

Cabinet Decision 3 December 2014	 TOWER HAMLETS
Report of: Aman Dalvi, Corporate Director Development & Renewal	Classification: Unrestricted
South Quay Masterplan Supplementary Planning Document – draft for formal public consultation	

Lead Member	Councillor Rabina Khan
Originating Officer(s)	Marissa Ryan-Hernandez
Wards affected	Canary Wharf, Blackwall & Cubitt Town
Community Plan Theme	A Great Place to Live
Key Decision?	No

Executive Summary

The South Quay Masterplan will be a Supplementary Planning Document (SPD) providing guidance for development in the South Quay area which provides greater detail to the Local Plan. The Masterplan is being developed to manage levels of proposed housing growth that exceed the Council's projections in the Core Strategy, ensure the appropriate infrastructure is in place and that community benefits are secured for the whole borough.

The Masterplan will set a vision for South Quay that builds on principles set out in the Core Strategy (2010), Managing Development Document (2013) and will contribute to the delivery of the Mayoral Pledges specifically with regard to housing delivery. In accordance with the Local Planning Regulations (2012) the draft masterplan is required to be subject to a 6-week formal public consultation prior to approval for use as an SPD.

Recommendations:

The Mayor in Cabinet is recommended to:

1. Approve the draft South Quay Masterplan SPD (contained in Appendix 1) for statutory public consultation.
2. Authorise the Corporate Director of Development and Renewal, after consultation with the Lead Member for Housing, Development and Renewal, to make any necessary and appropriate minor amendments to the draft South Quay Masterplan SPD, prior to the statutory public consultation.

1. REASONS FOR THE DECISIONS

- 1.1 Within the South Quay area, the amount, scale, height and densities of residential development currently being proposed by developers is greater than envisaged in the Council's Local Plan and Millennium Quarter Masterplan. This provides an excellent opportunity to deliver housing (including affordable housing) to meet local need and secure community benefits for the whole borough.
- 1.2 There are twenty-eight potential development sites within the South Quay area, each in different ownership which presents challenges and opportunities for coordinating development proposals and managing their impacts.
- 1.3 Given the levels of proposed growth and complex land ownership, the approval for the draft South Quay Masterplan SPD for statutory public consultation will enable the Council to begin to use the draft SPD guidance following the close of consultation prior to formal approval as an SPD. This will enable the Council to supplement the Local Plan to manage the levels of housing growth proposed by developers and ensure development:
 - a) secures benefits for the wider community;
 - b) optimises housing delivery (including affordable housing);
 - c) guides the form and scale of development;
 - d) plans for and delivers infrastructure to support existing and future residents; and
 - e) creates a liveable and vibrant place.

2. ALTERNATIVE OPTIONS

- 2.1 The Council's Local Plan, comprising the Core Strategy (2010) and Managing Development Document (2013), provides a vision and strategic objectives for the borough and individual places including those found in South Quay (Millwall & Cubitt Town). The Local Plan, with the London Plan, could be used to guide and support development in the South Quay area.
- 2.2 Relying on the Local Plan, and London Plan, is not considered to be sufficient as:
 - a) the levels of proposed housing growth exceed those identified in the Local Plan and in the Council's infrastructure planning;
 - b) the Council would be less likely to secure community benefits to mitigate the cumulative impact of development across South Quay; and
 - c) uncoordinated development would likely result in a disjointed poorly used public realm interspersed between isolated tall buildings.

3. DETAILS OF REPORT

Planning policy context

- 3.1 The Masterplan will be a Supplementary Planning Document. SPDs are used as a material consideration in determining planning applications; however they are not part of the Local Plan. The National Planning Policy Framework requires SPDs to only provide further detail to Local Plan policies to help applicants make successful applications or aid infrastructure delivery. The guidance provided in the Masterplan accords with this guidance.
- 3.2 The Local Plan is comprised of the Core Strategy (2010) and the Management Development Document (2013). These documents seek the South Quay area to be developed as a residential-led mixed-use high-density area.
- 3.3 The Greater London Authority's London Plan (2011) and emerging Further Alterations (2014) identify the Isle of Dogs as an Opportunity Area which seeks to deliver new homes by converting surplus business capacity south of Canary Wharf to housing and to support a wider mix of services. The Council and the Greater London Authority will be working in partnership to develop an Opportunity Area Planning Framework for the wider area.
- 3.4 The Masterplan will replace the existing Millennium Quarter Masterplan (2000).

