

South Quay Plaza 4, Isle of Dogs

in the London Borough of Tower Hamlets

planning application no. PA/15/03073

Strategic planning application stage 1 referral

Town & Country Planning Act 1990 (as amended); Greater London Authority Acts 1999 and 2007; Town & Country Planning (Mayor of London) Order 2008.

The proposal

Erection of a 56-storey building (198 metres AOD), comprising up to 396 residential units and 189 sq.m retail floorspace (Use Class A1-A4), together with open space and landscaping, access, parking, and servicing.

The applicant

The applicant is **Berkeley Homes Limited**, and the architect is **Foster + Partners**.

Strategic issues

The principle of the housing-led redevelopment of this site, which includes the provision of ground-floor publicly accessible open space, is strongly supported. Whilst the application is broadly in accordance with London Plan policy, there are a number of outstanding strategic planning concerns relating to **housing** and **transport** that need to be addressed before the application can be considered to accord fully with the London Plan.

Recommendation

That Tower Hamlets Council be advised that, whilst the principle of the proposal is strongly supported, and in broad accordance with the London Plan, the application does not fully comply with the London Plan, for the reasons set out in paragraph 69 of this report. However, the resolution of those issues could lead to the application becoming compliant with the London Plan.

Context

1 On 25 November 2015 the Mayor of London received documents from Tower Hamlets Council notifying him of a planning application of potential strategic importance to develop the above site for the above uses. By agreement with the Council, the referral was subsequently acknowledged on 10 December 2015. Under the provisions of The Town & Country Planning (Mayor of London) Order 2008 the Mayor has until 20 January 2016 to provide the Council with a statement setting out whether he considers that the application complies with the London Plan, and his reasons for taking that view. The Mayor may also provide other comments. This report sets out information for the Mayor's use in deciding what decision to make.

2 The application is referable under the following Categories of the Schedule to the Order 2008:

- **Category 1A:** *“Development which comprises or includes the provision of more than 150 houses, flats, or houses and flats”.*
- **Category 1B:** *“Development (other than development which only comprises the provision of houses, flats, or houses and flats), which comprises or includes the erection of a building or buildings outside Central London and with a total floorspace of more than 15,000 sq.m.”.*
- **Category 1C:** *“Development which comprises or includes the erection of a building more than thirty metres high and outside the City of London”.*

3 Once Tower Hamlets Council has resolved to determine the application, it is required to refer it back to the Mayor for his decision as to whether to direct refusal; take it over for his own determination; or allow the Council to determine it itself.

4 The environmental information for the purposes of the Town and Country Planning (Environmental Impact Assessment) Regulations 2011 has been taken into account in the consideration of this case.

5 The Mayor of London’s statement on this case will be made available on the GLA website www.london.gov.uk.

Site description

6 The 0.464 hectare vacant site is located on Marsh Wall within the South Quay area, immediately to the south of Canary Wharf, on the Isle of Dogs. The site is bound to the north by Discovery Dock East, a 23-storey residential building, and to the south by Marsh Wall and the Docklands Light Railway. The application site adjoins South Quay Plaza to the east, a 1.33 hectare development site also owned by Berkeley Homes, with extant planning permission for two residential-led mixed-use buildings of 68 and 36-storeys (up to 220 metres AOD), comprising 888 residential units, office and retail floorspace, together with ground-floor publicly accessible open space (GLA reference D&P/3191). To the west, the site is bound by Discovery Dock West, a thirteen-storey residential building, and a fifteen storey hotel. Adjoining the site to the west is also Jemstock 2, a partially completed fifteen-storey building, which was damaged in the 1996 bombing of South Quay Station, and has remained an unclad structure for over a decade. This site is currently subject to a planning application for 206 serviced apartments, 1,844 sq.m. office floorspace, and 218 sq.m. of retail floorspace (GLA reference D&P/3803).

