

# Canada Water masterplan, Rotherhithe

in the London Borough of Southwark

planning application no. 18/AP/1604

## 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

Hybrid masterplan for comprehensive redevelopment with associated infrastructure and highways works to provide a total of 731,488 sq.m. of floorspace for a range of uses including: retail; office; hotel; residential; assisted living; student accommodation; leisure; and, community.

Whilst the masterplan allows for a degree of flexibility, the scheme would be expected to deliver approximately 3,000 new homes and approximately 186,000 sq.m. of commercial floorspace, across 14 plots, in buildings of up to 162 metres A.O.D. / approximately 50-storeys.

The first phase of the masterplan has been submitted in detail and would deliver 270 new homes (39% affordable), 38,088 sq.m. of office space, 451,818 sq.m. of retail space, and a new 5,979 sq.m. leisure centre, in buildings of up to 34-storeys.

## The applicant

The applicant is **BL CW Holdings Ltd.**, and the architect is **Allies and Morrison**.

## Strategic issues summary

**Principle of development:** The comprehensive renewal and intensification of Canada Water town centre to deliver new jobs, homes and social infrastructure is strongly supported in strategic planning terms (paragraphs 21 to 25).

**Affordable housing:** The (with grant) offer of 39% affordable housing within the first phase is supported subject to the independent findings of the viability review for the wider masterplan as a whole. Early, mid-term and late stage viability reviews must be secured (paragraphs 41 to 49).

**Design, views and heritage:** The masterplan is strongly supported in design terms and would enable the delivery a high quality, permeable, mixed use town centre and neighbourhood extension. Whilst the proposal would result in some less than substantial harm to heritage significance, this would be outweighed by wider public benefits (paragraphs 57 to 80).

**Transport:** The applicant must address issues with respect to: transport impact modelling; impact on public transport network; impact on road network; cycle parking; car parking; pedestrian and cycle routes; healthy streets; Cycle Hire; travel plan; deliveries and servicing; construction; and, TfL infrastructure protection (paragraphs 92 to 124).

## Recommendation

That Southwark Council be advised that whilst the masterplan is strongly supported in strategic planning terms, the application does not yet fully comply with the London Plan and draft London Plan, as set out within paragraph 128 of this report.

## Context

1 On 8 June 2018 the Mayor of London received documents from Southwark Council notifying him of a planning application of potential strategic importance to develop the above site for the above uses. Under the provisions of The Town & Country Planning (Mayor of London) Order 2008 the Mayor must 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:

- 1A 1. *“Development which comprises or includes the provision of more than 150 houses, flats, or houses and flats”;*
- 1B 1.(c) *“Development... which comprises or includes the erection of a building or buildings - outside Central London and with a total floorspace of more than 15,000 square metres”;*
- 1C 1.(c) *“Development which comprises or includes the erection of a building of... more than 30 metres high and is outside the City of London”;* and,
- 3F 1. *“Development for a use, other than residential use, which includes the provision of more than 200 car parking spaces in connection with that use”.*

3 Once Southwark 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.

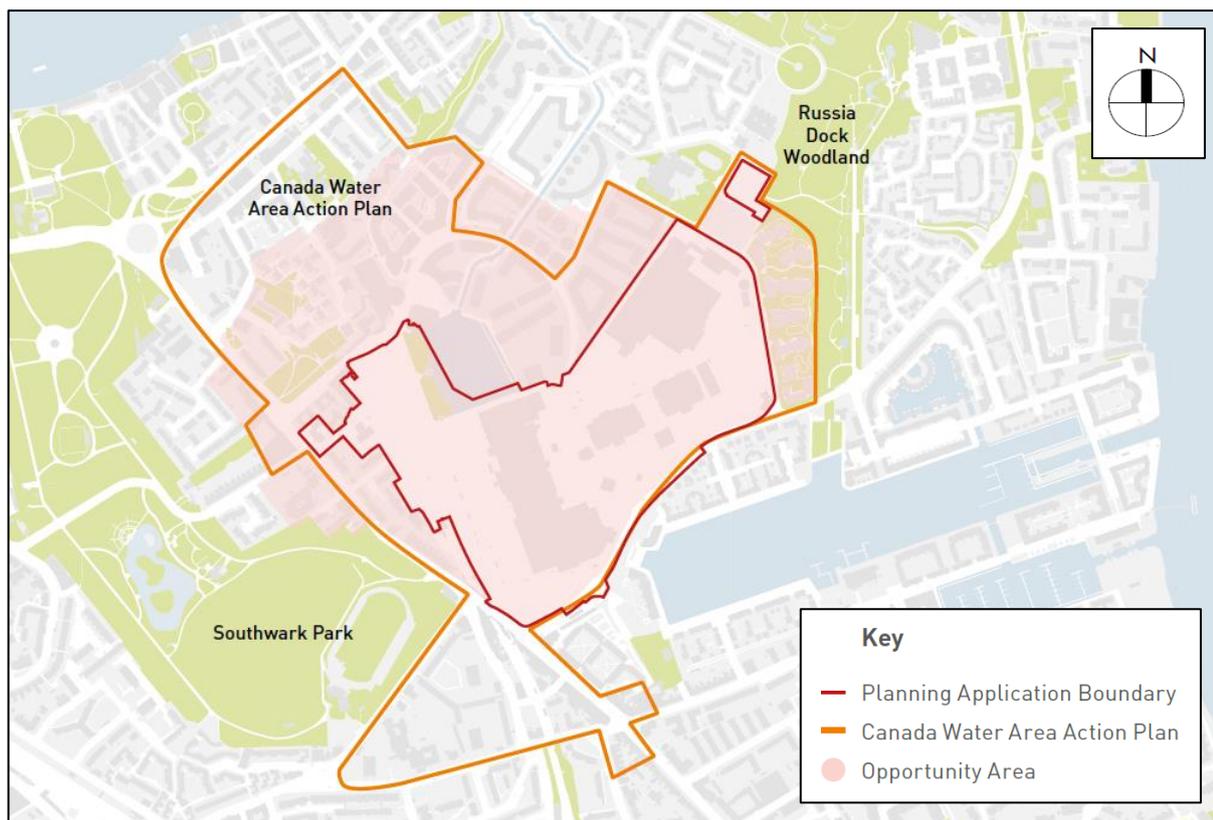
4 The environmental information for the purposes of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017 has been taken into account in the consideration of this case.

5 The Mayor of London's statement on this case will be made available on the GLA website [www.london.gov.uk](http://www.london.gov.uk).

## Site description

6 The Canada Water masterplan site comprises some 21 hectares of land at the heart of the Rotherhithe peninsula, within the Canada Water Opportunity Area and Housing Zone. As shown in Figure 1 below, the site boundary includes the majority of Canada Water town centre, as well as various plots on the periphery to the east and west. The application boundary also extends into the waterbody at Canada Water Dock at the western and southern dock edges.

7 The northern extent of the masterplan site extends to Surrey Quays Road at the interface with Canada Water station and Library, whilst the southernmost boundary is defined by the Lower Road/Redriff Road junction, close to Surrey Quays station and the Lower Road shopping parade. Southwark Park and Russia Dock Woodland are significant green open spaces situated close to the western and eastern boundaries of the site respectively, whilst Greenland Dock to the south of the site provides a generous extent of blue open space, with good connectivity to London's wider waterways network. Collectively, these nearby open spaces offer a broad range of benefits to the Rotherhithe Peninsula in terms of amenity, recreation and access to nature.



**Figure 1:** Canada Water masterplan site, shown in context with the Opportunity Area and Area Action Plan boundaries.

8 The masterplan site itself covers six principal areas: Surrey Quays Shopping Centre (functioning 1980s out-of-town retail park, 9 hectares); former Harmsworth Quays Printworks (vacant 1980s printworks and warehousing, 5.5 hectares); Mast Leisure Park sites (functioning 1980s out-of-town leisure park, 3.4 hectares); former Dock Offices Courtyard (courtyard space associated with 1890s Dock Office, Grade II); former Rotherhithe Police Station (1960s police station closed and sold in March 2018, 0.2 hectares); and, Roberts Close site (vacant plot, 0.3 hectares).

9 In terms of land ownership, British Land owns the Mast Leisure Park, former Dock Office site and former Rotherhithe Police Station. Further to this, British Land has long leasehold interests on Southwark Council owned land at the Surrey Quays Shopping Centre (lease expiry 2188), and at former Harmsworth Quays Printworks and Roberts Close (expiry 2111). Both of these leases were entered into during the late 1980s.

10 None of the existing buildings at the site are Listed, and the site does not fall within a Conservation Area. However, immediately adjacent to the site is the former Dock Office building (Grade II). There are also a number of other heritage assets in the general vicinity, including the Greenland Dock bascule bridge (Locally Listed). The nearest conservation areas to the site include the St. Marys Rotherhithe Conservation Area and the Edward III's Rotherhithe Conservation Area. Further to this, a western portion of the site (at the Surrey Quays Shopping Centre) is over-sailed at 30 metres A.O.D. by strategic view 5A.2 from Greenwich Park to St. Paul's Cathedral (Grade I). The site is also on the far background alignment of strategic view 4A.1 from Primrose Hill to St. Paul's Cathedral.

