking Quebec Way to Surrey Quays Road, providing a key bus route. Printworks Street was approved in the HPP as a one-way street because it was the only deliverable option within the constraints of the site boundary. However, it was always an aspiration of the Council and TfL that the street would be two-way if possible, to aid movement through the town centre and reduce delivery and servicing traffic on Quebec Way.

336. Delivery of a two-way street would require a joint approach and land to be made available from all adjacent landowners (currently this would be British Land, AIRE, and Scape), as secured in the HPP Section 106 agreement. British Land has been engaging with the adjoining landowners to design a coordinated two-way street, and the Council has also secured Section 106 agreements with AIRE and Scape to safeguard land to deliver a two-way street and

proportionate sums towards the cost of delivery. It is therefore very likely that Printworks Street will come forward as a two-way street; and the existing HPP obligation will remain, requiring British Land to work with the Council and adjacent landowners. This is strongly supported.

Transport - conclusion

337. The HPP secured transport mitigation as set out under 'Section 106 legal agreement' above. The minor additional transport impacts would be mitigated by the obligations already secured, and no additional transport obligations are proposed. On this basis, the proposals are in general accordance with the NPPF and the transport policies of the London Plan and the Southwark Plan.

Environment and climate change

Energy

338. Chapter 9 of the London Plan deals with all aspects of sustainable infrastructure and identifies the reduction of carbon emissions as a key priority. Policy SI2 requires all developments to be net zero carbon, with a minimum on-site reduction of 35% for both commercial and residential elements. Non-residential development should achieve 15% reduction through energy efficiency measures.

339. Southwark Plan Policies P69 and P70 reflect the approach of the London Plan by seeking to ensure that all developments are net zero carbon with a 100% on-site reduction against the Part L 2013 baseline (now updated to 2021 baseline). Non-residential developments must achieve a minimum 40% on-site reduction, achieve a BREEAM rating of 'Excellent', and include measures to reduce the effects of overheating using the cooling hierarchy. Where a development cannot reduce its operational carbon emissions to zero, any residual carbon emissions must be offset to meet the net zero target. Offsetting is achieved by way of a financial contribution towards carbon offset fund.

340. The HPP secured the following in respect of carbon reduction:

- Development Plot A1 Carbon Offset Contribution £241,740, which has already been paid.
- Development Plot A2 Carbon Offset Contribution £149,220, which has already been paid.
- Development Plot K1 Carbon Offset Contribution £149,167, which has already been paid.
- Submission of up-to-date Energy and Sustainability Plans with each reserved matters application, demonstrating that on-site carbon reductions have been maximised.
- Carbon offset contribution (required to meet 100% carbon reductions), to be calculated via an Energy Strategy submitted with each reserved matters application and paid upon implementation of the relevant building.
- Additional £500 fee to be paid with each carbon offset payment.

- Energy Review required on implementation of a plot that would create more than 100,000sq.m. of floorspace (excluding Phase 1), and updated on each multiple of 100,000sq.m. of floorspace.
- Carbon emission reporting.
- Future proofed connection to District and/or External Heat Network.

341. This application does not seek to amend the approach to on-site carbon reduction or any of mitigation already secured in the Section 106 agreement, which would be maintained.

Water resources, flood risk, and sustainable drainage

342. Policy SI12 of the London Plan states that development proposals should ensure that flood risk is minimised and mitigated, and natural flood management methods should be employed in development. Policy SI13 states that development proposals should ensure that surface water run-off is managed as close to its source as possible. Drainage should be designed and implemented in ways that promote multiple benefits including increased water use efficiency, improved water quality and enhanced biodiversity, urban greening, amenity and recreation. This approach is also reflected in Southwark Plan policies.

343. The application site is located within Flood Zones 2/3, benefitting from the Thames Tidal defences. A Flood Risk Assessment (FRA) was approved as part of the HPP, and updated FRAs must be submitted with each reserved matters application.

