STRATEGIC DEVELOPMENT COMMITTEE 1 December 2022

Report of the Corporate Director of Place

Classification: Unrestricted

Application for Planning Permission

Reference	PA/21/00885
Site	South Dock Bridge, London
Ward	Canary Wharf
Proposal	Construction of a new pedestrian footbridge to connect South Quay and Canary Wharf in Isle of Dogs, to align with Upper Bank Street on the north bank of the London South Dock, and the Berkeley Homes 'South Quay Plaza' scheme on the south bank, including landscaping on Upper Bank Street and other associated works.
Summary Recommendation	Grant Planning Permission subject to conditions
Applicant	London Borough of Tower Hamlets
Architect/agent	Arcadis
Case Officer	Conor Guilfoyle
Key dates	Application validated 22.04.21 Public consultation finished on 5.06.21

EXECUTIVE SUMMARY

The application is for the erection of a new pedestrian footbridge and associated works.

Development around the docks in the Isle of Dogs has increased pressure on pedestrian routes and connections. This pressure is particularly acute at South Dock which separates the significant housing growth area to the south of the dock from the commercial centre and transport connections at Canary Wharf. Current and future housing growth in the area is predicated on the principle of ‘car- free’ occupancy given its proximity to these.

A link across South Dock would alleviate existing pressure and facilitate opportunities for economic and social growth in the area. It would add capacity to this busy north-south desire line and ‘future proof’ non-motorised transport capacity as demand increases in line with additional development.

In townscape and design terms, the new bridge would be a positive addition to the area and waterfront. It is a high-quality and elegant design, considered appropriate to its contemporary surroundings, as are the associated public realm improvements, particularly in the Upper Bank Street area.

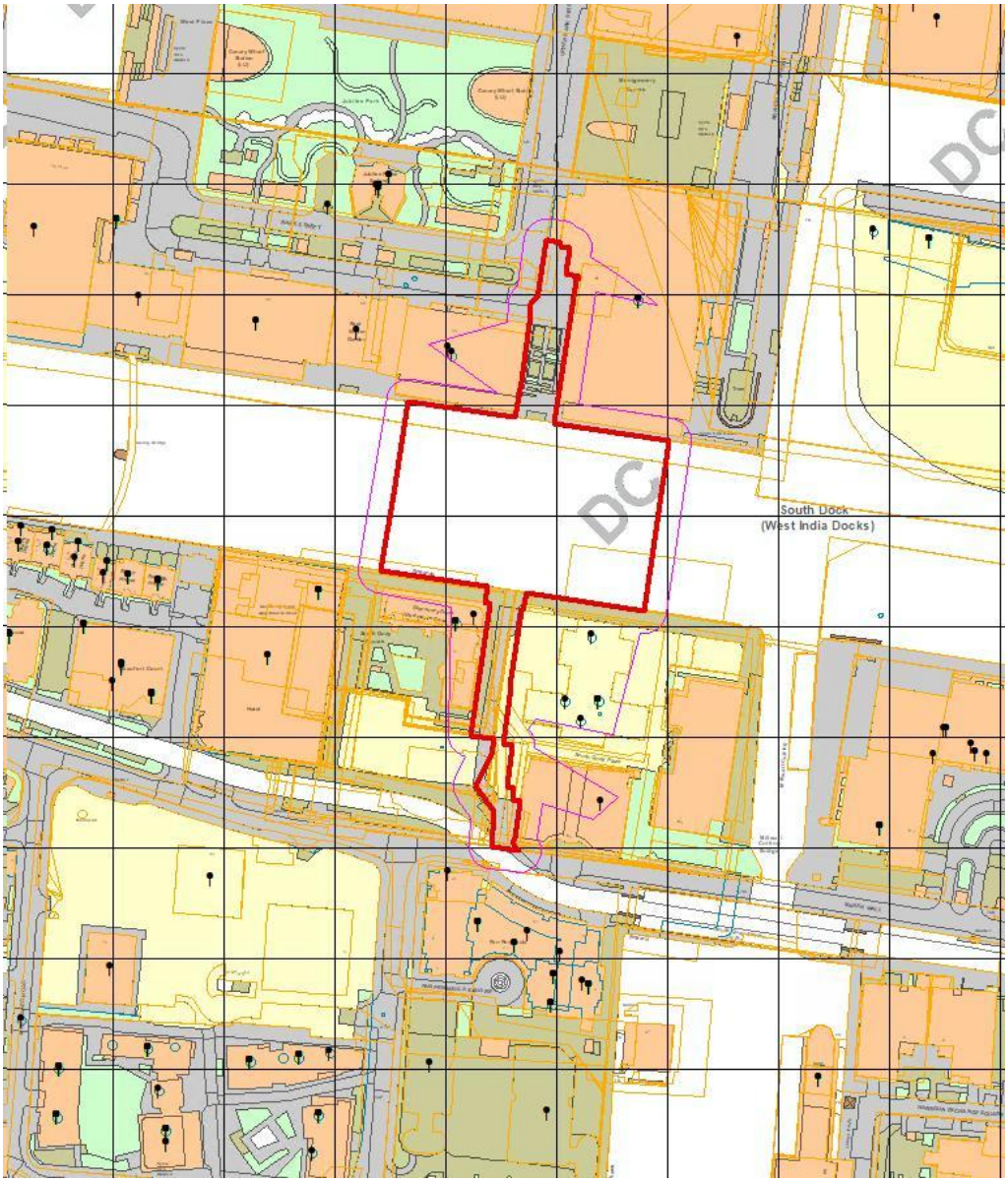
The bridge would be exclusively for pedestrian-use (except for disabled cyclists). This restriction arose due to stakeholder concerns about conflict between users. Cyclists will still be able to walk cycles across, with advance signage instructing users to dismount and it would therefore nonetheless also improve north-south cycle links in this area.

The bridge would bisect a deep water mooring on the south side of South Dock, which is under the control of the Canal and River Trust. The Council commissioned an independent study to scope options for alternative provision and an 'optioneering' exercise to evaluate these. It identified a preferred option for a pontoon (or potential jetty), thereby satisfying Officers.

Biodiversity enhancements are also proposed which are considered sufficient to meet policy requirements, with the comprehensive landscaping of the site positively contributing towards ecology.

The scheme would not be liable to either the Mayor of London's or the Borough's community infrastructure levy. Other financial and non-financial planning obligations will be secured through condition.

SITE PLAN



Planning Application Site Boundary Other Planning Applications Consultation Area Land Parcel Address Point Locally Listed Buildings Statutory Listed Buildings	**Planning Applications Site Map PA/20/01402** This site map displays the Planning Application Site Boundary and the extent of the area within which neighbouring occupiers / owners were consulted as part of the Planning Application	TOWER HAMLETS London Borough of Tower Hamlets
	Scale: 50m grid squares	

1 SITE AND SURROUNDINGS

1.1 The application site is located on the Isle of Dogs. It covers an area of approximately 1.22 hectares (ha). Most of the application site is within South Dock. South Dock is a live dock with vessels and other water traffic operating within the area.

1.2 The rest of the site consists of a mixture of paving and tarmac located on both docksides, associated with the pedestrian and retail promenades, roads, and commercial/industrial infrastructure. On the northern side, the site encompasses the pedestrianised 'end' of Upper Bank St where works are proposed. This route slopes down to the northern end of the proposed bridge and is landscaped with paving slabs, trees, and planting.

1.3 The surrounding environment can be described as mixed-use in character. South Dock area comprises residential and commercial high-rise buildings located on either side of the dock. Most buildings are mainly set back from the street, surrounded or separated by mature trees and other planting, as well as communal courtyards (such as Jubilee Park) linked by a network of elevated walkways.