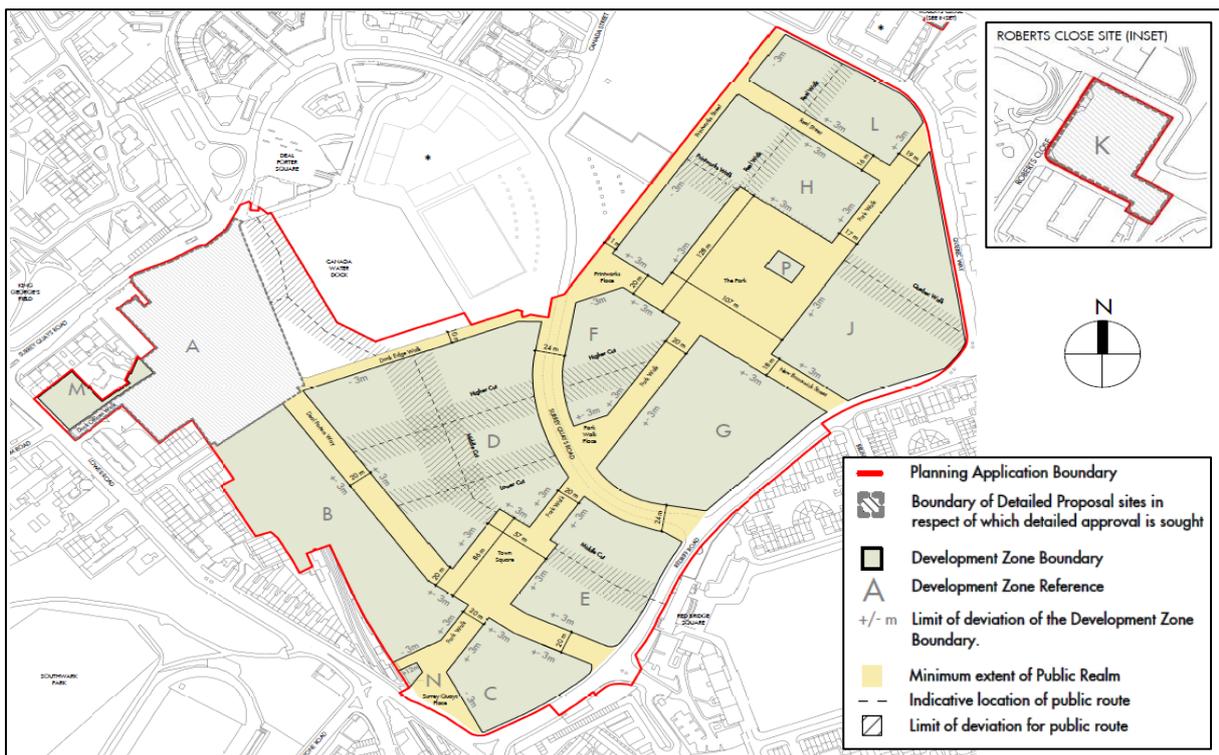
11 In terms of the connectivity of the site, Lower Road (to the west/southwest) forms part of the Strategic Road Network (SRN) and Jamaica Road (to the northwest) forms part of the Transport for London Road Network (TLRN). The roundabout where Jamaica Road, Lower Road

and the Rotherhithe Tunnel Approach road meet is a critical junction in terms of TLRN performance.

12 Canada Water station (adjacent to the north) is a key bus / London Underground / London Overground interchange. Canada Water bus station is served by six daytime bus routes, two night bus routes and two 24-hour routes. Given the proximity to Canada Water interchange and Surrey Quays London Overground station (adjacent to the southwest), the masterplan site area generally has a high public transport accessibility level (PTAL) of five to six (on a scale of zero to six, where six is classified as 'excellent'). Notwithstanding this, there are small portions of the eastern side of the masterplan area which register a PTAL of four.

## Details of the proposal

13 Hybrid (part detailed, part outline) masterplan for comprehensive redevelopment to provide a total of 731,488 sq.m. floorspace for a range of uses including: retail (up to 86,650 sq.m.); office (up to 282,500 sq.m.); hotel (up to 7,500 sq.m.); residential (up to 338,500 sq.m.); assisted living (up to 35,700 sq.m.); student accommodation (up to 50,300 sq.m.); leisure, including a cinema (up to 51,500 sq.m.); community, including leisure centre, health and education uses (45,650 sq.m.); landscaping (including new open spaces and public realm); a secondary entrance for Surrey Quays Rail Station; works to Canada Water Dock; associated infrastructure and highways works; and, demolition or retention with alterations of the Press Hall and Spine Building of the Printworks.



**Figure 2:** Proposed site boundary and development plots.

14 The masterplan has been designed to allow for a degree of flexibility with respect to the overall quantum and balance of uses. In effect, this could allow for either a residential-led or office-led development. In practice, the final balance of uses to be delivered within the masterplan would be informed by market demand over the phased delivery programme. Nevertheless, for illustrative purposes the scheme is expected to deliver approximately 3,000

new homes and approximately 186,000 sq.m. of commercial floorspace, across 14 plots, in buildings of up to 162 metres A.O.D. / approximately 50-storeys. Refer to Figure 2 above.

15 Masterplan plots A and K have been submitted in detail, with plot A split into sub-plots A1 and A2. The land uses and quantum of development for these plots is set out in Table 3 below.

Land use	Plot A1	Plot A2	Plot K	Total
<b>Retail</b>	1,028 sq.m.	890 sq.m.	-	<b>1,818 sq.m.</b>
<b>Office</b>	16,344 sq.m.	21,744 sq.m.	-	<b>38,088 sq.m.</b>
<b>Residential</b>	186 units	-	84 units	<b>270 units</b>
<b>Leisure centre</b>	-	5,979 sq.m.	-	<b>5,979 sq.m.</b>

**Table 3:** Proposed uses and quantum, by plot, proposed within the detailed first phase.

## Case history

16 The Canada Water masterplan has been subject to extensive pre-application engagement with the GLA and Southwark Council over a period of some two-and-a-half years, and has undergone a process of independent design review by Design Council/CABE. The masterplan has also been presented to the Inclusive Design and Access Panel at City Hall.

17 In summary, the advice issued by GLA officers as part of the pre-application process strongly supported the proposed mixed use masterplan in strategic planning terms, noting that it would result in a comprehensive plan-led intensification of Canada Water, whilst delivering significant contributions towards increased housing supply and employment opportunities within an Opportunity Area and Housing Zone. Notwithstanding this, the applicant was advised that the planning submission would need to robustly address a range of strategic planning issues with respect to: affordable housing; social infrastructure; urban design; strategic views; historic environment; inclusive access; sustainable development; and, transport.

## Strategic planning issues and relevant policies and guidance

18 For the purposes of Section 38(6) of the Planning and Compulsory Purchase Act 2004, the development plan in force for the area is the Southwark Core Strategy 2011; saved policies of the Southwark Plan 2007; Canada Water Area Action Plan 2015; and, the London Plan 2016 (consolidated with alterations since 2011).

19 The following are also relevant material considerations:

- National Planning Policy Framework 2018 and National Planning Practice Guidance;
- Draft London Plan 2017 and the Mayor’s Minor Suggested Changes 2018 (which should be taken into account on the basis explained in the NPPF);
- New Southwark Plan (Proposed Submission Version, December 2017); and,
- High Court decision in R (McCarthy & Stone) v. Mayor of London with respect to the Affordable Housing and Viability SPG.

20 The relevant issues and corresponding policies are as follows:

- Opportunity Area *London Plan;*
- Employment *London Plan;*
- Retail *London Plan;*
- Culture *London Plan; Culture and Night Time Economy SPG;*

- Social infrastructure *London Plan; Social Infrastructure SPG;*
- Housing *London Plan; Housing SPG; Housing Strategy; Shaping Neighbourhoods: Play and Informal Recreation SPG; Shaping Neighbourhoods: Character and Context SPG;*
- Affordable housing *London Plan; Housing SPG; Affordable Housing and Viability SPG; Housing Strategy;*
- Density *London Plan; Housing SPG; Shaping Neighbourhoods: Character and Context SPG;*
- Urban design *London Plan; Shaping Neighbourhoods: Character and Context SPG; Housing SPG; Shaping Neighbourhoods: Play and Informal Recreation SPG;*
- Strategic views *London Plan, London View Management Framework SPG;*
- Historic environment *London Plan;*
- Inclusive access *London Plan; Accessible London: achieving an inclusive environment SPG;*
- Sustainable development *London Plan; Sustainable Design and Construction SPG; Mayor's Environment Strategy;*
- Air quality and noise *London Plan; Mayor's Environment Strategy;*
- Transport and parking *London Plan; the Mayor's Transport Strategy;*
- Crossrail *London Plan; and, Mayoral Community Infrastructure Levy.*

## **Principle of development**

21 The London Plan identifies Canada Water as an Opportunity Area with an indicative employment capacity of 2,000 new jobs and a minimum residential capacity of 3,300 new homes up to 2036. The London Plan also acknowledges the potential for Canada Water town centre to develop from 'district' to 'major' centre status in conjunction with this forecast growth. Further to this, the draft London Plan (consolidated with the Mayor's Minor Suggested Changes) identifies increased capacity for 5,000 new homes and 20,000 new jobs up to 2041, and reclassifies Canada Water as a 'major' town centre. In addition to its Opportunity Area status, Canada Water was designated as a Housing Zone in 2016, and is now prioritised to benefit from £20 million of Mayoral funding for accelerated affordable housing delivery.

