

Committee: Strategic Development	Date: 10 th July 2008	Classification: Unrestricted	Agenda Item No: 7.4
Report of: Corporate Director Development & Renewal		Title: Planning Application for Decision	
Case Officer: Simon Ryan		Ref No: PA/08/00775	
		Ward(s): Blackwall and Cubitt Town	

1. APPLICATION DETAILS

Location:	25 Churchill Place, London E14
Existing Use:	Construction site (Office – Use Class B1)
Proposal:	Erection of a 23 storey office building (Use Class B1) incorporating car parking, servicing and plant at basement level, together with associated infrastructure, landscaping and other works incidental to the application.
Drawing Nos:	<ul style="list-style-type: none"> • Drawing nos. KPF-SK-000, 001, 002, 003, 004, 005, 006, 007, 008, 009, 010, 011, 012, 013, 014, 015, 016, 017, 018, 019, 020, 021, 022, 023, 024, 025, 026, 027, 028, 029, 030 and SKP-546-01-B1 • Design and Access Statement (dated April 2008) • Planning Statement (dated April 2008) • Visual Impact Study (prepared by Miller Hare) • Sustainability Statement (prepared by Hilson Moran) • Energy Assessment Statement of Intent (prepared by Hilson Moran) • Waste Management Strategy (prepared by Hilson Moran) • Flood Risk Assessment (prepared by Arup) • Transport Assessment (prepared by Steer Davies Gleave) • Interim Travel Plan (prepared by Steer Davies Gleave) • Wind Assessment (prepared by BLWTL) • Daylight/sunlight/shadow assessment (prepared by Gordon Ingram Associates)
Applicant:	Canary Wharf Ltd
Owner:	Canary Wharf Ltd
Historic Building:	N/A
Conservation Area:	N/A

2. SUMMARY OF MATERIAL PLANNING CONSIDERATIONS

2.1 The Local Planning Authority has considered the particular circumstances of this application against the Council's approved planning policies contained in the London Borough of Tower Hamlets Unitary Development Plan, the Council's Interim Planning Guidance (2007), associated supplementary planning guidance, the London Plan and Government Planning Policy Guidance and has found that:

- The scheme will consolidate the sustainable future economic role of the area as an important global financial and legal centre, whilst also facilitating locally-based employment, training and local labour opportunities for the local community together with numerous public realm improvements. The scheme therefore accords with policy 3B.4 of the London Plan, CP11 of the Council's Interim Planning Guidance (October 2007), and saved policies DEV3 and CAZ1 of the Council's Unitary Development Plan (1998), which seek to develop London's regional, national and international role, ensure appropriate development and protect sites in employment use.

- The building height, scale, bulk and design is acceptable and in line with regional and local criteria for tall buildings. As such, the scheme is in line with policies 4B.8, 4B.9 and 4B.10 of the London Plan 2008, saved policies DEV1, and DEV2 of the Council's Unitary Development Plan 1998 and policies CP48, DEV1, DEV2, DEV3 DEV27 and IOD16 of the Council's Interim Planning Guidance (October 2007), which seek to ensure buildings are of a high quality design and suitably located.
- The development would form a positive addition to London's skyline, without causing detriment to local or long distant views, in accordance policies CP48 and CP50 of the Council's Interim Planning Guidance (2007) and policies 4B.1, 4B., 4B.8 and 4B.9 of the London Plan (2008) which seek to ensure tall buildings are appropriately located and of a high standard of design whilst also seeking to protect and enhance regional and locally important views.
- Sustainability matters, including energy, are acceptable and in line with policies 4A.4, 4A.6, 4A.7, 4A.14 and 4B.2 of the London Plan and policies DEV5 to DEV9 of the Council's Interim Planning Guidance (October 2007), which seek to promote sustainable development practices.
- Transport matters, including parking, access and servicing, are acceptable and in line with London Plan policies 3C.1 and 3C.23 of the London Plan, policies T16 and T19 of the Council's Unitary Development Plan 1998 and policies DEV17, DEV18 and DEV19 of the Council's Interim Planning Guidance (October 2007), which seek to ensure developments minimise parking and promote sustainable transport options.
- Contributions have been secured towards the provision of transport infrastructure improvements; open space and public realm improvements; social and community facilities and access to employment for local people in line with Government Circular 05/05, policy DEV4 of the Council's Unitary Development Plan 1998 and policy IMP1 of the Council's Interim Planning Guidance (October 2007), which seek to secure contributions toward infrastructure and services required to facilitate proposed development.

3. RECOMMENDATION

3.1 That the Committee resolve to **GRANT** planning permission subject to:

A. Any **direction** by **The London Mayor**

B. The prior completion of a **legal agreement** to secure the following planning obligations:

Financial Contributions

- Provide **£307,249** towards the provision/conversion of pitches to AstroTurf in accordance with the Council's Sports Pitch Strategy
- Provide **£546,014** towards open space and public realm improvements
- Provide **£655,217** towards transport infrastructure, specifically:
 - Docklands Light Railway three carriage capacity enhancement works;
 - Crossrail; and
 - Canary Wharf Underground station improvements
- Provide **£342,415** towards social & community and employment & training initiatives, these being:
 - Sustainable transport initiatives*; improvements to facilitate walking, cycling and sustainable transport modes, including improvements in accordance with the Cycle Route Implementation Plan
 - Heritage and culture*; improvements to preserve and enhance the history and

- character of the Docklands/Isle of Dogs area
- iii. *Idea Store*; Contribution to mitigate the increased demand upon the existing Idea Store, particularly upon the IT infrastructure and the free wireless service
- iv. *Access to Employment*; A contribution towards the Skillsmatch Service
- v. *Isle of Dogs Community Foundation*; A contribution towards social and community facilities
- e) Any other planning obligation(s) considered necessary by the Corporate Director Development & Renewal