344. As part of the HPP, a Basement Extents Plan was approved, which allows for basements within all Zones of site. The Section 73 amendments propose to extend the Zone D basement footprint to bring it in line with the above ground building extent, and to increase the depth of the Zone H basement; however, this would not affect matters of drainage and flood risk.

Air quality

345. London Plan Policy SI1 and Southwark Plan Policy P65 seek to improve air quality.

346. The HPP concluded that air quality impacts would principally arise during construction, from dust and emissions from traffic, plant, and machinery. At completion of the development, the predicted impacts on air quality were identified as insignificant or negligible. Mitigation measures in the construction phase were secured in the Section 106 agreement through the submission of Construction Environment Management Plans. The development was deemed to be Air Quality Neutral.

347. The proposed amendments would not increase car parking provision, would not significantly increase car journeys, nor make any changes to the energy strategy. As such, the Section 73 proposals are also considered to be Air

Quality Neutral, as confirmed by the ES SoC and the Council's independent advice. The existing section 106 obligations are proposed to be retained.

Green infrastructure and open space

348. Policy G1 of London Plan expects development proposals to incorporate appropriate elements of green infrastructure; Policy G4 expects development proposals to create new areas of publicly accessible open space where possible; and Policy G5 requires major development proposals to include urban greening and sets targets for Urban Greening Factor (UGF) scores. Southwark Plan Policy P59 requires major development to provide new publicly accessible green space.
349. The submitted parameter plans secure the minimum extent of public realm across the Masterplan site. The new 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 control the intended characters for these new areas, and the wider public realm and landscaping across the Masterplan. Tree planting and soft landscaping in the public realm would contribute to urban greening. Landscaping detail is a reserved matter and detailed proposals will be required to address policy requirements.
350. The detailed phases already delivered provide an indication of the high quality public realm and landscaping, with improvements to the Dock Office Courtyard forming a public square adjacent to the new leisure centre; and relandscaping and a new wetland habitat at Canada Water Dock, including a new board walk.
351. The HPP predated the adoption of policies relating to UGF. Consequently, there is no requirement for the future reserved matters applications to achieve UGF targets. However, the applicant has sought to maximise greening in the delivered phases and has voluntarily submitted information as part of RMAs to demonstrate that greening has been maximised. Overall, the urban greening proposals are supported in accordance with London Plan policies G1, G4, and G5, and Southwark Plan Policy P59.

Trees

352. London Plan Policy G7 and Southwark Plan Policy P61 recognise the importance of retaining existing and planting new trees within developments.
353. At the time of granting the HPP, there were 313 trees on the site. The HPP consented the removal of 264 trees. This Section 73 application does not propose any additional trees to be removed.
354. The HPP secured a minimum of 658 new trees on-site and 572 new trees off-site. The off-site planting requirement is 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 HPP secured a Tree Strategy and comprehensive details of tree retention and planting within the Section 106 agreement, which would be retained.

355. The proposals are supported in accordance with London Plan Policy G7 and Southwark Plan Policy P61.

Ecology and biodiversity

356. London Plan Policy G6 states that development proposals should manage impacts on biodiversity and aim to secure net biodiversity gain. Southwark Plan Policy P60 seeks to enhance populations of protected species and increase biodiversity net gains by requiring developments to include features supporting biodiversity and habitats.

357. The HPP secured the ecology-led regeneration of Canada Water Dock, and a periodically updated Ecology Management Plan and ecology monitoring contribution of £75,000 within the Section 106 agreement. The proposed Section 73 amendments maintain these, and ecological enhancements will be incorporated into the detailed design of the buildings and landscape within each reserved matters application.

358. Biodiversity Net Gain (BNG) is required under a statutory framework introduced by Schedule 7A of the Town and Country Planning Act 1990 (inserted by the Environment Act 2021). The requirement is for all developments (unless exempt) to achieve a 10% uplift in biodiversity, to be demonstrated using a statutory metric tool. However, the HPP predated the adoption of National BNG requirements and the Southwark Plan, and Planning Practice Guidance makes it clear that BNG requirements do not apply to Section 73 permissions where the original permission was granted before 12 February 2024. Consequently, there is no requirement for the future reserved matters applications to achieve a 10% uplift on BNG. Notwithstanding this, the applicant has sought to maximise BNG in RMAs and has voluntarily submitted information to demonstrate that BNG has been maximised on delivered phases.