22 At the local level the Southwark Core Strategy and draft New Southwark Plan identify Canada Water as one of the Borough's key growth areas, and seek to develop a new town centre which combines shopping, civic, leisure, business and residential uses to create a new heart for Rotherhithe. The Canada Water Area Action Plan (CWAAP) sets out the vision for how the area will change over the plan period, and provides a key framework for managing this anticipated growth. In particular, the CWAAP identifies sites for 5,100 new homes and promotes a 35,000 sq.m. (net) uplift in retail floorspace by 2026 to support the strategic function of Canada Water as a major town centre. In addition, some 12,000 sq.m. of new office and light industrial space is planned as part of a new business cluster to support the delivery of ambitious new employment forecasts for the Opportunity Area. As part of the delivery of this growth, the CWAAP sets out that tall buildings will be appropriate in important locations within the town centre - where they reinforce the character and function of the centre, and support local legibility and wayfinding.

23 The application site comprises the majority of the Opportunity Area core, as well as the vast majority of Canada Water town centre. The proposal to provide a total of 731,488 sq.m. floorspace for a range of uses (including: up to 86,650 sq.m. of retail; up to 282,500 sq.m. of office; up to 7,500 sq.m. of hotel; up to 338,500 sq.m. of residential; up to 35,700 sq.m. of assisted living; up to 50,300 sq.m. of student accommodation; up to 51,500 sq.m. of leisure; and, up to 45,650 sq.m. of community uses - including leisure centre, health and education)

would meet and exceed the key targets and land use objectives within the CWAAP, and would help to deliver a genuine step-change in the quality and function of Canada Water as a place to live, work and visit.

24 As discussed in paragraph 14, the proposed masterplan has been designed to include a degree of flexibility with respect to the overall quantum and balance of uses. In effect, this could allow for either a residential-led or office-led development. In practice, the final balance of uses to be delivered as part of the masterplan would be informed by market demand over the phased delivery programme, and secured as appropriate at each reserved matters stage. This inherent flexibility is supported in strategic planning terms, and would enable the scheme to evolve (within defined parameters), helping to ensure that the masterplan remains deliverable in the context of changing market conditions over time. Nevertheless, in the interests of proper planning any subsequent planning permission will need to include a reconciliation process which considers how the balance of uses is managed at each masterplan plot, and how this in turn relates to the overall masterplan and its associated outline floorspace quantum.

25 Overall, the approach to comprehensive town centre renewal is welcomed, and having regard to the consideration of associated strategic issues below, the principle of the proposed mixed use redevelopment and intensification of this area to provide much needed homes, jobs and social infrastructure, as part of a well-designed high quality masterplan, is strongly supported in accordance with London Plan policies 2.9, 2.13, 2.15, 3.3 and 4.1 and draft London Plan policies SD1, SD6, SD8, H1 and GG5.

## **Employment**

26 In terms of employment space, the masterplan includes up to 282,500 sq.m. of new office floorspace. The majority of this is to be focussed within the town centre, however, up to 67,600 sq.m. is proposed to be provided at plot 'H' (to the east of the town centre) as part of a distinct cluster at the site of Harmsworth Quays Printworks. This plot is adjacent to land coming forward for redevelopment by Kings College London, and presents an opportunity (enabled through the masterplan) to retain, refurbish and extend the existing print works (including the press hall and spine building) in order to deliver a unique and distinctive workplace for a variety of potential tenants.

27 The masterplan has been designed to include a degree of flexibility with respect to the overall quantum of employment space that could be delivered at the site, in order that actual provision may be made in response to market demand over time as the various phases of the development come forward. Nevertheless, initial market testing exercises undertaken by the applicant have identified commercial interest in Canada Water across a wide spectrum of tertiary and quaternary sector employers - including corporate business; professional consultancies; higher education providers; and, micro-businesses/start-ups. Accordingly, the masterplan seeks to provide a variety of workspaces for small, medium and large enterprises, at a range of lease terms catering for a variety of occupiers. This offer would include flexible workspace and co-working space to support SMEs, and would help to establish a vibrant and diverse local business community. Such employment floorspace would significantly enhance the vitality of the town centre, and would contribute to sustaining the wider mix of uses and spin-off employment opportunities across the masterplan as a whole, including the retail, leisure, cultural, community and residential uses.

28 Overall it is estimated that, once completed, the development could provide for up to 30,000 jobs on-site across a range of different skill and qualification levels from elementary to professional occupations. This would significantly exceed the increased employment targets for the Canada Water Opportunity Area within the draft London Plan, and is strongly supported in line with London Plan policies 2.9, 2.13 and 4.1 and policies SD1, E1 and E2 of the draft London Plan.

## Affordable workspace

29 London Plan Policy 2.9 seeks to ensure that inner London benefits from the availability of appropriate workspaces for the area's changing economy, and encourages London Boroughs to develop locally specific policies to address need. Taking this principle forward, Policy E3 of the draft London Plan sets out that in defined circumstances planning obligations may be used to secure affordable workspace at rents maintained below the market rate. With respect to the Rotherhithe area, the draft New Southwark Plan seeks to secure a range of flexible employment spaces, including premises suitable for smaller businesses. The draft New Southwark Plan encourages clustered provision of small business units (for long-term management by a workspace provider), and sets a strategic target of delivering 500 new affordable small business units across the borough over the plan period. In view of the policy context set out above, and given the potential for values and workspace rentals in the area to increase over time as the masterplan comes forward, GLA officers would welcome further discussion with the applicant and the Council regarding a small business support strategy for the masterplan.

## **Retail and town centre uses**

30 Canada Water is currently a relatively poor quality town centre, principally comprising Surrey Quays Shopping Centre and neighbouring retail parks. The town centre is dominated by large areas of surface carparking, and experiences poorly defined public routes and spaces, as well as little connection or functional relationship with Lower Road shopping parade to the south. The town centre is dominated by retail uses, however, the offer currently lacks cafes and restaurants, as well as diversity in terms of quality major multiple retailers and niche/specialist and independent retailers.

31 The draft London Plan and CWAAP support the growth Canada Water into a 'major' town centre, and the CWAAP allocates this masterplan site (which includes the vast majority of Canada Water town centre) for additional retail and town centre uses. In line with this approach the masterplan application proposes a wide range of new and intensified town centre uses, including: up to 86,650 sq.m. of retail; up to 282,500 sq.m. of office; up to 7,500 sq.m. of hotel; and, up to 51,500 sq.m. of leisure, including a cinema. The masterplan arranges retail uses at ground floor level to support the creation of a new north-south high street. This would provide a conventional street-based structure to the town centre, linking Canada Water station at the north with a new town square, linear public space and Surrey Quays Station at the south. This would provide a more legible, inviting and mixed use town centre, as well as accommodating the quantum and diversity of retail space necessary to attract the desired range of occupiers (including large anchor tenants as well as smaller independent retailers). Further to this, it is anticipated that the improved local linkages/public realm and increased footfall associated with the intensified town centre, in conjunction with the increased residential population across the masterplan more generally, would positively enhance the vitality and viability of the Lower Road shopping parade to the south of the site.

32 Overall, noting that the masterplan site is within a defined town centre and designated for intensification of associated uses, GLA officers strongly support the proposed uplift in retail and other town centre uses, which would be transformational in terms of town centre regeneration, and would support Canada Water's transition to a Major town centre in accordance with London Plan policies 2.15 and 4.7 and policies SD8 and E9 of the draft London Plan.

## **Culture and night-time economy**

33 Noting the characteristics of this scheme (including its accessibility by public transport, diverse mix of uses and critical mass in terms of residential and employment densities), and the

early success of temporary uses at the site (such as the interim use of the printworks building for events/music venue/nightclub), it is evident that the masterplan has significant potential to accommodate culture/creative uses on both a meanwhile and permanent basis as the scheme comes forward. GLA officers would welcome further discussion with the applicant and the Council with a view to advancing the outline ambitions of the masterplan cultural strategy, as well as ensuring that the necessary structures for stakeholder engagement, cultural steering and strategy management would be established in order to support place-making and Lifetime Neighbourhood objectives in accordance with London Plan policies 4.6 and 7.1, Policy HC5 of the draft London Plan and the Culture and Night Time Economy SPG.

## **Social infrastructure**

34 London Plan Policy 3.7 seeks to ensure that large scale development (including 500 or more residential units) is plan-led and supported by the necessary provision of social, environmental and other infrastructure. Further to this, the principle of matching new development with timely infrastructure provision forms a key part of the Mayor's objective to deliver good growth in the capital, and underpins the aims of the draft London Plan (refer to Policy GG1).

35 In this case the proposed masterplan has been developed in response to a plan-led approach to sustainably intensifying Canada Water town centre and Opportunity Area in line with London Plan Policy 2.13, draft London Plan Policy SD1, Southwark Core Strategy, draft New Southwark Plan and the CWAAP. In terms of social infrastructure, the draft New Southwark Plan seeks to ensure that development in the Rotherhithe area is accompanied by new education opportunities and health services - to include new school places and a health centre. The CWAAP also seeks the provision of flexible community space where there proves to be demand, and indicates that requirements for additional early years school places should be met at existing schools and sites within the Opportunity Area core.

36 Further to this, the environmental statement submitted in support of the outline masterplan application estimates that the proposed development would generate a population of up to 6,700 new residents, resulting in a requirement for up to 8 GPs and 324 new school places. The applicant proposes to deliver such necessary infrastructure either in kind on-site, or, off-site via planning obligation to be secure via the Section 106 agreement. The development would also make contributions as appropriate via the community infrastructure levy.

37 In terms of on-site provision, the masterplan has been designed to include up to 45,650 sq.m. of community floorspace. This includes a new community leisure centre (6,000 sq.m.) to be delivered at plot A2 as part of the first phase, and would also comfortably accommodate a health centre to meet the needs of new residents, as well as those in the wider area more generally (a 2,000 sq.m. health centre could accommodate up to 12 new GPs). In terms of school places, the environmental statement indicates that there is currently sufficient surplus capacity at both primary and secondary school level to accommodate the additional demand arising from the masterplan. However, it is acknowledged that this situation may change over time as the scheme is built out. Therefore, the community floorspace provision within the masterplan has been sized to ensure it could deliver new educational facilities on-site if this proves to be necessary.