(Total s106 contribution of **£1,850,895**)

Non-Financial Contributions

- f) TV Reception - mitigation of any impacts on TV Reception
- g) Publicly Accessible Open Space and Walkways - Maintenance of new publicly accessible open space within the development together with unrestricted public access
- h) Code of Construction Practice - To mitigate against environmental impacts of construction
- i) Access to employment - To promote employment of local people during and post construction, including an employment and training strategy
- j) Any other planning obligation(s) considered necessary by the Corporate Director of Development & Renewal

- 3.2 That the Corporate Director Development & Renewal be delegated authority to negotiate the legal agreement indicated above.
- 3.3 That the Corporate Director Development & Renewal be delegated authority to impose conditions [and informatives] on the planning permission to secure the following matters:

Conditions

- 1) Time Limit (3 years)
- 2) Phasing programme details
- 3) Particular details of the development
 - External materials;
 - External plant equipment and any enclosures;
 - Hard and soft landscaping; and
 - External lighting and security measures
- 4) Full particulars of energy efficiency technologies required
- 5) Submission of BREEAM Offices assessment required.
- 6) Hours of construction
- 7) Biodiversity Action Plan required
- 8) Demolition and Construction Management Plan required including feasibility study and details of moving freight by water during construction
- 9) Noise control limits
- 10) Land contamination assessment required
- 11) Groundwater quality assessment required
- 12) Long term groundwater quality monitoring and assessment plan required
- 13) No infiltration of surface water drainage into the ground
- 14) Express consent required for piling and other penetrative foundation designs
- 15) Details of additional cycle parking spaces
- 16) Green Travel Plan required
- 17) Programme of archaeological work required
- 18) Scheme of access to new flood defences required
- 19) Drainage strategy details required

- 20) Protection of public sewers
- 21) Impact study of the existing water supply infrastructure required
- 22) Control of development works (restricted hours of use for hammer driven piling or impact breaking)
- 23) Bellmouth Passage to be kept open during construction of Crossrail
- 24) Any other planning condition(s) considered necessary by the Corporate Director Development & Renewal.

Informatives

- 1) Section 106 agreement required
- 2) Contact Thames Water
- 3) Contact London City Airport regarding cranes and scaffolding
- 4) Contact LBTH Building Control
- 5) Contact British Waterways
- 6) Contact Environment Agency
- 7) Contact London Fire & Emergency Planning Authority
- 8) Any other informative(s) considered necessary by the Corporate Director Development & Renewal

- 3.4 That, if within 3-months of the date of this Committee the legal agreement has not been completed, the Corporate Director Development & Renewal be delegated authority to refuse planning permission.

4. PROPOSAL AND LOCATION DETAILS

Proposal

- 4.1 The applicant is seeking consent to build a tower of 23 storeys in height (130m AOD) accommodating 80,535 sq.m. (GIA) of office floorspace (Use Class B1).
- 4.2 The application site has permission for the construction of a 15 storey office building of 80.77m (AOD) in height under the Enterprise Zone consent for the original Canary Wharf Estate. The 23 storey building proposed within the current application is approximately 49 metres higher and provides approximately 33.5% more floorspace.
- 4.3 The scheme includes one level of basement (which is under construction in accordance with the approved Enterprise Zone consent). Above this is a promenade level which will create a footpath around the southern boundary of site linking with that associated with 20 Churchill Place and the Idea Store together with the associated mall area. The building will be accessed at ground level which sits above promenade level. The building is accessed from ground level, which also contains access to an existing pedestrian link to the west which bridges Bellmouth Passage over to Montgomery Street.
- 4.4 The proposal also includes 8 car parking spaces (6 of which are disabled spaces) within the basement and 138 cycle parking spaces within the existing Churchill Place car park.

Site and Surroundings

- 4.5 The site is located at the eastern end of the Canary Wharf Estate, and is bounded by Churchill Place and South Colonnade to the north, Bellmouth Passage with 20 Canada Square and Montgomery Square beyond to the west and 10 Churchill Place to the east. To the south is South Dock. The site is immediately adjacent to the dock on its southern and western boundaries.
- 4.6 The application site is approximately 0.36 hectares in area. The application site is predominantly surrounded by office buildings; however proposals for the neighbouring Wood

Wharf to the east and south are likely to include a large number of residential units.

Planning History

4.7 The following planning decisions are relevant to the application:

EZ/91/4 The application site has planning permission for a 15 storey building of 80.77m (AOD) in height to provide approximately 60,300sq.m. of office floorspace under the Enterprise Zone Consent for the original Canary Wharf estate. The permission also included a pedestrian link to Montgomery Street. This consent has been implemented by way of completion of the substructure and the basement level, whilst the pedestrian link and cycle lift are currently under construction.

