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**Application for Planning Permission**

<b>Reference</b>	PA/19/01462
<b>Site</b>	Quay House, Admirals Way, London, E14 3AG
<b>Ward</b>	Canary Wharf
<b>Proposal</b>	Demolition of the existing building and redevelopment to provide a mixed use development comprising a hotel (Class C1) and serviced apartments (Class C1) with ancillary gym, retail, parking, landscaping and public realm works.
<b>Summary Recommendation</b>	Grant Planning Permission subject to conditions
<b>Applicant</b>	Quay House Admirals Way Land Ltd
<b>Architect/agent</b>	Savills
<b>Case Officer</b>	Kevin Crilly
<b>Key dates</b>	Application validated 08/07/2019 Public consultation finished on 23/08/2019

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**EXECUTIVE SUMMARY**

The proposed development would deliver a single 40 storey building consisting of a 400 bed hotel and separate 279 bed serviced apartment use with an ancillary restaurant at ground floor level.

In land use terms, given the sites location within the Isle of Dogs Opportunity Area and the Isle of Dogs Activity Area, a proposed hotel and serviced apartments is considered appropriate for this location. The proposed C1 uses would be in conformity with the London Plan emerging policy E10 and current policy 4.5 and is strongly supported by the GLA. The proposed uses would meet policy D.TC6 of the Tower Hamlets Local Plan (2031).

The height, massing and design are considered to appropriately respond to the local context. The building is considered to deliver a unique and high quality design which would be a positive contribution to the area.

The landscaping works and the activation of the 'Underline' below the DLR is considered to be a positive improvement which would provide improved pedestrian access to the dockside and improve pedestrian routes towards Canary Wharf.

There would be some impacts to the daylight and sunlight of neighbouring residential developments including some significant impacts on the neighbouring Wardian building. As detailed in the report there are a number of contributing factors, including the existing balconies on the Wardian development and the location of one of the Wardian buildings close to the site boundary.

Parking access and servicing are considered to be acceptable subject to conditions and the submission of a Travel Plan.

A strategy for minimising carbon dioxide emissions from the development is in compliance with policy requirements. Biodiversity enhancements are also proposed which are considered sufficient to meet policy requirements.

The scheme would be liable to both the Mayor of London's and the Borough's community infrastructure levy. In addition, it would provide a necessary and reasonable planning obligation to local employment and training.

The scheme would provide significant public benefits including the provision of visitor accommodation contributing towards the Borough's target of 5,000 net additional rooms by 2041. Some of the key benefits include:

- 172 permanent direct jobs once operational
- Commitment from the applicant to contribute £65,000 towards the expansion of their existing hospitality and leisure skills training, targeting local people, to be run by the London Training Centre.
- Activation of the Council's 'Underline' in partnership with Parkour Generations

A full list of benefits can be found in the Planning Benefits section.

# SITE PLAN



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<ul style="list-style-type: none"> <li> Planning Application Site Bound</li> <li> Other Planning Applications</li> <li> Consultation Area</li> <li> Land Parcel Address Point</li> <li> Locally Listed Buildings</li> <li> Statutory Listed Buildings</li> </ul>	<p><b>Planning Applications Site Map</b> <b>PA/19/01462</b></p> <p>This site map displays the Planning Application Site Boundary and the extent of the area within which neighbouring occupiers / owners were</p>	 <p><b>TOWER HAMLETS</b> London Borough of Tower Hamlets</p>
	<p>Scale : 50m grid squares</p>	<p>Date: 14 January 2020</p>

## **1 SITE AND SURROUNDINGS**

- 1.1 The application site, approximately 0.2 hectares in size, is located on the south side of West India South Dock within the Millennium Quarter of the Isle of Dogs.
- 1.2 The site is bounded to the north by the South Dock, to the West by the Wardian residential development to the south by Admirals Way and to the east by a number of 3-6 storey commercial business buildings. The elevated DLR railway dissects the site from north to south along the western edge and along the southern boundary.
- 1.3 The site is located approximately 500 metres walk away from South Quay (DLR) Station to the east along Marsh Wall, approximately 380 metres from Canary Wharf London Underground Station via the South Quay footbridge. The nearest bus stop lies 130 metres away from the site. The site has a Public Transport Accessibility Level (PTAL) of 4.
- 1.4 Currently there is an unoccupied three storey office building on site providing 1871sqm of office floor space and known as Quay House with a surface level car park accommodating 39 parking spaces.
- 1.5 The site is not located within a conservation area or in close proximity to any listed buildings but is adjacent to the grade II listed Millwall Docks. The site falls within the Designated Strategic Views of 5A.1 from Greenwich; 6A.1 from Blackheath; and 11B.1 from London Bridge.
- 1.6 The site is located within an area of significant growth with a number of high density residential and commercial developments located within close vicinity. Immediately to the west of the site is the Wardian development which is nearing completion and consists of two residential towers of 55 and 50 storeys. To the east of the site is the South Quay Plaza residential development which consists of a number of towers between 36 and 68 storeys currently under construction. Pan Peninsula is positioned to the south-east of the site, which includes two tall towers of 48 and 39 storeys. The residential development 2 Millharbour is located to the South East and is nearing completion delivering 901 residential units. 40 Marsh Wall (Novotel) is located to the south west of the site and was completed in 2016 providing a 38 storey hotel.
- 1.7 There is an emerging context of consented tall buildings within the immediate vicinity including 50 Marsh Wall, 3 Millharbour and 54 Marsh Wall. These are referenced within the neighbouring site history.
- 1.8 The site is located within the South Quay Masterplan area and within the Isle of Dogs and South Poplar Opportunity Area (OAPF). The site forms part of the Marsh Wall West Site Allocation in the Local Plan 2031.
- 1.9 The site lies within Flood Zone 3 (High Risk) i.e. greater than 0.5% per annum (less than 1:200 probability a year) but is protected by local river wall defences and the Thames Barrier to 1 in a 1,000 year probability (Low Risk).

## **2. PROPOSAL**

- 2.1 The application proposes the demolition of the existing office building to be replaced by a 40 storey building. The proposal would include a 400 bedroom hotel and 279 serviced apartments with the building split vertically. The development will also include an ancillary 584 sq.m of restaurant floor space and an open air platform level amenity space at third floor level.
- 2.2 The hotel will provide 400 bedrooms, starting at the 6th floor with an average 12 rooms per floor. The hotel will be accessed via ground floor through the hotel lobby in the northern part of the site. The hotel front of house accommodation is located over the lower levels of the building from ground to level 6
- 2.3 An ancillary restaurant to the hotel will be accessed directly from the dockside walkway on the northern elevation of the building through a lobby. The restaurant has its own stair and lift connecting to additional seating space at first floor level, as well as the open deck space at level 3. The restaurant can be accessed from secondary single doors on the west and east elevations, as well as directly from the hotel lobby.
- 2.4 The serviced apartment section of the proposed development will provide 279 Serviced Apartments, starting at level 6 with 9 units per floor. The serviced apartments front of house accommodation is located over the lower levels of the building from ground to level 5. The serviced apartments would provide a mix of studio, 1 bed and larger accessible apartments
- 2.5 The proposal includes improvements to the landscaping under the DLR and along the dockside. The applicants have identified the 'underline' as an opportunity to provide a unique and engaging public realm improvement to encourage activity in accordance with the recently adopted Local Plan through the addition of a Parkour training zone and new hard and soft landscaping.

## **3 RELEVANT PLANNING HISTORY**

### **Application site**

- 3.1 PA/14/00990 - The most recent and relevant planning history on the site relates to a planning application which was refused by the Strategic Development Committee in 2014. The proposal comprised of the demolition of the existing building and the redevelopment to provide a 68 storey tower mixed use development to provide 496 residential units, 315.3 sq. metres of flexible commercial uses including retail/financial and professional services/café/restaurant uses (Use Classes A1 to A3), a residents' gymnasium and associated residential amenity space, car and cycle parking and landscaping.
- 3.2 The proposal was refused on the basis that the development was considered to exhibit clear signs of overdevelopment including
  - Limited and compromised public realm
  - An insensitive relationship with South Dock
  - A failure to provide an active and engaging frontage on its southern façade

- A failure to provide high quality child play space which, as a result, would not provide high quality residential accommodation.

## **Neighbouring sites**

### Completed

- 3.3 PA/10/01049 – 40 Marsh Wall (Novotel) – Demolition of existing office building and erection of a 38 storey building (equivalent of 39 storeys on Manilla Street) with a three-level basement, comprising a 305 bedroom hotel (Use Class C1) with associated ancillary hotel facilities including restaurants (Use Class A3), leisure facilities (Use Class D2) and conference facilities (Use Class D1); serviced offices (Use Class B1); public open space, together with the formation of a coach and taxi drop-off point on Marsh Wall. *Approved 15/11/2010 – Completed and operational*
- 3.4 PA/11/01945 – Dollar Bay - Redevelopment of the site for a residential led mixed use, comprising a 31 storey building (measuring 114.505m AOD), to provide 121 residential units (Use Class C3), 105 sq.m Use Class A1/A3 at ground floor, underground parking, plant and ancillary accommodation and hard and soft landscaping providing both public and private open space amenity. *Approved 29/03/2012 - Completed and operational*