Reason for a masterplan

- 3.5 A masterplan is needed for South Quay to help the Council to manage the high levels of housing growth proposed by housing developers and to secure the maximum benefits for the wider community.
- 3.6 The Greater London Authority's London Plan is currently being updated to reflect the need to deliver more housing across the capital. The London Plan sets the Council's housing target and is looking to raise the target from 2,885 to 3,930 new homes a year for the next ten years. This requires the Council to deliver a minimum of 39,300 new market and affordable homes across the borough by 2025. The need to deliver more housing is resulting in higher densities being proposed by housing developers in greater numbers across the borough. This is requiring the Council to update its population and infrastructure modelling to ensure existing and future residents and businesses are supported by services and a high quality built environment.
- 3.7 In light of the need for new affordable and market housing within the borough, the Council considers the potential to optimise the delivery of housing to be a unique opportunity to secure housing for those in need and to help to ensure existing and future residents and businesses are supported by services and a high-quality, coherent but varied built environment.
- 3.8 Within the South Quay area, the amount, scale and densities of residential development being proposed by developers is greater than envisaged in the Council's Local Plan and Millennium Quarter Masterplan. There are currently

twenty-eight potential development sites within the South Quay area, each in different ownership which presents challenges and opportunities for coordinating development proposals and managing their impacts.

- 3.9 Without a masterplan, development would be delivered in an uncoordinated manner that would likely result in a disjointed poorly used public realm interspersed between isolated tall buildings. Critically, the Council would be less likely to secure community benefits to mitigate the cumulative impact of development across South Quay.
- 3.10 As such, further planning guidance is required to manage this growth to ensure affordable housing and infrastructure is planned for and delivered to support existing and future residents while creating a liveable and vibrant place. The masterplan seeks to adopt a proactive approach by acknowledging the existing policy position of density set out in the London Plan and recognising that sites may come forward above the London Plan densities. It seeks to address the demands such a place would need to provide for in terms of social and physical infrastructure in addition to the requirements set out in the Greater London Authority's Housing Supplementary Planning Guidance.

Role of the Masterplan

- 3.11 The role of the masterplan is to maximise the delivery of new housing and secure community benefits for the borough by:
- coordinating and managing the delivery of 28 individually owned development sites;
 - guiding the form and scale of high-density development;
 - identifying, planning and delivering social and physical infrastructure (including public transport, schools and open space); and
 - coordinating planning contributions.

Producing the masterplan

- 3.12 The Masterplan is being developed by Plan Making officers with support from the following specialist consultants:
- Maccreanor Lavington (design)
 - Deloitte (viability)
 - Land Use Consultants (Strategic Environmental Assessment)
- 3.13 Officers are working directly with the Greater London Authority, Transport for London, Environment Agency, English Heritage, Canal & River Trust and the Maritime Greenwich World Heritage Site.
- 3.14 The Strategic Environmental Assessment has informed the development of the masterplan in relation to environmental issues (attached in appendix 2). This was informed by the Local Plan Sustainability Assessment.
- 3.15 An Equalities Analysis has also been undertaken to inform the development of the masterplan and ensure that the impacts on the equalities groups are

understood and, if required, are addressed (attached in appendix 3). This has been informed by the Local Plan Equalities Impact Assessment.

Consultation to date

3.16 Informal consultation has been undertaken with:

- the local community (drop-in sessions) on 28 August and 3 September 2014; and
- landowners (surgeries) on 10 April and a number of pre-application discussions.

3.17 A formal consultation on the Strategic Environmental Assessment Scoping Report was carried out between 15 September and 20 October 2014. This consultation sought views on the process to be used for the Strategic Environmental Assessment.

Content of the masterplan

3.18 The content of the masterplan has been developed to supplement the Local Plan. It provides clear and concise guidance to aid the delivery of new development and capture community benefits. It consists of the following guidance sections:

Vision

3.19 *“A thriving dockside urban neighbourhood of varied densities integrated within the wider area and home to a diverse community.”*

Development management

3.20 Emphasises specific elements of the development management process that are relevant to South Quay. This includes the pre-application service and measurement of densities.

