



Application for Planning Permission

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Reference	PA/19/02217
Site	Fiftieth Floor, 1 Canada Square, London, E14 5AA
Ward	Canary Wharf
Proposal	Change of use from Office (Class B1) to Non-Residential Institution (Class D1)- Higher education facility.
Summary Recommendation	Grant planning permission with conditions
Applicant	University College London
Architect	Nicholas Hare Architects
Case Officer	Gareth Owens
Key dates	<ul style="list-style-type: none">- Application registered as valid on 10/10/2019.- Letters sent to neighbours on 21/10/2019.- Site notice on 30/10/2019.- Press date on 31/10/2019.- Site visit to 38th floor (occupied by University College London) and 50th floor (proposed Change of Use floor) on 15/11/2019.

EXECUTIVE SUMMARY

The proposal is for the change of use of Level 50, One Canada Square from Class B1 (Offices) to Class D1 (Non-Residential Institution).

The applicant is the University College London's School of Management, who intend to use the space for its research and postgraduate teaching facilities.

This application is reported to the Strategic Development Committee as the proposal is a departure from the Development Plan and the change of use is to floor space in excess of 2,500 sq. metres.

This application is referable to the Greater London Authority under Category 3E of the Schedule to the Town and Country Planning (Mayor of London) Order 2008: 'Development – a) which does not accord with one or more provisions of the development policies force in the area in which the application site is situated; and b) comprises or includes the provision of more than 2,500sq.m of floor space for a use falling within any of the classes in the Use Classes Order – xi) class D1 (non-residential institutions).

This application has been considered against the Council's approved planning policies contained in the London Borough of the Draft Tower Hamlets Local Plan 2031 (January 2020)

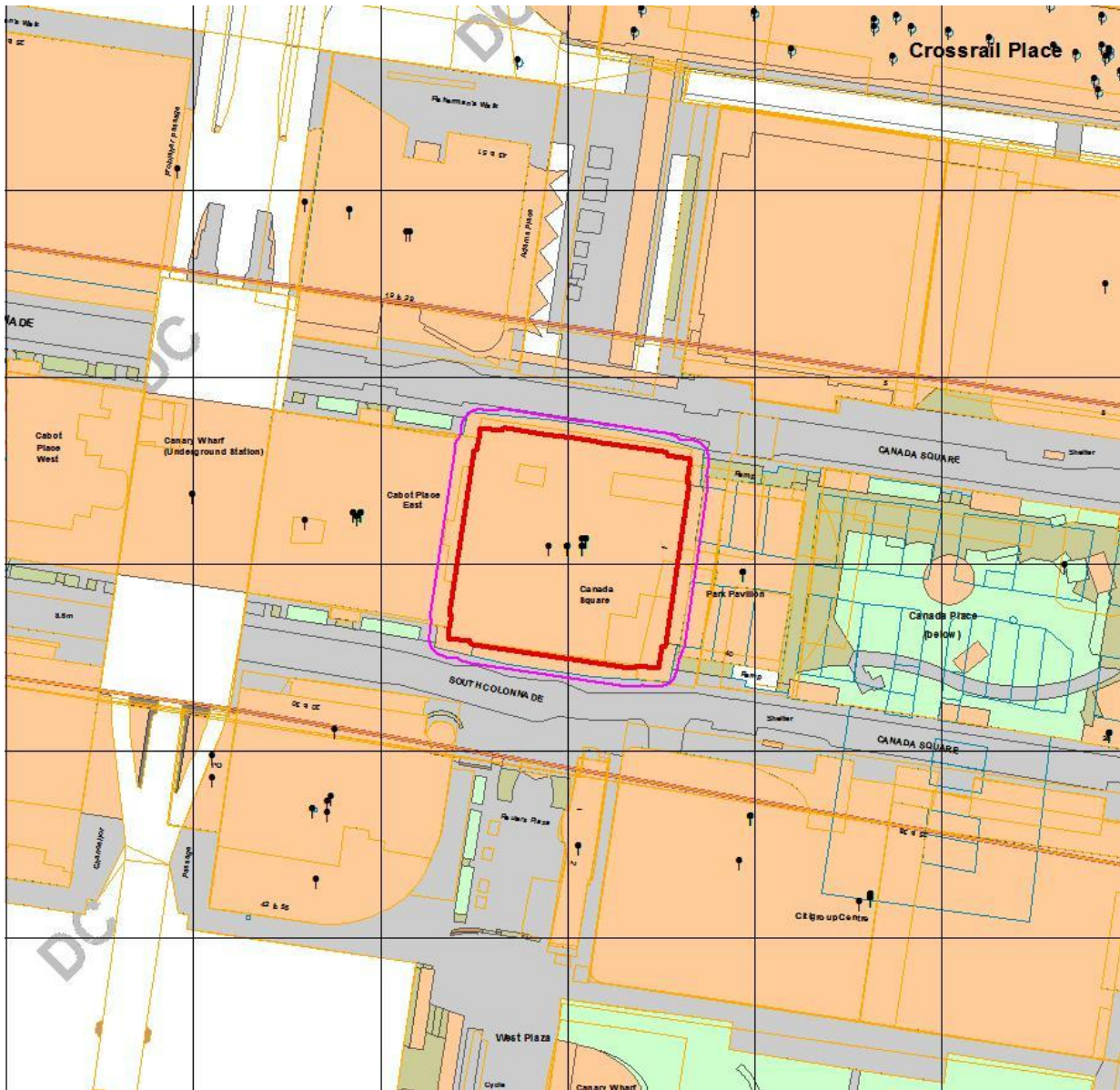
as well as the London Plan (2016), the National Planning Policy Framework and all other material considerations.