5. POLICY FRAMEWORK

5.1 For details of the status of relevant policies see the front sheet for “Planning Applications for Decision” agenda items. The following policies are relevant to the application:

Unitary Development Plan 1998 (as saved September 2007)

Proposals:		Flood Protection Area Central Area Zone Water Protection Area Site of Nature Conservation Importance East – West Crossrail
Policies:	DEV1 DEV2 DEV3 DEV4 DEV8 DEV12 DEV51 DEV55 DEV69 CAZ1 CAZ4 T16 T18 T21 U2 U3	Design Requirements Environmental Requirements Mixed Use development Planning Obligations Protection of local views Provision of Landscaping in Development Contaminated Land Development and Waste Disposal Water Resources Location of Central London Core Activities Special Policy Areas Impact of Traffic Pedestrian Safety and Convenience Existing Pedestrians Routes Consultation Within Areas at Risk of Flooding Flood Defences

Interim Planning Guidance for the purposes of Development Control

Proposals:	Development site ID52 – Identifies preferred uses as Employment (Use Class B1) and retail and leisure (A1, A2, A3, A4, A5) Major Centre Flood Risk Area Site of Importance for Nature Conservation Draft Crossrail boundary Public Open Space (Isle of Dogs wharves) Blue Ribbon Network
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Core Strategies: IMP1	Planning Obligations
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	CP2	Equal Opportunity
	CP3	Sustainable Environment
	CP4	Good Design
	CP5	Supporting Infrastructure
	CP7	Job Creation and Growth
	CP11	Sites in Employment Use
	CP27	Community Facilities
	CP29	Improving Education and Skills
	CP31	Biodiversity
	CP36	The Water Environment and Waterside Walkways
	CP37	Flood Alleviation
	CP38	Energy Efficiency and Production of Renewable Energy
	CP39	Sustainable Waste Management
	CP40	A sustainable transport network
	CP41	Integrating Development with Transport
	CP43	Better Public Transport
	CP48	Tall Buildings
	CP50	Important Views
Policies:	DEV1	Amenity
	DEV2	Character & Design
	DEV3	Accessibility & Inclusive Design
	DEV4	Safety & Security
	DEV5	Sustainable Design
	DEV6	Energy Efficiency & Renewable Energy
	DEV7	Sustainable Drainage
	DEV15	Waste and Recyclables Storage
	DEV16	Walking and Cycling Routes and Facilities
	DEV17	Transport Assessments
	DEV18	Travel Plans
	DEV20	Capacity of Utility Infrastructure
	DEV21	Flood Risk Management
	DEV22	Contaminated Land
	DEV24	Accessible Amenities and Services
	DEV27	Tall Buildings
	EE2	Redevelopment /Change of Use of Employment Sites
	SCF1	Social and Community Facilities
	OSN3	Blue Ribbon Network and the Thames Policy Area
	CON4	Archaeology and Ancient Monuments
	CON5	Protection and Management of Important Views
	IOD1	Spatial Strategy
	IOD2	Transport and movement
	IOD5	Public open space
	IOD7	Flooding
	IOD8	Infrastructure capacity
	IOD10	Infrastructure and services
	IOD13	Employment Uses in the Northern sub-area
	IOD16	Design and Built Form in the Northern sub-area
	IOD17	Site allocations in the Northern sub-area

Spatial Development Strategy for Greater London (London Plan)

3A.18	Protection and enhancement of social infrastructure and community facilities
3B.1	Developing London's economy
3B.2	Office demand and supply
3B.3	Mixed use development
3C.1	Integrating transport and development

3C.2	Matching development to transport capacity
4A.2	Mitigating climate change
4A.4	Energy assessment
4A.6	Decentralised energy: heating, cooling and power
4A.7	Renewable energy
4A.12	Flooding
4A.13	Flood risk management
4A.14	Sustainable drainage
4A.16	Water supply and resources
4A.18	Water and sewerage infrastructure
4A.20	Reducing noise and enhancing townscapes
4B.1	Design principles for a compact city
4B.2	Promoting world class architecture and design
4B.3	Enhancing the quality of the public realm
4B.5	Creating an inclusive environment
4B.8	Respect local context and communities
4B.9	Tall buildings - location
4B.10	Large-scale buildings – design & impact
4B.15	Archaeology
4B.16	London view management framework
4B.17	View management plans
4C.20	Development adjacent to canals
5C.1	The strategic priorities for North East London
5C.3	Opportunity areas in North East London

Government Planning Policy Guidance/Statements

PPS1	Delivering Sustainable Development
PPS22	Renewable Energy
PPS25	Development and Flood Risk
PPG4	Industrial, Commercial Development and Small Firms

Community Plan The following Community Plan objectives relate to the application:

- A better place for creating and sharing prosperity
- A better place for learning, achievement and leisure
- A better place for excellent public services

6. CONSULTATION RESPONSE

- 6.1 The views of officers within the Directorate of Development & Renewal are expressed in the MATERIAL PLANNING CONSIDERATIONS section below.
- 6.2 The following were consulted regarding the application:

LBTH Cultural Services

- 6.3 The proposal would result in a significant increase in the daytime population of the Canary Wharf. As such, it is suggested that developer contributions should be sought to mitigate the impact of the development, and contribute to the implementation of the Council's Sports Pitch Strategy in order to address demand on pitches by the daytime workforce population. Cultural Services have also stated that consideration should be given to securing contributions to mitigate the impact of the additional working population upon existing and proposed open space within the immediate vicinity, and the development of future parks, in particular the proposed open space adjacent to the Blackwall Tunnel ventilation shaft.

Officer Comment:

As detailed above within paragraph 3.1, s106 contributions have been sought towards the

Council's Sports Pitch Strategy and also open space and public realm improvements.

LBTH Environmental Health

Contaminated Land

- 6.4 The proposal is acceptable subject to a condition requiring further contamination investigation and mitigation works.

Officer Comment:

As detailed above within paragraph 3.3, a condition requiring a site investigation to investigate and identify potential contamination has been added.

Daylight & Sunlight

- 6.5 No comments received.

LBTH Idea Stores, Strategy and Projects

- 6.6 The proposed development will generate a significant increase in the daytime population of the Canary Wharf estate. A contribution should be sought towards the increased demand on the neighbouring Idea Store service, particularly towards IT infrastructure and upgrading the free wireless network.

Officer Comment:

As detailed above within paragraph 3.1, s106 contributions have been sought towards social & community and employment & training initiatives, which include contributions towards the Idea Store service.