38 Proportionate financial contributions towards local healthcare and educational facilities will be secured via CIL/planning obligation as appropriate, and this, in conjunction with the community floorspace proposed within the masterplan, provides the flexibility to deliver social infrastructure in response to need over time, in partnership with all relevant local stakeholders. A set of broad Section 106 heads of terms have been proposed by the applicant within the

submitted planning statement. Detailed discussions on the planning obligations necessary to enable timely infrastructure delivery and mitigate the impact of the development are well underway (refer also to the transport section below). Further to this, additional details of the final Section 106 heads of terms will be reported at the Mayor’s decision making stage.

## Housing

39 The outline masterplan proposes up to 338,500 sq.m. of residential floorspace, with 29,303 sq.m. / 270 units to be delivered as part of the first detailed phase. Depending how the masterplan is brought forward (i.e. employment-led or housing-led), the outline parameters would allow for between 2,040 and 4,437 new homes to be delivered at the site. For indicative purposes, the applicant has modelled and presented an illustrative masterplan providing approximately 3,000 new homes. This quantum of housing is equivalent to 12% of the emerging ten-year housing target for the London Borough of Southwark within the draft London Plan, and 59% of the target number of homes for the Canada Water Opportunity Area as defined within the CWAAP. This significant contribution towards new housing supply is strongly supported in line with London Plan Policy 3.1 and draft London Plan Policy H1.

40 The proposed residential mix, tenures and affordability levels for phase 1 are set out in Table 4 below. The phase 1 schedule includes a 39% provision affordable housing by habitable room, with a Local Plan compliant tenure split of 70% social rent and 30% intermediate. This is a ‘with grant’ affordable housing offer (refer to the exploring public subsidy section below).

	Social Rent			London Shared Ownership			Discounted Market Sale				Private Sale	
	units	habitable rooms	rent per week	units	habitable rooms	income threshold	units	habitable rooms	market discount	income threshold	units	habitable rooms
<b>Studio</b>	0	0	-	0	0	-	0	0	-	-	10	10
<b>One-bedroom</b>	19	38	£107	5	10	£90,000	0	0	-	-	82	164
<b>Two-bedroom</b>	17	51	£126	9	27	£90,000	8	24	46%	£90,000	70	210
<b>Three-bedroom</b>	24	96	£146	10	40	£90,000	0	0	-	-	16	64
<b>Total</b>	60	185	-	24	77	-	8	24	-	-	178	448
<b>%</b>	22%	25%	-	9%	11%	-	3%	3%	-	-	66%	61%

**Table 4:** Phase 1 residential mix, tenures and affordability levels.

### Affordable housing

41 London Plan Policy 3.12 seeks the maximum reasonable amount of affordable housing and draft London Plan Policy H6 and the Mayor’s Affordable Housing and Viability SPG establish minimum ‘Fast Track Route’ threshold levels of 35% affordable housing (before subsidy) for private land, and 50% affordable housing (before subsidy) for public land and industrial land. As discussed in the ‘land status’ section below, this 21 hectare site comprises a mix of private, public and former industrial land. In such instances, in order to qualify for the ‘Fast Track Route’, a single blended site-wide threshold (at a calculated point between 35% and 50%) should be determined.

42 Further to consideration in paragraphs 47 to 49 below, GLA officers are of the view that just over a quarter of the site is subject to a 50% affordable housing threshold. On this basis, a

blended side-wide Fast Track Route threshold of 39% (before subsidy) has been calculated. In this case, the affordable housing offer for the first phase comprises, with grant, 39% (70% social rent / 30% intermediate). Further to this, the application proposes a target minimum of 35% affordable housing provision across the remainder of the masterplan – subject to viability at reserved matters stage and upward only review mechanisms.

43 Whilst the applicant's commitment to a strong affordable housing offer within the first phase is supported, noting that this offer is partly reliant on grant, and that the wider masterplan as a whole would currently undershoot the blended Fast Track threshold of 39%, the scheme must be assessed via the Viability Tested Route. Accordingly, and in line with London Plan Policy 3.12 and Policy H6 of the draft London Plan, the applicant has submitted a full viability assessment to Southwark Council and the GLA for independent scrutiny. A joint-authority process of rigorous viability review is well underway, and GLA officers will report on the findings of the viability process at the Mayor's decision making stage.

44 In the interests of transparency, the Council should note that draft London Plan Policy H6 and the Mayor's Affordable Housing and Viability SPG strongly encourage local planning authorities (LPAs) to publish any submitted financial viability assessment, and any associated independent viability review. The supporting text in the draft London Plan and SPG makes clear that, where this information is not published by an LPA, the Mayor reserves the right to publish it himself.

#### *Viability review mechanisms*

45 In accordance with the 'Viability Tested Route' prescribed by Policy H6 of the draft London Plan and the Mayor's Affordable Housing and Viability SPG, the Section 106 agreement must include an early viability review mechanism (to be triggered if an agreed level of progress on implementation has not been made within two years of any planning permission); mid-term review mechanisms (prior to implementation of residential masterplan phases); and, a late review mechanism (following occupation of 75% of units within the final phase). Given the scale of the masterplan and the likely complexity of its incremental delivery over time, GLA officers are willing to work with Southwark Council and the applicant on the detail of the review mechanism, where appropriate.

#### *Maximising affordable housing by exploring public subsidy*

46 Draft London Plan Policy H5 sets out the Mayor's strategic target for 50% of all new homes delivered across London to be affordable, and identifies the use of grant and other public subsidy as a key tool to increase affordable housing delivery beyond the level that would otherwise be provided. In line with this approach, and in order to maximise affordable housing delivery in line with London Plan Policy 3.12, the applicant has engaged in discussions with the GLA and Southwark Council regarding the potential for public subsidy to boost affordable housing supply across the masterplan. Further to this, potential has been identified for £16.5 million of Mayor's affordable housing funding, as well as £17.5 million of potential grant related to income from future business rates associated with proposed commercial floorspace within the masterplan. Corresponding assumptions have been factored into the scheme's financial appraisal, and it has been demonstrated that this subsidy would effectively support the delivery of public benefits within the masterplan, including the new community leisure centre and 39% affordable housing to be provided as part of the first phase. The applicant is also committed to jointly exploring any additional potential avenues for public subsidy (including Government's Housing Infrastructure Fund) over the lifetime of scheme to ensure that affordable housing would be maximised throughout the phased delivery programme.

### *Land status (for the purposes of the affordable housing threshold approach)*

47 Further to the detail set out within the site description above, the masterplan includes development on public land and non-designated industrial land. With respect to public land, whilst the former Rotherhithe Police Station was only acquired by the applicant in March 2018, the applicant's various major leasehold interests on Southwark Council owned land (at the Surrey Quays Shopping Centre, former Harmsworth Quays Printworks and Roberts Close) date back to the late 1980s, and have between 93 and 170 years to run before expiry. Therefore, whilst Southwark Council is freeholder across a large area of the masterplan site (approximately 15 hectares), the length of the private leases outstanding mean that Southwark Council has limited commercial influence. Accordingly these plots are, in effect, currently more akin to private land.

48 With respect to industrial land, whilst the former Harmsworth Quays Printworks is allocated within the CWAAP for mixed use redevelopment, it is still subject to a prevailing general/light industrial use.

49 Accordingly, having considered the landownership and prevailing use characteristics in this case, GLA officers conclude that, for the purposes of the 'Fast Track Route' within the Mayor's Affordable Housing and Viability SPG and Policy H6 of the draft London Plan, the 50% affordable housing threshold applies to: the former Rotherhithe Police Station (on the basis that it is recently acquired public land on which housing is proposed); and, the former Harmsworth Quays Printworks (on the basis that it is subject to a prevailing industrial use). Noting the length and date of commencement of private leases held by the applicant on Southwark Council-owned land, the remainder of the site should be subject to a 35% affordable housing threshold.

### Residential unit mix

50 London Plan Policy 3.8 encourages new developments to offer a range of housing choices in terms of mix and size, and London Plan Policy 3.11 emphasises a priority for affordable family sized housing. Further to this, draft London Plan Policy H12 recognises that a higher proportion of one and two bedroom units is generally more appropriate in more central or urban locations (such as this), and states that boroughs should not set prescriptive dwelling size mix requirements for market and intermediate homes.

51 As shown in Table 4, the first phase would include a range of unit sizes from studio to three-bedroom, including a 19% provision of family sized homes overall. Further to this it is noted that, within the social rented component of the housing mix, the phase would achieve a 52% provision of family housing. Accordingly, the proposed housing mix for phase 1 is strongly supported in strategic planning terms.

52 At this stage, a residential schedule for the remainder of the outline masterplan has not been set. Instead, it is proposed that the detailed housing mix for residential phases is worked up on a plot by plot basis, having regard to the distinct characteristics of local housing need at the time that reserved matters are being considered. This approach is supported.

### Residential standards and children's play space

53 All dwellings within the detailed phase would meet or exceed the minimum internal space standards within London Plan Policy 3.5 (Table 3.3) and Policy D4 of the draft London Plan. The required 10% provision of wheelchair accessible/adaptable units has also been provided, and accordance with Building Regulations standards M4(2) and M4(3) will be secured by planning condition in line with London Plan Policy 3.8 and Policy D5 of the draft London Plan. Further to this, officers are satisfied that there is sufficient tolerance within the outline parameters and

design codes to ensure that these standards (or any such future standards that may supersede them) could be comfortably delivered across the wider masterplan as a whole.