7 The nearest section of the Transport for London Road Network is the A1261, Aspen Way, located approximately 700 metres to the north of the site; the site is remote from any part of the Strategic Road Network. South Quay Docklands Light Railway (DLR) station is located within close proximity of the site, providing access to services on the Bank-Lewisham and Stratford-Lewisham branches. Canary Wharf station is also located within reasonable walking distance, approximately 500 metres to the north, via the South Quay footbridge, providing access to Jubilee Line services. Bus route D8 operates along Marsh Wall; additionally, bus routes D3 and D6 can also be accessed on Limeharbour, approximately 300 metres to the east, whilst route 135 serves Bank Street, approximately 250 metres to the north. As a result, the site records a moderate public transport accessibility level of four, out of a range of one to six, where one is low.

8 The site sits within a number of strategic views and river prospects, as identified in the Mayor's London View Management Framework, including View 1A.1: Alexandra Palace, View 2A.1: Parliament Hill, View 4A.1: Primrose Hill, View 5A.1: Greenwich Park, View 6A.1 Blackheath, View 11B.1: London Bridge, View 11B.2: London Bridge, View 12B.1: Southwark Bridge, and View 15B.1: Waterloo Bridge, as well as within the wider setting of the Maritime Greenwich World Heritage Site. The site is also within the draft indicative boundary of the Isle of Dogs and South Poplar Opportunity Area Planning Framework. At the local level, the site sits within the Council's South Quay Masterplan Supplementary Planning Document.

Details of the proposal

9 Berkeley Homes Limited is seeking full planning permission for the erection of a 56-storey building (198 metres AOD), comprising 396 residential units, 189 sq.m. retail floorspace distributed across two small-scale units, and 3,175 sq.m. public open space, together with basement access, parking, and servicing.

Case history

10 The application considered here was subject to formal pre-planning application discussions with GLA officers, with four meetings being held on 24 June 2015, 8 July 2015, 12 August 2015, and 16 September 2015. GLA officers welcomed the opportunity to engage with the applicant at an early stage in the development process, and through proactive engagement by the applicant, significant improvements to the proposal were secured with regards to residential quality and public open space provision; the principle of the housing-led redevelopment of this site was consequently strongly supported.

11 As discussed in paragraph six of this report, the application site sits adjacent to South Quay Plaza, which has extant permission for housing-led mixed-use redevelopment, and Jemstock 2, for which planning permission is being sought for serviced apartments and office provision.

Strategic planning issues and relevant policies and guidance

12 The relevant issues and corresponding policies are as follows:

- Housing *London Plan; Housing SPG; draft interim Housing SPG; Housing Standards Policy Transition Statement; Housing Strategy; Shaping Neighbourhoods: Play and Informal Recreation SPG; Shaping Neighbourhoods: Character and Context SPG; Social Infrastructure SPG*
- Affordable housing *London Plan; Housing SPG; draft interim Housing SPG; Housing Standards Policy Transition Statement; Housing Strategy*
- Density *London Plan; Housing SPG; draft interim Housing SPG; Housing Standards Policy Transition Statement; Housing Strategy*
- Urban design *London Plan; Shaping Neighbourhoods: Character and Context SPG; Housing SPG; draft interim Housing SPG; Shaping Neighbourhoods: Play and Informal Recreation SPG*
- Tall buildings/views *London Plan; London View Management Framework SPG*
- Historic Environment *London Plan; World Heritage Sites SPG*
- Access *London Plan; Accessible London: achieving an inclusive environment SPG*
- Blue Ribbon Network *London Plan*
- Sustainable development *London Plan; Sustainable Design and Construction SPG; Mayor's Climate Change Adaptation Strategy; Mayor's Climate Change Mitigation and Energy Strategy; Mayor's Water Strategy*

- Transport
- Parking

London Plan; the Mayor's Transport Strategy

London Plan; the Mayor's Transport Strategy

13 For the purposes of Section 38(6) of the Planning and Compulsory Purchase Act 2004, the development plan in force for the area is Tower Hamlets Council's Core Strategy (2010) and Managing Development Document (2013), and the London Plan (Consolidated with Alterations since 2011). The draft Minor Alterations to the London Plan (2015), the Council's South Quay Masterplan Supplementary Planning Document (2015), and the National Planning Policy Framework and Technical Guide to the National Planning Policy Framework, are also relevant material considerations.