LBTH Cleansing

- 6.7 No objections.

LBTH Energy Efficiency

- 6.8 LBTH Energy Efficiency has raised concerns with regard to the lack of information within the submitted Energy Assessment Statement of Intent. In particular:
- No assessment of the energy demand and carbon dioxide emissions of the proposed development has been provided;
 - Energy efficiency and passive design measures have not been assessed in the context of carbon dioxide emissions savings;
 - There is a lack of any serious consideration to incorporate Co-generation and Tri-Generation technologies into the development;
 - There is a lack of any detailed feasibility study of renewable energy technologies and there is no commitment to the 20% renewable energy target;

LBTH Energy Efficiency also suggests the addition of a condition requiring the submission of a BREEAM Offices assessment regarding sustainable design and construction.

Officer Comment:

At the time of drafting this report, the applicant is providing further information in order to address the above concerns of LBTH Energy Efficiency, together with the energy based concerns of the GLA, as detailed at paragraph 6.15 below. It is expected that these issues will be resolved prior to the Strategic Development Committee meeting. Furthermore, a full assessment of all energy matters is conditioned to be provided prior to the commencement of development. A condition requiring the submission of the requested BREEAM assessment is attached, as detailed at paragraph 3.3 above.

British Waterways (Statutory Consultee)

6.9 No objections.

Crossrail (Statutory Consultee)

6.10 Crossrail have recommended that a condition be attached requiring Bellmouth Passage to be kept clear during the construction of Wood Wharf, for the purposes of the construction of Crossrail.

Officer Comment:

As detailed in paragraph 3.3, the required condition has been attached.

English Heritage (Statutory Consultee)

6.11 No comments received.

Environment Agency (Statutory Consultee)

6.12 No objections, subject to the following conditions being attached to the planning permission:

1. Scheme of access to new flood defences required
2. Site investigation and risk assessment required
3. Long term groundwater quality monitoring and assessment plan required
4. No infiltration of surface water drainage into the ground is permitted
5. Express consent required for piling and other penetrative foundation designs

Officer Comment:

As detailed above in paragraph 3.3, the requested conditions have been attached.

Government Office for London (Statutory Consultee)

6.13 No comments received.

Greater London Authority (Statutory Consultee)

6.14 The Council have received the GLA's Stage I comments upon the application. The GLA largely support the application, stating:

"The provision of large-scale office floorspace meets strategic planning policy in respect of the development of the Canary Wharf business district and its contribution to London's world city status. The design is of a high standard and preserves strategic views. There are outstanding issues relating to energy and transport. The final details of the section 106 agreement, including affordable housing contributions, are yet to be agreed."

Officer Comment:

The applicant is providing additional information regarding energy efficiency and the level of cycle parking, as requested by the GLA, and expect to have resolved these issues prior to the Strategic Committee meeting. Furthermore, it is considered that issues relating to cycle parking shortfalls and further information regarding energy efficiency can be secured by way of condition. With regard to GLA's request for a s106 off-site affordable housing contribution, this matter is discussed at paragraph 8.29 onwards.

London City Airport (Statutory Consultee)

6.15 No objections.

London Fire and Emergency Planning Authority (Statutory Consultee)

6.16 No objections.

London Thames Gateway Development Corporation (Statutory Consultee)

6.17 No comment.

London Underground Ltd (Statutory Consultee)

6.18 No objections.

Natural England (Statutory Consultee)

6.19 No comments received.

National Air Traffic Services (Statutory Consultee)

6.20 No objections.

Port of London Authority (Statutory Consultee)

6.21 No objections subject to a condition requiring the applicant to investigate further the use of waterways for freight movement during construction.

Officer Comment:

This request has been included within the Demolition & Construction Management Plan condition, as detailed at paragraph 3.3 above.

Transport for London (TfL) (Statutory Consultee)

6.22 TfL's comments concluded that the proposal is acceptable in principle. However, the following issues were identified as being unclear or inconsistent with strategic planning policy:

1. The proposed level of cycle parking (presently 138 spaces) should be increased to 332 spaces in accordance with London Plan Policy 3C.22;
2. The methodology for the trip generation is unacceptable and requires clarification;
3. The cycle lift can only accommodate two cyclists at once and would act as a disincentive. As such a ramp should be considered;
4. More information regarding the pedestrian environment is required;
5. A Delivery and Servicing Plan should be requested;
6. An impact assessment of Canary Wharf Underground station is desired; and
7. A contribution towards the cost of constructing Crossrail is requested.

Officer Comment:

1. In response to the shortfall in cycle spaces, the applicant has responded as follows: "Cycle parking spaces have been provided in accordance with BREEAM standards for sustainable office buildings. The spaces equate to about 3.3% of employees being able to cycle to work, which exceeds the 1.8% of Canary Wharf employees who cycle. Cycle demand would be monitored as part of the Travel Plan and the Canary Wharf Cordon and Employee surveys and if demand increases above the level provided for then further cycle parking provision would be provided. The amount of cycle parking proposed, which would provide for 3.3% of employees to cycle to work is similar to the levels of cycle parking that has been proposed for the recent Heron Quays West and Riverside south planning applications". This approach has been accepted by the GLA on a previous application within the Canary Wharf estate (Heron Quays West, ref. PA/07/03088) and, together with future monitoring through the Travel Plan required within the s106 agreement, is considered to be acceptable in

- this instance.
2. The applicant has responded to this point and the comments will be forwarded to the GLA.
 3. At the time of drafting this report, the applicant is preparing a response to this point and it expected that the issue will be resolved prior to the committee meeting. It should also be noted that the previous Enterprise Zone consent has been implemented by way of the construction of the basement, which incorporates a cycle lift. As such, it is not considered that an objection on these grounds could be substantiated.
 4. The applicant has provided the additional information as requested.
 5. A delivery and servicing plan has been requested within the s106, as detailed within paragraph 3.1 above.
 6. An impact assessment of Canary Wharf Underground station will be required within the aforementioned Travel Plan.
 7. A contribution towards Transport Infrastructure has been requested, as detailed at paragraph 3.1, above.