54 With respect to children's play space, the illustrative masterplan generates an estimated child yield of 554, and therefore an aggregated on-site play space requirement of 5,540 sq.m. based on London Plan Policy 3.6, Policy S4 of the draft London Plan and the Play and Informal Recreation SPG. This could be comfortably accommodated within the masterplan, and in addition to the inclusion of doorstep play opportunities as part of private and semi-private residential amenity provision, the submitted public realm strategy promotes the delivery of on-site play opportunities in a variety of ways - including playable landscaping, water features, open space and areas of dedicated play equipment. This approach is welcomed. Further to this the detailed provision of play space at residential plots A1 and K is supported in strategic planning terms, albeit it is noted that plot K is partly reliant on neighbouring off-site play provision to meet the needs of older children. This arrangement is acceptable in principle, however, the applicant and the Council are encouraged to explore the need to secure any associated off-site open space enhancements that may be required by way of mitigation.

#### Other residential uses

55 The outline masterplan provides flexibility to provide up to 50,300 sq.m. of student accommodation and up to 35,700 sq.m. of care home/assisted living. Whilst the masterplan may technically come forward without including this floorspace, the applicant seeks the flexibility to provide a range and balance of accommodation in response to future market demands. In response to this the masterplan parameters are proposed to be controlled in order that such provision would effectively be counted as contributing towards an overarching maximum headroom of up to 338,500 sq.m. 'residential' floorspace.

56 The potential inclusion of student accommodation and/or care home/assisted living is supported in principle in line with London Plan Policy 3.8 and draft London Plan policies H15 and H17. Notwithstanding this, where detailed proposals for these uses are brought forward at reserved matters stage, the Council must ensure that corresponding affordable provision is secured as appropriate in accordance with the draft London Plan.

### **Urban design**

57 As discussed in paragraph 16, the Canada Water masterplan has been subject to extensive pre-application engagement with the GLA and Southwark Council, as well as an iterative process of independent design review by Design Council/CABE. The scheme has evolved positively as a result of this engagement, and the resulting masterplan layout is strongly supported. The scheme would transform the heart of Canada Water through a shift away from car-orientated big-box retail/leisure, to a more sustainable and vibrant high street-focused town centre environment. Key to this approach is the introduction of a legible street grid across the wider masterplan area as a whole, and the creation of clearly defined masterplan pots and spaces, as part of a carefully considered framework for mixed use intensification.

58 The outline parameters and design guidelines demonstrate that the proposed masterplan blocks are well-proportioned and positioned, and that these would provide a legible distribution of uses to reinforce the primary street network. The masterplan would also offer a variety of alternative secondary and tertiary connections as part of a network of legible streets, public spaces and landscaped routes.

59 The arrangement of masterplan blocks also enables the creation of a series of well-defined public spaces (including a 0.5 hectare town square and a 1.4 hectare park square),

linked via a new 'park walk' to open space Southwark Park (to the west) and Russia Dock Woodland (to the east). The park walk would be bisected (to the east of the town square) by a new north-south connection known as 'Middle Cut', which recalls the historic linkage between Greenland Dock and Canada Water basin. This is supported and helps to deliver an improved connection between these two key areas of blue open space.

60 The proposed delivery of these masterplan routes and local open space connections is strongly supported, and overall the proposed masterplan layout would promote a sustainable town centre intensification and enable the delivery of a permeable mixed use neighbourhood extension in accordance with London Plan Policy 7.1 and Policy D1 of the draft London Plan.

### Scale and massing

61 The masterplan seeks to establish a midrise site-wide datum (of 8 to 12-storeys), which is proposed to be punctuated in key locations by a number of tall buildings (of up to 50-storeys). The proposed approach would locate tall buildings close to key transport nodes at Canada Water station and Surrey Quays station, as well as to the south east of Canada Water basin - to establish a cluster that would be seen in conjunction with the approved 41-storey tower under construction at the Decathlon site, adjacent). This strategy would reinforce the emerging characteristics of the town centre, and would also help to promote the legibility of the key local stations. This approach is supported, both in terms of urban design strategy and optimisation of site potential - given that strategic view 5A.2 (which over-sails the site) constrains heights to 30 metres A.O.D. across a large part of the site. An assessment of the impact of the scheme on strategic views is set out within the corresponding section below.

### Density

62 Noting the characteristics of the location and context, this site lends itself well to the creation of a new high quality, high density neighbourhood and town centre. London Plan Policy 3.4 and Policy D6 of the draft London Plan seek to optimise housing density, with the draft London Plan placing greater emphasis on a design-led approach to density assessments. This includes a requirement for an independent design review of proposed development which exceeds various prescribed thresholds. In this case the scheme would achieve a density of 917 habitable rooms per hectare. This is within the typical range specified by London Plan Policy 3.4, and below the independent design review threshold within Policy D6 of the draft London Plan. Nevertheless, in the interests of promoting high quality design and Good Growth, the scheme has been subject to an independent design review by process by Design Council/CABE on two separate occasions. Recommendations from these design reviews have practically informed an iterative process of scheme evolution as part of various Southwark Council and GLA pre-application meetings. Accordingly, noting the positive evolution of the scheme in response to the above-mentioned design review process, and the strong support in planning policy terms for a sustainable intensification at Canada Water, the proposed density is supported.

### Detailed phase – Plots A1 and A2

63 The proposed building at plot A1 successfully accommodates a mix of high-rise residential (up to 33-storeys) and a base of commercial uses, at a key juncture between the masterplan and the historic Dock Office building (Grade II). The resulting scheme is a contextually-referenced contemporary building that is both functional and flexible at lower levels (to support retail and office functions), and, slender and elegant in mid to long-range views (supported by a composite approach to tall building mass, materials and articulation). Through the introduction of a high quality building with ground floor retail use the proposal would deliver a significant improvement to the existing setting to the Dock Office (where the

Listed Building is currently flanked by a surface car park and petrol filling station). Nevertheless, in the interests of maximising active frontage adjacent to the Listed Building, GLA officers are keen to explore whether it would be possible to more effectively wrap the loading bay and associated servicing that is currently located at the southwest corner of this plot.

64 In terms of residential quality, the plot A1 building typology would provide a high level of dual aspect units and well-optimised units to core ratios. The applicant should, nevertheless, demonstrate that appropriately sized balconies have been provided, or that equivalent amenity space has been internalised in order to provide larger dwellings. The Council is also encouraged to carefully examine the interface between office and residential uses at lower levels, to ensure that any potential issues of overlooking would be avoided.

65 With respect to Plot A2, GLA officers would welcome further discussion in relation to the approach to resolving the level difference between this plot and Hothfield Place. The existing ramp arrangement, whilst functional, has limitations in terms of its legibility, and officers are keen to explore whether an alternative solution could be found.

#### Detailed phase – Plot K

66 Plot K comprises a 6-storey affordable housing block. Finished in two tones of brick, the building draws from historic contextual references whilst providing a contemporary response through high quality detailing. The layout of the block provides deck access to dwellings, enabling 100% of the units to be dual aspect. However, as currently arranged, ground floor front doors would be provided on the internal courtyard elevation, rather than on the perimeter of the building. In the interests of promoting activity within in public realm, GLA officers seek further discussion on the rationale and approach to public/private space at this plot.

#### Architectural approach

67 The design guidelines and detail within the first phase propose a varied, yet simple and robust aesthetic - reflecting the dockland and industrial heritage of the area. The material palette is informed by various contextual references, and focuses on brick and metalwork as primary facing materials. The design guidelines would successfully inform a limited number of key character areas (including: town centre, central cluster and parkland neighbourhood) - ensuring both coherence as a neighbourhood, as well as a distinct sense of identity to individual buildings. This is strongly supported. Whilst the vast majority of the masterplan is in outline, as discussed above, the first phase (including one of the tallest buildings at the site at plot A1) has been submitted in detail. This approach is supported, and GLA officers are of the view that the architectural quality of the first phase would successfully establish a high quality benchmark for future phases to match or improve on, in conjunction with the associated design guidelines. The proposed architecture is therefore supported in line with London Plan Policy 7.6 and Policy D1 of the draft London Plan.

#### Fire safety

68 Policy D11 of the draft London Plan seeks to achieve the highest standards of fire safety, and aims to ensure that new development is designed to incorporate appropriate features to reduce risk. In response to part B of this emerging policy, the Council is strongly encouraged to secure a fire statement for the first detailed phase by way of planning condition. Fire safety statements for future phases of the masterplan should be submitted at reserved matters stage.

## Strategic views

69 As discussed in paragraph 10, a western portion of the site (at the Surrey Quays Shopping Centre) is over-sailed at 30 metres A.O.D. by strategic view 5A.2 from Greenwich Park to St. Paul's Cathedral (Grade I). The site is also on the far background alignment of strategic view 4A.1 from Primrose Hill to St. Paul's Cathedral, and the scheme would also be visible to a varying degree in a number of river prospects, including from Billingsgate and London Bridge.

70 The scale and massing of the masterplan has been arranged to ensure that it would not breach the landmark viewing corridor for strategic view 5A.2, and following extensive pre-application engagement on the matter, the applicant has provided verifiable views analysis of the proposed impact of the scheme across an agreed set of strategic, townscape and river views. Consideration of the proposed impact on strategic views is set out below.

### LVMF view 5A.2 from Greenwich Hill

71 In this view the proposal would result in a relatively prominent contribution to the skyline in telephoto views, albeit, the development would be seen to step down towards the strategic landmarks of St. Paul's Cathedral, Tower Bridge and The Monument (all Grade I Listed Buildings).