### Under Construction

- 3.5 PA/12/03315 – Arrowhead Quay (Wardian) Erection of two buildings of 55 and 50 storeys to provide 756 residential units (Use Class C3) and ancillary uses, plus 701 sqm. ground floor retail uses (Use Classes A1 -A4), provision of ancillary amenity space, landscaping, public dockside walkway and pedestrian route, basement parking, servicing and a new vehicular access. *Approved - 19/02/2015 – Under Construction (Near Completion)*
- 3.6 PA/12/03248 – City Pride (Landmark Pinnacle), 15 Westferry Road - Erection of residential (Class C3) led mixed use 75 storey tower (239mAOD) comprising 822 residential units and 162 serviced apartments (Class C1), and associated amenity floors, roof terrace, basement car parking, cycle storage and plant, together with an amenity pavilion including retail (Class A1-A4) and open space. *Approved 10/10/2013 – Under Construction*
- 3.7 PA/14/00944 – South Quay Plaza – Demolition of all existing buildings and structures on the site (except for the building known as South Quay Plaza 3) and erection of two residential-led mixed use buildings of up to 68 storeys and up to 36 storeys comprising up to 888 residential (Class C3) units in total, retail (Class A1-A4) space and crèche (Class D1) space together with basement, ancillary residential facilities, access, servicing, car parking, cycle storage, plant, open space and landscaping, plus alterations to the retained office building (South Quay Plaza 3) to provide retail (Class A1-A4) space at ground floor level, an altered ramp to basement level and a building of up to 6 storeys to the north of South Quay Plaza 3 to provide retail (Class A1-A4) space and office (Class B1) space. *Approved 30/03/2015 - Under Construction*
- 3.8 PA/14/01246 – 2 Millharbour - The erection of seven mixed-use buildings—A, B1, B2, B3, C, D and E (a ‘link’ building situated between block B1 and D)—ranging in

height from 8 to 42 storeys. New buildings to comprise: 901 residential units (Class C3); 1,104 sqm (GIA) of ground-floor mixed-use (Use Class B1/ A1/ A2/ A3/ A4/ D1); a 1,049 sqm (GEA) 'leisure box' (Use Class D2); plant and storage accommodation, including a single basement to provide vehicle and cycle parking, servicing and plant areas; new vehicle and pedestrian accesses and new public amenity spaces and landscaping. *Approved 04/09/2015 - Under Construction*

- 3.9 PA/14/01428/A1 – Meridian Gate - Demolition of all existing structures and the redevelopment of the site to provide a building of ground floor plus 53 storeys comprising of 423 residential apartments (use class C3) and circa 415sqm office (use class B1), 30 basement car parking spaces; the ground floor uses comprises an electricity sub-station, entrances for the office, affordable and private housing, basement access via car lift and cycle lifts, and circa 43sqm retail/cafe (use class A1/A3); public open space; and a single storey enclosure providing a secondary basement access. *Approved 06/03/2015 – Under Construction*
- 3.10 PA/15/02671 – Alpha Square 50 Marsh Wall – Application for demolition of all buildings on site at 50 Marsh Wall, 63-69 and 68-70 Manilla Street to enable redevelopment to provide three buildings of 65 (217.5m AOD), 20 (79.63m AOD) and 34 (124.15m AOD) storeys above ground comprising 634 residential units (Class C3), 231 hotel rooms (Class C1), provision of ancillary amenity space, a new health centre (Class D1), a new school (Class D1), ground floor retail uses (Class A3), provision of a new landscaped piazza, public open space and vehicular access, car parking, cycle storage and plant. Retention of 74 Manilla Street as North Pole public house (Class A4). *Approved 27/03/2017 - Under Construction*
- 3.11 PA/14/03195 – 1-3 Millharbour – The demolition and redevelopment of sites at 3 Millharbour and 6, 7, and 8 South Quay with four buildings: Building G1, a podium with two towers of 10 - 38 storeys and of 12 - 44 storeys; Building G2, a four floor podium with two towers of 34 and 38 storeys inclusive of podium; Building G3, a tower rising to 44 storeys; and Building G4, a four floor podium with a tower of 31 storeys inclusive of podium. *Approved 30/09/2016 - Under Construction*

#### Approved schemes

- 3.12 PA/16/01637 – 54 Marsh Wall - Demolition of the existing building and construction of two new linked buildings of 41 and 16 storeys (over double basement) comprising 216 residential units; two ground floor commercial units (Use Classes A1-A3, B1) totalling 174 sq. m GIA fronting on to Marsh Wall; basement car parking and servicing; and landscaped open space including a new pedestrian route linking Marsh Wall and Byng Street. *Approved – 15/11/2018*
- 3.13 PA/16/02808 – 225 Marsh Wall - Full planning application for the demolition of all existing structures and the redevelopment of the site to provide a building of ground plus 48 storey (maximum AOD height 163.08m) comprising 332 residential units (Use Class C3); 810 square metres of community floorspace (use class D1); 79 square metres of flexible retail/restaurant/community (Use Class A1/A3/D1), basement cycle parking; resident amenities; public realm improvements; and other associated works. *Approved on Appeal 10/10/2018*
- 3.14 PA/17/01597 – Skylines - Demolition of all existing structures and construction of a new mixed use development consisting of five buildings ranging from ground plus 3

to ground plus 48 storeys in height comprising 579 residential units (Class C3); a two-form entry primary school with nursery facilities (Class D1); a 10,272 sq. m GIA small and medium enterprise (SME) Business Centre (Class B1); 2,228 sq. m GIA of flexible commercial floorspace (A1/A2/A3/B1/D1 and D2); single level basement car parking and servicing; and landscaped open space including a new public piazza with future pedestrian connection to Chipka Street and ground and podium level communal amenity space. *Committee resolution to grant subject to S106 28/03/2019*

#### **4 PUBLICITY AND ENGAGEMENT**

- 4.1 A total of 99 planning notification letters were sent to nearby properties as detailed on the attached site plan on 17/07/2019. A site notice was erected and a press notice was advertised on 25/07/2019.
- 4.2 A second public consultation was undertaken in December 2019 following the submission of additional Environmental Information in relation to the EIA.
- 4.3 The number of representations received in response to notification and publicity of the application is as follows:
- 12 Letters of support
  - 4 letters of objection
  - 2 comments
- 4.4 The comments raised in supported related predominately to the inclusion of a Parkour facility below the DLR and the improvements to the landscaping under the DLR and the creation of additional jobs.
- 4.5 The comments raised in objection to the proposal can be summarised as follows:
- The scheme is not compliant with strategic planning policy and, as a result, would lead to unacceptable townscape and visual impacts.
  - The Applicant has failed to demonstrate hotel need on this site.
  - The scheme would result in increased transport and highways impacts compared to previous schemes due to increased trip generation without significant mitigation measures.
  - Daylight and Sunlight impacts on neighbouring properties.
  - Construction Impacts.
  - The scheme would prejudice the future development of neighbouring sites.
  - The proposal does not take enough consideration of the guidance within the South Quay Masterplan.
  - The loss of light to apartment 1705 Bagshaw Building (Wardian) is significant and would not meet BRE guidance.
- 4.6 The applicant has also undertaken a number of public consultation exercises including four public exhibitions in February, March and April 2019, distribution of newsletters to neighbouring residents and engagement with local stakeholders.

5,000 letters were distributed to identified local neighbours and stakeholders notifying and informing them of the scheme.

- 4.7 Prior to the public exhibitions, key community groups and other stakeholders within the identified surrounding area of the applicant site were contacted with an invite to the public exhibition and offered further information to make them aware of the development and allow the opportunity for feedback.
- 4.8 The scheme has been developed in light of extensive pre-application discussions held with officers at LBTH. A total of 8 pre-application meetings were held with officers at the Council's planning department from November 2018 through to submission.
- 4.9 Two pre-application meetings were held with the GLA. The first GLA Pre-Application meeting was held on the 9th January 2019. In attendance from the GLA were Planning, Design and Energy officers, together with a representative from Transport for London (TfL). The second follow up GLA Pre-Application meeting was held on the 1st May 2019, where officers from LBTH were also in attendance.
- 4.10 A pre-application meeting was held in April 2019 with TFL (Transport for London) to discuss transport and highways specific matters. The meeting included representatives from Docklands Light Railway (DLR) which falls within the site application. TFL provided a formal pre-application advice letter in May 2019.

## **5 CONSULTATION RESPONSES**

### **LBTH Transportation and Highways**

- 5.1 Whilst 2 accessible spaces meet policy requirements given the number of uses additional spaces may be required. Details of how accessible parking spaces are managed should be included within the final travel plan and secured by condition. Details of cycle storage, changing facilities and access should be secured by condition. The public realm and materials should match the neighbouring sites to provide a seamless public realm.
- 5.2 A Servicing Management Plan should be secured by condition to ensure there is not impact on the public highway and to reduce unnecessary vehicle trips. The number of predicted taxi journeys is considered high and the applicant should promote and encourage sustainable forms of transport through the use of wayfinding signage indicating the closest public transport links. This should be secured through a condition.
- 5.3 This site is constrained and construction will be problematic due to the location of DLR infrastructure and the need to keep access to the Admirals Way estate for other users. A construction plan summary has been submitted but a full, robust Demolition and Construction Plan will be required which specifies how the works will take place without unduly impacting on the surrounding public highway, Marsh Wall in particular.

### **LBTH Waste Policy and Development**

- 5.4 The applicant is required to confirm all bin stores will be required to be designed in accordance with the latest British Standard BS5906 and Waste management in buildings – Code of practice and Building Regulations 2000.

**LBTH Environmental Health (Smell/Pollution)**

- 5.5 No objection subject to recommended conditions regarding extract ducts and plant.

**LBTH Environmental Health (Air Quality)**

- 5.6 The application was accompanied by an Air Quality Chapter as part of the EIA. The proposed development is considered to be air quality neutral. It unlikely that future occupiers of the building will experience unacceptable exposure from the general environment.
- 5.7 It is recommend that the strictest environmental standards and a full air monitoring scheme should be required as part of the construction management plan which should be submitted to and approved by the Council before any work starts on site. This should comply with the latest Institute of Air Quality Management Guidance on Dust Control and monitoring and the GLA SPG on construction dust.

**LBTH Environmental Health (Noise/Vibration)**

- 5.8 No objection subject to recommended conditions

**5.9 LBTH Environmental Health (Contaminated Land)**

- 5.10 No objection subject to conditions

**LBTH Sustainable Urban Drainage**

- 5.11 A detailed surface water drainage scheme will need to be submitted to LPA prior to works commencing as such a pre-commencement condition will be necessary to secure this.