Principle of development

14 The site lies within the Isle of Dogs and South Poplar Opportunity Area, as identified in the London Plan. London Plan Policy 2.13, and Table A1.1, states that the Opportunity Area is capable of accommodating at least 10,000 homes, and 110,000 jobs up to 2031. Whilst the London Plan recognises that the north of the Isle of Dogs forms a strategically significant part of London's world city offer for financial, media and business services, it also acknowledges that the area to the south of Canary Wharf provides an opportunity to deliver new housing, and to support a wider mix of services for residents, workers and visitors. Furthermore, London Plan Policy 3.3 provides explicit strategic support for the provision of housing within London, and sets a target for the Council to deliver a minimum of 39,314 homes in the Plan period 2015-2025.

15 Given the site's context within the Isle of Dogs and South Poplar Opportunity Area, its position to the south of Canary Wharf, and noting that it is presently vacant, the principle of housing-led redevelopment, to include 396 new homes, is strongly supported.

16 Notwithstanding the strong support for the delivery of a substantial proportion of housing within the Isle of Dogs and South Poplar Opportunity Area, as set out in the London Plan, there is strategic concern regarding the significant quantum of emerging proposals and the potential barriers to the delivery of this development, which includes the need to secure the social and physical infrastructure required to support this very significant scale of growth. In response to these concerns, and to address issues arising from the scale of development proposed, the Council has produced a Supplementary Planning Document for the South Quay area, the principle of which is broadly supported by the GLA, and will be developed through the Opportunity Area Planning Framework.

Open space

17 London Plan policies 2.13 and 7.5 seek to ensure that development proposals, particularly those of a high-density nature, and those within opportunity areas, include appropriate levels of public open space. Furthermore, as set out in the Council's South Quay Masterplan SPD, given the significant potential for substantial change within the Isle of Dogs, it is vital that sufficient publicly accessible open space is provided as part of development proposals.

18 The applicant has responded positively in pre-planning application discussions and sought to maximise the provision of well-activated and usable public open space, to include children's play space, and has endeavoured to deliver this as part of a wider masterplanned approach to public realm, taking account of both the consented South Quay Plaza scheme, but also the existing public space associated with Discovery Dock East. Within the red line boundary, the application delivers 3,175 sq.m. of public open space; taken as part of the overall masterplan and land within its ownership, the applicant will deliver a total of 11,109 sq.m. A further 610 sq.m. of existing public realm located within Discovery Dock East will be improved and its design integrated within the masterplan, to provide an element of consistency between the spaces and therefore avoiding a fragmented public realm.

19 In addition to the provision of public open space, the applicant has also responded positively to the Council and GLA's proposal to improve bridge connectivity across South Dock. As part of the extant planning permission on the adjacent South Quay Plaza site, the provision of a landing point for a future bridge was secured. The applicant has sought to further improve both the landing condition of a future bridge, as well as its approach as it traverses this South Quay Plaza 4 application site. The applicant's commitment to working in partnership with Discovery Dock East to remove its car park access is particularly supported and indicates a long-term commitment by the applicant to the South Quay area, which is warmly welcomed. The landscaping proposals for South Quay Plaza 4 fully integrate desires lines to this future crossing, and is also strongly supported.

20 The provision of public open space is in accordance with London Plan policies, and the applicant's masterplanned approach will deliver a significant area of high-quality and usable play and amenity space for the residents and wider community. The applicant's commitment to the delivery of a bridge crossing South Dock is particularly commended.

Housing

21 The application includes 396 residential units. A detailed housing schedule is provided below:

unit type	market	affordable rent	intermediate	total
one-bed	166	14	18	198
two-bed	117	14	9	140
three-bed	37	14	0	51
four-bed	0	7	0	7
total	320	49	27	396

Affordable housing

22 London Plan Policy 3.12 requires borough councils to seek the maximum reasonable amount of affordable housing when negotiating on individual private residential and mixed-use schemes. The proposal currently includes 76 affordable units, which represents 19% of overall housing provision (understood to be 25% when measured by habitable room). The applicant has submitted a financial viability report in support of its proposals, which is being independently assessed by the Council. It is therefore not possible at this stage to determine whether the application provides the maximum reasonable amount of affordable housing in accordance with London Plan Policy 3.12.