We have also considered the application against the Draft London Plan – ‘Intend to Publish (2019) as this carries substantial weight.

The proposal would result in the net loss of B1a floorspace of 2500sqm. This loss, within a ‘Primary Preferred Office Location’ (PPOL), is not normally supported.

However, in this specific instance, the proposal is considered to be acceptable. This is because the proposal would result in a minimal loss of office space and would introduce a use which would support the function to the Canary Wharf PPOL and which would be a main Town Centre use within the (emerging) Canary Wharf Metropolitan Town Centre. The specific University use would also be beneficial to surrounding businesses and the PPOL as a whole.

SITE PLAN



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- Planning Application Site Boun
- Other Planning Applications
- Consultation Area
- Land Parcel Address Point
- Locally Listed Buildings
- Statutory Listed Buildings

Planning Applications Site Map PA/19/02217

This site map displays the Planning Application Site Boundary and the extent of the area within which neighbouring occupiers / owners were



London
Borough of
Tower
Hamlets

Scale : 50m grid squares

Date: 14
January 2020

AERIAL VIEW OF THE SITE



1. SITE AND SURROUNDINGS

- 1.1 The application site is the 50th floor of One Canada Square. The floor comprises approximately 2500sqm of B1a office space, but is currently vacant.
- 1.2 One Canada Square lies in the heart of Canary Wharf. It contains commercial uses at basement and ground floors and 50 floors of office space above, with the exception of floor 38, which is in D1 use. The building provides a total of over 115,000sqm of floorspace.
- 1.3 The site lies within the Canary Wharf Primary Preferred Office Location and the Canary Wharf Major Town Centre. It also falls within a 'satellite' element of the Central Activities Zone and the Isle of Dogs and South Poplar Opportunity Area.
- 1.4 The predominant land use in the vicinity of the site is Class B1a (Offices), with a substantial element of Class A1 (Retail) and other Town Centre uses at ground and basement floors.

2. PROPOSAL

- 2.1 The applicant seeks permission for the change of use of the 50th floor from office use (class B1) into a non-residential institution use (class D1).
- 2.2 The applicant is the UCL School of Management, who currently occupy the 38th floor. The proposal site would accommodate the expansion of the School and would provide a mixture of office space and teaching and learning space.
- 2.3 The proposed floorplate would have office space for staff, one lecture theatre and further seminar rooms. UCL anticipate that floor 50 would accommodate 210 students and 75 staff.
- 2.4 The proposal would provide 30 long stay cycle parking spaces and 30 short stay cycle parking spaces.