**LBTH Biodiversity**

- 5.12 The application site has no significant existing biodiversity value. No objection subject to biodiversity enhancements being secured by condition

**LBTH Energy Efficiency**

- 5.13 The current proposals have sought to implement through energy efficiency measures, communal gas boiler and integration Air Source Heat pumps to deliver CO2 emission reductions. The current proposals for CO2 emission reductions meet the onsite target with a 48% reduction. The remaining reduction should be a financial payment in lieu secured through the S106.
- 5.14 It is considered in the proposals are in accordance with adopted policies for sustainability and CO2 emission reductions and it is recommended they are secured through appropriate conditions to deliver:

- Submission of a post completion verification report including the as built calculations (SBEM) to demonstrate the reduction in CO2 emissions have been delivered on-site.
- Submission of Final BREEM Certificate to demonstrate an Excellent rating has been delivered.

### **Canal and River Trust**

5.15 No objection.

### **Environment Agency**

5.16 No objection.

### **London City Airport**

5.17 No objection.

### **Thames Water**

5.18 No objection

### **TfL – Land Use Planning**

5.19 It is noted that 48 cycle parking spaces are proposed to serve the development. This provision is formed of 34 long-stay cycle parking spaces and 14 visitor cycle parking spaces. This level of provision assumes that all serviced apartments provided at this site are to be 1-bedroom.

5.20 The applicant should clarify how many rooms are being delivered as part of this proposal, and then use this figure to determine the amount of long-stay and short-stay cycle parking that should be provided

5.21 It is also noted that no cycle parking has been provided for the restaurant use proposed on site. Whilst it is understood that this is an ancillary use to the proposed development, this does not preclude visitors from the surrounding area also using this. In light of this, it is recommended that cycle parking provision for this use is also incorporated into the scheme.

5.22 It is noted that cycle parking is to be provided in the basement and at ground floor level. The applicant must provide detail on how this cycle parking has been designed in line with the London Cycle Design Standards (LCDS).

5.23 The car-free nature of the proposed development is welcomed. The provision of electric vehicle charging points for the two disabled parking spaces is also welcomed.

5.24 Taxi movement at this site (132 two-way movements a day) is equivalent to 4.3% of daily movement. This level of movements does not accord with the Mayor's Transport Strategy targets or reflect the mode shift targets included within the now adopted Isle of Dog Opportunity Area Framework.

5.25 The trip generation assessment provided indicates that the majority of trips to and from this development will be walking, with it estimated that there will be 1,375 two-

way pedestrian movements a day. It is therefore essential that the walking environment around the site is high quality and there is sufficient space to support both existing and future pedestrian flows.

- 5.26 It is noted that the applicant has made improvements within their site boundary to facilitate increased walking to and from the site, namely through public realm improvements which is welcomed. It is noted that wayfinding signs are proposed to be placed around the site, as well as the potential to provide on Marsh Wall. The provision of wayfinding signs are welcomed – particularly as the development will bring in visitors who are likely to be unfamiliar with the environment and will therefore benefit from wayfinding signage which will help inform, direct and guide them.
- 5.27 Furthermore, it is noted that the South Quay Walk will be opened, with the existing gate to the north east of the site will be kept open. This is welcomed. This walk will provide a key link between the site and the surrounding area. In light of this, the condition of South Quay Walk should be improved to facilitate the increased pedestrian and/or cyclist movement along it.
- 5.28 Further detail on how the servicing bay will be managed, in particular measures that will be implemented to ensure that there is no stopping on the adjoining carriageway by any vehicle, should be included within the full Delivery and Servicing Plan for this site. Furthermore, as highlighted above the applicant should seek to minimise taxi movement to and from this site to accord with the Mayor’s Transport Strategy.

### **Greater London Authority**

- 5.29 The principle of developing the site in the Isle of Dogs & South Poplar Opportunity Area to provide a new 400 bed hotel, 279 serviced apartments and a 584 sq.m restaurant is strongly supported.
- 5.30 The layout, height, massing and appearance of the scheme is supported as is the upgrade of public realm beneath the elevated DLR track. Further details of daylight and sunlight analysis and a Townscape and Visual Impact Assessment (TVIA) must be provided to demonstrate no unsatisfactory impacts result on surrounding buildings and spaces.
- 5.31 Further revisions and information are required, and the carbon dioxide savings verified before the energy proposals can be considered compliant with London Plan draft London Plan policy. An amended drainage strategy is required, and the applicant must embed urban greening principles in the proposal.
- 5.32 A Transport Assessment and revised travel plan considering further trip generation assessment, measures to reduce taxi movements and further clarity on health streets objectives must be provided. An Asset Protection Agreement must be agreed, and planning conditions adopted to ensure the protection of adjacent TfL and DLR assets. Provision of cycle parking and design must be clarified and other items (including a delivery and servicing plan, construction logistics plan, and measures for electric and ultra-low emission vehicles) must be secured by condition.

### **Metropolitan Police (Designing Out Crime)**

- 5.33 No comment received

## London Fire Brigade

5.34 No comment received

## 6 RELEVANT PLANNING POLICIES AND DOCUMENTS

6.1 Legislation requires that decisions on planning applications must be taken in accordance with the Development Plan unless there are material considerations that indicate otherwise.

6.2 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) concludes 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.

6.3 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.

6.4 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 therefore been drafted in anticipation of the adoption of the Local Plan by the Council on 15 January.

6.5 In this case the Development Plan comprises:

- The London Plan 2016 (LP)
- Tower Hamlets Local Plan 2031

6.6 The key development plan policies relevant to the proposal are:

Land Use LP4.5, SP06, D.TC6

(hotel supply and demand)

Design LP7.2, LP7.3, LP7.4, LP7.5, LP7.6, S.DH1, D.DH2, S.DH3, D.DH6, D.DH4

(layout, massing, materials, public realm, heritage)

Amenity LP7.6, SP03, D.DH8, D.ES9

(privacy, outlook, daylight and sunlight, noise)

Transport and Waste LP5.17, LP6.9, LP6.10, LP6.13, S.TR1, D.TR2, D.TR3, D.TR4, S.MW1, D.MW3,

(sustainable transport, highway safety, car and cycle parking, waste,

servicing)

Environment LP3.2, LP5.1, LP5.2, LP5.3, LP5.10, LP5.11, LP5.13, LP5.17, LP7.14, D.ES2, S.ES1, D.ES3, D.ES5, D.ES7, D.ES8  
(biodiversity, energy efficiency, air quality, drainage)

6.7 Other policy and guidance documents relevant to the proposal are:

- The National Planning Policy Framework 2019
- National Planning Practice Guidance (updated 2019)
- The Isle of Dogs & South Poplar Opportunity Area Planning Framework 2019 (OAPF)

## **7 PLANNING ASSESSMENT**

7.1 The key issues raised by the proposed development are:

- i. Land Use
- ii. Design
- iii. Heritage
- iv. Neighbouring Amenity
- v. Transport and Servicing
- vi. Environment
- vii. Infrastructure Impact
- viii. Planning Benefits
- ix. Human Rights and Equalities

### **Land Use**

7.2 The application is for the demolition of the existing office building to be replaced by a single 40 storey building providing a 400 bed hotel and a separate serviced apartment use consisting of 279 apartments. The ground floor would include an ancillary restaurant use adjacent to the dockside.

### London Plan Policy

7.3 London Plan (2016) Policy 4.5 'London's Visitor infrastructure' broadly supports visitor accommodation and recognises the contribution it makes to supporting the economy and stimulating growth. The policy seeks to ensure visitor accommodation is in appropriate locations such as: town centres; in areas with good PTAL; the CAZ fringe; and near to major visitor attractions of regional or sub-regional importance. Specifically it seeks to achieve 40,000 net additional hotel bedrooms by 2036, with at least 10% wheelchair accessible.

7.4 Draft London Plan policy E10 broadly re-iterates the existing policy albeit it updates the demand for additional rooms. The evidence for increased demand is from the GLA Working Paper 88 which outlines the projections for demand and supply until 2050. The estimate is 58,000 additional rooms will be required by 2041.

7.5 The site is also located within the Isle of Dogs which is part of the Isle of Dogs and South Polar Opportunity area. Opportunity areas have been identified for their ability to accommodate significant development of residential and non- residential uses.

#### Local Policy

7.6 Policy D.TC6 states the short stay accommodation will be supported in the following locations:

- Central Activities Zone (CAZ)
- Canary Wharf (Major Centre)
- Tower Hamlets Activity Areas
- District centres
- or along primary routes where adjacent to transport interchanges

7.7 The policy further highlight a number of criteria that new short stay accommodation developments would be required to meet:

- a. the size, scale and nature of the proposal is proportionate to its location
- b. it does not create an over-concentration of such accommodation can be demonstrated, taking account of other proposals and unimplemented consents in the local area
- c. it does not compromise the supply of land for new homes (in accordance with our housing trajectory) or jobs and our ability to meet the borough's housing and employment targets, and
- d. the applicant can demonstrate adequate access and servicing arrangements appropriate to the scale, nature and location of the proposal.

#### Assessment

##### *Loss of Office*

7.8 The application site is not located within a Preferred Office Location and the loss of employment floorspace can be considered. Policy D.EMP3 acknowledges that the loss of employment floorspace would be acceptable where the site is unsuitable for continued employment use. It is considered that the existing low rise office would be unsuitable for continued employment use in its current condition and the existing site is underutilised. Furthermore the benefits of the proposed scheme would outweigh the loss of what is a small quantum of employment floorspace in context of the wider Canary Wharf and Isle of Dogs area.

##### *Proposed C1 Uses*

7.9 Given the sites location within the Isle of Dogs Opportunity Area and the Isle of Dogs Activity Area a proposed hotel and serviced apartment use is considered appropriate for this location. The scale of the building would be similar to other high density developments within the area and would comply with criterion a of policy D.TC6.

7.10 The applicant has submitted a hotel demand study which has highlighted a lack of product diversity within the local market, and a need for a mid-range product. The

GLA Working Paper 88 highlights that there is a demonstrable need for hotel accommodation across inner London. The site's proximity to Canary Wharf, London City Airport and with direct connections to central London means the site is suitably located to serve both leisure and business visitors.

