

<p>Cabinet</p> <p>6th October 2015</p>	 <p>TOWER HAMLETS</p>
<p>Report of: Aman Dalvi, Corporate Director Development & Renewal</p>	<p>Classification: Unrestricted</p>
<p>South Quay Masterplan Supplementary Planning Document (SPD) – draft for adoption</p>	

Lead Member	Councillor Rachel Blake, Cabinet Member for Strategic Development
Originating Officer(s)	Thomas Clarke, Planning Officer
Wards affected	Canary Wharf, Blackwall & Cubitt Town
Key Decision?	No
Community Plan Theme	A Great Place to Live

Executive Summary

The South Quay Masterplan will be a Supplementary Planning Document (SPD), providing design guidance for development and a vision for the South Quay area. It supplements policies in the Local Plan including the Core Strategy (2010), Managing Development Document (2013) and Site Allocations. It will supersede the Millennium Quarter Masterplan SPD which will be revoked; however, the Millennium Quarter Public Realm Guidance Manual will continue to be used to inform development. Since the draft version of the South Quay Masterplan SPD was approved for public consultation in December 2014, it has been a material consideration in helping to determine decisions on planning applications within the Masterplan boundary. Once adopted, it will gain further weight. The content of the Masterplan will complement and inform the development of the Isle of Dogs and South Poplar Opportunity Area Planning Framework (OAPF).

Recommendations:

The Mayor in Cabinet is recommended to:

1. Adopt the South Quay Masterplan SPD (contained in Appendix 1) and approve its supporting documents (contained in Appendices 2-7).
2. Agree that upon adoption of the South Quay Masterplan SPD, the Millennium Quarter Masterplan SPD (2000) will be revoked.

1. REASONS FOR THE DECISIONS

- 1.1 The Council identified a need for further guidance in addition to existing planning policies to help steer future development within the South Quay area.
- 1.2 It will better allow the existing and future community to benefit from development, delivering the Local Plan vision which is to create “a well-designed, vibrant and above all, a great place to live” in South Quay and the Masterplan vision to create “A thriving dockside urban neighbourhood of varied densities integrated with the wider area and home to a diverse community.”
- 1.3 There are around thirty potential development sites within the South Quay area, each in different ownership. This presents challenges and opportunities for coordinating development proposals and managing their impacts. The SPD is considered necessary to ensure that development coming forward does so in a co-ordinated and planned way.
- 1.4 The Council recognises that together these sites bring collective opportunities to create a high-quality, coherent but varied built environment.

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). This, along with the London Plan, are used to guide and support development in the South Quay area. However, without the specific design guidance illustrated in the Masterplan, development could be disjointed resulting in a poorly used public realm interspersed between isolated tall buildings.
- 2.2 The Masterplan has also provided guidance on the additional social infrastructure needed to support both the existing and future communities in South Quay.

3. DETAILS OF REPORT

Planning policy context

- 3.1 The Masterplan will be a Supplementary Planning Document (SPD). 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 (NPPF) 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). The latter outlines the

borough's Site Allocations, two of which cover areas within the Masterplan boundary (Millennium Quarter and Marsh Wall East). The brief for Marsh Wall East describes it as being a "comprehensive high-density mixed-use development opportunity", while Millennium Quarter recognised the built form as "evolving into high-density tall building residential developments".

- 3.3 The SPD will supersede the existing Millennium Quarter Masterplan (2000) once adopted. The Millennium Quarter Public Realm Guidance manual (2008) will continue to be used to inform development across the whole of the South Quay area.
- 3.4 The Greater London Authority's London Plan (2011) and Further Alterations (2015) identify the Isle of Dogs as an "Opportunity Area" in which new housing, a wider mix of services and appropriate infrastructure can be delivered. It seeks to "focus on realising local benefits arising from improvements in public transport across London; a reappraisal of the balance between housing and employment in light of changing commercial occupier requirements; the scope to extend the area covered by the framework further north to open up employment and housing opportunities, for example towards Poplar; the potential for greater synergies with other development partners; more effective coordination of social infrastructure, especially schools to support growing local needs; and exploring ways in which the town centre offer of Canary Wharf can be broadened as well as extended to reflect aspirations for it to develop into a Metropolitan centre."
- 3.5 The Council and the Greater London Authority are working in partnership to develop an Opportunity Area Planning Framework (OAPF) for the wider area (Isle of Dogs and South Poplar). The Mayor of Tower Hamlets is on the OAPF Strategic Board as vice-chair to influence decisions on work produced in relation to this area.