72 Whilst the proposal would result in an infilling of taller buildings either side of the above-mentioned collection of Listed Buildings, the principal effect of the scheme would be to frame the strategic landmarks in this view. GLA officers conclude that whilst the proposal would make a comparatively significant contribution to the telephoto view, it would preserve the viewer's ability to recognise and appreciate the strategic landmark and would not result in harm to the setting of the Grade I Listed Buildings themselves.

### River prospect view from Billingsgate

73 In this view the proposal would result in a degree of additional infilling to the predominantly clear sky backdrop within the frame of Tower Bridge. The proposal would leave a 'sky gap' between itself and the frame of Tower Bridge when seen from this position. This is supported, and helps to ensure that the proposal (in the background) would appear clearly subordinate to Grade I Listed Tower Bridge in the foreground.

74 Whilst the extent of infilling would result in a noticeable change in the background of this view, it is noted that a degree of infilling already exists (most notably with respect to Ontario Point, Regina Point and Columbia Point). Accordingly, the effect of the proposal in this case would be to form a more consolidated building cluster of varying datums, and to provide a more layered urban background setting to Tower Bridge. Whilst this would result in a change to the background setting of the Grade I Listed Building in this view, GLA officers are of the opinion that this would preserve the viewer's ability to recognise and appreciate Tower Bridge and would not result in harm to the setting of the Grade I Listed Building itself.

### LVMF river prospect views 11B.1 and 11B.2, and kinetic views from London Bridge

75 The proposal would not be visible in LVMF view 11B.2 but would feature in LVMF view 11B.1, to the right of Tower Bridge. The profile of the scheme on the horizon in this view would be seen to step down from the established riverside development in the middle-ground towards the strategic landmark. The proposal would reinforce the existing composition of the view, preserving the viewer's ability to recognise and appreciate Tower Bridge and would not result in harm to the setting of the Grade I Listed Building.

76 In response to pre-application advice the applicant has prepared a number of additional townscape visualisations of the proposal from London Bridge. These 'kinetic views' seek to illustrate how the view would change as an observer crosses the bridge. The visualisations demonstrate the following:

77 At the centre of London Bridge the majority of the tallest elements of the proposal would be visible as a consolidated cluster adjacent to the southern tower of Tower Bridge, with a number of lower-rise components visible within the frame of Tower Bridge. GLA officers note that there would be a 'sky gap' in-between the tallest elements of the proposal and the southern tower, and that the height of the proposal steps up away from the southern tower whilst remaining subordinate to it overall. GLA officers are of the view that the proposal would preserve the viewer's ability to recognise and appreciate Tower Bridge and would not result in harm to the setting of the Grade I Listed Building.

78 As the viewer moves northwards towards the City of London bank, the proposed cluster of tall buildings at Canada Water would be perceived as moving behind the right tower of Tower Bridge, and into the frame of Tower Bridge. From the northernmost viewing position the proposed tall building at plot D would be seen to rise above the top of the frame of the bridge (whilst remaining subordinate to the bridge towers themselves). Whilst it is noted that this viewpoint is not afforded specific protection by the LVMF, it is relevant when considering impact on the setting of Grade I Listed Tower Bridge itself. Having considered the impact, GLA officers conclude that it amounts to less than substantial harm to the significance of Tower Bridge (Grade I), and that this harm would be outweighed by the public benefits associated with the scheme (refer below).

#### Primrose Hill LVMF 4A.1

79 In this view the proposal would result in additional infilling of development to the left of the dome of St Paul's Cathedral (Grade I Listed). However, the proposal would feature some way in the background, and would appear subordinate to the Listed Building. GLA officers are of the view that the proposal would preserve the viewer's ability to recognise and appreciate St Paul's and would not result in harm to the setting of the Grade I Listed Building.

#### Strategic views – conclusion

80 Further to the consideration above, GLA officers are satisfied that the proposed masterplan would not result in harm to strategic views, and would preserve viewers' ability to recognise and appreciate London's key strategic landmarks. The application therefore accords with London Plan Policy 7.12 and Policy HC4 of the draft London Plan.

### **Historic environment**

81 The Planning (Listed Buildings and Conservation Areas) Act 1990 sets out statutory duties that apply when considering impact on heritage assets as part of planning decisions. In relation to listed buildings, Section 66 states that 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 conservation areas, Section 72 states that special attention must be paid to "*the desirability of preserving or enhancing the character or appearance of that area*". London Plan Policy 7.8 and Policy HC1 of the draft London Plan seek to ensure that development affecting heritage assets and their settings would conserve their significance, by being sympathetic to their form, scale, materials and architectural detail.

82 The applicant has submitted a townscape, visual and built heritage assessment which provides various visualisations of the proposal from key viewpoints, and considers the potential impact of the proposed development on heritage assets. In general, in instances where the proposal would be visible in the context of heritage assets across the wider area (refer to paragraph 10 above), it would be seen in the context of other established tall buildings, and would not cause harm to character or setting. In its most immediate context, it is also noted that the masterplan would significantly improve the setting of the adjacent Grade II Listed Dock Office - by providing an urban setting of high architectural quality; improved access; and, an integrated approach to public realm.

83 Having considered the information and visualisations provided, and further to the consideration of urban design, strategic views and heritage matters set out above, GLA officers conclude that, cumulatively, the proposal would result in some less than substantial harm to heritage significance. Notwithstanding this, officers are satisfied that this harm is outweighed by the public benefits of the scheme - most notably, the delivery of much needed new homes, jobs and social infrastructure as discussed in this report. The application therefore complies with London Plan Policy 7.8 and Policy HC1 of the draft London Plan.

## **Inclusive access**

84 It is evident that the masterplan and associated public realm strategy would deliver a significant enhancement to the quality, legibility and accessibility of Canada Water town centre. This is strongly supported in line with London Plan Policy 7.2 and Policy D3 of the draft London Plan. Plot A2 (within the first phase of the masterplan) includes the provision of a new community leisure centre. The detailed plans for this demonstrate that the facility has been inclusively designed and would meet the standards set out within the Sport England best practice Design Guidance Note for Accessible Sports Facilities. This is supported. More generally, the detailed plans for the first phase as a whole demonstrate that buildings have been designed to a high standard of accessibility, and that entrances and circulation routes would be suitably generous, clearly defined and legible.

85 In terms of the public realm, the applicant has carefully considered the approach to changing levels across the site, ensuring that these would be managed as comfortably as possible - with landscaping gradients that would not exceed 1:40, and ramps (where necessary) that would not exceed 1:20. Furthermore, in response to Policy S6 of the draft London Plan, the public realm strategy includes provision for publicly accessible WCs (a Changing Places facility will also be provided as part of the leisure centre in the first phase).

86 As discussed at pre-application stage, particular attention must be given to the detailed design of the various outline areas of shared surface/home zones. The specification (within the access strategy and design guidelines) that shared surface areas would be identifiable through the use of specifically identifiable materials (to include both tactile and visible delineation) is supported, and the associated details will be secured by the Council as appropriate at reserved matters stage.

## **Sustainable development**

### Energy strategy

87 In accordance with the principles of London Plan Policy 5.2 and Policy SI2 of the draft London Plan the applicant has submitted an energy statement, setting out how the development proposes to reduce carbon dioxide emissions. In summary the proposed strategy

comprises: energy efficiency measures (including a range of passive design features and demand reduction measures); an air source heat pump system (with water source heat pump top up); and, renewable technologies comprising photovoltaic panels and the previously mentioned heat pumps.

88 The applicant's proposed system would ensure that the first phase would meet the 35% target minimum reduction on carbon emissions within the London Plan and draft London Plan, however, it is not currently clear that this would be the case for the wider masterplan as a whole. Moreover, it is noted that the applicant proposes to discount connection to SELCHP for various reasons, including uncertainty of supply capacity and future carbon factors. Connection to the SELCHP district heating network should be prioritised in accordance with the London Plan and draft London Plan, and the applicant is required to provide evidence of proactive engagement with SELCHP with a view to resolving the identified connection/supply issues. This should include evidence that interim options to facilitate the heat network connection (including use of gas boilers on a temporary basis) have been investigated fully. The applicant must also ensure that the energy strategy would deliver a site-wide network which minimises the number of energy centres within the masterplan, and facilitates efficient future connection to a district energy network. GLA officers seek further discussion with the applicant and the Council on the detail of the energy strategy prior to the Mayor's decision making stage.

#### Climate change mitigation

89 The masterplan includes various areas of soft landscaping and planting as part of public realm proposals. This will support the provision of green infrastructure in and around the town centre, as well as enhancing the sustainable drainage characteristics of the area. Notwithstanding this, further discussion is sought on the detail of the flood risk assessment; surface water drainage strategy; and, minimising water consumption in line with London Plan policies 5.12, 5.13 and 5.15 and policies SI5, SI12 and SI13 of the draft London Plan. The Council should secure these climate change adaptation measures by way of planning condition.

### **Air quality and ambient noise**

90 London Plan Policy 7.14 and Policy SI1 in the draft London Plan seek to improve air quality in the capital and to incorporate design solutions to protect development in vulnerable locations. Moreover, these policies seek to ensure that new development is at least 'air quality neutral' in terms of its impact on the environment. London Plan Policy 7.15 and Policy D13 in the draft London Plan seek to improve the acoustic environment and avoid significant adverse noise impacts on health and quality of life. Further to this Policy D12 of the draft London Plan emphasises that the responsibility for mitigating impacts from existing noise-generating activities or uses rests with new noise-sensitive development.