1.4 To the west of the proposed bridge location lie two existing bridges over the dock: the Docklands Light Railway (DLR) bridge south of Heron Quays station and the Wilkinson Eyre bridge south of the West Wintergarden shopping centre. This is a pedestrian-only bridge.

1.5 In terms of the Tower Hamlets Local Plan (2020) designations, the site lies within the:

- Isle of Dogs Activity Area
- Isle of Dogs Neighbourhood Planning Area
- Millwall and West India Docks Sites of Importance for Nature Conservation (SINC)
- Isle of Dog Archaeological Priority Area
- Canary Wharf Tall Building Zone.
- Canary Wharf Town Centre (northern landing)
- South Quay Neighbourhood Centre (southern landing)
- Flood Zone 3a

1.6 The site also falls within the Mayor of London's Isle of Dogs and South Poplar Opportunity Area. It is identified as having capacity for 31,000 new homes and 110,000 new jobs.

1.7 Notably, in terms of site allocations, the site falls within the 'Marsh Wall West' site allocation (4.6) of the Local Plan (2020). A proposed second pedestrian bridge is identified (Fig.44) as part of the infrastructure supporting the delivery of this site. This proposal fulfils this aim.

1.8 The site does not lie within a Conservation Area, nor does it contain any listed buildings. However, Coldharbour Conservation Area (CCA) is located approximately 400m east of the proposed bridge (as shown in figure 1 below). The CCA contains 7no Listed Buildings and includes the two entrances to the West India Docks. The site is also located to the south of the listed dock walls.

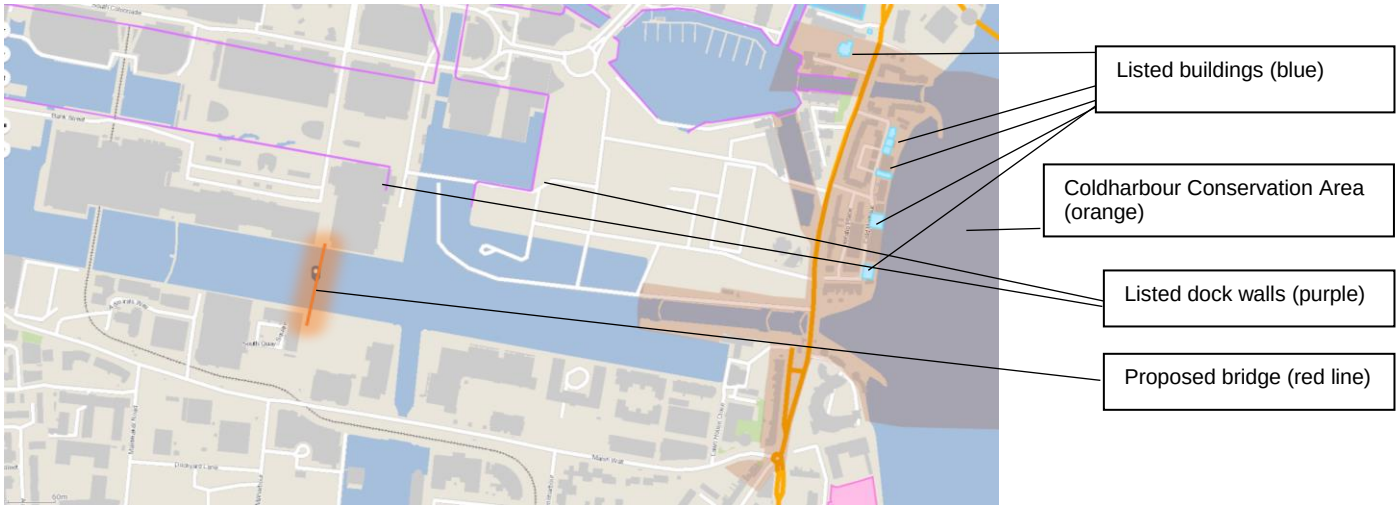


Figure 1: Proposed bridge and conservation area and surrounding listed buildings/structures

1.9 The prevailing PTAL (public transport accessibility level) of the site is 3 (moderate). The closest public transport interchange is South Quay DLR station to the south and Heron Quays to the north. Several local bus routes also run along Marsh Wall to the south and Upper Bank Street to the north.

2. PROPOSAL

2.1 The proposal is for a new bridge crossing over the South Dock for pedestrians, disabled cyclists, and other dismounted cycles, linking South Quay with Canary Wharf and Wood Wharf. It would follow the north-south alignment of Upper Bank Street.

2.2 It also proposes a revised treatment to the pedestrianised part of Upper Bank St, leading to the north landing. The current treatment comprises a sloped paved area with paving, trees (not subject to tree protection orders), and planting. It would be revised to create a wider, more legible, and direct pedestrian thoroughfare. It would feature high quality hard and soft landscaping including paving, plants, and trees.

2.3 The bridge would be made of a steel beam with two spans and a single central pier in the South Dock. Each span would be approximately 35m long, bringing the total length of the crossing to approximately 77m when the north abutment is included.

2.4 The deck would vary in width between approximately 7.8m on the South Quay side and 15.4m on the North Quay side, due to the shape which 'splits' towards the north with a triangular void in between each side. This allows an emergency staircase to be located at the north end.

2.5 The inside of the north abutment would house the electrical and mechanical equipment required for the bridge to move. It would also contain the counterweight to balance the bridge structure and minimise the forces/energy needed to open the bridge.

2.6 The north span would be movable, using a 'bascule' (drawbridge) system. The remainder would be fixed. The 'lifting' component would 'open' via a drawbridge to allow larger water vessels to pass by. A bascule bridge is commonly regarded as the fastest type of opening bridge (by comparison, the Wilkinson Eyre footbridge to the west is a slower 'swing' type cable stayed footbridge).

2.7 When 'open', the bridge would allow for a 25m wide navigation channel with unrestricted headroom for larger vessels to pass through. When closed, it would maintain a 15m wide and

3m high permanent navigation channel for smaller vessels to pass underneath. It is expected that the bridge would open twice a week on average. Opening arrangements would be controlled by planning condition.

2.8 The bridge has been designed to be resilient to the east-west crosswinds at the site. This is achieved by keeping its vertical profile as low as feasible, its compact form, and its low profile with two longitudinal girders at the side edges of the deck which are an engineering response to the crosswinds.

2.9 The bridge would be for pedestrian use. Cyclists would need to dismount before using the bridge (except for disabled cyclists). Signage would be provided to instruct them of this. A bridge with shared pedestrian and cyclist use was considered in the previous stage of the project but discarded after the concerns regarding conflicts between users and safety.

2.10 The applicant has indicated that the existing Wilkinson Eyre Bridge opens on average twice a week and the same would apply to the new bridge. Any openings would need to be scheduled in advance with either the bridge operator or the Canal and River Trust. The exact procedure for doing so is yet to be confirmed.

2.11 In terms of appearance, materials have been selected that are in keeping with surrounding area. The external finish of the bridge would be predominantly steelwork. All the structural components would be painted 'weathering steel', finished in range of greys. The surface of the bridge would be finished with a resin bonded aggregate, the top rail of the parapet (the side railings) would be dark grey in colour, and the inner parapet around the triangular void would be glass.

2.12 The bridge would have gates to prevent people entering the bridge deck area when the north span is moving or about to move. These gates will be recessed within the bridge deck the rest of the time, with the same finish on top as the rest of walking surface

2.13 The railings at the edges of the bridge deck would consist of slender vertical steel acting as posts and infill. The lighting for the bridge would be provided by linear LED light sources recessed in the stainless-steel top rail of the outer parapets.