359. The proposals are supported in accordance with London Plan Policy G6 and Southwark Plan Policy P60.

Circular economy and whole lifecycle carbon

360. These policy requirements were introduced after the HPP was granted, and it is not appropriate to apply them to the Section 73 application.

Mitigating the impact of the development through planning obligations

361. Regulation 122 of the Community Infrastructure Levy Regulations 2010, as amended in 2019, states that a Section 106 planning obligation may only constitute a reason for granting planning permission for a development if the obligation is necessary to make the development acceptable in planning terms; directly related to the development; and fairly and reasonably related in scale and kind to the development. These are statutory tests.

362. The NPPF states that “*Local planning authorities should consider whether otherwise unacceptable development could be made acceptable through the*

use of conditions or planning obligations”, and “Planning obligations should only be used where it is not possible to address unacceptable impacts through a planning condition.”

363. London and Southwark Plan Policies recognise that planning obligations can be secured to overcome the negative impacts of generally acceptable proposals.
364. Pursuant to consideration within the previous sections of this report, and in line with the policy context set out above, GLA Officers propose to secure planning obligations to appropriately mitigate the impact of the development, which are set out under ‘Section 106 legal agreement’ at the start of this report; and where appropriate, detailed consideration is set out in the relevant topic section of the report. GLA officers are satisfied that the obligations in the Section 106 agreement and Deed of Variation meet the tests in Regulation 122 of the CIL Regulations 2010, as amended in 2019, as they either will not be spent on *infrastructure* as defined in the Regulations, or are sufficiently narrowly described in the Section 106 agreement and Deed of Variation.

Legal considerations

365. Under the arrangements set out in Article 7 of the 2008 Order and the powers conferred by Section 2A of the Town and Country Planning Act 1990 (as amended), the Deputy Mayor, acting under delegated authority, is the Local Planning Authority for the purposes of determining this planning application ref: 25/AP/0242.
366. Section 35 of the Greater London Authority Act 2007 inserts section 2F into the Town and Country Planning Act 1990, which includes a requirement that for applications taken over by the Mayor, the applicant and the borough must be given the opportunity to make oral representations at a hearing. He is also required to publish a document setting out:
- who else may make oral representations;
 - the procedures to be followed at the hearing; and,
 - arrangements for identifying information, which must be agreed by persons making representations.
367. The details of the above are set out in the Mayor’s Procedure for Representation Hearings, which reflects, as far as is practicable, current best practice for speaking at planning committee amongst borough councils.
368. In carrying out his duties in relation to the determination of this application, the Deputy Mayor must have regard to a number of statutory provisions. Listed below are some of the most important provisions for this application.
369. Section 70(2) of the Town and Country Planning Act 1990 (as amended) provides that in dealing with such an application, the authority shall have regard to:
- a. The provisions of the development plan, so far as material to the application;

- b. Any local finance considerations, so far as material to the application; and
- c. Any other material consideration.

370. Section 70(4) defines 'local finance consideration' as:

- A grant or other financial assistance that has been, or will, or could be, provided to a relevant authority by a Minister of the Crown; or
- Sums that a relevant authority has received, or will or could receive, in payment of Community Infrastructure Levy.

371. Furthermore, in determining any planning application and connected application, the Deputy Mayor is required by section 38(6) of the Planning and Compulsory Purchase Act 2004 to determine the application in accordance with the development plan (i.e. the London Plan and the adopted Local Plan) unless material considerations indicate otherwise.

372. Other guidance, which has been formally adopted by Southwark Council and the GLA, will also be material considerations of some weight (where relevant). Those that are relevant to this application are detailed in this report.