91 The applicant has submitted an environmental statement which assesses the baseline conditions at the site with respect to air quality and ambient noise, and considers the effect of the proposed development (including construction works). The findings of the assessment demonstrate that the first phase of the masterplan would be air quality neutral. The future outline phases of the masterplan are targeting the same standard as a minimum, and will be assessed accordingly at the submission of each reserved matters application. Furthermore, based on the material presented, with the inclusion of proposed mitigation measures for both the construction and operational phases, the scheme would be capable of ensuring an acceptable environment with respect to issues of noise, vibration and air quality. The mitigation measures proposed for dwellings in sensitive parts of the site would include mechanical ventilation and suitable glazing specification. Southwark Council will ensure that the necessary mitigation (including the strategy to control potential noise, vibration and air quality impacts associated

with construction works) is appropriately secured by way of planning condition/planning obligation as appropriate.

## **Transport**

### Overarching comments for outline masterplan management

92 As discussed in paragraph 24, the masterplan has been designed to allow for a degree of flexibility with respect to the overall quantum and balance of uses. In effect, this could allow for either a residential-led, or, office-led development. As reserved matters applications come forward a reconciliation process will be required to monitor and manage the balance of uses at each masterplan plot, and to set that in the context of the overall masterplan. To ensure that the proposed mitigation measures are effective, it may also be necessary to apply controls to the upper quantum of floorspace under the different leading use scenarios. For example, under a maximum residential floorspace scenario it may be necessary to limit the amount of office floorspace that would also be delivered, and vice versa for a maximum office floorspace scenario.

93 Given the lengthy build out period for the masterplan, the necessary mitigation measures will need to be phased carefully. This phasing (such as appropriate trigger points for bus service contributions) will need to be addressed and secured through the Section 106 agreement. Given the scale of this scheme, and the need to ensure effective mitigation of impact on the strategic transport network, TfL expects to comment on the various reserved matter applications as and when they are submitted.

### Transport impact modelling

94 TfL has been working with the Council to undertake a strategic transport study (STS) for Canada Water in order to establish the transport mitigation necessary to support forecast growth within the Opportunity Area. Outputs from this study have been shared with the applicant, and the applicant has subsequently undertaken additional modelling (to augment the STS) which has been presented in support of the planning application. Work is currently underway to validate the additional modelling, and to this end a number of detailed comments and further information requests have been made by TfL.

### Impact on the public transport network

95 Notwithstanding the need to verify the findings of the applicant's additional modelling, the Transport Assessment (TA) highlights that there would, inevitably, be additional demand on the public transport network as a result of the proposed masterplan. Therefore, identifying an appropriate mitigation package is crucial.

96 Surrey Quays station shows a large increase in demand, particularly under the 'max office' modelling scenario. Given the existing capacity constraints at this station (which was not designed for high levels of demand), mitigation needs to focus on increasing intra-station capacity for both the morning and evening peaks, as well as addressing impacts associated with line capacity constraints. TfL is currently working with the Council and the applicant to identify a preferred option to deliver capacity improvements and, potentially, a development agreement will need to be drawn up in parallel with the Section 106 agreement to enable delivery.

97 The public transport line capacity assessment shows that there would, unsurprisingly, be a significant increase in morning peak demand on key links into Canada Water from Bermondsey on the Jubilee line eastbound, as well as from the south on London Overground northbound. A similar issue would arise in the evening peak on London Overground trains leaving Canada Water

and Surrey Quays (which can be at capacity towards Queens Road Peckham and New Cross Gate) and on Jubilee line services westbound towards Bermondsey. Notwithstanding this, there is generally spare capacity on services to/from New Cross. It is noted that TfL is bidding for GLA and Government funding to deliver frequency increases on London Overground services on the most crowded routes (to go from 16 to 20 trains per hour). This forms part of a package of measures identified in the STS that would mitigate growth in the wider Canada Water Opportunity Area, alongside Cycle Superhighway 4; the Elizabeth line; further Jubilee line frequency increases (to 34 trains per hour); DLR capacity enhancements; additional bus services; the Rotherhithe to Canary Wharf pedestrian and cycle bridge; and, Bakerloo line extension to Lewisham. The findings of the STS are intended to be published on Southwark Council's website in due course.

98 The proposal, particularly the 'max office' scenario, would also increase demand on local bus routes. These services are already busy during the morning and evening peaks as many people interchange at Canada Water station. The applicant's TA identifies two services to form the basis of an enhanced 'bus strategy', to be funded via the Section 106 agreement. This is supported in principle, and TfL seeks further discussion with the applicant and Council with respect to the detail of this mitigation.

99 In order to support the bus strategy the existing bus interchange on Deal Porters Way (outside the existing Tesco store) will need to be retained or re-provided, and improvements may also be required to Canada Water bus station (along with new stops and other bus infrastructure/servicing within the masterplan site).

#### Impact on the road network

100 Further information on local highway modelling has been provided and TfL is in the process of verifying this. The summary of findings for this modelling nevertheless shows that the tested junctions would continue to operate within capacity. However, as observation data within the applicant's TA acknowledges, these junctions can still experience issues with journey time reliability. Further to this, it is noted that Cycle Superhighway 4 (CS4) and Lower Road gyratory removal represent new variables that did not form part of the modelling. Albeit, it is acknowledged that the designs for these projects is not yet finalised. Under the circumstances VISSIM modelling may help in capturing these potential network effects, and would also allow for an assessment of bus journey time impacts. TfL is seeking to take this forward with the Council and the applicant, particularly with respect to mitigation scoping.

101 The applicant and Council should also note that the new signalised junctions proposed on Redriff Road will need to take into account the Rotherhithe to Peckham cycle route, which in turn provides key access towards the proposed Rotherhithe to Canary Wharf route (R2CW).

#### Cycle parking

102 Given the time horizon for building out the outline phases of the masterplan, and the desire to promote and integrate cycling as a fundamental part of this new neighbourhood and town centre, TfL expects outline masterplan plots to be subject to draft London Plan cycle standards (or any such higher standards as may be adopted by reserved matters stage within a successor London Plan document or Southwark Local Plan). The design of cycle parking provision needs to accord with London Cycle Design Guidance, or any successor document. These requirements should be appropriately secured as part of any planning permission for the masterplan application.

## Car parking

103 Noting the inner London town centre location, and the high PTAL, the draft London Plan strongly advocates a 'car free' approach for the masterplan (with the exception of Blue Badge parking for disabled people). However, noting the importance of the Tesco store relocation in unlocking much of the wider site, and mindful of the complexities of lease requirements and commercial negotiations in this instance, it is acknowledged that there is a case for some retail parking to be retained. Notwithstanding this, the overall quantum of car parking provided at the outset, and how this is to be managed over time, will need to be discussed further with the Council and GLA. In accordance with the draft London Plan, the applicant and the Council are strongly encouraged to ensure that the other elements of the masterplan are car free from the outset, save for disabled provision.

104 In this case car free development should be supplemented by on-site car club provision and a permit free agreement (including local controlled parking zone expansion, where necessary).

105 In terms of electric vehicle charging point provision and Blue Badge parking, it is expected that future outline phases meet draft London Plan standards, or any such future standards as may be adopted by time of the relevant reserved matters submission.

## Pedestrian and cycle routes

106 Necessary pedestrian improvements in the area will need to be delivered be 'in kind' as part of the masterplan, or through the Section 278 works schedule to be secured via the Section 106 agreement. The design of such improvements will need to be informed by the current study of options for improving Surrey Quays station (which include consideration of an additional northern ticket hall within or adjacent to the masterplan site, as well as the latest design work on CS4 and Lower Road gyratory removal). A local wayfinding strategy, for example using 'Legible London' signs, should be secured (with funding) via the Section 106 agreement.

107 Cycle routes across the masterplan site must be designed to connect with those existing or emerging in the wider area. Such routes should be secured 'in principle' within the Section 106 agreement for the outline masterplan application, with the reserved matters applications adhering to these established principles unless otherwise agreed by the Council (in consultation with TfL). Further to this, a general presumption of allowing cycling on all links should be applied. In areas where cycling may be proposed to be prohibited, attractive alternative routes should be available (along with robust justification).

108 Given the benefits of the Rotherhithe to Canary Wharf (R2CW) crossing project to the area in terms of supporting mode shift to walking and cycling, it is expected that local CIL receipts would provide a significant contribution to the crossing, as well as potentially also supporting the delivery of cycle links to/from the crossing on the Rotherhithe side.

## Healthy streets

109 The design coding and reserved matters detailing of the places and spaces within the masterplan area should take account of the Mayor's Healthy Streets Approach and TfL's Streets Toolkit (including the London Cycle Design Standards). The masterplan represents an opportunity to deliver a step change in street environment for Canada Water town centre - for example, by minimising or eliminating through-traffic (using filtered permeability) and designing in 'home zones' from the outset. The majority of masterplan routes should be for people rather

than motor vehicles, thereby promoting active travel and ease of movement for pedestrians and cyclists.

### Cycle Hire

110 TfL strongly supports the provision of Cycle Hire docking stations in the masterplan area, as well as off-site, to help 'link' the network to the current central London Cycle Hire zone at London Bridge. Further to this, with the arrival of the R2CW crossing, there would also be an important opportunity to link Canada Water with the existing Cycle Hire zone at Canary Wharf. In terms of delivery it is acknowledged that contributions from a range of developments in Canada Water and Bermondsey will be required to do support this.