3. RELEVANT PLANNING HISTORY

- 3.1 PA/99/01080 – Change of use of part of floor 5 from offices to medical clinic/ consultancy (Permission granted 19/10/1999).
- 3.2 PA/05/01500 – Change of use of 45sqm of B1a floorspace at ground floor level into A1 retail (Permission granted 25/10/2005).
- 3.3 PA/06/00417 – Change of use to part of floor 6 (217sqm) from offices (B1a) to education (D1) (Permission granted 15/05/2006).
- 3.4 PA/07/02257 – Change of use of 435 sq. m of B1a floor space in the lobby area, into class A3/ A4 (Permission granted 30/10/2007).
- 3.5 PA/11/02661 – Change of use of 100sqm of B1a (office use) at floor 10 into dual B1a (office use) and D1 (non-residential institutional use) (Permission granted 28/11/2011).
- 3.6 PA/15/01229 – Change of use of floor 38 (3187sqm) from Class B1a into Class D1 (Non-residential Institution) – Higher Education (Permission granted 23/07/2015).
- 3.7 PA/17/03186 – Change of use of Room 21 (37th floor) from B1a (office use) to allow a Dual B1a/D1 use of the room to GP consultation room (Permission granted 07/02/2018).

4. PUBLICITY AND ENGAGEMENT

4.1 Upon validation of the application, a press notice was published in the local press on 31st October 2019 and a site notice displayed on 30th October 2019. The council sent consultation letters to 67 nearby occupiers on 21st October 2019.

4.2 No letters of objection were received in response to this consultation.

One letter of support was received, which stated that the proposed use would complement the existing business uses and support the continued growth of business and enterprise, in line with policy aims.

5. CONSULTATION RESPONSES

Greater London Authority

5.1 The proposal does not raise any new strategic planning issues.

LBTH Transportation and Highways

5.1 No objection to the proposals:- cycle parking is in accordance with London Plan policies.

6. RELEVANT PLANNING POLICIES AND DOCUMENTS

The new Local Plan

The Tower Hamlets draft Local Plan 2031 (Managing Growth and Sharing the Benefits) has been the subject of publicity, consultation and an independent examination. The Inspector's report (dated 20 September 2019) concluded that, subject to the inclusion of a number of main modifications, the plan satisfies the requirements of Section 20(5) of the Planning and Compulsory Purchase Act 2004 and meets the criteria for soundness in the National Planning Policy Framework.

On 27 November 2019, the Mayor in Cabinet agreed to refer the report to the full Council to formally adopt the Local Plan, including the modifications recommended by the Inspector and the additional minor modifications proposed by officers.

The Local Plan is expected to be adopted by the Council at its meeting on 15 January. If adopted the Local Plan will carry full weight and form part of the Development Plan for the purposes of Section 70 of the Town and Country Planning Act 1990 and Section 38 of the Planning and Compulsory Purchase Act 2004.

Planning decisions must be taken in accordance with relevant policies in the Development Plan, unless there are material considerations which indicate otherwise. This report and recommendation has been drafted in anticipation of the adoption of the Local Plan by the Council on 15 January.

As per the above, the Development Plan documents relevant to the determination of this application comprise:

- The London Plan (March 2016)
- Tower Hamlets Local Plan 2031 (January 2020)

6.1 The key Development Plan policies relevant to the proposal are:

Land Use (Central Activities Zone functions and priorities, Town Centres, Opportunity Areas, educational facilities, office space)

London Plan: 2.1, 2.2, 2.10, 2.11, 2.13, 2.15, 3.16, 3.18, 4.1, 4.2, 4.10

TH Local Plan: S.SG1, S.EMP1, D.EMP3, S.TC1, S.CF1, D.CF3

Amenity (Noise and disturbance)

London Plan: 7.6

TH Local Plan: D.DH8

Transport (cycle parking, sustainable travel, waste and servicing)