Reason for a Masterplan

- 3.6 A Masterplan is needed for South Quay to help the Council to:
- To provide further design guidance to help steer the future development in South Quay in a coordinated and planned way.
 - To help ensure the existing and future community can benefit from development that delivers the Local Plan vision.
- 3.7 The Greater London Authority's London Plan has been updated to reflect the need to deliver more housing across the capital. The London Plan (2015) sets the annual housing target for the London Borough of Tower Hamlets which has risen from 2,885 to 3,931 new homes per year for the next ten years. This requires the Council to deliver a minimum of 39,310 new market and affordable homes across the borough by 2025. The need to deliver more housing is resulting in higher densities being proposed by developers across the borough, particularly in South Quay. 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.

3.8 As such, further planning guidance is required to supplement existing policies.

Role of the Masterplan

3.9 The role of the Masterplan is to help determine decisions on planning applications within the SPD boundary by providing supplementary design guidance for development to secure community benefits for the borough by:

- coordinating the delivery of almost thirty individually owned development sites;
- guiding the form and scale of development;
- identifying social and physical infrastructure requirements and opportunities (including improved pedestrian and cycle connectivity, new bridges, new schools and new areas of public open space).

Producing the Masterplan

3.10 The Masterplan has being developed by Plan Making officers with support from the following specialist consultants:

- Maccreanor Lavington (design)
- Deloitte (viability)
- Land Use Consultants (Strategic Environmental Assessment)

3.11 Officers have worked directly with a wide range of stakeholders including the Greater London Authority, Transport for London, Environment Agency, Historic England (formerly English Heritage), Canal & River Trust, the Maritime Greenwich World Heritage Site, Registered Providers and the local community.

3.12 The Strategic Environmental Assessment has informed the development of the Masterplan in relation to environmental considerations (attached in Appendix 4).

3.13 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 7). This has been informed by the Local Plan Equalities Impact Assessment.

Consultation

3.14 Significant consultation has been undertaken in producing the Masterplan, including giving the public an opportunity to comment on proposals at an early stage, engaging with stakeholders including landowners and developers throughout the process, working with officers from across the Council, and formally consulting following approval by Cabinet in December 2014.

3.15 'Informal' consultation efforts included:

- Holding drop-in sessions for the local community on 28th August and 3rd September 2014; and
- Hosting 'surgeries' for land owners on 10th April 2014 and contributing to a number of pre-application discussions.

- Regularly meeting with statutory consultees and other stakeholders, such as London City Airport.
- 3.16 A formal consultation on the Strategic Environmental Assessment Scoping Report was carried out between 15th September and 20th October 2014. This consultation sought views on the methodologies and process to be used for the draft South Quay Masterplan: Strategic Environmental Assessment Report (November 2014).
- 3.17 Formal public consultation on the Masterplan was held for a six-week period between 5th January and 16th February 2015. During the formal consultation period, the Council held the following events:
- Holding drop-in sessions for the local community on 22nd and 30th January 2015 at Jack Dash House and Canary Wharf Idea Store
 - Holding a public presentation and question and answer session at Alpha Grove on 5th February 2015
 - Hosting a 'Developer's Forum at the Town Hall on 13th February 2015
- 3.18 A total of sixty-three representations were received during the period of formal consultation. These were considered, and informed the final draft SPD for adoption in accordance with Regulation 12(a) of the Town and Country Planning (Local Planning) (England) Regulations 2012 . A summary of representations and how they have been addressed within the final Adoption version of the Masterplan (October 2015) are set out in an accompanying Consultation Statement (Appendix 2).

Masterplan content

- 3.19 The content of the Masterplan has been developed to supplement the Local Plan. It provides clear and concise design guidance to aid the delivery of new development and capture community benefits. It consists of the following sections:
- 3.20 Introduction
Provides an overview of the aims and purpose, role and status of the Masterplan, and how it has been developed.
- 3.21 Policies, local history and current context
Provides a summary of policy context, local history and current context of the Masterplan area.
- 3.22 Vision, principles and Masterplan approach
Sets out a strategic vision and design principles for the Masterplan area, linking into the recommendations proposed by the Strategic Environmental Assessment
- 3.23 Design guidance
Provides detailed guidance to steer development in terms of housing density, connections & public spaces, massing and urban blocks, skyline and waste management infrastructure.

- 3.24 Delivery, Management and Monitoring
Identifies how the Masterplan will be delivered including a range of potential projects and management mechanisms.