23 London Plan Policy 3.11 establishes a strategic target that 60% of affordable housing provision be for social housing (comprising affordable rent and social rent), and 40% for intermediate provision. The Council, in its Managing Development Document, requires proposals to provide affordable housing on a 70:30 social housing to intermediate housing split. The affordable housing is currently split 64:36 when measured by units, which is in broad accordance with strategic and local policy, and is therefore acceptable.

Housing choice

24 London Plan Policy 3.8, together with the Mayor's Housing SPG, seek to promote housing choice and a balanced mix of unit sizes in new developments. London Plan Policy 3.11 establishes that strategic priority be afforded to the provision of affordable family homes. The proposal includes 58 family units, equating to 15% of overall housing provision. In accordance with strategic policy, the applicant has prioritised family affordable provision, and as such 21 of the family units are identified as affordable, equating to 43% of total social housing provision.

Density

25 The density of the development is 2,483, which is above the London Plan guidance range of 650 to 1,100 habitable rooms per hectare for central sites with a public transport accessibility level of four, as set out in London Plan Policy 3.4.

26 Whilst there is not an in-principle objection to high-density developments, as set out in paragraph sixteen of this report, there is strategic concern regarding the need to address potential barriers to the delivery of high density housing within the Isle of Dogs. The applicant should be mindful of the strategic priority, as established in Policy 3.4, that housing output be *optimised* taking into account, amongst others, the design principles of the London Plan, and take note of paragraph 1.3.41 of the Mayor's Housing Supplementary Planning Guidance with regard to high-density development, which states that "*Such proposals must also be assessed in terms of their bearing on the capacity of existing local amenities, infrastructure and services to support the development*". It is also important, as set out in the Mayor's SPG, that high density proposals be tested rigorously with regards to their contribution to local place shaping.

27 As set out in the relevant sections of this report, the application includes the provision of public open space, and helps further secure the delivery of a critical future connection across South Dock; both of these elements are strongly supported, respond positively to the development's bearing on the capacity of existing infrastructure, and address the principles of the Council's South Quay Masterplan SPD. The application also accords with strategic policies relating to residential quality, provides an appropriate mix of residential units, and an appropriate level of children's play space. In this context, the density of the proposal does not in itself raise strategic concern.

Housing quality and design

28 London Plan Policy 3.5 promotes quality in new housing provision, with further guidance provided by the Mayor's Housing SPG. As set out in the Mayor's Housing SPG, proposals above the London Plan density matrix should be exemplary. Key factors such as floor-to-ceiling heights, orientation, maximising ground-floor individual access points, and number of units per core, are all essential to achieving high residential quality, and are of particular importance when assessing residential quality.

29 As detailed in the urban design section below, the applicant has responded positively through pre-planning application discussions, particularly in relation to the number of units per core, the design of the shared circulation space, the depth of the units, and the proportion of single-aspect units, and as such the proposal raises no strategic issues with regards to residential quality.

Children's play space and amenity

30 London Plan Policy 3.6 seeks to ensure that development proposals include suitable provision for play and recreation. Further detail is provided in the Mayor's Shaping Neighbourhoods: Play and Informal Recreation Supplementary Planning Guidance. Using the methodology within the Mayor's SPG, the development will be home to 95 children, 38 of which are expected to be under five years old. In accordance with the Mayor's SPG, the development will need to provide, as a minimum, 10 sq.m. of door-stop play provision for every child under-five, and identify facilities for older children.

31 The development includes a series of spaces, which are intended to provide play opportunities in addition to general residential amenity. A total of 560 sq.m. is specifically identified for play provision within the red line boundary, together with 330 sq.m. of indoor play provision; a further 150 sq.m. of ground-floor play space is also identified within the adjacent South Quay Plaza site, which is in addition to the dedicated play space previously identified as part of the extant

planning permission for that development, and is a result of changes to the subsequent basement access to Discovery Dock East.