111 As far as this masterplan application is concerned, six broad locations for Cycle Hire docking stations have been identified. These locations need to be safeguarded where they are within the masterplan application area, along with funding for delivery, to be secured via the Section 106 agreement. The applicant should also commit to providing all households with a Cycle Hire membership fob, for three years, following arrival of the Cycle Hire scheme to the area. TfL is of the view that private 'dockless' cycle hire schemes do not represent an alternative means of mitigation.

### Travel plan

112 The travel plan for the masterplan should cover all the land uses, and should accord with the latest TfL guidance, focusing on encouraging cycling, walking and bus use, and generally reducing the need to travel during peak times. Given the planned wider enhancements to the local cycle network (including CS4 and the R2CW crossing), and the physical characteristics of the wider area more generally, the potential for cycling uptake is very high. Therefore, TfL expects mode share targets for cycling, in particular, to be as ambitious as possible.

113 The travel plan should also be supported by a financial bond (to be secured via Section 106 agreement) for monitoring performance against agreed targets. TfL advises that any surveys for monitoring purposes should be suitable for inclusion in the TRICS database.

### Deliveries and servicing

114 The scale and mixed-use nature of the proposal means that servicing requirements will be relatively demanding. However, the masterplanning approach provides an important opportunity for consolidation, as well as control of the type, number and timing of servicing trips - for example through edge-of-site consolidation and 'last mile' delivery by bike.

115 A site-wide delivery and servicing plan, to which all masterplan plots should adhere, should be prepared in accordance with the latest TfL guidance, and should be secured by planning condition/obligation, for approval by the Council in consultation with TfL.

### Construction

116 A construction logistics plan (prepared in accordance with the latest TfL guidance) should minimise the number of construction vehicle movements, particularly during peak times. Maintaining public transport passenger, pedestrian and cycle movement and safety during construction will be paramount. Accordingly FORS (or equivalent registered haulage contractors) and the highest lorry safety standards (e.g. DVS – Direct Vision Standard) should be used. Any additional public transport operating costs to be incurred as a result of construction logistics (e.g. due to any temporary changes to bus routes) will need to be funded by the applicant.

117 The site-wide construction logistics plan, to which all masterplan plots should adhere, should be secured by condition/obligation, for approval by the Council in consultation with TfL. A construction management plan will also be required to mitigate other impacts of site clearance and construction works on pedestrians, cyclists, buses and general traffic.

#### TfL infrastructure protection

118 London Underground tunnels and a London Overground in-cutting run under and adjacent to the site respectively. Where masterplan plots lie over/adjacent to this infrastructure the applicant must consult directly with the London Underground Infrastructure Protection team (LUIP) or London Overground Infrastructure Protection team (LOIP) as appropriate. TfL advises that LUIP/LOIP must have a right of approval of the foundation design/load bearing/construction methodology to ensure that integrity of the tunnels/cuttings is maintained. This should be secured accordingly as part of any planning permission.

#### Detailed phase – Plots A1 and A2

119 The 'car free' status of proposals for these plots is supported in principle, however, it is noted that no on-site disabled car parking would be provided at Plot A1. This is contrary to Policy 6.13 of the London Plan and draft London Plan Policy T6. The applicant has, nevertheless, sought to justify the absence of Blue Badge parking in this case given the presence of London Overground infrastructure (a shallow tunnel) which constrains the provision of basement space. Noting also the proximity of this plot to Canada Water station (a wheelchair accessible station for both London Underground and London Overground services, and an interchange for accessible bus services), the absence of disabled car parking at this plot is accepted. The applicant should, nevertheless, set out suitable proposals for pick up and drop off of disabled people, and others with mobility issues.

120 The proposed cycle parking provision meets current London Plan standards but falls short against those within the draft London Plan. Whilst it is acknowledged that basement space is constrained at these plots, the applicant is strongly encouraged to explore how provision might be increased in response to the emerging standards - for example, by introducing a mezzanine floor. Access to cycle parking should be designed to accord with the London Cycle Design Standards - which includes lift size specification and provision of power assisted doors and cycle stackers.

121 Given that these plots lie directly over a shallow London Overground tunnel, approval of construction methodology/foundations/loading protection measures must be subject to LOIP advice. This should be secured by way of planning condition.

#### Detailed phase - Plot K

122 The 'car free' status of the proposal for this plot (in conjunction with appropriate Blue Badge parking provision), is supported in line with Policy 6.13 of the London Plan and draft London Plan Policy T6.

123 The proposed cycle parking provision meets current London Plan standards but falls short against those within the draft London Plan. The applicant is strongly encouraged to explore how provision might be increased in response to the emerging standards. Access to cycle parking should be designed to accord with the London Cycle Design Standards - which includes lift size specification and provision of power assisted doors and cycle stackers.

124 This plot lies directly over a London Underground Jubilee line tunnels. Therefore, approval of construction methodology/foundations/loading protection measures must be subject to LUIP advice. This should be secured by way of planning condition.

### **Local planning authority's position**

125 Southwark Council is expected to formally consider the application at a planning committee meeting in November/December 2018.

### **Legal considerations**

126 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**

127 There are no financial considerations at this stage.

### **Conclusion**

128 London Plan and draft London Plan policies on: Opportunity Areas; employment; retail; culture; social infrastructure; housing; urban design; strategic views; historic environment; inclusive access; sustainable development; air quality and noise; and, transport are relevant to this application. Whilst the scheme is broadly supported in strategic planning terms, the application does not yet fully comply with the London Plan and draft London Plan, as set out below:

- **Principle of development:** The proposed mixed use redevelopment and intensification of this area to provide much needed new homes, jobs and social infrastructure, as part of a well-designed high quality masterplan for comprehensive town centre renewal is strongly supported in accordance with London Plan policies 2.9, 2.13, 2.15, 3.3 and 4.1 and draft London Plan policies SD1, SD6, SD8, H1 and GG5.
- **Employment:** The masterplan offers flexibility to provide a variety of workspaces for small, medium and large enterprises and could provide for up to 30,000 jobs on-site across a range of different sectors, skills and qualification levels. This is strongly supported in line with London Plan policies 2.9, 2.13 and 4.1 and policies SD1, E1 and E2 of the draft London Plan. GLA officers would welcome further discussion with the applicant and the Council regarding a small business support strategy for the masterplan.
- **Retail and town centre uses:** The proposed uplift in retail and other town centre uses, would be transformational in terms of town centre regeneration, and would support Canada Water's transition to a Major town centre in accordance with London Plan policies 2.15 and 4.7 and policies SD8 and E9 of the draft London Plan.

- **Culture:** The masterplan has significant potential to accommodate culture/creative uses on both a meanwhile and permanent basis. A robust cultural strategy should be secured as part of any planning permission in line with London Plan policies 4.6 and 7.1, Policy HC5 of the draft London Plan and the Culture and Night Time Economy SPG.
- **Social infrastructure:** The masterplan has been designed to include up to 45,650 sq.m. of community floorspace, including a new community leisure centre as well as healthcare and educational provision. Appropriate planning obligations and community infrastructure levy contributions will also be secured as required in line with London Plan policies 3.7 and 8.2, and policies GG1 and DF1 of the draft London Plan.
- **Housing:** The proposed contribution to increased housing supply is strongly supported in line with London Plan Policy 3.3 and Policy H1 of the draft London Plan. The (with grant) offer of 39% affordable housing within the first phase is supported in principle, subject to the independent findings of the viability review for the wider masterplan as a whole. Early, mid-term and late stage viability reviews must be secured in line with London Plan Policy 3.12, Policy H6 of the draft London Plan and the Mayor's Affordable Housing and Viability SPG.
- **Urban design:** The proposed masterplan is strongly supported in design terms and would enable the delivery of a high quality, permeable, mixed use town centre and neighbourhood extension in line with London Plan Policy 7.1 and Policy D1 of the draft London Plan. Further discussion is nevertheless required on detailed plots A1, A2 and K with respect to active frontage, levels and public/private space respectively.
- **Strategic views:** The proposed development would not cause harm to strategic views, and the application complies with London Plan Policy 7.12, Policy HC4 of the draft London Plan and the London View Management SPG.
- **Historic environment:** The proposed development would result in some less than substantial harm to heritage significance, however, this is outweighed by the wider public benefits of the scheme. The application complies with London Plan Policy 7.8 and Policy HC1 of the draft London Plan.
- **Inclusive access:** The masterplan and associated public realm strategy would deliver a significant enhancement to the quality, legibility and accessibility of Canada Water town centre, and the approach to access and inclusion is supported in line with London Plan Policy 7.2 and Policy D3 of the draft London Plan.
- **Sustainable development:** Following clarifications on matters associated with the energy strategy, flood risk assessment; surface water drainage strategy; and, minimising water consumption the Council must secure the energy and climate change adaptation measures by way of planning condition/obligation in accordance with London Plan policies 5.2, 5.10, 5.12, 5.13 and 5.15 and policies SI5, SI12 and SI13 of the draft London Plan.
- **Air quality and ambient noise:** The Council must secure suitable mitigation to address localised air quality and noise issues by way of planning condition/obligation in accordance with London Plan policies 7.14 and 7.15, and policies SI1, D12 and D13 of the draft London Plan.
- **Transport:** The applicant must address outstanding matters with respect to: transport impact modelling; impact on public transport network; impact on road network; cycle parking; car parking; pedestrian and cycle routes; healthy streets; Cycle Hire; travel plan; deliveries and servicing; construction; and, TfL infrastructure protection in line with London Plan policies 6.3, 6.7, 6.9, 6.10, 6.11, 6.13 and 6.14 and policies T2, T3, T4, T5, T6 and T7 of the draft London Plan.

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