London Plan: 6.3

TH Local Plan: D.TR3, S.TR1

The new draft London Plan

On the 9th of December, the Mayor published his 'intend to publish' version of the London Plan. This version of the plan responds to the Inspector's recommendations. This will now be sent to the Secretary of State. The Secretary of State can then issue a direction which requires the GLA to amend the Plan if required. The Plan cannot be published (adopted) until these points have been addressed. It is anticipated that the final Plan will be published circa March 2020

6.2 The key emerging London Plan policies relevant to the determination of this application are:

Land Use SD1, SD4, SD5, SD6, SD7, SD10, S1, S3, E1, E8

Amenity D3

Transport T5, T6

Other policy and guidance documents relevant to the proposal are:

- National Planning Policy Framework (2019)
- National Planning Practice Guidance (updated 2019)
- The Isle of Dogs and South Poplar Opportunity Area Planning Framework (2019)
- Central Activities Zone SPG (March 2016)
- Tower Hamlets Town Centre Strategy 2017- 2022

7. PLANNING ASSESSMENT

7.1 The key issues raised by the proposed development are:

- i. Land Use
- ii. Transport

iii. Equalities and Human Rights

Land Use

- 7.2 The proposal would result in the loss of 2,549 m² of B1a office space on the 50th floor of One Canada Square. The site has been vacant for the past 12 months and the applicant notes in their Planning Statement that the space has been marketed for office use during that time, without success. However, no evidence has been submitted to support this claim.
- 7.3 Local Plan policy D.EMP3 states that development which results in the loss of employment (B-class uses) floorspace within Preferred Priority Office Locations (PPOLs) will not be supported. The proposal is, as such, a departure from the Development Plan in as far as it relates to that policy.
- 7.4 However, the site also forms part of the Isle of Dogs Opportunity Area and the Canary Wharf Major Town Centre, which have separate primary functions and for which other Development Plan policies apply. These will now be considered.
- 7.5 Paragraph 19 of the NPPF states the planning system should do everything it can to support economic growth and encourage sustainable growth in order to build a strong and competitive economy.
- 7.6 Policy 2.10 of the London Plan (2016) seeks to sustain and enhance the Isle of Dogs as a strategically important, globally-orientated financial and business services centre, whilst policy 4.2 seeks to meet the distinct needs of the Isle of Dogs office market, by sustaining and developing its unique and dynamic cluster of 'world city' and other specialist functions.
- 7.7 Local Plan policy S.EMP1 states that whilst PPOL's comprise predominantly of office uses, these areas are suitable for other strategic CAZ uses, which support its strategic function. These strategic functions include community facilities such as educational facilities and the proposal is, as such, a suitable supporting use in this location.
- 7.8 In relation to its Town Centre function, Local Plan policy S.SG1 states that the Boroughs' Town Centres will continue to be the focus of shopping, leisure, cultural and community activities. Local Plan policy S.TC1 encourages development which promotes mixed use and multi-purpose Town Centres. It recognises that Canary Wharf is to be upgraded to a Metropolitan Centre in the emerging London Plan, in acknowledgement of the size of its catchment and the substantial retail, leisure and service floorspace it provides. This underlines the importance of Canary Wharf as a place which functions as a Town Centre of significant importance, in addition to its primary business function.
- 7.9 It should also be recognised that the amount of B1 (office) floor space being lost through this proposal (2,549m²) when compared to the amount of office floor space present within the PPOL (1 Canada square alone provides over 111,000m² of office floor space) is in percentage terms a very small loss.
- 7.10 Canary Wharf is an expanding PPOL with larger floor plate office floors being consented within the Estate - the recent Wood Wharf planning permission provides an additional 165,000m² of B1 (Offices) floor space alone.
- 7.11 In relation to the proposed community use, Local Plan policy S.CF1 states that development which seeks to enhance existing community facilities will be supported. In addition, it notes that new community facilities will be directed towards the boroughs Town Centres.
- 7.12 In relation specifically to higher education facilities, current London Plan policy 4.10 and emerging London Plan policy E8 parts D and E state that the Mayor wishes to support

measures to secure and develop London's leading role as a centre for higher education of national and international importance. He recognises that there is considerable potential for innovation through collaboration with businesses, which can be a catalyst for economic growth and can help support the growth of emerging sectors in London.