- 7.11 The application site is constrained by the DLR which dissects the site to the west and limits the potential developable area. The site has had a previous planning application for a residential development refused which highlighted the difficulty of providing quality residential accommodation on the site. Given the limited opportunities to provide good quality public realm and external child playspace due to the limited plot size and the site constraints it is not considered that a residential use would be easily delivered on the site.
- 7.12 Additionally, within the Local Plan the site is designated within the Marsh Wall West Site Allocation. Policy 4.6 of the Local Plan designates the Marsh Wall West Site for housing and employment land uses. Marsh Wall West Site Allocation 4.6 includes an indicative site capacity of 2,645 homes up to 2031. As of the time of submission, within the Marsh Wall West Site Allocation a total of 2,494 homes had been granted planning permission.
- 7.13 As part of the pre-application process the applicants explored the potential options for developing neighbouring sites to the east to demonstrate that the development of the application site would not prevent the future delivery of housing were these sites to come forward. The masterplan including within section 5 of the applicants design and access statement provides an example which illustrates that there would still be sufficient potential to develop these sites for residential use. Although the masterplan has not been thoroughly tested or been through any adoption process, it must be given very limited weight, however it does demonstrate that the development of the site as a hotel and serviced apartment use can be brought forward without compromising the supply of housing and would comply with part c of policy D.TC6.
- 7.14 Part d is assessed within the Transport and Servicing section of this report and demonstrates that the uses would have appropriate servicing and access.

### Conclusions

- 7.15 The proposed hotel and serviced apartment accommodation would support growth and would help meet the projected demand for additional rooms within London. The scale and nature of the proposal is considered appropriate for the location of the site within the Activity Area.
- 7.16 The proposal would be in conformity with the London Plan emerging policy E10 and current policy 4.5 and is strongly supported by the GLA. The proposed uses would meet policy D.TC6 of the Tower Hamlets Local Plan (2031). In land use terms the proposal would be acceptable.

### **Design**

- 7.17 Development Plan policies require high-quality designed schemes that reflect local context and character and provide attractive, safe and accessible places that safeguard and where possible enhance the setting of heritage assets.

**Figure1: Proposed view from South Dock**



- 7.18 Policy S.DH1 of the Local Plan (2020) requires developments to meet the highest standards of design, layout and construction which respects and positively responds to its context, townscape, landscape and public realm at different spatial scales. Developments should be of an appropriate scale, height, mass, bulk and form in its site and context.
- 7.19 Policy D.DH4 requires developments to positively contribute to views and skylines that are components of the character of the 24 places in Tower Hamlets. Intrusive elements in the foreground, middle ground and backdrop of such views will be resisted. Development will be required to demonstrate how it:
- a) complies with the requirements of the London View Management Framework and World Heritage Site Management Plans (Tower of London and Maritime Greenwich)
  - b) positively contributes to the skyline of strategic importance, forming from the silhouettes of tall building clusters around Canary Wharf (as defined on the Policies Map)
  - c) preserves or enhances the prominence of borough-designated landmarks and the skyline of strategic importance in the borough-designated views (as defined in Figure 6)
  - d) preserves or enhances local views identified in conservation area appraisals and management guidelines

- e) preserves or enhances visual connection of the public realm with water spaces, and
- f) preserves or enhances townscape and views to and from the site which are important to the identity and character of the

7.20 The Tall Buildings policy D.DH6 sets out the criteria for assessing the appropriateness of a tall building. The policy further directs tall buildings towards the designated tall building zones which include the Canary Wharf Zone within which the applicant's site is located.

#### Height Scale and Massing

7.21 The proposed development meets the requirements of Tall Building policy. The proposal would be lower in height and have a more slender, articulated form than the tall office buildings to its north, in central Canary Wharf. At 40 storeys tall, it would be within the range evident among existing buildings in the South Quay area. The podium and amenity space above it would appear as a distinct base element within the building, and the height of this element would relate well to nearby lower and medium scale buildings to the east of the application site, while helping to break up the overall scale of the proposed development.

#### Appearance and materials

7.22 The building has been designed to appear as a singular curved object constructed in cast concrete with grooved patterns within the concrete providing visual interest and texture. The design includes a vertical slash through the length of the building indicating the separation between the serviced apartments and the hotel uses.

7.23 The base of the building consists of a predominantly glazed podium from which the solid concrete tower projects on exposed structural columns above an open landscaped deck area.

#### Landscaping

7.24 The landscaping proposed includes hard landscaping which would be sympathetic to the existing context and provide cohesion with the surrounding surfaces. Yorkstone is proposed under the DLR to match with landscaping on the adjacent Wardian site.

7.25 The applicant has agreed to provide a financial contribution for additional hard landscaping works outside the redline boundary of the site to ensure the development fits in with the surrounding landscaping.

7.26 This space below the DLR has been identified as an opportunity to create a continuous, wide outdoor trail in the urbanised context of central London, with the benefits of being a dry and sheltered access for pedestrians and cyclists, whilst potentially delivering an innovative space (through the partnership with Parkour and various local artists).

7.27 Parkour Generations are a local parkour & freerunning specialists in training, education, performance, events and design. A part of their offering is the Chainstore, a specialist gym that is an indoor parkour training zone, designed to mimic the conditions of the outside world in terms of materials, feel and atmosphere. The

Underline has been identified as a space suitable for maximising on Parkour's offering.



- 7.28 The inclusion of the Parkour element of the scheme reflects the aspirations illustrated in the Isle of Dogs Opportunity Area Planning Framework. Section 4.3 of the document seeks to enhance and where possible intensify and expand existing green infrastructure, through the creation of more pedestrian friendly routes.
- 7.29 In addition, the document details aspirations for a lively new urban community with facilities colonising the underline space. Indeed, the document states that; 'development will make the most of every opportunity for green and open space, including greening the DLR underline' (section 5.4.4).
- 7.30 The proposed included modular Parkour elements would allow the 'underline' to be used flexibly as both an amenity space and for activities. An important element of the Parkour concept is steel bars. The ability to connect, detach and reconfigure these bars in various positions allows for endless compositions. The Parkour components have been developed to enable bars to be stored within the units, with lockable hatches. Fixings within the hard landscape also allow for bars to be temporarily anchored in place during use.



7.31 In addition, at ground level, there will be a series of soft landscape to provide a strong, well vegetated character to the site and a rich backdrop to the proposed development. Soft landscaping will be included at both ground level and platform level.



### Conclusion

7.32 The scale of the building is considered to be proportional to its location with the Tall Building Zone and within the Tower Hamlets Activity Area. The design is considered to be a unique and high quality design which provides a human scale at street level through the glazed building base and a visually interesting tower. The landscaping works and the activation of the 'Underline' below the DLR is considered to be a positive improvement which would provide improved pedestrian access to the dockside and improve pedestrian routes towards Canary Wharf.



### Inclusive Design

- 7.33 Policy 7.2 of the London Plan (2016), and policy S.SG2 of the Tower Hamlets Local Plan seek to ensure that developments are accessible, usable and permeable for all users and that a development can be used easily by as many people as possible without undue effort, separation or special treatment.
- 7.34 The proposed development will provide 2 accessible car parking space which is reserved for use by disabled visitors.
- 7.35 The proposal provides 10% wheelchair accessible rooms across the hotel and serviced apartments. A condition securing these units is recommended.
- 7.36 It is considered that the proposal would result in a scheme that would be well connected to its surroundings and would provide hotel accommodation that can be used safely and easily and with dignity for all regardless of disability, age, gender, ethnicity or economic circumstances in accordance with policy.

## **Heritage**

- 7.37 Development Plan policies require development affecting heritage assets and their settings to conserve their significance, by being sympathetic to their form, scale, materials and architectural detail.

### Strategic Views

- 7.38 The townscape and visual assessment considered the likely significant effects of the proposed development on a number of representative townscape views. This assessment demonstrates that for all strategic views, the building would be in keeping with the height of other buildings in the South Quay area, and would be lower than the completed height of the adjacent Warden buildings, contributing to a varied skyline in its local area. The height of the development does not raise a strategic concern.

### Surrounding Conservation Areas

- 7.39 The existing office building is considered to possess no heritage or townscape value of merit. The site does not accommodate any statutory listed buildings, but there are a number situated within the local area; however the application is not considered to affect their setting given the dense nature of the area and surrounding developments.
- 7.40 The site does not lie within a conservation area and is sufficiently distant from neighbouring conservation areas to not impact on their setting.

## **Neighbouring Amenity**

- 7.41 Development Plan policies seek to protect neighbour amenity safeguarding privacy, not creating or allowing unacceptable levels of noise and ensuring acceptable daylight and sunlight conditions.

### Daylight and Sunlight

- 7.42 Guidance relating to daylight and sunlight is contained in the Building Research Establishment (BRE) handbook 'Site Layout Planning for Daylight and Sunlight' (2011).
- 7.43 A number of residential properties surround the site which can be impacted by the development, these have been tested as part of the application, and the results have been independently reviewed on behalf of the Council, these are discussed below.
- 7.44 For calculating daylight to neighbouring residential properties affected by the proposed development, the primary assessment is the vertical sky component (VSC) method of assessment together with the no sky line (NSL) assessment where internal room layouts are known or can reasonably be assumed. These tests measure whether buildings maintain most of the daylight they currently receive.
- 7.45 BRE guidance in relation to VSC requires an assessment of the amount of daylight striking the face of a window. The VSC should be at least 27%, or should not be reduced by more than 20% of the former value, to ensure sufficient light is still reaching windows. The NSL calculation takes into account the distribution of daylight

within the room, and again, figures should not exhibit a reduction beyond 20% of the former value.