32 In addition to dedicated play space, the application delivers a total of 3,175 sq.m. of public open space within its red line boundary; when combined with the play space, and taken with the adjacent site, the masterplan provides a combined area of 11,109 sq.m. of play and general amenity. Consequently, the proposal is considered to respond positively to the requirements of the London Plan with regards to play and public open space; the applicant's proactive approach to the landscaping and design of these spaces through pre-planning application discussions is particularly supported, and delivered demonstrable benefits to the proposal.

Urban design

33 Good design is central to all objectives of the London Plan, and given the scale of development proposed, its design needs to be of an outstanding quality. The applicant has responded positively to concerns raised during pre-planning application stage in relation to the original proposal, and the overall design of the application is supported in accordance with strategic policy.

Layout

34 The proposal creates a strong building line facing Marsh Wall, and the area under the Docklands Light Railway, as well as to the existing route to the waterfront to the west; commercial uses are located facing both of these routes, and the main residential foyer is located on the corner, ensuring all these edges are well animated throughout the day, which is welcomed. The amount of inactive frontage facing the route to the waterfront has been minimised; the management office suite will provide a degree of animation, in addition to the commercial unit, and the corner residential entrance.

35 The eastern edge of the scheme is set-back to allow for an expansion of the open space being proposed as part of the neighbouring South Quay Plaza 1, 2 and 3 development; in doing so, the scheme provides a significant contribution to the public realm network in the area. Furthermore, the applicant has enabled the consolidation of existing and permitted servicing arrangements, removing the need for service access along the eastern edge of Discovery Dock and subsequently expanding the quantum and quality of public realm. The applicant has also been in conversation with the owners of Discovery Dock to explore how commercial units could be located along the edge of the existing building to provide additional animation and activity on to the space, which is strongly supported.

36 The landscaping around the building was discussed and revised extensively throughout pre-planning application discussions, and the resultant design has been carefully considered. The space to the east has been landscaped to ensure it can be well used, despite the need to slope over the ramp to the basement below. The positioning of the access ramp was robustly tested at pre-planning application stage, its impact minimised as much as is practicable, and its location integrated fully into the landscaping strategy. Given the high-level of attention paid to the detail of this element, GLA officers consider the final design to have successfully balanced the priority for usable and permeable public open space, and the consolidation of car park access, the latter of which also delivers significant improvements through the removal of car lifts and associated traffic from Discovery Dock East.

37 Finally, the landscape strategy to the south looks to improve the space under the DLR with mobile elements of landscaping and seating, ensuring this space will be inviting and well used, whilst overcoming the need to allow maintenance access to the DLR structure.

Residential quality

38 The residential quality of the scheme is high. The floorplates of the tower are well proportioned at approximately 830 sq.m., are less than seventeen metres deep, and spaced to allow clear 2.6 metre floor-to ceiling heights to all habitable rooms. The L-shape plan allows for up to five dual-aspect units on each floor, with all single-aspect units facing either south or west. Whilst 26 of the 55 floors have one unit above the recommended guidance sharing the landing, the scheme provides a generous naturally lit and ventilated shared circulation space, with seating and an atrium which seeks to mitigate this; furthermore, the remaining floors all have seven or less units. Finally, all units meet London Plan space standards

39 Two double height external amenity spaces are provided on floors 18 and 37, as well as space on the roof and at ground level, so that no unit is more than nine storeys from an external amenity space, which is welcomed. Given this provision and the height of the building, the applicant's approach of providing the equivalent balcony space internally to the building is considered acceptable. The residential quality of the scheme is well considered, accords with London Plan policy, and is supported.

Architectural treatment

40 The simple rectilinear form of the building is emphasised by the vertical masonry fins, and the breaks on the floors where external amenity space is provided creates a dramatic and elegant building form. Materials and the quality of detailing will have a significant impact on overall quality in the completed scheme; the Council is therefore strongly encouraged to secure the retention of the architects during detailed design phases, in addition to utilising appropriate conditions securing design detail and materials.

Height and strategic views

41 The proposed development, whilst tall in nature at 56-storeys (198 metres AOD), sits within the rapidly changing context of the area, and given its proximity to the Canary Wharf tall building cluster, and its high accessibility, does not raise any in principle strategic concerns.