- 7.13 UCL was ranked eighth in the QS (Quacquarelli Symonds) World University Rankings 2019 and in so doing provides excellence and leadership in teaching and research. The proposed expansions of UCL's School of Management within One Canada Square would continue to develop collaboration with businesses in Canary Wharf.
- 7.14 For the reasons described above, it is considered that the loss of 2,549m² of office floor space, in addition to the loss of the 3187sqm of office floorspace given over to the University in 2015, is on balance acceptable, as it will not undermine Canary Wharf's function as a PPOL given its size in relation to the business offering that exists within Canary Wharf. Also, the proposed use is a main Town Centre Use which is also a main strategic function of the Isle of Dogs satellite CAZ.
- 7.15 The proposed use would contribute positively towards the functioning of the Town Centre and the CAZ and would support and not undermine the primary business function of Canary Wharf.
- 7.16 It should be noted that Class D1 (non-residential institutions) uses also includes such uses as clinics, health centres, crèches, day nurseries, museums, libraries, and places of worship. Whilst the higher education use proposed is considered acceptable in planning policy terms, other uses within the same class may not be acceptable or may create different impacts based on the amount of floor space proposed. Hence a condition is recommended to remove permitted development rights for the use to change in the future to other uses in the same class and restrict the permission to educational use only.

Transportation

- 7.17 According to paragraph 29 of the NPPF people should be given a real choice about how they travel, and transport related policies should always favour sustainable modes of transport wherever possible.
- 7.18 Policy 6.3 of the London Plan states that development should not adversely affect safety on the transport network. Policy 6.9 states that developments should provide secure, integrated, convenient and accessible cycle parking facilities in line with the minimum cycle parking standards which are set out in a table which forms a part of policy 6.13.
- 7.19 The application site has a PTAL rating of 5, indicating very good access to public transport. No additional car parking provision is proposed for the D1 (Non-Residential Institution) use which is supported, as both staff and students are expected to use alternative modes of transport (other than a car) to travel to and from the site.
- 7.20 The proposal will provide 60 cycle parking spaces, of which 30 spaces will be long stay and 30 will be short stay. This is in line with the requirements under the London Plan. These spaces will be provided in One Canada Square infrastructure car park.
- 7.21 Considering the above, the proposal would have an acceptable impact on the capacity of the surrounding highway network.

Amenity

- 7.22 According to paragraph 17 of the NPPF local planning authorities should always seek to secure a good standard of amenity for all existing and future occupants of land and buildings.
- 7.23 Local Plan policy D.DH8 states that development should protect the amenity of surrounding existing and future residents and building occupants by not creating unacceptable levels of noise, vibration, artificial light, odour, fume or dust pollution during the construction and life of the development.
- 7.24 It is noted the nature of the proposed use is not that dissimilar to that of a B1 use, in that a large proportion of the floor space will be given over to offices for the 75 staff envisaged to be present in the space. As such officers do not envisage that this change of use will have an undue impact upon the amenities of other occupiers within or surrounding One Canada Square, with respect to noise generation.

Waste

- 7.25 Policy 5.17 of the London Plan states that all developments should plan for waste management, should minimise waste and should achieve a high level of performance with respect to reuse and recycling.
- 7.26 Whilst no specific details relating to waste management have been included within the application, the management and collection of waste on this site is the subject of a private arrangement between Canary Wharf Group and their chosen contractors and as such this application has no impact upon the Council's waste management service. It should also be noted that the change of use from B1 (Business) to D1 (Non-Residential Institution) is unlikely to have a significant impact upon the quantity of waste being produced on this site.

8 Conclusion

- 8.1 The net loss of office floor space, whilst not generally supported in a PPOL, is considered acceptable here, given the minimal loss of the floor area, the amount of new office floor space coming forward in Canary Wharf, the proposed D1 use which would support and comply with the function of the new Metropolitan Town Centre and the functions of the Isle of Dogs Opportunity Area and given that the proposed University use would positively contribute to adjoining businesses.
- 8.2 In light of the above, it is considered appropriate for the Council to make a departure from its Development Plan in this specific instance.