373. GLA Officers are satisfied that the current report to the Deputy Mayor has had regard to the relevant provision of the development plan and other material considerations. The proposed Section 106 package has been set out and complies with the relevant statutory tests, adequately mitigates the impact of the development, and provides necessary infrastructure improvements.

374. As regards to the Community Infrastructure Levy ('CIL') considerations, the Mayoral CIL payment is estimated to be £38,482,360. The Southwark CIL payment is estimated to be £71,914,902. The exact sums will be calculated post determination of the application using the process set out in the Community Infrastructure Levy Regulations 2010 (as amended), including any discretionary relief or other exemptions that may apply.

375. In accordance with his statutory duty in Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990, the Deputy Mayor shall have special regard to the desirability of preserving Listed Buildings, their settings and any features of special architectural or historic interest which they possess. The Deputy Mayor is also required to give special attention to the desirability of preserving or enhancing the character or appearance of the conservation areas which may be affected by development within the conservation area (Section 72 of the of the Planning (Listed Buildings and Conservation Areas) Act 1990). These matters have been addressed within earlier sections of the report.

376. Where the Mayor takes over an application, he becomes responsible for the Section 106 legal agreement, although he is required to consult the relevant borough(s). In this instance, there have been a series of lawyer-led meetings to discuss the Section 106 agreement Deed of Variation content, and it has progressed on a number of key issues. The Borough is given powers to enforce the planning obligations contained in the Section 106 agreement.

377. When determining these planning applications, the Mayor is under a duty to take account of the provisions of the Human Rights Act 1998 as they relate to the development proposals and the conflicting interests of the applicants and any third party affected by, or opposing, the application, in reaching his decision. Planning decisions on the use of land can only be taken in line with the Town and Country Planning Acts and decided in accordance with the development plan unless material considerations indicate otherwise.
378. The key Articles to be aware of include the following:
- Article 6 - Right to a fair trial: In the determination of his civil rights and obligations...everyone is entitled to a fair and public hearing within a reasonable time by an independent and impartial tribunal established by law.
 - Article 8 - Right to respect for private and family life: Everyone has the right to respect for his private and family life, his home and his correspondence.
 - Article 1 of the First Protocol - Protection of property: Every person is entitled to the peaceful enjoyment of his possessions.
379. It should be noted, however, that most Convention rights are not absolute and set out circumstances when an interference with a person's rights is permitted, i.e. necessary to do so to give effect to the Town and Country Planning Acts and in the interests of such matters as public safety, national economic well-being and protection of health, amenity of the community etc. In this case, this report sets out how this application accords with the development plan.
380. Regulation 122 of the Community Infrastructure Levy Regulations 2010 states that a Section 106 planning obligation may only constitute a reason for granting planning permission for the development if the obligation is necessary to make the development acceptable in planning terms; directly related to the development; and fairly and reasonably related in scale and kind to the development. These are statutory tests.
381. The Equality Act 2010 provides that in exercising its functions (which includes the functions exercised by the Mayor as Local Planning Authority), that the Mayor as a public authority shall amongst other duties have due regard to the need to a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited under the Act; b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
382. The protected characteristics set out in the Equality Act are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation. The Equality Act acknowledges that compliance with the duties set out may involve treating some persons more favourably than others, but that this does not permit conduct that would otherwise be prohibited under the Act.

383. An Equalities Statement was submitted with the HPP, which has been updated for this application by way of an Equalities Statement of Conformity (ESC). This identifies that the baseline has not changed materially such that it would lead to different conclusions. The submitted ESC is considered to be robust and fit for purpose. Officers have reviewed the application and conclude the following in respect of equalities impacts:
- The proposed commercial, community, and leisure facilities would be available for use by all, including those with a protected characteristic.
 - Housing, including affordable housing, would make a valuable contribution to groups with protected characteristics, including wheelchair dwellings.
 - Additional employment opportunities, and affordable workspace and retail, would have a positive impact on groups with protected characteristics.
 - Appropriate design measures will be incorporated into detailed design for reserved matters applications, to ensure good accessibility into and within buildings and for the public realm.
 - Any potential impacts on neighbours have been properly assessed, including daylight, sunlight, and noise.
 - A significant package of mitigation has been secured through conditions and Section 106 obligations.
384. GLA Officers are satisfied that the application materials and officers' assessment has taken into account the equality and human rights issues referred to above.