Figure 2: Visualisation of bridge opening process and open position

Figure 3: Bridge in 'open' position as seen from Upper Bank Street

3. RELEVANT PLANNING HISTORY

Pre-Application

3.1 **PF/20/000777** – Construction of a new pedestrian and cycle footbridge to connect Canary Wharf to the Isle of Dogs to align with Upper Bank Street on the north bank of the London South Dock, and the Berkeley Homes 'South Quay Plaza' scheme on the south bank.

Screening Opinion

3.2 **PA/19/02761** – Screening Opinion as to whether to whether an EIA is required in accordance with the Town and Country Planning (Environmental Impact Assessment) Regulations 2017 (as amended)(the 'EIA Regulations') for the construction of a new pedestrian and cycle bridge to connect Canary Wharf to the Isle of Dogs.

Decision - EIA not required.

4 PUBLICITY AND ENGAGEMENT

4.1 A total of 235 planning notification letters were sent to nearby properties on 29/04/21.

4.2 Site notices were displayed around the site on 7/05/21 and a press notice was advertised on 06/05/21.

4.3 Over the course of the application, 2 individual objection letters were received in addition to 2 letters of support. The material considerations raised in the objections are summarised thematically below:

Amenity

- Noise levels from the bridge construction work would be harmful and unacceptable and should be controlled.
- Noise and light pollution from the bridge/users.

Design

- Concern material is sufficiently non-slip in nature to prevent falls.
- Waste from existing footbridge is an issue. Design of new bridge should prevent waste from being dropped into water below.
- The Bridge needs to be wide enough to segregate cyclists and pedestrians.
- Clarity sought over whether an alternative route for cyclists through the Isle of Dogs will be provided.

Highways/infrastructure

- Concerns regarding cyclist speed: query if speed bumps and/or obstacles to ensure cyclists dismount are needed for safety.

Operational

- Query over who will manage the process of opening the bridge/operating details.

4.4 The material objections raised are considered in the relevant sections of the report.

4.5 In terms of the letters of support received, these comprised the following comments:

- The delivery of new infrastructure such as this bridge will help support growth in this part of the Isle of Dogs.
- Support for the elegant, slender, and simple design of the bridge. The bridge will help to create a sense of place along the dock and mark a gateway into South Quay.
- This new link will significantly reduce pedestrian journey times and connect the South Quay neighbourhood to the heart of Canary Wharf along a strong pedestrian desire line.
- CEMP should be submitted pre-determination of the application
- Detailed lighting strategy should be submitted pre-determination of the application

4.6 As detailed within the submitted Design and Access Statement and Planning Statement, the applicant has engaged with neighbouring stakeholders and landowners, including the Canal and River Trust (CRT), Canary Wharf Group (CWG) and Berkeley Group (BG). A series of community events were held for the stage 2 concept design from 12th February to 23rd March 2018. A second public consultation was held from 24th August to 2nd October 2020 to give local residents and stakeholders the chance to comment on the Stage 3 developed design proposals.

5 CONSULTATION RESPONSES

Internal Consultees

LBTH Place Shaping

5.1 Support for the principle as set out in the Local Plan and no significant concerns about the design or impact of the bridge in townscape terms

5.2 However, the preference would be that cyclists should not have to dismount to cross the bridge given the ambition within the local plan regarding this route.

5.3 Further detail was requested regarding materials. This was subsequently provided, however still lacked the detail required. As such a condition requiring further design details to be attached should planning permission be granted.

LBTH Infrastructure

5.4 No comments received.

LBTH Waste

5.5 No objection.

LBTH Highways

5.6 No objection. The bridge is a welcome addition to the infrastructure on the Isle of Dogs in terms of the pedestrian accessibility. The bridge will complement the existing bridge over South Dock and provide capacity improvements to help mitigate the high-density developments currently being developed in the Isle of Dogs and particularly along the Marsh Wall route itself.

5.7 It is unfortunate that the original design aims to provide a bridge for pedestrians and cyclists has not been achieved due to concerns of landowners on the approaches. The provision of full access for both pedestrians and cyclists would have fulfilled the original brief. The proposal is now for cyclists to dismount and although it is the Highway Officer's opinion that this would not allow full accessibility, it is a considerable improvement on what is currently on offer and is acceptable on balance.

LBTH CIL

5.8 Confirmed proposal is not liable for CIL.

LBTH HIA

5.9 No objection. A rapid health impact assessment (HIA) was submitted.

5.10 Given the nature of this application (a bridge), it was agreed that the criteria questions in the HIA guidance would not be easily/directly applicable. The key relevant issues are:

- Bridge accessibility and connectivity with its north and south sides.
- Safety issues during construction.
- Safety while crossing the bridge and during bridge operations.
- Bridge safety measures for suicide prevention.
- Hierarchy of use: wheelchair users, pedestrians, cycling.
- Aesthetics.

5.11 Consultation has taken place and suggestions have been taken on-board by the applicant. For example, lighting for safety while crossing the bridge and during bridge operation is now satisfactorily addressed, gates would be used to ensure safety of the bridge while in operation, wind conditions have been addressed to ensure the resilience of the bridge, and the aesthetics are to Officers satisfaction. The Design and Access Statement covers the issue of inclusive access and connectivity adequately.

5.12 The HIA Officer is satisfied the latest details satisfactorily address issues relating to construction safety and bridge safety measures, including suicide prevention measures, which can be mitigated.

5.13 **LBTH EIA**

5.14 No objection.

LBTH Noise

5.15 No objection subject to planning conditions to control noise from the plant and demolition/construction activities.

LBTH Air Quality

5.16 No objection.

LBTH Contaminated Land

5.17 No objection subject to condition.

LBTH Building Control

5.18 No comments received.

LBTH Growth and Economic Development

5.19 No comments received.

LBTH Biodiversity

5.20 No objection subject to conditions to secure an ecological mitigation plan and landscape plan with biodiversity improvements, and a biosecurity plan.

LBTH Trees

5.21 No objection subject to a condition regarding tree re-planting, including maintenance methodology.

LBTH Sustainability

5.22 No objection. The Council's carbon emission policies are not applicable for this kind of infrastructure project and energy assessments are not required.

LBTH SUDs

5.23 No objection subject to condition to secure a detailed surface water management strategy.

External Consultees

TfL

5.24 No objection subject to securing detailed public realm access point details, wayfinding, and cycle signage strategy by suitably worded condition(s).

Greater London Authority

5.25 No objections and fully support the proposal.

DLR

5.26 No objection.

Canal River Trust (CRT)

5.27 Objection: planning application does not include 'replacement' pontoons to mitigate mooring space lost by the proposal and maintain mooring capabilities in the dock, in addition to any financial compensation packages which may be agreed.

5.28 The bridge and its associated structures built into the water would result in a loss and covering of water space. To help mitigate this, the removal of the existing Wilkinson Eyre Footbridge is requested.

Environment Agency (EA)

5.29 No objection.

Metropolitan Police (Secured By Design - SBD)

5.30 No objection subject to details to be secured by condition so the development meets SBD standards.

Historic England

5.31 No objection. Based on the information available, they did not wish to offer any comments and suggested Officers sought the views of specialist conservation advisers, as relevant.

Greater London Archaeological Advisory Service (GLAAS)

5.32 No objection. The proposal is unlikely to have a significant effect as the bascule would be located within the dock itself and impacts on the south side are limited. No further archaeological input, assessment or conditions are therefore necessary.

London City Airport

5.33 No objection. Confirmed that this proposal has been assessed from an aerodrome safeguarding perspective. Accordingly, it was found not to conflict with London City Airport's current safeguarding criteria.