Human Rights & Equalities

- 8.3 The proposal does not raise any unique human rights or equalities implications. The balance between individual rights and the wider public interest has been carefully considered and officers consider it to be acceptable.
- 8.4 The proposed development would not result in adverse impacts upon equality or social cohesion.

RECOMMENDATION

- 8.5 That conditional planning permission is GRANTED.

That the Corporate Director of Place is delegated the power to impose conditions and informatives to address the matters listed below and to add any other conditions and informatives as necessary.

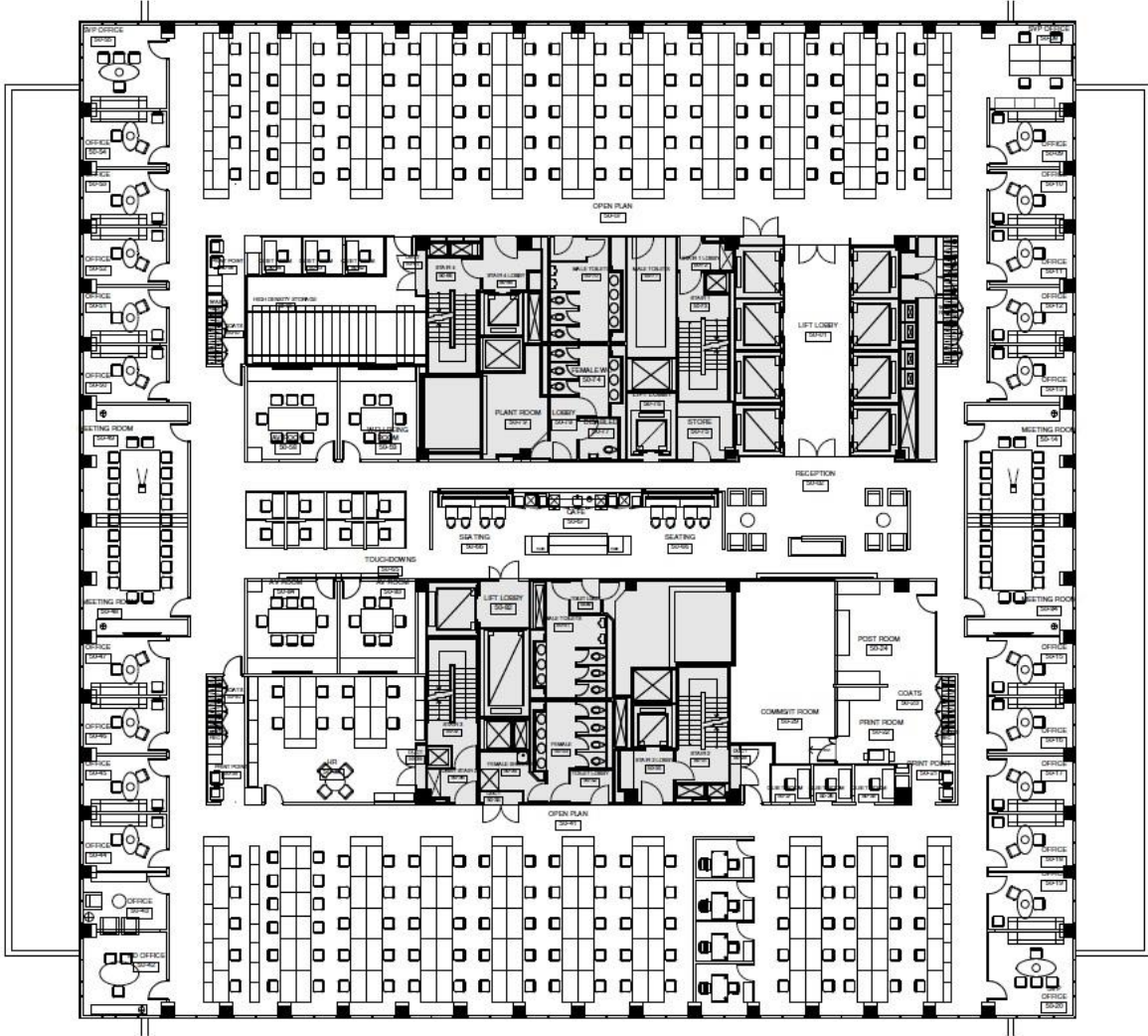
Planning Conditions

Compliance:

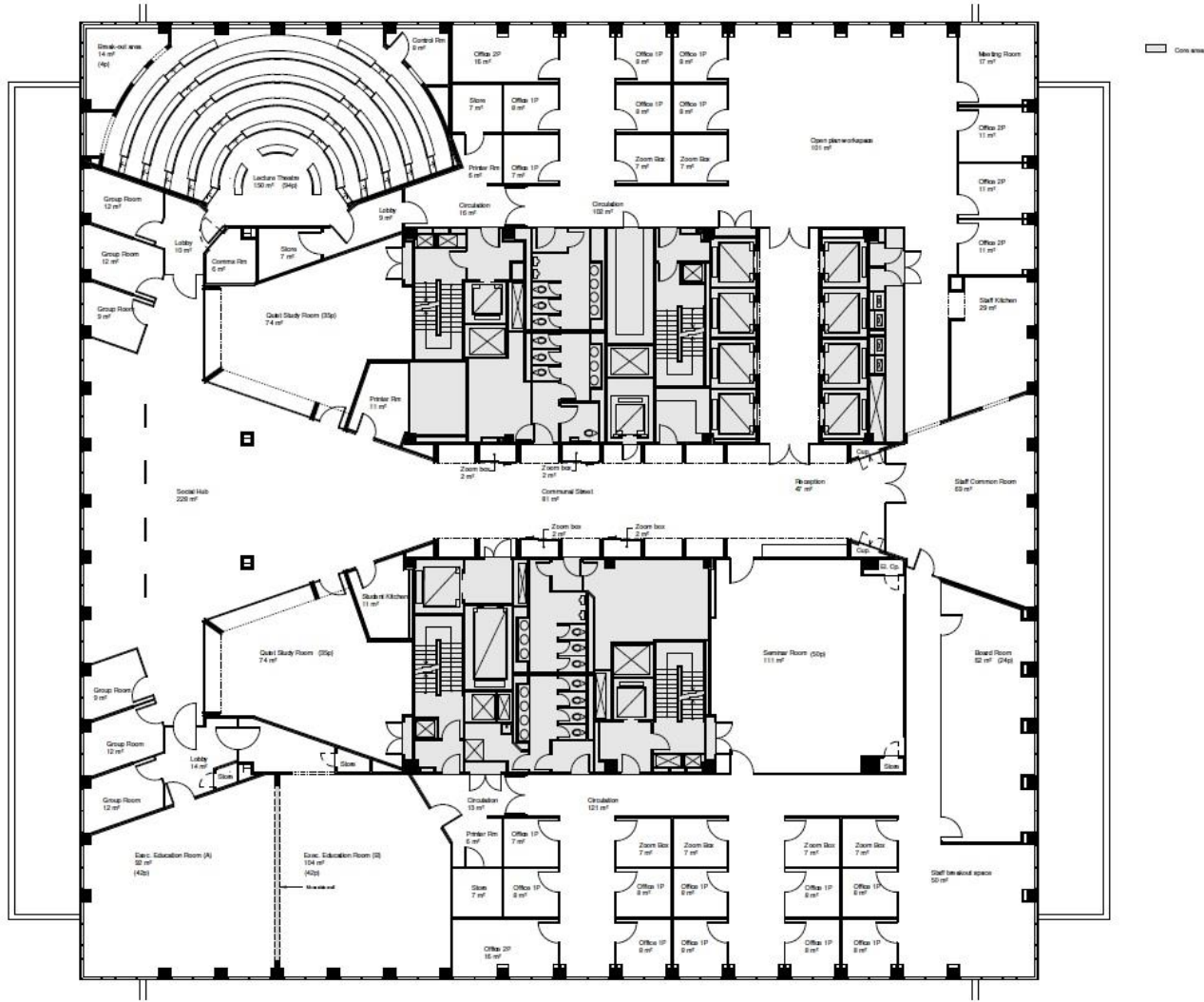
1. 3 year deadline for the commencement of the development
2. Development in accordance with approved plans
3. Provision of 60 cycle storage spaces
4. Premises shall only be used for the provision of education