Impact on neighbouring properties

7.46 The Environmental Statement has evaluated loss of daylight and sunlight to existing properties using the BRE Report BR 209, Site Layout Planning for Daylight and Sunlight, a guide to good practice. The Council's appointed the BRE as an independent Daylight and Sunlight consultant to review the applicant's Daylight/Sunlight Information

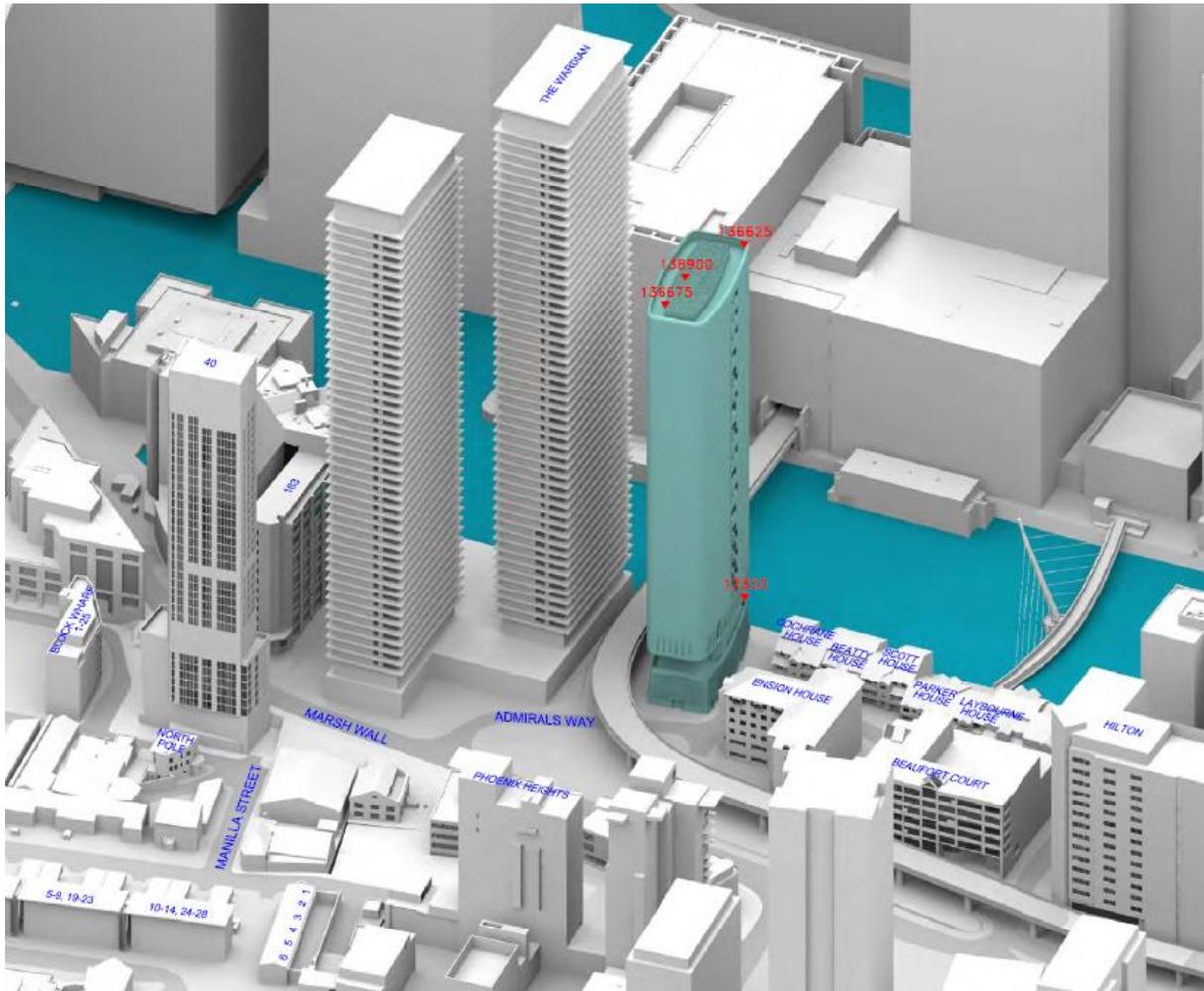
7.47 The following significance criteria banding was used when summarising the overall daylight and sunlight effects to the surrounding buildings;

- Negligible; 0-20% loss against existing
- Minor adverse; 20-29% loss against existing
- Moderate adverse; 30-40% loss against existing
- Major adverse; >40% loss against existing

7.48 Of the properties already constructed or nearing completion, the only properties with losses of light outside the BRE guidelines are at the Wardian (east and west blocks) – also known as the former Arrowhead Quay tower development site and at Phoenix Heights. These are dealt with below. Losses of daylight and sunlight to Tideway House, 1-6 Bosun Close, Dolwen Court, The North Pole public house, 1-7 Bellamy Close and 1-25 Block Wharf would all be within the BRE guidelines and classified as negligible.

7.49 The table below highlights the impact of the development on daylight to the Wardian and Phoenix Heights.

Daylight summary	VSC at window						NSL inside room					
	No of windows tested	No of windows that satisfy BRE VSC	No that do not satisfy BRE				No of rooms tested	No of rooms that satisfy BRE NSL	No that do not satisfy BRE			
			Minor loss 20-29%	Moderate loss 30-39%	Major loss >=40%	Total			Minor loss 20-29%	Moderate loss 30-39%	Major loss >=40%	Total
Wardian east block	650	337	8	4	301	313	450	247	3	55	145	203
Wardian west block	576	436	130	10	0	140	398	367	31	0	0	31
Phoenix Heights	369	366	3	0	0	3	211	211	0	0	0	0



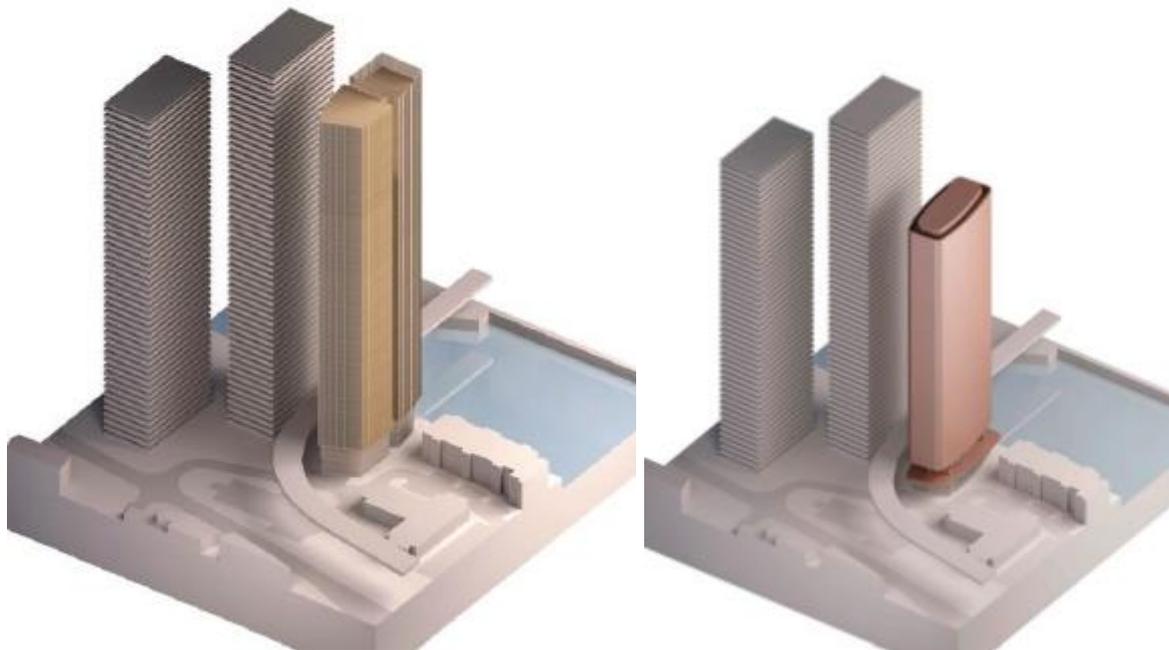
### Wardian Western Block

- 7.50 The western block is furthest from the proposed development. According to the figures in the Environmental Statement, loss of vertical sky component (VSC) to 140 windows out of a total of 576 windows would be outside the BRE guidelines. 31 rooms, out of a total of 398 rooms, 30 of which are bedrooms and one a kitchen, would have minor adverse effects on No Sky Line (NSL)
- 7.51 All of these windows have balconies above. Balconies tend to block light from the sky, which may make even a modest obstruction opposite have a large relative impact. In these circumstances, the BRE Report 'Site layout planning for daylight and sunlight: a guide to good practice' recommends an additional calculation without the balconies in place. The applicants have undertaken this analysis and without the balconies, 26 windows out of 576 windows would fail the VSC guidelines, but only very marginally.
- 7.52 It can therefore be acknowledged that, taking into account the existing balconies, it is considered that the effect of the proposed development upon this building would be minor and would be considered acceptable given the surrounding context of high density development.

### Wardian Eastern Block

- 7.53 On the eastern building, which is the closest to the Quay House development site, there would be a loss of VSC to 313 windows which would be outside the BRE guidelines. There would be some large reductions in VSC for the worst affected living rooms. No Sky Line (NSL) losses to 203 rooms would also be outside the BRE guidelines.
- 7.54 A larger reduction in daylight may be inevitable in situations where the existing building has windows that are unusually close to the site boundary and taking more than their fair share of light. The Wardian east block would fall into this category as it is a 55 storey building built up to the site boundary. This makes it very difficult to develop the Quay House site without impacting on daylight and sunlight to the Wardian east building.
- 7.55 The existing balconies is also a factor on the Wardian Eastern building albeit less significant than on the western building.
- 7.56 The independent BRE review report highlights the fact that *'the Wardian east block could be classed as a 'bad neighbour' as it is a 55 storey building built extremely close to the site boundary and taking more than its fair share of light over the proposal site. This makes it very difficult to develop the Quay House site without substantial impacts on daylight and sunlight to the Wardian east block.'*
- 7.57 In assessing the Wardian development (formerly Arrowhead Quay) the committee report for this application (PA/12/03315) in 2014 acknowledged the impact in daylight/sunlight terms of locating the Wardian East building so close to its boundary but balanced this against the benefits of the design. The report goes on to conclude the following in section 15.31:
- 'All of the proposed flats in the East Tower would be Private and none of the proposed east/west facing single-aspect flats would be family sized flats. In the circumstances and taking account of other amenity issues, officers consider that the Arrowhead Quay proposal is acceptable in the context of the proposed tower on the Quay House site. Given this, officers do not consider that the approval of the Arrowhead Quay application would harm the development potential for a tall building on the Quay House site.'*
- 7.58 The analysis referred to above confirms that the design of the Wardian building is contributing factor in the performance of these windows against BRE guidelines. Having regard to this fact as well as the absolute levels of VSC reduction and the surrounding context of high density development, it is considered that the effect of the proposed development is acceptable.
- 7.59 It is acknowledged that the proposed Quay House building would have an impact on daylight to the Eastern Wardian building. However, given the design of the Wardian and the proximity to the boundary together with the existing open character of the neighbouring Quay House site it is unavoidable that any redevelopment of the neighbouring site which includes a building of any significant height would have an impact on daylight.