Natural England

5.34 No comments received.

Sports England

5.35 No objection however requested a condition regarding water sport activity not to be restricted by development if water sports are already undertaken in the south dock.

National Grid

5.36 No comments received.

Thames Water

5.37 No comments received.

Port of London

5.38 No objection, subject to a condition being attached ensuring use of the waterways is maximised during the construction phase of the development.

5.39 In addition, with reference to para 3.2.2 of the submitted planning statement states that details for the maintenance and operation of the bridge, including bridge opening times will be agreed with the operator by the London Borough of Tower Hamlets. The Port of London have asked

that this be supported by an appropriately worded condition to set out the maintenance and operation plan for the bridge as part of any forthcoming planning permission.

Isle of Dogs Neighbourhood Forum

5.40 No comments received.

National Air Traffic Services (NATS)

5.41 No objection. The proposed development has been examined from a technical safeguarding aspect and does not conflict with our safeguarding criteria. Accordingly, NATS has no safeguarding objection to the proposal.

Marine Management Organisation

5.42 No comments 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 In this case the Development Plan comprises:

- The London Plan 2021–referred to as 'London Plan'
- Tower Hamlets Local Plan 2031 (2020) - referred to as 'Local Plan'
- The Isle of Dogs Neighbourhood Plan (2021) – referred to as 'Neighbourhood Plan'

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

Land Use

- London Plan policies: GG2, GG6, SD1, SI16, SI17
- Local Plan policies: S.SG1, S.OWS1, S.OWS2, D.OWS4

Design and Heritage (townscape, appearance, materials, heritage)

- London Plan policies: D1, D3, D4, D5, D8, D9, HC1, HC3,
- Local Plan policies: S.DH1, D.DH2, S.DH3, D.DH4, D.DH6
- Neighbourhood Plan policy: 3D1

Amenity (privacy, outlook, daylight and sunlight, noise, construction impacts)

- London Plan policies: D3, D9, D14
- Local Plan policies: D.DH8

Transport (sustainable transport, cycling, construction)

- London Plan policies: T1, T2, T4, T5, T7, SI 15
- Local Plan policies: S.TR1, D.TR2

Environment (air quality, biodiversity, contaminated land, flooding and drainage, noise, waste, agent of change)

- London Plan policies: G1, G4, G5, G6, SI5, SI12, SI13, SI14, SI 15, SI16, D13

- Local Plan policies: S.ES1, D.ES2, D.ES3, D.ES4, D.ES5, D.ES6, D.ES8, D.ES9,

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

- National Planning Policy Framework (2021)
- National Planning Practice Guidance (as updated)
- LBTH Planning Obligations SPD (2021)
- LBTH Community Infrastructure Levy (CIL) Charging Schedule (2020)
- Isle of Dogs and South Poplar Opportunity Area Planning Framework (2019)
- LBTH Water Space Study (2017)
- Biodiversity Action Plan (2019)

7 PLANNING ASSESSMENT

7.1 The key issues raised by the proposed development are:

i. Land Use
ii. Design & Heritage
iii. Neighbouring Amenity
iv. Transport
v. Environment
vi. Human Rights and Equalities

LAND USE

Principle of Development

7.2 The principle of providing a new footbridge in this location is supported by planning policy. At a national level, as demonstrated in paragraph 92 of the NPPF, developments that encourage walking and cycling and promote healthy lifestyles are supported. Furthermore, paragraph 112(a) encourages development that:

- *"gives priority to pedestrian and cycle movements;*
- *has access to high quality public transport facilities;*
- *creates safe secure layouts which minimise conflicts between traffic and cyclists or pedestrians; and*
- *considers the needs of people with disabilities by all modes of transport."*
-

7.3 London Plan policy GG2 sets out the criteria required to create successful sustainable mixed-use places that make the best use of land. Paragraph (g) of this policy requires development to plan for good local walking, cycling and public transport connections to support a strategic target of 80 per cent of all journeys using sustainable travel.

7.4 In addition, policy GG6 of the London Plan requires development to improve energy efficiency and support the move towards a low carbon economy, contributing towards London becoming a zero-carbon city by 2050. Of particular relevance is paragraph (b) which states that development must make efficient use of water. Also, paragraph (d) is of importance as it states that development must "*take an integrated and smart approach to the delivery of strategic and*

local infrastructure by ensuring that public, private, community and voluntary sectors plan and work together".

7.5 London Plan policy SD1 identifies the Isle of Dogs as an opportunity area to fully realise growth and regeneration potential. The plan recognises that development in several of the Opportunity Areas in the Thames Estuary corridor is coming forward at a fast pace, with significant development in the Isle of Dogs. The Isle of Dogs opportunity area is also recognised in Poplar Riverside and Central London.

7.6 At a local level, policy S.SG1 sets out the broad locations and opportunity areas within the borough where growth and investment will be targeted. It specifically identifies the Isle of Dogs and South Poplar as one of these areas as well as highly accessible locations which have good links to public transport, walking and cycling networks and local services.

7.7 The site is allocated within the Local Plan under '4.6 Marsh Wall West'. A proposed second pedestrian bridge is identified (Fig. 44), as part of the infrastructure supporting the delivery of this site.

7.8 Design principle (i) of this allocation stipulates the development is expected to "*improve and enhance walking and cycling connections to, from and within the site, and provide legible pedestrian friendly connections between Marsh Wall and South Quay Walk, particularly from Mastmaker Road to the South Quay footbridge and from Millharbour through a newly proposed footbridge to Upper Bank Street."*

7.9 In addition to the above, the site is included within the Isle of Dogs and South Poplar Opportunity Area Planning Framework (OAPF) (2019). Section 1.4 of this document which relates to '*Testing development capacity in the Isle of Dogs and South Poplar'*, sets out three scenarios and states "*The London plan sets minimum targets for housing delivery. The Isle of Dogs and South Poplar is experiencing high development pressures, and it is important we do not underestimate this growth and the infrastructure needed to support it."*

7.10 The 3 development scenarios for Isle of Dogs growth are set out below:

- London Plan targets : 31K additional homes, 110K additional jobs
- High Growth scenario: 38K additional homes, 110K additional jobs
- Maximum growth: 49K additional homes, 110K additional jobs

7.11 There are numerous variables which could impact on the above scenarios. However, the scale of growth even at the lowest end of this potential range will still require careful planning to deliver good growth by ensuring supporting social and transport infrastructure is provided.

7.12 Furthermore, section 4.1.1 of OAPF relates to Transport and Movement Key Principles and states that "*we need to reduce physical severance through new and improved bridges at South Dock and River Lea, reducing pressure to use the public transport network for short trips by providing viable alternatives that enable access to onward travel at Canary Wharf and Canning Town*".

7.13 In terms of the present situation, there are two existing bridges over the South Dock: the DLR crossing south of Heron Quays Station and the pedestrian cable-stayed bridge south of the West Wintergarden (Wilkinson Eyre bridge).

7.14 The latter, existing footbridge, is the second busiest pedestrian-only bridge in London, being just surpassed by the Golden Jubilee footbridge across the River Thames in central London.

7.15 It is anticipated that demand for crossing the South Dock will increase as a result of:

1.Planned developments in the area;

2. People seeking access to Canary Wharf Jubilee line and Elizabeth line stations;

3. People using South Dock DLR stations and crossing South Dock on foot.

7.16 The Docks around the island play a key role in the history, character, amenity, and biodiversity of the island. However, with rapid growth, they also present challenges in respect of pedestrian connectivity as they separate the significant housing growth area to the south of the dock, from the commercial centre at Canary wharf.

7.17 The improvement of connections over the waterways of the Isle of Dogs is addressed in the policies set out above. Specifically, the provision of a second footbridge over the South Dock is identified in the Local Plan and the Isle of Dogs South Poplar Opportunity Area Planning Framework.