Conclusion and planning balance

385. The Section 73 application relates to amendments to the Canada Water Masterplan permitted under the Hybrid Planning Permission (HPP). The changes are not considered to result in a development that would be substantially different in nature or scale to the original permission.
386. As detailed above, Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires matters to be determined in accordance with the development plan, unless material considerations indicate otherwise. When assessing the planning application, the Deputy Mayor is required to give full consideration to the provisions of the development plan and all other material considerations.
387. In preparing this report, GLA officers have taken into account the likely environmental impacts and effects of the development, and the mitigation actions to be taken to reduce any adverse effects. In particular, careful consideration has been given to the proposed conditions and planning obligations (including those existing to be retained, those to be amended, and new obligations), which would have the effect of mitigating the impact of the development.
388. This report has considered the material planning issues associated with the proposed development, finding that the proposals comply with relevant national planning policy and with most policies in the regional and local elements of the

development plan. Overall, GLA officers have concluded that the proposals are acceptable in terms of Environmental Impact Assessment; land use principles; housing; urban design; transport; climate change; and mitigating the impact of development through planning obligations and conditions.

389. However, conflicts with some development plan policies arise due to the impacts of the proposed tall buildings. Increases in maximum possible height and mass have arisen due to measures required under the Building Safety Act, including second staircases, as well as financial viability impacts. Notwithstanding that GLA officers are satisfied that resulting harm to strategic views and heritage assets has been limited and mitigated as far as possible; there are however non-compliances with the specific elements of tall building policies that relate to heritage and strategic views, namely London Plan Policy D9(C.1.d) and Southwark Plan Policy P17(2.4 and 3.2).
390. Based on maximum parameters, the proposals would result in harm to LVMF Strategic Views 4A.1 and 5A.2, which would be contrary to London Plan Policy HC4 and Southwark Plan Policy P17. A low to middle extent of less than substantial harm would also be caused to highly graded designated heritage assets, namely St. Paul's Cathedral and Tower Bridge. A low, and low to middle, extent of less than substantial harm would be caused to other designated heritage assets. This harm is given considerable importance and weight. As harm has been identified, the proposals do not comply with London Plan Policy HC1. However, GLA officers conclude that the public benefits of the scheme, as summarised below, would clearly and convincingly outweigh the heritage harm. The balancing exercise under paragraph 215 of the NPPF is therefore favourable to the proposals, which would consequently be acceptable in terms of impact on heritage assets.
391. The proposed amendments will optimise the potential of the site to bring forward much-needed quality housing on a stalled site, in compliance with the NPPF and development plan policies, which should be given substantial weight.
392. GLA officers accept that the applicant's viability assessment demonstrates that the maximum viable level of affordable housing at this time is 3%. It is also accepted that the HPP viability assessment demonstrated that a viable scheme could deliver 11% affordable housing at that time, notwithstanding that the applicant was prepared to commit to 35% predicated on assumed growth in values. Considering that the submitted viability assessment and supplementary information has been subject to considerable scrutiny by GLA and Southwark officers and their advisers, these conclusions should be given considerable weight. The particular circumstances of the scheme (such as significant front-loaded infrastructure costs, and heritage/strategic view impacts that restrict the quantum of development on a large part of the site) are also acknowledged to have a negative impact on the viability of the scheme, beyond negative viability influences currently affecting schemes more generally.
393. Since the Mayor took over the application, grant has been awarded to the scheme, as reflected in the Section 106 agreement Deed of Variation. Within the next 1,000 homes, 17% (by habitable room) affordable housing as social

rent, equivalent to 20% at a tenure compliant level (c.9% across the whole scheme) is secured. This is a material consideration, which has been given weight in favour of the application. It is also noted that secured viability reviews and the potential for further public subsidy could potentially allow more affordable housing to be delivered. Notwithstanding this, it is acknowledged that the lower level of affordable housing compared to the HPP reduces the extent of public benefits delivered by the proposals.