- 7.60 It should be noted that the 2014 Planning Consent for the Wardian (formerly Arrowhead Quay) site anticipated that a tower would be constructed on the Quay House site.
- 7.61 Through the pre-application process and through design development the Quay House building has been designed and amended to reduce the impact on the Wardian and limit the impact on daylight and sunlight as much as possible. As illustrated below, the form of the tower has been shaped and amended through engagement with officers to maximise the amount of light reaching both of the Wardian towers. The building has been shortened in the north-south axis to allow more light to pass to the neighbouring buildings.



*Original Pre-app Scheme*

*Proposed Scheme*

### Phoenix Heights

- 7.62 Phoenix Heights is a block of flats located to the south of the site. There would be loss of VSC to three windows outside the BRE guidance. All three windows have overhanging balconies and when tested without these would be within the BRE guidelines. It can therefore be considered that the development only has a minor adverse impact on this neighbouring development. This is considered acceptable.

### Cumulative Impacts

- 7.63 In the cumulative assessment, the daylight and sunlight report has analysed loss of light to proposed developments at 3 Millharbour/6,7,8 South Quay Plaza, 50 Marsh Wall (Alpha Square East and West) and 54 Marsh Wall.
- 7.64 At 3 Millharbour/6-8 South Quay Plaza, loss of VSC to two bedrooms would be outside the BRE guidelines. The ADF analysis shows that they would have less than the recommended 1% ADF both with and without the new development in place.

These windows are tucked into a corner of the building with overhangs above; without the overhangs, they would meet the guidelines. This would be a minor adverse impact for these two rooms only.

- 7.65 At 50 Marsh Wall, Alpha Square West, loss of VSC would be within the BRE guidelines. There would be an impact on daylight distribution outside the guidelines for six rooms. This would be a minor adverse impact for these rooms only
- 7.66 At 50 Marsh Wall, Alpha Square East, there would be losses of VSC outside the BRE guidelines to 199 windows. Some of these are multiple windows serving the same rooms. The effect on daylight distribution would be within the guidelines.
- 7.67 Overall the loss of daylight to 50 Marsh Wall, Alpha Square East is assessed as moderate adverse.
- 7.68 At 54 Marsh Wall, 82 windows would have a loss of VSC outside the BRE guidelines, with typical losses of 20-29%. Many of the rooms have more than one window. All these rooms would have adequate daylight, measured by the ADF, with the new development in place, and the effect on daylight distribution would be within the guidelines. This would count as a minor adverse impact on daylight.

Overshadowing

- 7.69 The only nearby amenity space would be to the Wardian development to the west. The proposed development would not significantly impact on this and would have a negligible impact on neighbouring amenity areas from overshadowing.

Sunlight

- 7.70 The table below details the impact of the development on sunlight to neighbouring developments.

Sunlight summary	No of rooms tested	No of rooms that satisfy BRE sunlight	APSH- annual sunlight				WPSH- winter sunlight			
			No that do not satisfy BRE				No that do not satisfy BRE			
			Minor loss 20-29%	Moderate loss 30-39%	Major loss >=40%	Total	Minor loss 20-29%	Moderate loss 30-39%	Major loss >=40%	Total
Wardian east block	450	212	3	1	234	238	10	31	196	237
Wardian west block	398	397	1	0	0	0	0	0	0	0

- 7.71 For the Wardian eastern tower building loss of sunlight would be outside the BRE guidelines for 114 living rooms and studios out of a total of 450 rooms. For nearly all of these the losses of sunlight would be substantial. Again the balconies are a factor and the without balcony test shows that 33 of these rooms would only fail marginally.
- 7.72 For the Wardian western tower building there would a negligible impact on sunlight.

Conclusions on Daylight, Sunlight and Overshadowing.

- 7.73 The methodology used for the assessment has been completed in accordance with the principles and tests as explained within the BRE Report 209 Site Layout Planning for Daylight and Sunlight: A Guide to good practice (2011).

- 7.74 It is officers view that whilst there are some major impacts on daylight and sunlight, particularly to the Wardian East building there are contributing factors which exacerbate these impacts, namely the existing wrap around balconies to the Wardian building and the proximity of the East Wardian Tower to the boundary of the site resulting in this buildings overreliance on the neighbouring site for daylight. As discussed this situation was acknowledged during the assessment of the Wardian application and it is acknowledged that any significant development of the Quay House site would have an impact on daylight to the Wardian.
- 7.75 It is officers view that the propose development would provide significant public benefits and given the specific circumstance described above the proposed impacts on daylight and sunlight would be considered acceptable in this instance.

#### Overlooking

- 7.76 The separation distances between the proposed building and other neighbouring properties would be a minimum of 20 metres and would be considered sufficient to limit the potential for unacceptable levels of overlooking and would not unacceptably impact on neighbouring privacy.

#### Noise and Vibration

- 7.77 The application is supported by a Noise Report as part of the Environmental Impact Assessment. The report demonstrates that the scheme has been designed so that it appropriately responds to the immediate application site context. Subject to conditions ensuring fixed plant is within acoustic enclosures if necessary it is considered that the completed proposed development would not give rise to significant effects in respect of operational noise and vibration

#### Wind/Microclimate

- 7.78 The application is supported by a Wind Microclimate Assessment as part of the EIA. The assessment was reviewed the conclusions that the site would be suitable for the proposed uses subject to some localised mitigation measures within the landscaping are considered acceptable.

#### Construction Impacts

- 7.79 Demolition and construction activities are likely to cause some additional noise and disturbance, additional traffic generation and dust. In accordance with relevant Development Plan policies, a number of conditions are recommended to minimise these impacts. These will control working hours and require the approval and implementation of Construction Environmental Management and Logistics Plan.

#### **Transport and Servicing**

- 7.80 Development Plan policies promote sustainable modes of travel and limit car parking to essential user needs. They also seek to secure safe and appropriate servicing.

#### DLR Safeguarding

- 7.81 The application site is located in close proximity to the elevated DLR railway. TFL and the DLR have been consulted as part of the application and have requested a

number of conditions regarding landscaping and maintenance below the DLR. These have been included within the recommended conditions

#### Car Parking

- 7.82 The development would be 'car free' with the exception of two disabled access spaces. This is in line with Local Plan policy. The Council's Highways officer has indicated that additional accessible spaces may be required and any necessary future provision of these would be secured through the Travel Plan within the S106.
- 7.83 The provision of electric charging points to the accessible spaces would be required and secured by condition.

#### Servicing and Deliveries

- 7.84 The proposed development includes a dedicated service layby at the Admirals Way frontage. The provision of the servicing layby at this location ensures that servicing can be undertaken on-site and away from the main pedestrian and cycle routes, away from DLR infrastructure and not impede traffic flow on Admirals Way.
- 7.85 All deliveries associated with the development which involve large vehicles will be controlled by a delivery booking system. Subject to a Management strategy secured by conditions the proposed serving arrangements are considered acceptable.

#### Cycle Parking

- 7.86 Draft London Plan policy T5 and current London Plan (2016) policy 6.9 requires 1 space per 20 bedrooms for long-stay and 1 space per 50 bedrooms for short-stay. Therefore, there would be a requirement for 34 long stay and 14 short stay spaces across both the hotel and serviced apartment uses. Long stay cycle storage would be located within the basement of the building accessible from two larger lifts within the ground floor foyer. Short stay spaces would be located in various locations close to the entrances to the building. The location of these would be secured by condition.
- 7.87 Final details of cycle parking ensuring this meets London Cycle Design Standards (LCDS) would be secured by condition. Overall, the proposed cycle storage is considered to be acceptable subject to the submission of the details secured by condition.

#### Trip Generation

- 7.88 A multi-modal assessment has been undertaken as part of the Transport Assessment. This concluded that the proposed development has the potential to generate some 2,753 two-way trips during a typical weekday (between 07:00 and 19:00). The majority of these trips would be made by walking (46%) and using rail services (39%). The Council's Highway officer and TFL raised concerns about the increase in two way taxi trips and recommended that the applicant should promote and encourage sustainable forms of transport through the use of wayfinding signage indicating the closest public transport links. This should be secured through a condition.

## Demolition and Construction Traffic

- 7.89 Should the application be approved, the impact on the road network from demolition and construction traffic would be controlled by way of conditions requiring the submission and approval of Demolition and Construction Management Plans. The Demolition and Construction Management Plan will need to consider the impact on pedestrians, cyclists and vehicles as well as fully considering the impact on other developments in close proximity.
- 7.90 The application site is constrained and construction will be challenging due to the location of DLR infrastructure and the need to keep access to the Admirals Way estate for other users. A robust Demolition and Construction Plan which specifies how the works will take place without unduly impacting on the surrounding public highway, Marsh Wall in particular would be required. Marsh Wall has experienced a high level of construction traffic over the past few years which impacts on its efficiency. It is an important east – west link and the applicant will need to provide a scheme which restricts the impact on this route and takes into account the cumulative effect on construction traffic with neighbouring development.

## Summary

- 7.91 Subject to the above it is considered the proposal would be acceptable in terms of supporting sustainable modes of transport, and will have no significant impacts on the safety or capacity of the highways network, in accordance with NPPF (2012) policy 6.1, London Plan (2015) and .