7.18 The need for a second footbridge is evident in the context of the significant growth that has already happened on the Isle of Dogs and that which will continue into the life of the Local Plan with at least 29,000 more new homes and estimated 110,000 new jobs.

7.19 This planning application which comprises a comprises a pedestrian bridge (except for disabled cyclists) has been submitted in response to the above policies and the demonstrated need for a new bridge within the borough.

Impact on open space and water spaces

7.20 Policy SI 16 of the London Plan concerns the use and enjoyment of waterways and states that proposals adjacent to waterways should protect existing waterway infrastructure including moorings, while recognising they should protect and enhance inclusive public access at waterways. It supports opportunities for new, extended, improved and inclusive access infrastructure and improved transport links, working in consultation with bodies including the CRT. Policy SI 17 complements it and outlines how development proposals in water spaces must respect local character, environment, biodiversity, and contribute to their accessibility and water-related uses.

7.21 Policy S.OWS2 of the Local Plan seeks to enhance water spaces and requires proposals to protect their integrity, improve wayfinding and promote their use for movement, and maximise their ecological/biodiversity value. The supporting text of the policy defines ‘water-dependent’ uses (referred to in its corresponding Policy D.OWS4) as “activity which can only be conducted on, in, over or adjacent to the water because its function requires direct access to, along and across the water or involves, as an integral part of the activity, the use of the water”. It states that walkways and bridges are ‘appropriate infrastructure’ to support water-dependent uses.

7.22 Policy S.OWS4 requires development within or adjacent to water spaces to demonstrate compliance with several criteria. Of key relevance in this instance is the need to ensure there is no loss of or covering of the water space unless it is a water-dependent/related use of appropriate location and scale, there are no adverse impacts on the navigation, biodiversity, water quality, visual amenity, character, and heritage value of the water space, and no unacceptable impacts on its openness arise. Proposals should provide biodiversity and aesthetic enhancements.

Loss of water space

7.23 The CRT object to the proposal and on the grounds of causing a 'loss of usable water space', contrary to Policy D.OWS4. However, the proposal is a 'water-dependant use' as per the definition used in these policies and their supporting text and is therefore an appropriate intervention into the water space in principle, in compliance with Policy D.OWS4. It is also consistent with Policy S.OWS2 in ensuring the integrity of the water space, and aligned with its aims as a water-dependent use which promotes wayfinding.

Impacts on openness / character / visual amenity / aesthetics

7.24 Officers acknowledge the proposal would introduce a structure into the open dock area where none currently exists, and this would have impacts on the openness and character/visual amenity of the area.

7.25 However, the prevailing form and coverage of the structure is horizontal and elevated above the water. Along with its overall size, width, and uncluttered design with a simple form, the degree to which this would impact on the perception of openness is not considered materially significant.

7.26 From the sides of the dock, and for water users within the dock, views 'under' and 'through' (between the bottom of the bridge and the water) would feature, maintaining some sense openness in this respect. Users of the bridge would have relatively open views across either side, maintaining a sense of openness. The limited scale and height of the bridge relative to the water/dock would also ensure its visual dominance and impact on openness from vantage points further back within the dock is minimised.

7.27 The vertical element would have a visual impact on the area, but its 'land-take' would be minimal in the context of the overall proposal and dock. Relative to the surrounding buildings in the area, it would not appear excessive in size, width, and overall massing and as such, its impact on openness is not considered materially harmful.

7.28 Officers acknowledge the CRT objection also includes a reduction in openness and usable water space because of the structures supporting the bridge that would need to be built into the water, especially at the northern abutment. However, the 'land-take' from these structures is not significant relative to the overall dock, and they would primarily be 'under' the bridge, thereby having a limited impact on usable water space and openness. They would not be the visually dominant aspect of the proposal. Their impacts on openness, and the character/visual amenity of the dock, would not be materially harmful.

7.29 The CRT also seek the permanent removal of the existing Wilkinson Eyre footbridge to help mitigate impacts in this regard. However, the proposed bridge is being delivered to meet future demand, which incorporates the use of the existing bridge in its capacity assessment. The new bridge therefore supplements the existing bridge with the combined usage to meet high projected crossing demands. Removal of the Wilkinson Eyre bridge would present new capacity problems to be overcome and does not form part of this application or consideration. For the reasons set out above, its removal is not considered necessary to avoid material harm in the above respects.

7.30 Given the above, on balance, mindful of the over-riding benefits of the scheme, the impacts in this regard are not materially harmful.

Impacts on navigation / active water uses

7.31 The CRT note that the proposal reflects their stated navigational requirements for when the bridge is both closed and open (for access below and 'through') the bridge. A condition is

recommended which requires further details of the bridge operation (in consultation with the CRT) to be approved before works take place and implemented.

7.32 While the proposal would have some impact on usable water space, the 'land-take' from these structures is not significant relative to the overall dock water space. This must be balanced against the over-riding policy support for a bridge as a water-dependent use, in addition to the navigation benefits the bridge would provide for pedestrian uses in accessing and crossing over the water-space to and from high-demand destinations on either side.

7.33 The development allows recreational water uses to continue, provides connections between existing open spaces, and by virtue of its nature as a transport connect, would improves links to, from, and within the water space/side to facilitate these uses.

7.34 The applicant has confirmed that the Dockland Scout Project will still be able to use the existing south dock up to the proposed development boundary. Further mitigation measures will be considered such as opening the bridge at certain times for the sailing activities to take place. Officers have included a planning condition which requires the submission of a maintenance plan that sets out timings and frequency of the opening and closing of the bridge amongst other matters. This would need to be approved (in consultation with the CRT and other stakeholders) and adhered to if planning permission is granted.

7.35 Overall, the limited impacts of the proposal have been mitigated to a degree considered satisfactory in terms of impacts on the navigation and active water uses in the dock.

Biodiversity and water quality

7.36 Through the management of construction impacts to prevent impacts on water quality, the high-quality design of the bridge and the biodiversity enhancements proposed in the form of floating habitats, the requirements in this regard would be met, subject to the recommended conditions.

Loss of moorings and mitigation potential:

7.37 Notwithstanding the above broad-reaching policy support for the proposal, there is a policy conflict with criterion (e) of Part 1 of Policy D.OWS4, and Policy SI16 of the Local Plan which seeks to "*protect and enhance, where possible, existing moorings*". This conflict arises because the proposal would cause a loss of mooring space on the south side of the dock. Figure 4 below shows the land owned by the CRT (who also own the dock basin).

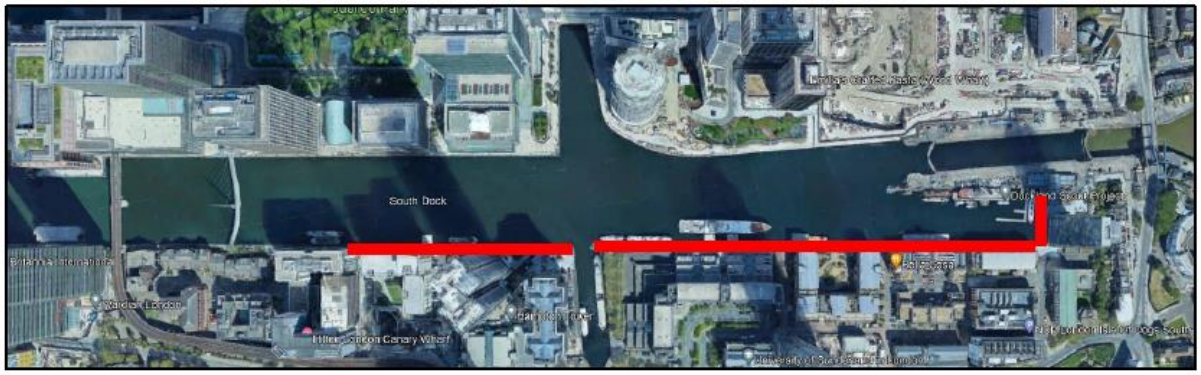


Figure 4 – CRT dockside land ownership

7.38 The bridge has a demonstrable need-based case and is bound by geographic and other constraints which led to the proposed crossing point at this location at the dock. Therefore, the conflict itself is not considered avoidable as the moorings lie in the way of the crossing.