Density

3.21 Provides guidance to manage the successful delivery of housing developments if they seek to exceed London Plan housing densities guidance to optimise housing delivery and capture community benefits.

Connections & Public Spaces

3.22 Provides guidance to deliver new and improved connections, public realm and new public open spaces. This seeks to create a new defined urban block pattern that guides walking and cycling routes to the wider borough. Six new ‘principal’ public open spaces are identified with spaces beneath the DLR to be transformed into active and inviting public areas.

Massing & Urban Blocks

3.23 Provides guidance to deliver a ‘podium, plinth & tower’ typology and identifies the appropriate location of non-residential land uses to activate Marsh Wall and docksides and locations for family housing, amenity spaces, play space, car parking and community infrastructure within the urban blocks.

The Skyline

- 3.24 Provides guidance to ensure development carefully considers the Maritime Greenwich World Heritage Site Grand Axis, delivers an aesthetically balanced skyline and defines views to be provided from the World Heritage Site.

Infrastructure

- 3.25 Identifies a range of infrastructure requirements. This includes foot bridges, health facilities, waste management, primary schools, open spaces and Idea Stores.

Delivery

- 3.26 Identifies how the masterplan will be delivered including a range of potential projects and management mechanisms.

Proposed consultation

- 3.27 The statutory public consultation will be undertaken in accordance with the Council's Statement of Community Involvement (2012) and the Local Planning Regulations (2012).

Contributing to delivering Mayoral Pledges

- 3.28 The Masterplan will contribute to the delivery of the following Mayoral Pledges:

Pledge theme	Contribution
Housing	Providing guidance to maximise the delivery of new affordable homes and potential payments in-lieu to contribute to the funding of the construction of new affordable homes.
Healthy High Streets Policy	Creation of a new high street along a portion of Marsh Wall.
Cost of living	Contribution to the delivery of new residential car parking spaces.
Young people	Plan for and help to secure new primary schools.
Environment	Plan for and help to deliver new public open spaces and street greening.

4. COMMENTS OF THE CHIEF FINANCE OFFICER

- 4.1 This report asks the Mayor in Cabinet to approve the draft South Quay Masterplan Supplementary Planning Document (SPD) for statutory public consultation, and to authorise the Corporate Director of Development and Renewal, after consultation with the Lead Member for Housing, Development and Renewal, to make any necessary and appropriate minor amendments to the draft document, prior to the statutory public consultation.
- 4.2 The draft Masterplan provides a framework to guide development and a programme for infrastructure delivery within the Masterplan area (provided in Appendix 1). The Masterplan will provide evidence to inform and assist future decisions on resource allocation in this part of the Borough, and will assist the

Authority in determining and prioritising contributions due from developers as part of the current Planning Obligations or the future Community Infrastructure Levy systems.

- 4.3 The Masterplan area includes Jack Dash House which the Council currently holds on a long lease with a term of approximately 100 years remaining. The possible future use of this site will be incorporated into the public consultation documentation. The Council is currently reviewing its future needs for service delivery from Jack Dash House with any proposals for the site having significant financial implications for the Council. Although not required at this Masterplanning stage, any decisions in respect of the site will ultimately be subject to separate Member consideration.
- 4.4 The cost of preparation of the Masterplan, including the consultation process, is estimated at approximately £130,000. These costs are being met from revenue resources set aside for this purpose within existing budgets. There is a possibility that a longer term project team may be required to continue the Masterplanning process. If so, the Council will investigate the possibility of funding this from appropriate Section 106 resources to avoid further budgetary commitment from the General Fund.