42 The impact of the building on the surrounding microclimate is an important consideration for a building of this scale. Wind tunnel modelling has been undertaken as part of the applicant's Environmental Impact Assessment, which demonstrates that wind conditions at ground-level around the tower are acceptable. The windiest areas in the windiest season reach a Lawson's Criteria of 'leisure walking' in some locations around the tower, which in itself is considered acceptable. This is reduced to 'standing/entrance' levels when the proposed landscape design is included in the assessment. Given the landscaping approach centres on an open, permeable and usable design, which is not dominated or constrained by overt wind mitigation measures, the sensitive approach taken to help further mitigate any wind impact through landscaping is welcomed. The overshadowing assessment demonstrates that the proposal will create overshadowing over the courtyard and buildings to the north of the site; however, any viable scale of development on this site will have an impact, and given the overall benefits of this scheme, this is considered acceptable.

43 As set out in paragraph eight of this report, the building lies in a number of strategic views, as identified in the Mayor's London View Management Framework. The applicant has submitted a townscape, visual and built heritage impact assessment, which assess the impact of the development on all the views identified and listed in paragraph eight, in addition to an assessment of the impact on the setting of the Maritime Greenwich World Heritage Site. This assessment demonstrates that for all strategic views, whilst the proposed building is higher than the existing context, they are in keeping with the height of proposed and consented buildings within the vicinity of the site, and will form part of an emerging cluster.

44 The proposals' appearance in strategic view 5A.1 from Greenwich Park is particularly prominent. Guidance within the London View Management Framework notes that the existing cluster of tall buildings adds layering and depth to the understanding of the panorama, and states that the composition of the view would benefit from further, incremental consolidation of the tall buildings. The proposed building lies within the recognisable cluster of Canary Wharf, and to the right of axial view through Queen's House, will be identifiable as falling within the existing and emerging cluster, and therefore does not raise strategic concern.

45 The proposal also falls within the wider setting of the Maritime Greenwich World Heritage Site. London Plan Policy 7.10 'World Heritage Sites' states that development should not cause adverse impacts on World Heritage Sites or their settings, and, in particular, should not compromise the ability to appreciate their outstanding universal value, integrity, authenticity or significance. The applicant's townscape, visual and built heritage impact assessment illustrates the proposal will become part of the developing cluster of consented and proposed buildings on the Isle of Dogs, and does not raise any strategic concern. The building will not harm the setting of listed buildings within the World Heritage Site, or of listed buildings within Canary Wharf. The height of the development does not therefore raise strategic concern.

Inclusive design

46 In accordance with London Plan Policy 3.8, the applicant has confirmed that all of the residential units will meet Lifetime Homes standards, and that 10% of the units will be designed to be fully adaptable and adjustable to wheelchair users. As set out in the Mayor's Housing Standards Policy Transition Statement, the Council should secure compliance with building regulations M4 (2) and M4 (3) by condition.

Blue Ribbon Network and flooding

47 The applicant's submitted flood risk assessment demonstrates that although the site is within flood zone three, it benefits from a high standard of flood protection afforded by the Thames tidal defences, would not be affected in the event of a modelled breach, and does not have any significant surface water flood risk. The proposal is therefore acceptable with regards to London Plan Policy 5.12.

48 There are wider surface water flood risks within the local catchment area to which drainage from this site will contribute, consequently the applicant's flood risk assessment includes measures such as landscaped areas and a rainwater harvesting system. Residual rainwater will be discharged directly to the adjacent South Dock; these proposals have been discussed with Canals & River Trust, and are strongly supported. In accordance with London Plan Policy 5.13, no attenuation is proposed.

Climate change - adaptation

49 The proposal includes a number of measures in response to strategic policies regarding climate change adaptation, which are welcomed. Measures proposed include sustainable drainage measures, use of low energy lighting and energy efficient appliances, smart meters, high levels of insulation, low water use sanitary-ware and fittings, and biodiverse planting.

Climate change - mitigation

Energy efficiency

50 The applicant has broadly followed the London Plan energy hierarchy to reduce carbon dioxide emissions, and a range of passive design features and demand reduction measures are proposed. Both air permeability and heat loss parameters will be improved beyond the minimum backstop values required by building regulations; other features include low energy lighting and mechanical ventilation with heat recovery.