7.39 The CRT emphasised that the proposed bridge would bisect, and 'sterilise', what is a significant deep water mooring in the docks. They stated that there is only one other location for another deep water mooring in the dock where they have land ownership on the dockside, and they do not consider the loss of this mooring as acceptable without appropriate mitigation.

7.40 Part (e) of policy S.OWS2 of the Local Plan specifically references the CRT and states that proposals should "*work in partnership with the Port of London Authority and the Canal and River Trust to ensure that residential and commercial moorings are in appropriate locations that do not negatively impact on navigation, water quality, the openness and character of the water space and the amenity of surrounding residents".* While the wording applies to applications *for* new moorings rather than applications *affecting existing* moorings, its aims to collaborate with the CRT are nonetheless valid.

7.41 In response to the CRT concerns, the applicant commissioned an independent feasibility study to examine the potential for alternative mooring provision in the vicinity. It concludes that there is capacity for alternative reprovision in the immediate vicinity and identifies a preferred option following an 'optioneering' exercise which evaluates the pros and cons of each. The preferred option is immediately west of the bridge, accessed from the south of the dock, between the two bridges. (Figure 5). The Local Planning Authority (LPA) re-consulted the CRT on this feasibility study in October 2022 but did not receive a response.

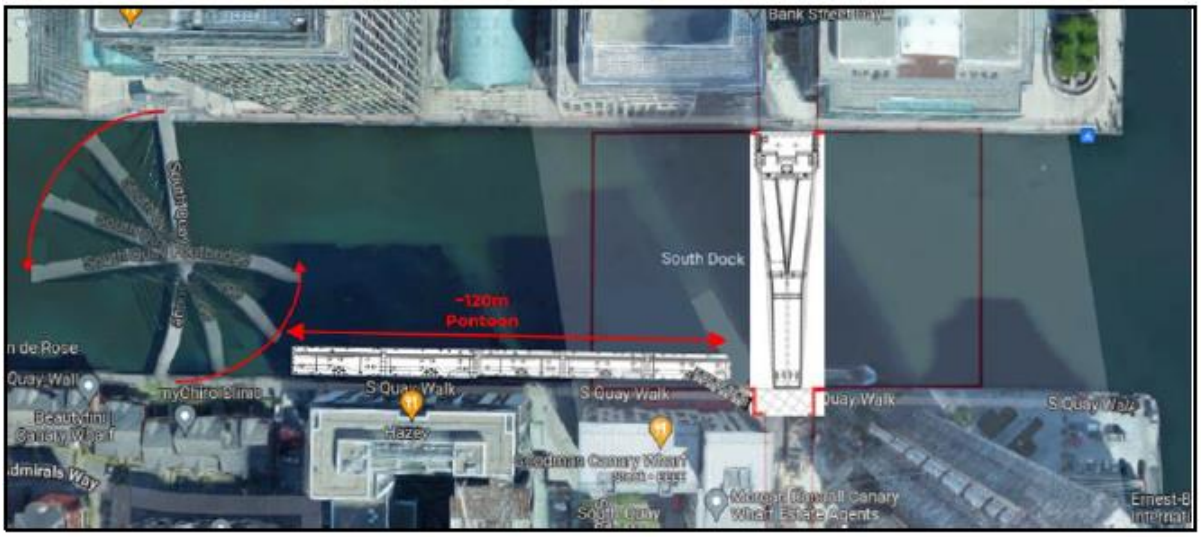


Figure 5 – 'Preferred option' in the feasibility study – pontoon accessed off CRT mooring.

7.42 Consequently, the study provides a robust, evidence-based assessment that the scope for potential alternative mooring provision has been investigated and indicates deliverable alternative provision options, which can be used to inform and guide future discussions between the applicant and CRT as landowner, in relation to the provision of a replacement mooring, outside of the planning application process.

7.43 The nature and location of any replacement mooring is contingent on factors outside the scope and remit of this planning application, including, but not limited to, landowner/CRT consent, funding etc. These matters do not form part of this planning application and assessment.

7.44 Similarly, if this application is granted planning permission, this does not override or constitute any other consents or permissions required to proceed with the works which lie outside of the planning system and its remit, including obtaining the consent of the landowner (CRT).

7.45 Therefore, while the Feasibility Study provides reassurance that there are viable replacement mooring opportunities that can be explored further between parties, no mitigation for the loss of the mooring is proposed or secured within this application. It is the case that the location for the new bridge is memorialised in the Local Plan. The chosen location leads to the unfortunate but inevitable loss of a mooring. In the balance of considerations, the LPA is satisfied that the benefits of the bridge weigh heavily in favour of the proposal and that these benefits outweigh the unavoidable loss of the mooring.

Principle of development: summary

7.46 In summary, there is planning policy support for the proposed development in principle and land/water-use terms, most notably in Policies SI16, SI 17 of the London Plan and polices S.OWS2, S.OWS4 of the Local Plan.

7.47 These policies encourage the enhancement of the network of water spaces and public realm improvements, and improvements to the safety, convenience, and attractiveness of facilities for cyclists and pedestrians, through the provision of safe routes linking facilities such as employment, education and residential. The local plan policies place a significant emphasis on sustainable travel and high-quality design. The proposal achieves this.

7.48 Further support for the new pedestrian link is also provided within the revised NPPF and the London Plan. Both documents support provisions that widen transport choice by making walking or cycling easier and more pleasant and give priority to cycle and pedestrian movement.

7.49 There is limited conflict with policy insofar as the bridge would reduce existing deepwater mooring capacity on the south side of the dock. However, the benefits of the scheme outweighs this loss.

DESIGN

Design Policy

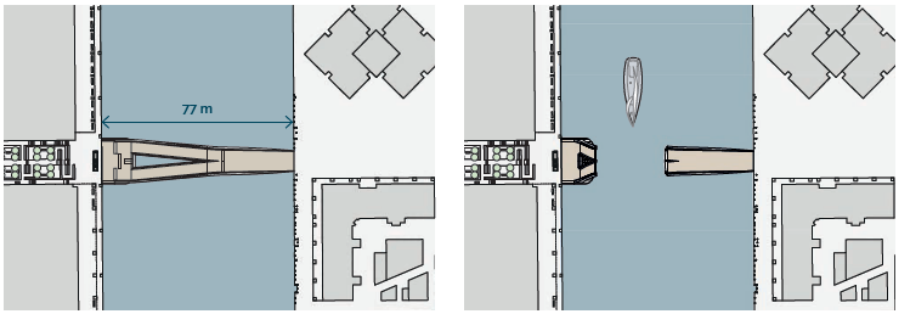
7.50 Development Plan policies require high-quality designed schemes that reflect local context and character and provide attractive, safe and accessible places that safeguard and where possible enhance the setting of heritage assets.

7.51 In terms of design, Paragraph 130 (a) – (f) of the NPPF seek to ensure places and structures are designed to ensure sustainable development and adhere to the planning process. More specifically, that they add to the overall quality of the area, are visually attractive, sympathetic to the local character, maintain a strong sense of place, optimise the potential of the site and create a safe, inclusive and accessible environment for all users.