Commission for Architecture and the Built Environment (CABE)

6.23 No comment.

British Broadcasting Corporation (BBC)

6.24 No comments received.

Greenwich Maritime World Heritage Site

6.25 No objections.

Isle of Dogs Community Foundation

6.26 No comments received.

The Inland Waterways Association

6.27 No comments received.

London Borough of Greenwich

6.28 No comments received.

London Borough of Southwark

6.29 No comments received.

London Wildlife Trust

6.30 No comments received.

Metropolitan Police

6.31 No objections.

National Grid

6.32 No objections.

Thames Water

- 6.33 Thames Water has identified an inability of the existing waste water and water supply infrastructures to accommodate the needs of the proposal. As such, Thames Water have requested a number of conditions be attached to any planning permission, requiring the submission of impact study, and a drainage strategy is to be submitted and approved prior to the commencement of any development. A number of informatives are also recommended.

Officer Comment

Relevant conditions have been added in order to address Thames Water's concerns.

7. LOCAL REPRESENTATION

- 7.1 A total of 1,021 neighbouring properties within the area shown on the map appended to this report were notified about the application and invited to comment. The application has also been publicised in East End Life and on site. The number of representations received from neighbours and local groups in response to notification and publicity of the application were as follows:

No of individual responses:	0	Objecting:	0	Supporting:	0
No of petitions received:	0				

8. MATERIAL PLANNING CONSIDERATIONS

- 8.1 The main planning issues raised by the application that the Committee must consider are:

1. Land Use
2. Design, Mass and Scale
3. Transport and Highways
4. Amenity
5. Energy and Renewable Technology
6. Section 106 Planning Contributions
7. Other Issues

Land Use

- 8.2 The adopted UDP (1998) designates the application site within the Central Area Zone which seeks to promote commercial development. The application site has an extant planning permission for a 15 storey office building under the Enterprise Zone consent for the original Canary Wharf estate. The application site is also identified as a development site (ID52) within the Interim Planning Guidance Isle of Dogs Area Action Plan, with preferred uses as Employment (B1) and Retail & Leisure (A1, A2, A3, A4 & A5). It is also located within the Northern sub-area; the main focus of commercial development on the Isle of Dogs and a landmark location for major corporate occupiers.
- 8.3 In light of the extant planning permission upon the site and given the office-based nature of the proposal, it is considered that it is in keeping with the character and function of the area, which is predominantly commercial. The application therefore accords with Policy CAZ1 of the UDP (1998) which seeks to develop the Central Activities Zone in order to foster London's regional, national and international role, and Policy IOD13 which promotes high-density office-based employment uses in the Northern sub-area.

Design, Mass and Scale

- 8.4 Policy 4B.8 of the London Plan states that tall buildings will be promoted where they create attractive landmarks enhancing London's character, help to provide a coherent location for economic clusters of related activity or act as a catalyst for regeneration and where they are

also acceptable in terms of design and impact on their surroundings. Policy 4B.9 of the London Plan (February 2008) provides detailed guidance on the design and impact of such large scale buildings, and requires that these be of the highest quality of design.

- 8.5 Policy DEV6 of the UDP specifies that high buildings may be acceptable subject to considerations of design, siting, the character of the locality and their effect on views. Considerations include, overshadowing in terms of adjoining properties, creation of areas subject to wind turbulence, and effect on television and radio interference.
- 8.6 Policies CP1, CP48 and DEV27 of the IPG October 2007 states that the Council will, in principle, support the development of tall buildings, subject to the proposed development satisfying a wide range of criteria.
- 8.7 Good design is central to all the objectives of the London Plan. Chapter 4B of the London Plan refers to 'Principles and specifics of design for a compact city' and specifies a number of policies aimed at high quality design, which incorporate the principles of good design. These principles are also reflected in policies DEV1 and 2 of the UDP and the IPG.
- 8.8 Policies DEV1 and DEV2 of the UDP and policy CP4 of the IPG October 2007 state that the Council will ensure development create buildings and spaces of high quality design and construction that are sustainable, accessible, attractive, safe and well integrated with their surroundings.
- 8.9 Policy IOD16 of the Isle of Dogs AAP (IPG, 2007) states, inter alia, that the Northern sub-area will continue to be a location for tall buildings and new tall buildings should help to consolidate this cluster and provide new landmarks consistent with the national and international role and function of the area. It also goes on to state that building heights will respect and complement the dominance of One Canada Square and heights should progressively reduce from this central landmark through to the periphery of the Northern sub-area.
- 8.10 The application proposes the erection of a 23 storey building at a height of 130 metres (AOD). This is seven storeys and 49.23 metres above the Enterprise Zone consented height limit of 80.77m (AOD), as detailed at paragraph 4.3, above.
- 8.11 In terms of form, massing and scale, the proposed development responds well to the context of the existing office buildings within the Canary Wharf estate. At 130m (AOD) in height, the proposed building is taller than the neighbouring 20 Canada Square and 20 Churchill Place which are both 80.77m (AOD) high, however somewhat lower than One Churchill Place immediately to the north, which stands at 160m (AOD). It is considered that the proposal's intermediate height sits comfortably within the massing of the Canary Wharf tall building cluster and maintains the progressive reduction in height away from One Canada Square.
- 8.12 With regard to the architectural design, the main facades of the building comprise of steel and glass, and are raised above ground so creating a glazed two-storey height lobby at ground level, providing visual permeability from Churchill Place through to South Dock. The four facades of the building are angled away from the ground, and the corners of the building are 'cut-away', adding visual interest. The submitted Design & Access statement details that the materials for the paved areas around the base of the building will be consistent with the estate's existing public infrastructure.
- 8.13 Policy DEV27 of the IPG (October 2007) provides criteria that applications for tall buildings must satisfy. Considering the form, massing, height and overall design against the requirements of the aforementioned policy, the proposal is considered to be in accordance with the policy as follows:
 - the development creates an acceptable landmark building to the edge of the Canary Wharf Estate, invigorating the South Dock and complementing the existing tall buildings;