5. LEGAL COMMENTS

- 5.1 This report requests the Mayor in Cabinet approve the draft SPG for public consultation and authority for minor amendments to be made prior to this consultation taking place (subject to consultation with the Lead Member). Supplementary Planning Documents (SPDs) provide detail to support policy in the Local Plan. They undergo a simpler preparation process than Development Plan Documents and in particular they are not subject to independent scrutiny by a planning inspector. As a result they are not normally given the same weight in planning decisions. However, once adopted an SPD will be a material consideration which must be taken into account by officers and members when taking decisions on planning applications.
- 5.2 SPDs are subject to statutory preparation procedures under Regulations 11 to 14 of the Town and Country Planning (Local Development) (England) Regulations 2012, and in accordance with regulation 12 a process of public consultation and engagement with relevant parties and stakeholders must be carried out. The consultation must also be carried out in accordance with the Council's Statement of Community Involvement (July 2012) which sets out the ways in which local people and organisations can get involved in planning decisions that will affect their area.
- 5.3 Before adoption, the Council must publish a consultation statement (Regulation 12) setting out the persons consulted, a summary of the main issues raised and a statement as to how those issues have been addressed in the SPD. By virtue of the default provisions in section 13(2) of the Local Government Act 2000 the SPD is required to be approved by Cabinet before

adoption. An SPD does not form part of the Policy Framework it is therefore an Executive matter.

- 5.4 In taking any decisions in respect of the SPD, the Council must have due regard to the need to eliminate unlawful conduct under the Equality Act 2010, the need to advance equality of opportunity and the need to foster good relations between persons who share a protected characteristic and those who don't. To inform the decision making an Equalities Analysis has been carried out and a copy of this is attached to this report.

6. ONE TOWER HAMLETS CONSIDERATIONS

An Equality Analysis (EqA) has been undertaken in support of the SPD. The analysis reviews and assesses any impacts of the SPD relating to the diversity of the borough including, race, gender, disability, age, sexual orientation, faith and deprivation. The Equality Analysis Scoping Report is attached as Appendix 3 to this paper. It identifies a general positive impact, with no negative impacts from an equality perspective.

It should also be noted that the SPD is consistent with the Council's Local Plan which was itself subject to a full Equality Impact Assessment (EqIA).

7. SUSTAINABLE ACTION FOR A GREENER ENVIRONMENT

- 7.1 The South Quay Masterplan SPD is subject to regulation 9(1) of the Environmental Assessment of Plans and Programmes Regulations 2004 ("the 'Regulations'"), which requires the responsible authority to determine whether a Strategic Environmental Assessment (SEA) is necessary.
- 7.2 As the responsible authority, the Council is of the view that an SEA was required following a Strategic Environmental Assessment (SEA) Screening. As such a Strategic Environmental Assessment was carried out which assessed and informed the development of the Masterplan in relation to environmental aspects.
- 7.3 The SPD will help ensure a greener environment in a number of ways, including: delivering new public open space and amenity spaces; delivering new and improved sustainable transport options; and ensuring development explores the use of innovative waste management technologies.

8. RISK MANAGEMENT IMPLICATIONS

- 8.1 The South Quay Masterplan SPD is being reported through a number of internal groups that consider risk management issues and mitigation. These include:
- Asset Management and Strategic Capital Board
 - Development & Renewal Directorate Management Team
 - Corporate Management Team
 - Planning and Building Control Major Projects Advisory Group

9. CRIME AND DISORDER REDUCTION IMPLICATIONS

- 9.1 The South Quay Masterplan SPD provides guidance for building typologies and public spaces that seek to deliver clear, legible and active open spaces and movement routes to create safe environments.
- 9.2 New developments will also have to satisfy the relevant polices in the Council's Local Plan relating to 'Secured by Design' principles. Development will be required to ensure crime prevention measures are considered to assist with reducing the opportunity for crime and the fear of crime, by creating a safer and more secure environment.

10. EFFICIENCY STATEMENT

- 10.1 The South Quay Masterplan SPD will enable the Council to ensure that housing delivery is optimised and that securing the benefits for the wider community is maximised. The development of South Quay will release further S106 and CIL contributions from forthcoming development sites, which in turn will deliver new affordable housing, local enterprise and employment opportunities, public realm enhancements, and community infrastructure.
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Linked Reports, Appendices and Background Documents

Linked Report

- NONE

Appendices

1. South Quay Masterplan Supplementary Planning Document (consultation version)
2. Strategic Environmental Assessment Report
3. Equalities Analysis Report

Background Documents – Local Authorities (Executive Arrangements)(Access to Information)(England) Regulations 2012

- NONE

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