7.52 Policy D3 of the London Plan promotes a design-led approach to optimise site capacity. The policy promotes the importance of a positive environment such as devising street layouts that prioritise easy pedestrian connections within and between neighbourhoods to encourage social interaction and support healthy lifestyles. This includes footpaths that need to be accessible and comfortable, as well as the benefits the pedestrian bridge and its route would provide in connecting users either side of a desire-line where demand exists.

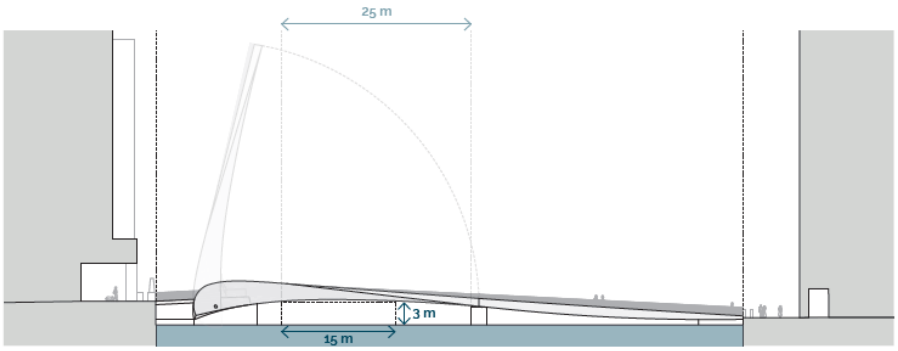
7.53 Local Plan policy S.DH1 outlines the key elements of high-quality design so that the proposed development is sustainable, accessible, attractive, durable and well-integrated into their surroundings. Complementary to this strategic policy, Local Plan policy D.DH2 seeks to deliver an attractive, accessible, and well-designed network of streets and spaces across the borough.

7.54 Policy S.DH3 of the Local Plan relates to heritage and the historic environment. The policy sets out how the historic environment should inform development, how planning applications will be assessed and how opportunities can be taken to improve the condition of the borough's historic environment (including individual assets and their settings) to ensure that its distinctive character is maintained.



Plan view - Closed position.

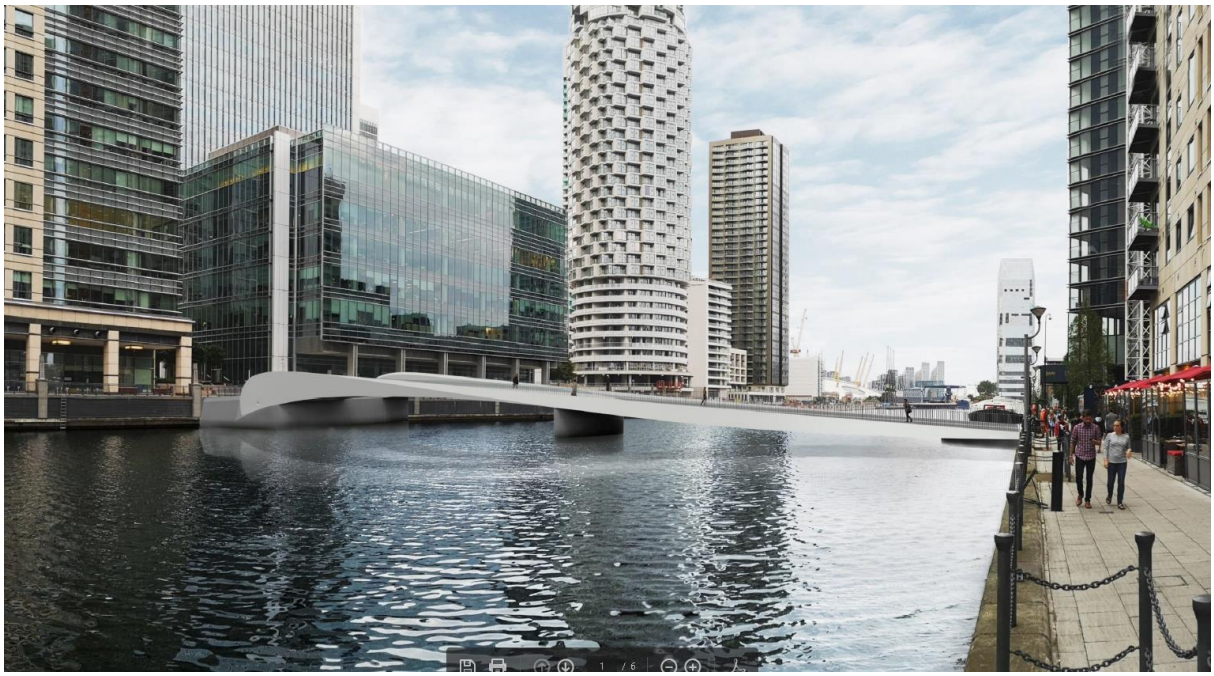
Plan view - Open position.



Elevation - Bridge in the closed (darker lines) and open position (lighter lines).

Figure 6: Details of the proposed bridge

7.55 Below are some indicative CGIs of the proposed bridge looking from the South of the dock towards Upper Bank Street.



Figures 7 above & 8 below: CGI showing how the bridge would look when open and closed

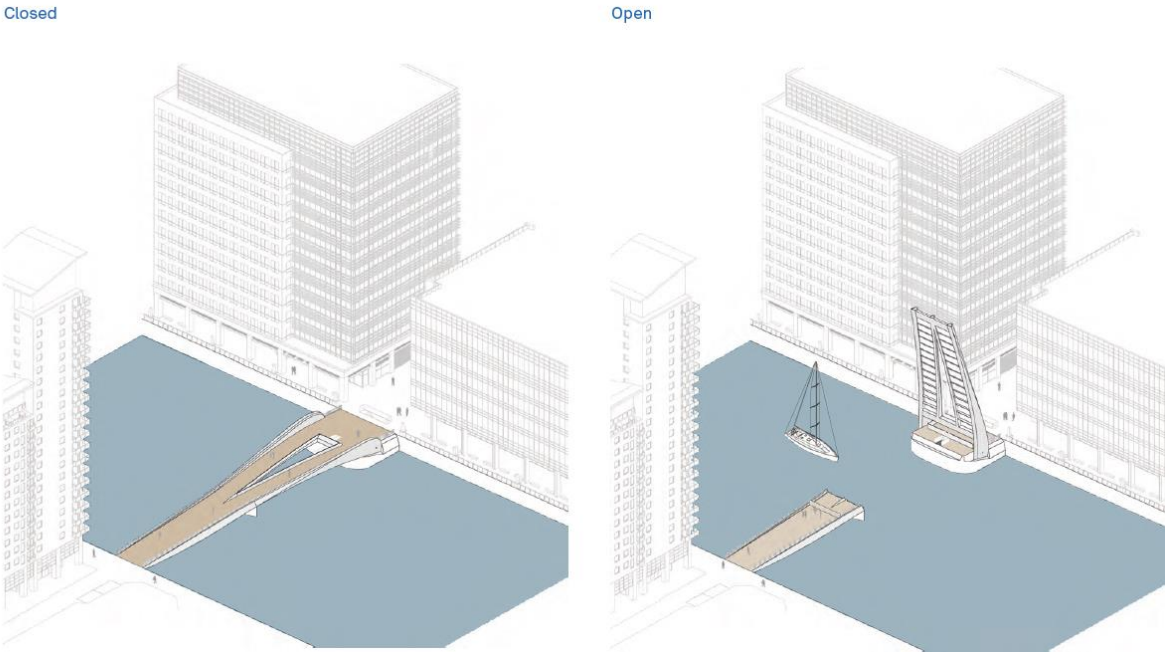


Figure 9: Visualisation of the bridge open and closed

Size, Bulk, Design

7.56 The bridge would be approximately 35m long. Its deck width, which owing to the bridge design, 'splits' from south to north with a triangular void in-between, would vary between approximately 7.8m and 15.4m. On the occasions the bridge is 'open' to allow larger vessels to pass through, its height would extend to approximately 33.17m. However, as the prevailing position of the bridge would be 'closed', it would typically be viewed in its standard horizontal 'shut' position.