- it contributes to an interesting skyline, from all angles and at night time;
- the site is not within a strategic view corridor;
- the site is not within a local view corridor and would not impact adversely on local landmarks;
- the scheme provides adequate, high quality and usable amenity space;
- the proposal also includes an appropriate S106 contribution towards open space provision and management;
- the scheme enhances the movement of people, including disabled users, through the public open space and promenade whilst securing high standard of safety and security for future users of the development;
- the scheme meets the Council's requirements in terms of micro-climate;
- demonstrates consideration of sustainability throughout the lifetime of the development, including the achievement of high standards of energy efficiency, sustainable design, construction and resource management;
- the impact on biodiversity will not be detrimental;
- whilst the development is not mixed use, the immediate area houses a wide variety of commercial uses and as such, the proposal is considered appropriate and will contribute positively to the social and economic vitality of the surrounding area;
- the site is located in an area with good public transport accessibility;
- takes into account the transport capacity of the area and includes an appropriate S106 contribution towards transport infrastructure, to ensure the proposal will not have an adverse impact on transport infrastructure and transport services;
- conform with Civil Aviation requirements; and
- does not interfere, to an unacceptable degree, with telecommunication and radio transmission networks.

8.14 It is considered that the proposed building will contribute positively to the Canary Wharf cluster and help to animate the South Dock. In light of supporting comments received from the Council's Design Department regarding the form, height, massing and design of the development, and subject to conditions to ensure high quality detailing of the development is achieved, it is considered that the proposal is acceptable in design terms and accords with the abovementioned policy and guidance set out in the London Plan (2008) and IPG (2007).

Transport & Highways

- 8.15 Policy T16 of the UDP and policies DEV17, DEV18 and DEV19 of the IPG October 2007 require new development to take into account the operational requirements of the proposed use and the impact (Transport Assessment) of the traffic that is likely to be generated. In addition, policy objectives seek to ensure that the design minimizes possible impacts on existing road networks, reduces car usage and, where necessary, provides detailed mitigation measures, to enable the development to be acceptable in planning terms.
- 8.16 Vehicular access to the development will be gained from the Cartier Circle. A ramp from the Circle which leads to the Churchill Place car park (underneath 20 Churchill Place) will also serve the basement car park area of the proposed building. This area will house eight vehicular parking spaces, six of which will be for disabled users. The submitted Transport Assessment details that access for service vehicles will be provided at ground level, where two servicing bays will be located. A total of 138 cycle parking spaces will be provided for the development within the adjacent Churchill Place car park, with lift access from ground level immediately in front of the entrance building.
- 8.17 The site is located within an area of excellent public transport accessibility (PTAL 6a). There are four DLR stations within one kilometre of 25 Churchill Place; Blackwall to the north-east, Poplar to the north-west and Canary Wharf and Heron Quays to the west. The closest station is Canary Wharf, which is a 4 minute walk away. There are five bus services and one dedicated night bus service which travel through the estate, with a further route due to be launched by TfL this year. The area is also well served by official cycle routes.

Section 106 Contributions

- 8.18 Given the large amount of additional employment the development would bring to the area, the Council and TfL have determined that a contribution to the value of £655,217 for transport infrastructure is required via the s106 agreement in order to ensure that the development can be accommodated within the existing transport network. This is discussed further within paragraph 8.25.

Cycle Parking

- 8.19 TfL have raised concerns with regard to level of cycle parking. TfL cycle parking standards require a total of 332 stands for the proposed development, whilst the application provides 138. It is therefore considered necessary to attach a condition requesting the submission of cycle parking details prior to the implementation of development.
- 8.18 As detailed above within paragraph 6.23, the applicant has responded to TfL's comments by stating that cycle parking spaces have been provided in accordance with BREEAM standards for sustainable office buildings. The spaces equate to about 3.3% of employees being able to cycle to work, which exceeds the 1.8% of Canary Wharf employees who cycle. Cycle demand would be monitored as part of the Travel Plan and the Canary Wharf Cordon and Employee surveys and if demand increases above the level provided for then further cycle parking provision would be provided. The amount of cycle parking proposed, which would provide for 3.3% of employees to cycle to work is similar to the levels of cycle parking that has been proposed for the recent Heron Quays West and Riverside south planning applications". This approach has been accepted by the GLA on a previous application within the Canary Wharf estate (Heron Quays West, ref. PA/07/03088) and, together with future monitoring through the Travel Plan required within the s106 agreement, is considered to be acceptable in this instance.

Vehicular Parking

- 8.19 As detailed above, the proposal includes 8 vehicular parking spaces at basement level, 6 of which are designated for disabled use. TfL have raised no objections on the basis of vehicular parking levels within the proposal.