## **Environment**

- 7.92 The planning application constitutes an EIA development. The application was submitted in July 2019 accompanied by an Environmental Statement (ES) produced by Ramboll on behalf of Quay House Admirals Way Ltd, and provided assessment of the following topics:
- Transportation and Access;
  - Air Quality;
  - Noise and Vibration;
  - Water Resources and Flood Risk;
  - Daylight, Sunlight and Overshadowing;
  - Wind;
  - Climate Change;
  - Townscape and Visual Impact; and
  - Built Heritage.
- 7.93 The ES has been reviewed in accordance with The Town and Country Planning (Environmental Impact Assessment) Regulations 2017 (as amended) (EIA Regulations).

- 7.94 The Council's EIA Officer and retained EIA consultants and the have confirmed that the submitted ES meets the requirements of the EIA Regulations.
- 7.95 The 'environmental information' has been examined by the Council and has been taken into consideration by officers to reach a reasoned conclusion of the significant effects of the Proposed Development, which forms the basis of the assessment presented in this report. Appropriate mitigation / monitoring measures as proposed in the ES will be secured through planning conditions and/or planning obligations. The environmental information comprises the ES, including any further information and any other information, any representations made by consultation bodies and by any other person about the environmental effects of the Proposed Development.

#### Energy Efficiency and Sustainability

- 7.96 At a national level, the National Planning Policy Framework sets out that planning plays a key role in delivering reductions to greenhouse gas emissions, minimising vulnerability and providing resilience to climate change. The NPPF also notes that planning supports the delivery of renewable and low carbon energy and associated infrastructure. At a strategic level, the climate change policies as set out in Chapter 5 of the London Plan 2015 and the Tower Hamlets Local Plan (D.ES7) collectively require developments to make the fullest contribution to the mitigation and adaptation to climate change and to minimise carbon dioxide emissions.
- 7.97 The London Plan (2016) sets out the Mayor's energy hierarchy which is to:
- Use Less Energy (Be Lean);
  - Supply Energy Efficiently (Be Clean); and
  - Use Renewable Energy (Be Green)
- 7.98 Policy D.ES7 includes the requirement for non-residential developments to be zero carbon with a minimum of 45% reduction in regulated carbon dioxide with the remainder to be offset with cash payment in lieu.
- 7.99 The Quay House Energy Statement (June 2019) sets out how the applicant has sought to meet the CO<sub>2</sub> emission reduction policy requirements through energy efficiency measures, communal gas boiler and integration Air Source Heat pumps. The report notes that the following CO<sub>2</sub> emissions:
- Baseline – 1573 tonnes CO<sub>2</sub> per annum
  - Lean Scheme – 1450 tonnes CO<sub>2</sub> per annum
  - Proposed Scheme – 818 tonnes CO<sub>2</sub> per annum
  - CO<sub>2</sub> savings – 757 tonnes CO<sub>2</sub> per annum
- 7.100 The CO<sub>2</sub> emission reduction is anticipated to be 48% against the building regulation baseline which is compliant with policy requirements. It is recommended that the delivery of the CO<sub>2</sub> emission reductions is secured via Condition.

7.101 The S106 would include a financial payment of £1,468,800 to offset the remaining carbon and comply with policy D.ES7.

### Sustainability

7.102 Policy D.ES7 also requires sustainable design assessment tools to be used to ensure the development has maximised use of climate change mitigation measures. At present the current interpretation of this policy is to require all non-residential to achieve BREEAM Excellent. The applicant has submitted a BREEAM Pre-Assessments which shows the scheme is designed to achieve a BREEAM Excellent Rating with a score of 79.5%.

7.103 The proposal for the scheme to achieve a BREEAM Excellent should be secured via condition.

### Summary and Securing the Proposals

7.104 It is considered that the proposals are in accordance with adopted policies for sustainability and CO2 emission reductions and it is recommended they are secured through appropriate conditions to deliver:

- Submission of a post completion verification report including the as built calculations (SBEM) to demonstrate the reduction in CO2 emissions have been delivered on-site.
- Submission of Final BREEM Certificate to demonstrate an 'Excellent' rating has been delivered.

### Air Quality

7.105 Development Plan policies require major developments to be accompanied by assessments which demonstrates that the proposed uses are acceptable and show how development would prevent or reduce air pollution.

7.106 The application is accompanied by an Air Quality Assessment within the EIA. The assessment states that the impact of construction on local air quality could be significant and strict controls including air quality monitoring should be secured through the Construction management plan. Once complete the development would be air quality neutral as required by the GLA SPG on sustainable design and construction. Air Quality measures including ultra-low NOx boilers within the building would be secured by way of a condition.

### Waste

7.107 Development Plan policies require adequate refuse and recycling storage alongside and combined with appropriate management and collection arrangements.

7.108 The LBTH Waste Team have reviewed the proposal and are satisfied that subject to securing the details of bin storage size and servicing arrangements by condition the proposal is acceptable.

### Biodiversity

7.109 Development Plan policies seek to safeguard and where possible enhance biodiversity value.

- 7.110 The application site has no significant existing biodiversity value. It is adjacent to South Dock, which is part of a Site of Borough Importance for Nature Conservation. The proposed development would increase the shading of part of the SINC but, due to the deep water and lack of aquatic vegetation, this is not likely to have a significant adverse impact on the ecology of the dock. Unlike other recent and proposed developments around the dock, there is no proposed encroachment into the water body and hence no loss of area of SINC. There will not, therefore, be any significant adverse impact on biodiversity, and ecology
- 7.111 The landscaping at ground-floor and third-floor levels includes a good range of nectar-rich flowers, which will contribute to a LBAP target to increase forage for bees and other pollinators.
- 7.112 Subject to conditions securing the biodiversity enhancements proposed the development would be considered comply with policy

#### Flood Risk & Drainage

- 7.113 Development Plan policies seek to manage flood risk and encourage the use of Sustainable Urban Drainage.
- 7.114 The application is supported by a flood risk management plan and SuDs strategy which demonstrates there would be no increase in surface water runoff from the development. This would be secured by condition and is considered acceptable.

#### Land Contamination

- 7.115 The application has been reviewed by the Council's Environmental Health Land Contamination officer and subject to standard conditions, the proposals are acceptable from a land contamination perspective and any contamination that is identified can be satisfactorily dealt with.

#### **Infrastructure Impact**

- 7.116 It is estimated that the proposed development would be liable for Tower Hamlets Community
- 7.117 Infrastructure Levy (CIL) payments of approximately £4,970,970 and Mayor of London CIL of approximately £3,66,2820. It is important to note that these figures are approximate. This will likely change given indexation is linked to the date planning permission is granted.
- 7.118 Alongside CIL, Development Plan policies seek financial contributions to be secured by way of planning obligations to offset the likely impacts of the proposed development on local services and infrastructure.
- 7.119 The applicant has agreed to meet all of the financial contributions that are sought by the Council's Planning Obligations SPD, as follows:
- 7.120 £114,472 towards construction phase employment skills training
- 7.121 £149,436.80 towards end-user phase employment skills training

## Planning Benefits

7.122 The scheme would provide significant public benefits including the provision of visitor accommodation contributing towards the Borough's target of 5,000 net additional rooms by 2041. Other notable benefits anticipated by the applicant include:

- 172 permanent direct jobs once operational.
- 355 jobs in the wider construction supply chain economy.
- 302 construction jobs on site.
- Support 73 further permanent jobs in the wider supply chain including operational apprenticeships and an Employment and Skills Training programme for the end user.
- An Employment and Skills Training programme during construction.
- A new public garden and restaurant with views to the dock and back to Canary Wharf.
- A new public realm along the dockside.
- Partnership with Parkore Generations, providing activity space below the DLR.
- CIL contributions
- Significant construction spend in the economy.  
*(Anticipated by the applicant to be in region of £17.6m)*
- Wider supply chain spend annually during the build. (Anticipated by the applicant to be in region of £18.3m )
- Significant additional visitor spend into the local economy each year.
- in business rate receipts each year.  
*(Anticipated by the applicant to be in region of £1.7m)*
- A carbon offsetting scheme which exceeds local targets to comply with the emerging 45% carbon emission reduction target in the new development plan, adopted last week.

7.123 The applicant has also pledged a commitment to contribute £65,000 towards the expansion of their existing hospitality and leisure skills training, targeting local people, to be run by the London Training Centre, a local organisation based in Tower Hamlets and set up to provide vital skills and qualifications to those most in need. The purpose would be to ensure that local people have access to the employment opportunities within the new development.

## Human Rights & Equalities

7.124 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.

7.125 The proposed provision of the hotel meets inclusive design standards and over 10% of the new rooms would be wheelchair accessible and 2 disabled car parking spaces provided. These standards would benefit future employees and visitors, including disabled people, elderly people and parents/carers with children.

7.126 The proposed development would not result in adverse impacts upon equality or social cohesion.

## 8 RECOMMENDATION

8.1 That **conditional planning permission is GRANTED** subject to the prior completion of a legal agreement to secure the following planning obligations

### 8.2 Financial Obligations

- a. £114,472 towards construction phase employment skills training
- b. £149,436.80 towards end-user phase employment skills training
- c. £1,468,800 Carbon offsetting obligation
- d. 57,925.00 towards wider landscape improvements

### 8.3 Non-Financial Obligations

a. Access to employment

- 20% local procurement
- 20% local labour in construction
- 20 construction phase apprenticeships
- 2 end-user phase apprenticeship

b. Transport

- Approval and implementation of Travel Plan

c. Compliance with Considerate Constructors Scheme

d. 90 Day Lets

- *Rooms will not be occupied for periods of 90 days or more;*
- *Twenty-four hour servicing will be provided;*
- *Telephone lines will be provided in the rooms with no opportunity for personal lines installed by the occupier;*
- *Rooms will be charged out at a maximum at weekly rates;*
- *The use will be secured in the form of a licence, not a lease;*
- *The occupants of the room will not have exclusive possession of the room;*  
*and*
- *Management will have access to the room for the provision of substantial services, including room cleaning.*

8.4 That the Corporate Director of Place is delegated the power to negotiate the legal agreement. If within three months of the resolution the legal agreement has not been completed, the Corporate Director for Place is delegated power to refuse planning permission.