Appendix 1 – Relevant and CGI's

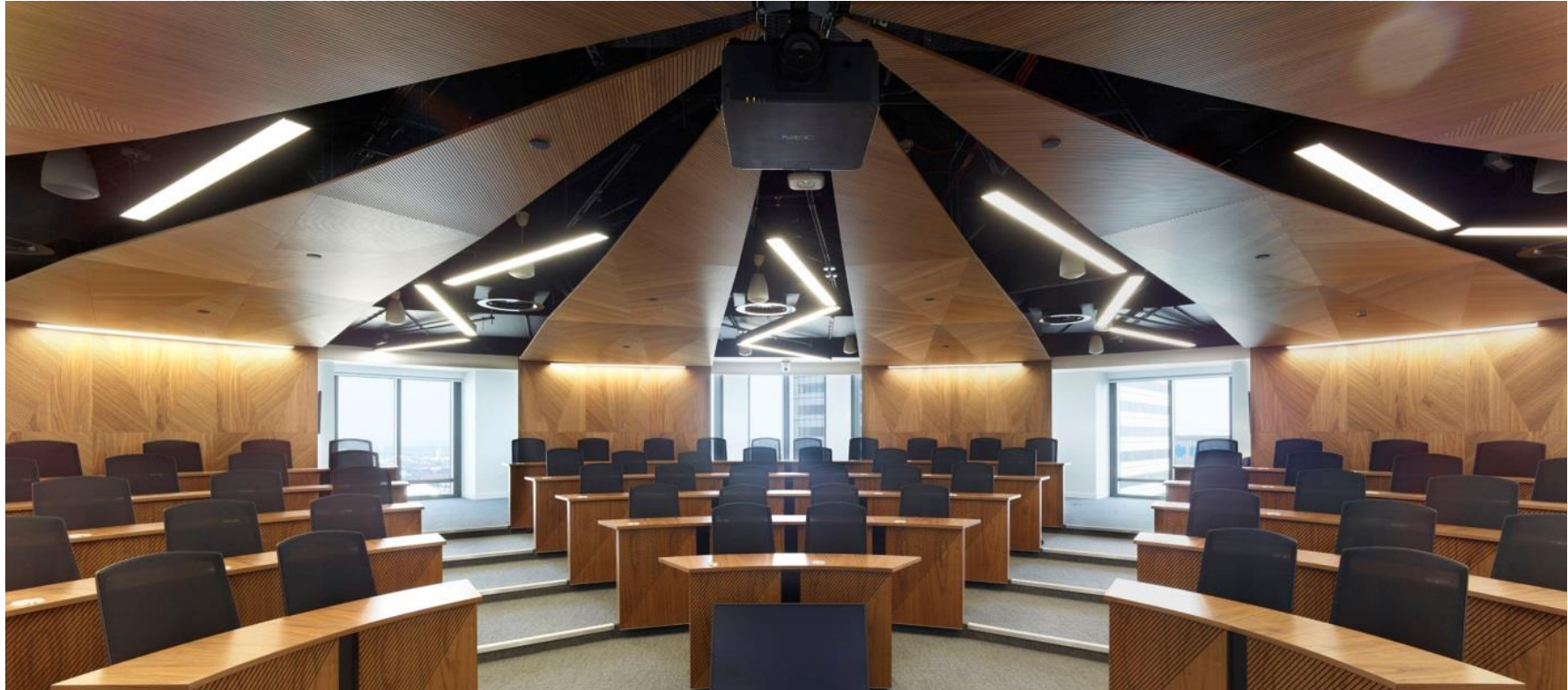
Existing Plan



Proposed Plan



UCL “Harvard style” lecture theatre on 38th floor of 1 Canada Square – intended to be replicated on 50th floor



UCL Break out area on 38th floor of 1 Canada Square - intended to be replicated on 50th floor



UCL Staff Offices 38th floor of 1 Canada Square - intended to be replicated on 50th floor