4. COMMENTS OF THE CHIEF FINANCE OFFICER

- 4.1 Following public consultation, this report asks the Mayor in Cabinet to approve the adoption of the South Quay Masterplan Supplementary Planning Document (SPD).
- 4.2 The Masterplan provides a framework to guide development and a programme for infrastructure delivery within the Masterplan area. 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 both the recently introduced Community Infrastructure Levy process and the remaining elements of the Planning Obligations system.
- 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 Council is currently reviewing its future needs for service delivery from Jack Dash House including any proposals for the site which have 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, has been met from within revenue resources set aside for this purpose. There is a possibility that a longer term project team may be required to continue the Masterplanning process and if so appropriate funding will need to be identified.

5. LEGAL COMMENTS

- 5.1 The Council in its capacity as the local planning authority may decide to make a supplementary planning document to expand upon its policies in the Local Plan, which the Council intends as described in the report, and is empowered to do pursuant to sections 17 (2) and 17(3) of the Planning and Compulsory Purchase Act 2004.
- 5.2 Supplementary planning documents are subject to statutory procedures under Regulations 11 to 14 of the Town and Country Planning (Local Planning) (England) Regulations 2012. In accordance with Regulation 13 a process of public consultation and engagement with relevant parties has been carried out and representations have been received and taken into account in amendments made to the draft SPD.
- 5.3 Pursuant to Regulation 12 the Council must not adopt the SPD until it has considered the representations made during the consultation period and prepared a statement setting out who was consulted, a summary of the main

issues raised in the representations and how these main issues have been addressed in the SPD that the Council intends to adopt.

- 5.4 The purpose of a supplementary planning document is to expand policies set out in the Local Plan. The National Planning Policy Framework (“NPPF”) provides at paragraph 153 that supplementary planning documents should be used where they can help applicants or aid infrastructure delivery, and build upon and provide more detailed advice or guidance on the policies in the Local Plan, but not be used to add unnecessarily to the financial burdens on development.
- 5.5 In exceptional cases a Strategic Environmental Assessment (“SEA”) may be required pursuant to the Environmental Assessment of Plans and Programmes Regulations 2004, and the report confirms compliance since it was concluded that an SEA applies to the making of this SPD and an SEA has been carried out as referred to under paragraph 3.16 above.
- 5.6 By virtue of the default provisions in section 9D of the Local Government Act 2000, the SPD is required to be approved by Cabinet.
- 5.7 Before adopting 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 do not (the public sector equality duty). The report indicates that an equality analysis has been carried out and no negative equality impacts arise.
- 5.8 Once the SPD is adopted the Council must publish an adoption statement in accordance with Regulation 14 Town and Country Planning (Local Planning) (England) Regulations 2012 which this report seeks authorisation to do so.

6. ONE TOWER HAMLETS CONSIDERATIONS

- 6.1 An Equalities Analysis 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 Equalities Analysis is attached as Appendix 7 to this paper. It identifies a general positive impact, with no negative impacts from an equality perspective.
- 8.2 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.

7. BEST VALUE (BV) IMPLICATIONS

- 7.1 Under Section 3 Local Government Act 1999 the Council ‘must make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness’. The proposed plan will help the Council steer the future development of land at South Quay and will better allow the existing

and future community to benefit from development, and will help the Council to respond to rapid growth in South Quay, particularly high-density residential-led tall buildings and provide further design guidance to help steer the future development in South Quay in a coordinated and planned way.

8. SUSTAINABLE ACTION FOR A GREENER ENVIRONMENT

- 8.1 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.
- 8.2 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, to assess and inform the development of the Masterplan in relation to environmental aspects.
- 8.3 The SPD will help ensure a greener and sustainable environment by creating a high quality living and working environment for existing and future community in a number of ways, including: delivering exemplary sustainable housing design, 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.
- 8.4 The Strategic Environmental Assessment documents are attached within Appendix 4, with an Adoption Statement in Appendix 5.

9. RISK MANAGEMENT IMPLICATIONS

- 9.1 The South Quay Masterplan SPD has been 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

10. CRIME AND DISORDER REDUCTION IMPLICATIONS

- 10.1 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.
- 10.2 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.

11. SAFEGUARDING IMPLICATIONS

11.1 There are no specific safeguarding implications associated with this report.

Linked Reports, Appendices and Background Documents

Linked Report

- NONE

Appendices

1. South Quay Masterplan Supplementary Planning Document (October 2015)
2. Adoption Statement
3. Consultation Statement
4. Strategic Environmental Assessment
5. Strategic Environmental Assessment - Adoption Statement
6. Statement in respect of Habitats Regulations Assessment Conservation of Habitats and Species Regulations 2010
7. Equalities Analysis

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

- NONE

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