Servicing and Refuse Provisions

The applicant has provided a waste management strategy which details that waste produced in the buildings will be consolidated in the basements, where waste and recyclables will be transported by road to suitable waste transfer and recycling storage. The Council's Cleansing Department have commented positively upon the waste management strategy.

Amenity

- 8.20 Policy DEV2 of the UDP and policy DEV1 of the IPG October 2007 state that development is required to protect, and where possible improve, the amenity of surrounding existing and future residents and building occupants, as well as the amenity of the surrounding public realm.
- 8.21 The application site is not located within or adjacent to any residential development. The site is located to the north and west of the Wood Wharf site, which is expected to incorporate residential units in the future, however in light of the greater scale of the existing commercial buildings than that of the proposal within this area of the estate, it is not considered that the proposal would impact upon the amenity of any future residential occupiers in Wood Wharf. As such, the impact upon amenity is limited to users of the development and the surrounding Canary Wharf Estate. The Council's Environmental Health Department have raised no

objections on the grounds of loss of amenity created by the proposed development.

Energy and Renewable Technology

8.22 Policies 4A.2, 4A.4, 4A.6 and 4A.7 of the London Plan (2008) sets out that the Mayor will and the boroughs should support the Mayor's Energy Strategy and its objectives of reducing carbon dioxide emissions, improving energy efficiency and increasing the proportion of energy used generated from renewable sources. The latter London-wide policies are reflected in policies CP3, DEV5 and DEV6 of the IPG Oct 2007. In particular, policy DEV6 requires that:

- All planning applications include an assessment which demonstrates how the development minimises energy demand and carbon dioxide emissions;
- Major developments incorporate renewable energy production to provide at least 20% of the predicted energy requirements on site.

8.23 As detailed earlier in this report, the Council's Energy Efficiency department and the GLA have raised concerns with regard to the depth of the applicant's Energy Assessment Statement of Intent. In particular:

- No assessment of the energy demand and carbon dioxide emissions of the proposed development have been provided;
- Energy efficiency and passive design measures have not been assessed in the context of carbon dioxide emissions savings;
- There is a lack of any serious consideration to incorporate Co-generation and Tri-Generation technologies into the development;
- There is a lack of any detailed feasibility study of renewable energy technologies and there is no commitment to the 20% renewable energy target;

In light of the above comments, a condition is to be attached to the planning permission requiring full details of the energy efficiency measures and preferred energy technologies to be submitted and agreed by the local planning authority, along with the requested information above. The condition also states that the energy technologies should reduce carbon dioxide emissions from the development by at least 20%.

Section 106 Contributions

8.24 The application proposes 80,535 sq.m. of B1 office floorspace. In light of the extant Enterprise Zone permission for 60,300 sq.m. of office floorspace, the contribution should be considered on the uplift only, which equates to 20,235 sq.m.

Transport Infrastructure

8.25 A payment of **£655,217** towards transport infrastructure, specifically:

- i. Docklands Light Railway three carriage capacity enhancement works;
- ii. Crossrail construction; and
- iii. Canary Wharf Underground station improvements

Open Space and Public Realm Improvements

8.26 The provision of **£546,014** towards open space and public realm improvements, to mitigate the impact of the additional working population upon existing and proposed open space within the immediate vicinity, and the development of future parks, in particular the proposed open space adjacent to the Blackwall Tunnel ventilation shaft.

Sports Pitch Strategy

8.27 Provide **£307,249** towards the provision/conversion of pitches to AstroTurf in accordance with the Council's Sports Pitch Strategy, to accommodate the additional demand upon sports pitches created by the additional employees within the estate/Borough.

Social & Community and Employment & Training Initiatives

- 8.28 Provide **£342,415** towards social & community and employment & training initiatives, these being:
- i. *Sustainable transport initiatives*; improvements to facilitate walking, cycling and sustainable transport modes, including improvements in accordance with the Cycle Route Implementation Plan
 - ii. *Heritage and culture*; improvements to preserve and enhance the history and character of the Docklands/Isle of Dogs area
 - iii. *Idea Store*; Contribution to mitigate the increased demand upon the existing Idea Store, particularly upon the IT infrastructure and the free wireless service
 - iv. *Access to Employment*; A contribution towards the Skillsmatch Service
 - v. *Isle of Dogs Community Foundation*; A contribution towards social and community facilities.

Other Section 106 Contribution Matters

- 8.29 AS detailed earlier within this report, the GLA have requested that a contribution towards offsite affordable housing is provided.
- 8.30 With regard to such a contribution, policy 3B.3 of the London Plan (2008) is relevant. This states: *“Within the Central Activities Zone and the north of the Isle of Dogs Opportunity Area, wherever increases in office floorspace are proposed they should provide for a mix of uses including housing, unless such a mix would demonstrably conflict with other policies in this plan.”* Policy 5G.3 of the London Plan targets this policy at the CAZ and Isle of Dogs Opportunity Area. Paragraph 5.178 states: *“As a general principle, mixed use development in CAZ and the north of the Isle of Dogs Opportunity Area will be required on-site or nearby within these areas to create mixed-use neighbourhoods. Exceptions to this will only be permitted where mixed-uses might compromise broader objectives, such as sustaining important clusters of business activities, for example in much of the City and Canary Wharf, or where greater housing provision, especially of affordable family housing, can be secured beyond this area. In such circumstances, off-site provision of housing elsewhere will be required as part of a planning agreement.”*
- 8.31 In considering the above, it is not considered reasonable for the applicant to make a contribution towards off-site affordable housing in order to make the proposed development acceptable in planning terms, particularly when considering the following:
- The Council is currently meeting its housing targets;
 - The development complies with Policy 3B.1 in developing London’s Economy and policies 3B.2 and 3B.3 which encourage developments that meet office demand and rejuvenate office-based activities in the CAZ. The key impact raised in these policies from such developments is upon transport infrastructure, which has been appropriately addressed within this report;
 - According to the definition for CAZ within the London Plan, these areas are to promote finance, specialist retail, tourist and cultural uses and activities. This report identifies that the site is appropriate for commercial development, and with the proposed development providing approximately 4,153 jobs, this is considered a significant contribution towards the target of 100,000 new jobs by 2016 within Isle of Dogs as set out in Policy 5C.1 of the London Plan; and
 - The consented and implemented office development in 1991 was not required to provide a contribution towards off-site affordable housing. Furthermore, given that the aforementioned consent has been implemented by way of construction of the basement, a considerable commercial development could be constructed on site which provides considerably less in the form of planning contributions and the aforementioned London Plan employment targets.