51 The demand for cooling will be minimised through solar control glazing and openable windows. The applicant has undertaken dynamic modelling to assess the overheating risks using CIBSE TM52 guidance and the London Design Year weather files, which is supported. The results indicate that a number of habitable rooms will be at risk from overheating under the current London design year, and a significant number of habitable rooms will be at risk from overheating in prolonged periods of warm weather and very intense single warm spells. The applicant is therefore proposing comfort cooling to all units in order to control temperatures and active cooling in the corridors to avoid the risk of overheating from heat distribution pipes. Following discussions at the pre-planning application stage and the submission of additional information, GLA officers are satisfied that the applicant has considered all passive options before reverting to active cooling.

District heating and renewables

52 The applicant has confirmed that the development will be served by the energy centre permitted as part of the adjacent South Quay Plaza 1, 2 and 3 proposal, an approach which is strongly supported. As part of the extant permission for the adjacent development, the applicant is required to seek connection with the Barkentine network should an extension become viable; by connecting to the adjacent energy centre, this application would therefore also be connected to the wider district heating network in the future.

53 The applicant is proposing to install a site-wide heat-network connecting all residential units and non-domestic floorspace, supplied from a single energy centre located at basement level on South Quay Plaza 1 and 2, and served by CHP with an increased capacity. A layout of the energy centre has been provided.

54 Whilst the applicant has investigated the feasibility of installing renewable energy technologies, none are proposed as part of the development; the use of photovoltaic panels has been specifically dismissed due to the limited space available at roof level. In the context of the overall strategy, and having received detailed roof layouts, the lack of renewable technologies is acceptable in this instance.

Summary

55 Overall the measures proposed result in a 34% reduction in regulated carbon dioxide emissions compared to a 2013 Building Regulations compliant development; however, the on-site carbon dioxide savings fall short of London Plan targets. Given the energy strategy has been robustly reviewed and energy savings maximised, the applicant should liaise with the Council regarding an appropriate payment in lieu to address the shortfall.

Transport

Parking, deliveries and access

56 A new basement is proposed to serve both this site, and the adjoining South Quay Plaza 1, 2 and 3 development, which will be accessed via a new shared surface access point off Marsh Wall. An additional four car parking spaces are proposed, bringing the total quantum to 151 spaces, equating to 0.11 spaces per unit. Electric vehicle charge points are provided in accordance with London Plan standards; however there is a shortfall of 24 blue badge spaces. TfL is nevertheless satisfied that a car parking management plan, to be secured by condition, can allocate blue badge spaces as demand dictates.

57 A total of 594 long-stay residential cycle parking spaces are provided within the basement, with a further two long-stay spaces allocated for the commercial units. An additional sixteen spaces will be provided for short-stay parking in the public realm. The quantum of cycle parking, and its location, accords with London Plan Policy 6.9.

Public transport, cycling and walking

58 The applicant has updated the pedestrian comfort level assessment of the South Dock Bridge that was submitted in support of its neighbouring South Quay Plaza 1, 2 and 3 development. The conclusions of the assessment, which finds that it is not suitable to accommodate the quantum of growth expected in this location, remains that submitted previously. Consequently, TfL is seeking appropriate CIL funding to be allocated towards the delivery of additional dock crossing points at this location to improve capacity and discourage short trips on the constrained DLR network.

59 The site is expected to generate 25 two-way am-peak bus trips, and 24 two-way pm-peak bus trips. TfL has identified capacity constraints within the local bus corridors, and identified the typical cost of increasing the frequency of a bus route as £220,000 to £440,000 per annum, or £1,100,00 to £2,200,00 over five years. TfL recognises that this development is not the only scheme generating new travel demand, and therefore it is not appropriate to apply the entire cost to it. Instead, a sum of £40,000 per annum for five years has been applied; £20,000 of which is a typical cost per annum of one bus driver duty. This sum would cover a significant proportion of the cost of running an additional peak-hour journey, or the cost of running an off-peak enhancement, for example evening or weekend frequency increase as necessary. This sum should be secured in full by the Council through the section 106 agreement.