394. The development has been designed to minimise and mitigate the potential impacts on the amenity of existing and planned future residents as much as possible. For the reasons demonstrated in this report, the proposed changes would not give rise to significant additional amenity impacts above and beyond those deemed to be acceptable when the HPP was granted. Whilst there would be further reductions in daylight and sunlight to some properties, the limited harm arising from the development would not be of a level to justify refusal of the application.
395. The cumulative impacts of the proposed amendments, together with adjacent committed schemes, have been assessed in terms of the environmental impacts, and for the reasons demonstrated in this report, are acceptable.
396. It is important to note that the policy non-compliances and harm identified in relation to tall buildings, strategic views, heritage, and amenity, are based on the maximum parameters allowed across the site, described by the applicant as a 'worst-case' scenario. This is despite the fact that this maximum envelope would exceed the maximum floorspace cap for which planning permission is sought, and actually therefore goes beyond the 'worst-case' scenario across the whole scheme. Consequently, not all buildings could be built out to the maximum parameters, and therefore harm would be likely to be less than identified at this stage. This would be controlled through reserved matters applications.
397. The development would provide significant public benefits, some already delivered, which would weigh in favour of the scheme. Grant of the application would allow the stalled scheme to re-start, securing the benefits already delivered. The scheme would result in the comprehensive development of the Masterplan site, including the regeneration of an under-utilised Opportunity Area and Major Town Centre site. It would deliver a well-designed, optimised, mixed-use scheme next to the existing Canada Water Underground and bus station, and Surrey Quays station. The scheme would provide a minimum of 2,000 and up to c.4,184 new homes, including affordable housing; up to 282,500sq.m. of new workspace, including affordable space; up to 86,650sq.m. of new retail; up to 51,500sq.m. of leisure/cultural uses, including the Printworks cultural facilities; up to 45,650sq.m. of community facilities, including a new Council-run leisure centre (already built) and a 1,000-2,500sq.m. health facility or payment in lieu; and installation of infrastructure to serve the wider community (UKPN substation). Construction and end-use employment opportunities will be delivered, with the potential for a net increase of 8,480-12,570 FTE jobs on-site. The Town Centre would be further transformed through a network of new streets and new public realm, including the recently

regenerated Dock, the proposed new town square, and a new 3.5 acre public park, together with a significant reduction of car parking/use in the area.

398. The proposals also result in a significant number of financial and non-financial obligations, as set out in detail at the start of this report. It should be noted that the proposed obligations relating to education, health, transport, and energy amount to mitigation measures, and have not been considered as public benefits in the planning balance. Notwithstanding this, it is noted that some of the transport contributions could be considered as benefits that go beyond mitigation, which would further support the conclusion that the benefits outweigh any harm.
399. Overall, and notwithstanding some elements of development plan policy conflict identified above; the proposals are considered to accord with the development plan when taken as a whole. Other material considerations, including the NPPF and the wider benefits that the development would deliver are such as to support the grant of planning permission rather than to indicate that planning permission should be refused.
400. This report has considered the material planning issues associated with the proposals in conjunction with all relevant national, regional, and local planning policy, and has found that the proposals are acceptable. Accordingly, it is GLA officers' recommendation that planning permission should be granted, subject to the obligations and conditions stated within this report.

For further information, contact GLA Planning Unit (Development Management Team):

Martin Jones, Principal Strategic Planner (case officer)

email: martin.jones@london.gov.uk

Neil Smith, Senior Projects Officer, Special Projects

email: neil.smith@london.gov.uk

We are committed to being anti-racist, planning for a diverse and inclusive London and engaging all communities in shaping their city.