Other Planning Issues

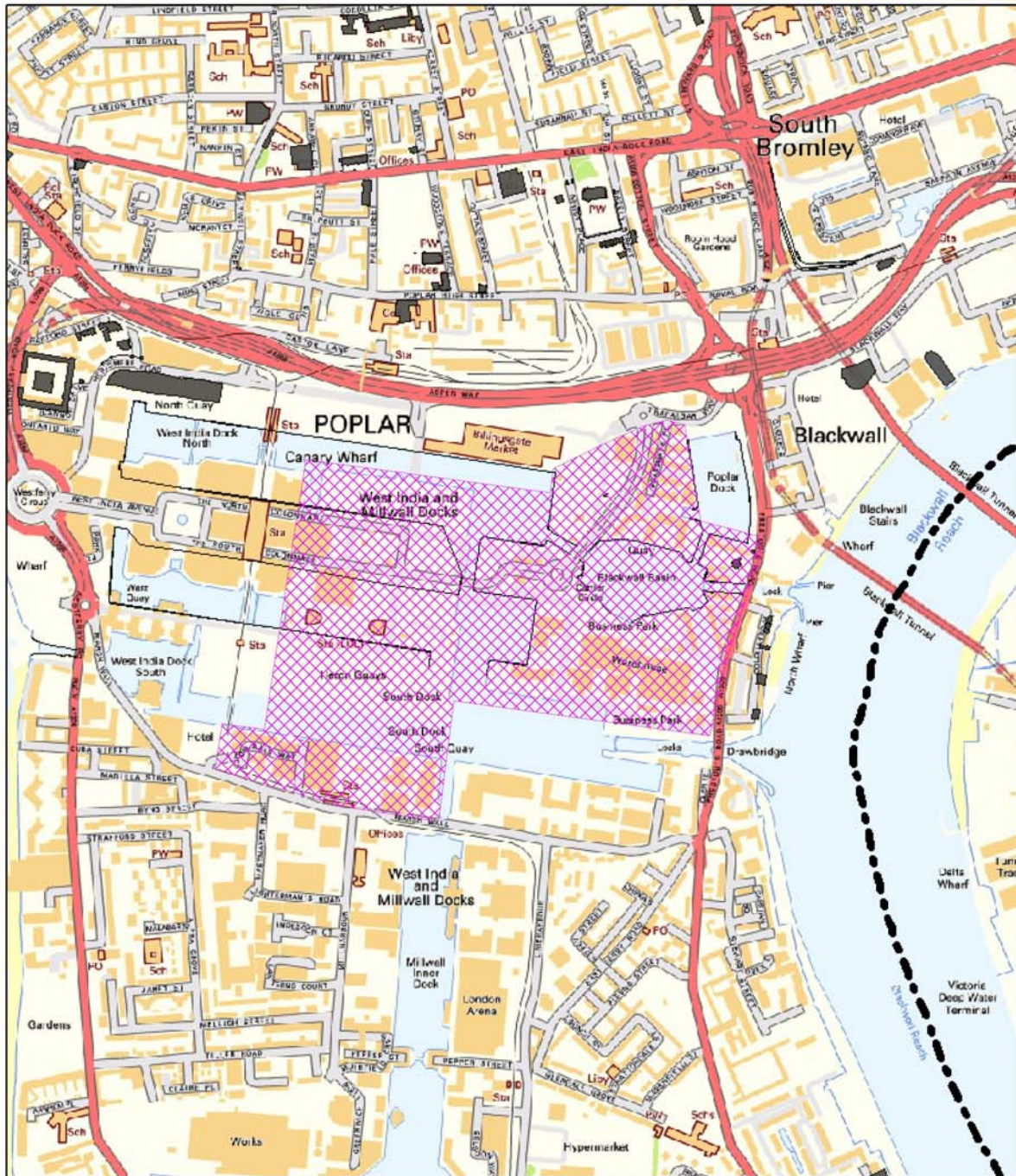
Biodiversity

8.32 Whilst no objections have been raised on the grounds of impact upon biodiversity, given the site's designation as a site of nature conservation importance, the attachment of a condition requiring the submission and agreement of a Biodiversity Action Plan is considered necessary.

9. Conclusions

9.1 All other relevant policies and considerations have been taken into account. Planning permission should be granted for the reasons set out in the SUMMARY OF MATERIAL PLANNING CONSIDERATIONS and the details of the decision are set out in the RECOMMENDATION at the beginning of this report.

Planning Application Site Map



-  Planning Application Site Boundary
-  Other Planning Applications
-  Consultation Area
-  Land Parcel Address Point



This Site Map displays the Planning Application Site Boundary and the neighbouring Occupiers / Owners who were consulted as part of the Planning Application process. The Site Map was reproduced from the Ordnance Survey mapping with the permission of Her Majesty's Stationary Office (c) Crown Copyright. London Borough of Tower Hamlets LA086568