60 To facilitate the Mayor's cycle hire scheme, and provide additional cycle hire capacity to mitigate the cumulative uplift in local trips, the applicant should identify a location within the site to accommodate a new cycle hire docking station. CIL funding will support the financial cost of delivering the docking station, which the Council is expected to allocate accordingly.

61 The Council's South Quay Masterplan SPD identifies the DLR corridor as a 'key walking and cycling route'. The public realm proposals, including the proposed new access from Marsh Wall, should therefore demonstrate how they reinforce east-west movement along the Marsh Wall corridor. As part of the public realm works, TfL should be consulted on any re-location of bus stops to facilitate section 278 works.

Travel planning

62 The applicant is proposing to integrate delivery and servicing with the extant permission at South Quay Plaza 1, 2 and 3. This approach is acceptable, and an updated delivery and servicing plan encompassing all elements should be secured by the Council through condition. Furthermore, an updated construction logistics plan is also required for both the extant South Quay Plaza 1, 2 and 3, and this South Quay Plaza 4 proposal; the submission of this prior to construction works commencing should be secured by the Council through condition.

63 The applicant has submitted a combined and updated residential travel plan taking account of both the neighbouring extant scheme and this South Quay Plaza 4 application. Whilst this approach is strongly supported, before the content can be considered acceptable a baseline modal split and details on funding needs to be included. The final document should be secured within the section 106 agreement. Finally, given the cumulative size of the commercial elements on site, the applicant should also provide a workplace travel plan for commercial uses.

Community Infrastructure Planning

64 The Mayor has introduced a London-wide Community Infrastructure Levy (CIL) to help implement the London Plan, particularly policies 6.5 and 8.3 toward the funding of Crossrail. The rate for the borough of Tower Hamlets is £35 per square metre. The applicant should also note that the Council adopted its own CIL in April 2015; the relevant rates in this instance are £200 per square metre of GIA residential and £70-90 per square metre of GIA retail dependent on the eventual occupier

Summary

65 In summary, a financial contribution towards improving bus capacity is required, and appropriate CIL funds allocated towards the provision of additional dock crossing points and cycle hire facilities, which the applicant should identify the location of. The Council should also secure a car parking management plan, and a comprehensive delivery and servicing, construction logistics, and residential and commercial travel plans through condition.

Local planning authority's position

66 The Council has yet to consider a report on this application at its planning committee.

Legal considerations

67 Under the arrangements set out in Article 4 of the Town and Country Planning (Mayor of London) Order 2008 the Mayor is required to provide the local planning authority with a statement setting out whether he considers that the application complies with the London Plan, and his reasons for taking that view. Unless notified otherwise by the Mayor, the Council must consult the Mayor again under Article 5 of the Order if it subsequently resolves to make a draft decision on the application, in order that the Mayor may decide whether to allow the draft decision to proceed unchanged, or direct the Council under Article 6 of the Order to refuse the application, or issue a direction under Article 7 of the Order that he is to act as the local planning authority for the purpose of determining the application and any connected application. There is no obligation at this present stage for the Mayor to indicate his intentions regarding a possible direction, and no such decision should be inferred from the Mayor's statement and comments.

Financial considerations

68 There are no financial considerations at this stage.

Conclusion

69 London Plan policies on Opportunity Areas, housing, urban design, inclusive design, climate change, and transport are relevant to this application. The principle of the housing-led redevelopment of this site is strongly supported. A number of outstanding concerns are raised with regards to housing and transport:

- **Housing:** it is not possible at this stage to determine whether the proposal provides the maximum reasonable amount of affordable housing, in accordance with London Plan Policy 3.12.
- **Transport:** in accordance with London Plan policies 6.1, 6.2, 6.4, 6.7, 6.9 and 6.10 a financial contribution towards improving bus capacity is required, and appropriate CIL funds allocated towards the provision of additional dock crossing points and cycle hire facilities, which the applicant should identify the location of. The Council should also secure a car parking management plan, and a comprehensive delivery and servicing, construction logistics, and residential and commercial travel plans through condition.

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