8.5 That the Corporate Director of Place is delegated the power to impose conditions and informatives to address the following matters:

## 9 PLANNING CONDITIONS

### Compliance

1. 3 years deadline for commencement of development.
2. Development in accordance with approved plans.
3. Restrictions on demolition and construction activities:
  - a. All works in accordance with Tower Hamlets Code of Construction Practice;
  - b. Standard hours of construction and demolition;
  - c. Air quality standards for construction machinery;
  - d. Ground-borne vibration limits; and
  - e. Noise pollution limits.
4. Piling
5. Energy and efficiency standards
6. Air quality emission standards for boilers & CHP

### Monitoring

7. TV reception
8. Surface and groundwater conditions

### Pre-commencement

9. Code of Construction Practice
10. Construction Waste Management Plan
11. Construction Environmental Management Plan and Construction Logistics Plan (including construction methodology re. cranes in consultation with London City Airport)
12. Land Contamination Remediation

### Pre-superstructure works

13. Details of external facing materials and architectural detailing.
14. Details of hard and soft landscaping of all public realm and open spaces including details relating to play equipment, street furniture and lighting, wind mitigation measures, biodiversity mitigation and enhancements.
15. Details of flue emissions
16. Details of cycle parking
17. Surface water - Drainage Strategy
18. Disabled Car parking
19. Wayfinding and signage strategy
20. Delivery, Servicing and Waste Management Plan
21. Details of 10% Accessible Rooms

### Prior to relevant works

22. Details mechanical plant and equipment and noise mitigation

Occupation

23. Secured by design compliance
24. Extraction Equipment (Restaurant)
25. BREEAM

## APPENDIX 1 – List of Plans for Approval

### Schedule of Drawings

10243-SHP-Z0-00-PL-A-G100-001 REV P0	10243-SHP-Z0-00-PL-A-G100-100 REV P0
10243-SHP-Z0-00-PL-A-G100-101 REV P0	10243-SHP-Z0-00-XP-A-G100-100 REV P0
10243-SHP-Z0-EE-EL-A-G100-001 REV P0	10243-SHP-Z0-EE-XE-A-G100-00 REV P0
10243-SHP-Z0-EN-EL-A-G100-001 REV P0	10243-SHP-Z0-EN-EL-A-G100-100 REV P0
10243-SHP-Z0-EN-XE-A-G100-001 REV P0	10243-SHP-Z0-ES-EL-A-G100-001 REV P0
10243-SHP-Z0-ES-XE-A-G100-001 REV P0	10243-SHP-Z0-EW-EL-A-G100-001 REV P0
10243-SHP-Z0-EW-EL-A-G100-100 REV P0	10243-SHP-Z0-EW-XE-A-G100-001 REV P0
10243-SHP-Z1-00-PL-A-G200-001 REV P0	10243-SHP-Z1-00-XP-A-G200-001 REV P0
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10243-SHP-Z1-02-PL-A-G200-001 REV P0	10243-SHP-Z1-02-XP-A-G200-001 REV P0
10243-SHP-Z1-03-PL-A-G200-001 REV P0	10243-SHP-Z1-03-PL-A-G200-001 REV P0
10243-SHP-Z1-03-PL-A-G200-002 REV P0	10243-SHP-Z1-03-PL-A-G200-003 REV P0
10243-SHP-Z1-04-PL-A-332-001 REV P0	10243-SHP-Z1-04-PL-A-G200-001 REV P0
10243-SHP-Z1-05-PL-A-G200-001 REV P0	10243-SHP-Z1-06-PL-A-G200-001 REV P0
10243-SHP-Z1-07-PL-A-G200-001 REV P0	10243-SHP-Z1-08-PL-A-G200-001 REV P0
10243-SHP-Z1-09-PL-A-G200-001 REV P0	10243-SHP-Z1-17-PL-A-G200-001 REV P0
10243-SHP-Z1-18-PL-A-G200-001 REV P0	10243-SHP-Z1-24-PL-A-G200-001 REV P0
10243-SHP-Z1-27-PL-A-G200-001 REV P0	10243-SHP-Z1-28-PL-A-G200-001 REV P0
10243-SHP-Z1-40-PL-A-G200-001 REV P0	10243-SHP-Z1-AA-SE-A-G200-001 REV P0
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10243-SHP-Z1-CC-SE-A-G200-001 REV P0	10243-SHP-Z1-EE-EL-A-G200-001 REV P0
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10243-SHP-Z1-TY-DE-A-G251-003 REV P0	10243-SHP-Z1-TY-DE-A-G251-004 REV P0
10243-SHP-Z1-TY-DE-A-G251-005 REV P0	10243-SHP-Z1-TY-DE-A-G251-006 REV P0
10243-SHP-Z1-TY-PL-A-F200-101 REV P0	10243-SHP-Z1-TY-PL-A-F200-102 REV P0
10243-SHP-Z1-XX-PL-A-F100-001 REV P0	10243-SHP-Z1-XX-PL-A-F100-002 REV P0
10243-SHP-Z1-Z1-EW-A-G200-001 REV P0	1846-EXA-XX-00-DR-L-0100 REV A
1846-EXA-XX-00-DR-L-0200 REV A	1846-EXA-XX-03-DR-L-0100 REV A
1846-EXA-XX-03-DR-L-0200 REV A	

## **Schedule of Documents**

- Design and Access Statement- Simpson Haugh (June 2019)
- Planning Statement – Savills (June 2019)
- Transport Statement – Systra (June 2019)
- Transport Statement Addendum – Evoke (October 2019)
- Framework Travel Plan – Systra (June 2019)
- Construction Management Plan – Systra (June 2019)
- Delivery and Servicing Plan – Systra (June 2019)
- Waste Management Plan – Systra (June 2019)
- Energy Statement – PSH (June 2019)
- Sustainability Assessment - PSH (June 2019)
- Health Impact Assessment – CBRE (September 2019)

## APPENDIX 2 – Relevant Plans and CGI's

### Proposed Ground Floor



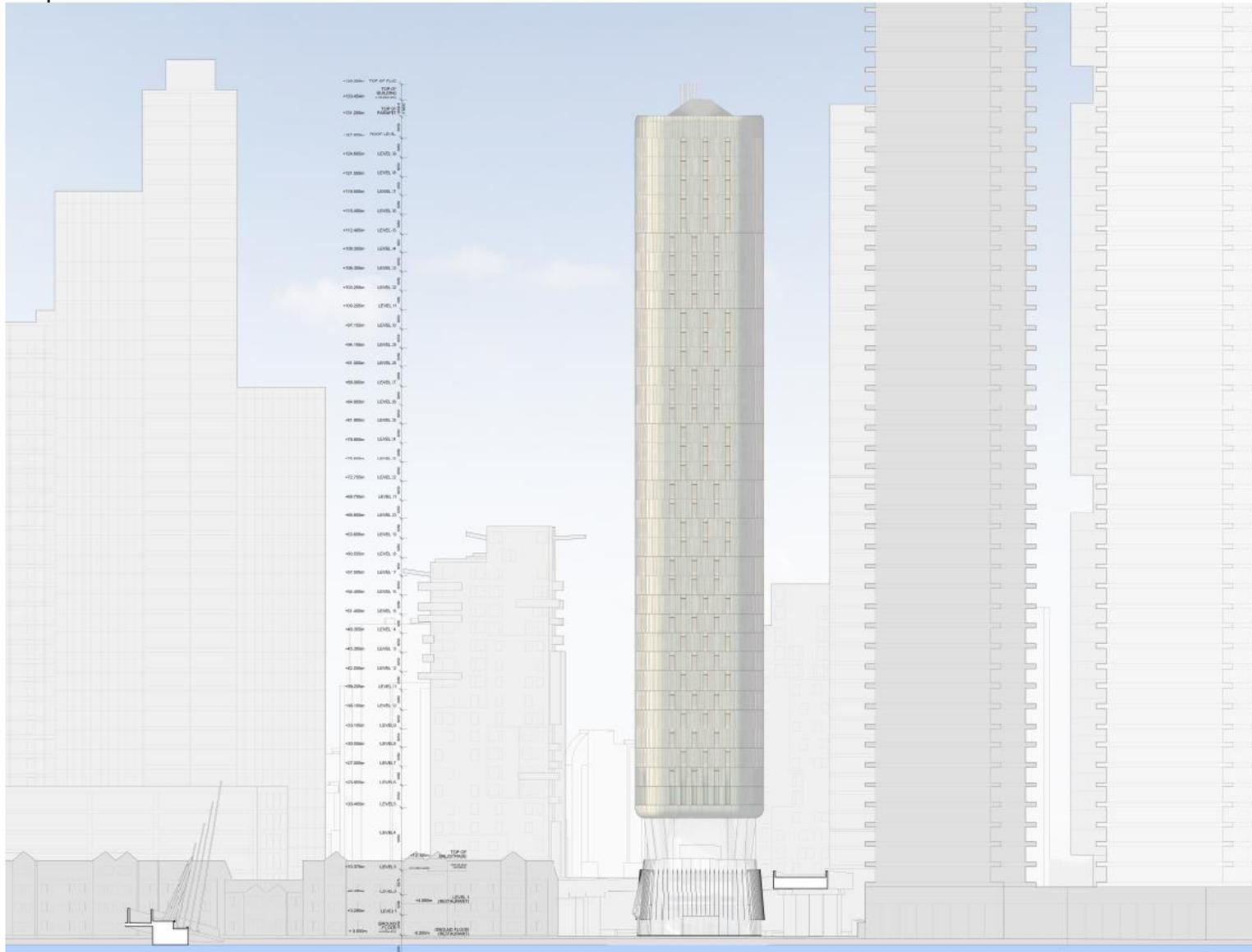
Proposed Upper floors (8, 10,12,14)



Proposed East Elevation



# Proposed North Elevation



View of ground floor looking east



View from South Dock



View looking west across South Dock



View looking North from Havannah Street



The proposed relationship with the DLR



The Proposed 'Underline'



Existing View



Proposed View