7.57 Given its footprint, width, and scale (most notably when 'open'), Officers acknowledge the bridge and associated structures would represent a large and visually prominent structure in the context of the open character of the South Dock. Its size, massing/bulk, and scale would be particularly exposed by the elevated position of the bridge over the water/dock. When 'open' position, the scale of the structure would be even more particularly prominent from surrounding dockside locations.

7.58 However, the bridge occupiers an immediate and surrounding context characterised by large-scale, purpose-planned, mid-to-high rise contemporary development. Its surroundings are unashamedly modern in design and appearance, with associated scale, massing/bulk, and material finishes. In this context and given the large extent of open waterscape it would cross, whilst large, the size, massing/bulk and scale of the bridge would not appear excessive nor harmful to the character and visual amenity of its surroundings.

7.59 Its proportions and form represent a considered, responsive design- to this context, aided by its material and colour finished which is discussed below. Officers therefore consider the proposal represents an appropriately sized and designed addition to its surroundings.

Appearance and Materials

7.60 Policy D4 of the London Plan sets out the processes and actions that will help ensure development delivers good design.

7.61 In terms of appearance, materials have been selected that are complimentary and in keeping with the contemporary character of the surrounding area. The visible bridge components would be predominately fabricated from steel. All the structural steelwork, including the outer and inner girders and the soffits of the moving span and fix span, would be painted weathering steel, with a non-metallic paint suitable for a marine environment. The colours are proposed to be neutral (following the feedback of the Stage 2 public consultation) using a range of greys (RAL 7035, 7005, and 7011 (light grey, mouse grey and iron grey)). Officers consider this an appropriate, contextual material and colour finish to the surrounding built environment and waterscape.

7.62 The walking surface of the bridge would be a stiffened plate with a resin bonded aggregate on top on the movable span. The same finish would feature over a concrete slab for the fixed span and north abutment. This means that the walking surface (as opposed to the one of the existing Wilkinson Eyre footbridge) would be continuous and would have slip and skid resistance properties. This material is not unusual and found in recent pathways and features throughout the Olympic Park for example.

7.63 The bridge would have gates to prevent people being on its deck when the north span is moving or about to move. These gates would be recessed within the bridge deck the rest of the time, with the same finish on top as the rest of walking surface. The movement of the gates when raising, using hydraulic cylinders pushing them from below, would naturally guide people out of the deck.

Figure 10: Example of raising gates that are fully recessed

7.64 The railings at the edges of the bridge deck would be made up of a series of slender vertical steel plates acting simultaneously as posts and infill.

7.65 The top rail of the parapet would be set at approximately 1.4m above the deck level. To enhance the shape of the bridge, the posts of these railings would be a dark grey colour.

7.66 The inner parapet around the triangular void, would be made of glass. This is to maximise transparency when overlapping with the railings at the deck edges.

7.67 When the northern span of the bridge is open, drop-down barriers mounted in vertical steelwork posts, rising out of the ground, would be used to provide a safe edge for the public.

7.68 The Council's Design Officer has reviewed the proposals and has requested that further details are provided with regards to the materials proposed. The applicant has confirmed that the detailed finishes and colours of these are to be developed at the technical design stage.

7.69 Overall, the proposed architectural quality and materiality of the scheme is supported. It is recommended that details of the external materials are secured by planning condition.

Landscaping & Public Realm

7.70 London Plan Policy D8 requires development proposals to ensure that public realm is well-designed, safe, accessible, inclusive, attractive, well-connected, and easy to understand and maintain.

7.71 Local Plan policy D.DH2 relates to attractive streets, spaces, and public realm. Part 1 of the policy seeks to embed the principles of secured by design into the design and layout of new development. In addition, part 2 places public realm as a central component to the design of a development to ensure it is comfortable and functional, well-integrated with surrounding areas (including London's green grid network) and supports the delivery of successful and vibrant places.

7.72 As part of the application, a series of high-level landscape documents were provided which comprised a landscape masterplan drawing, landscape sections and details drawing as well as a Stage 3 sketch design document.

7.73 The Upper Bank Street landscape currently comprises a formal arrangement of three parallel stepped paths (and a perpendicular ramped route crossing the middle path) along with raised

planters and seating areas negotiating the drop in ground level towards the dockside. Two of the stepped pathways run north-south against the side elevations of the buildings to the east and west, and one down the centre. Each of the two side paths has different numbers of steps and different landing levels to address the specific doorway threshold levels in each building they pass.

7.74 Together, the three paths have a total clear width of approximately 3.8m, in additional to the graded/ramped route which does not contribute to this width greatly as it crosses the central path, as seen in the drawing below.

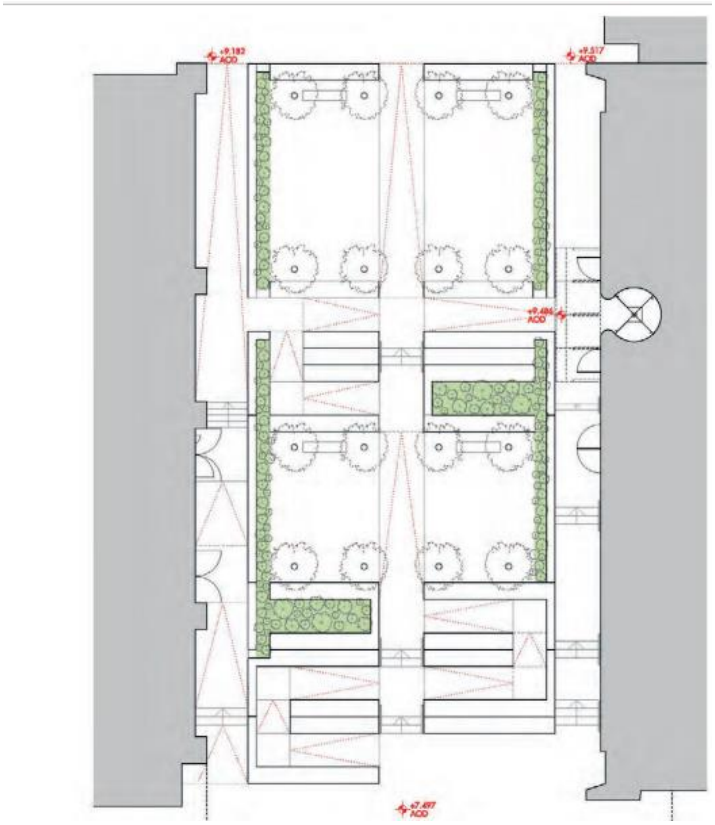


Figure 10: Existing landscaping along Upper Bank Street

7.75 The proposed landscape strategy notes that the demand forecast for the new crossing indicates that 80% of pedestrian and cyclist traffic for the bridge will be on the north-south route connecting to Upper Bank Street. It assumes that the other 20% will disperse along the quayside. The landscape strategy explains that this will require greater path width. Consequently, the proposal seeks to update the landscaping of this part of Upper Bank Street, to create a more direct route to the bridge by reconfiguring the central portion of the landscape and replacing the stepped and graded paths with a single wider graded (1:20) route. The masterplan is shown below.

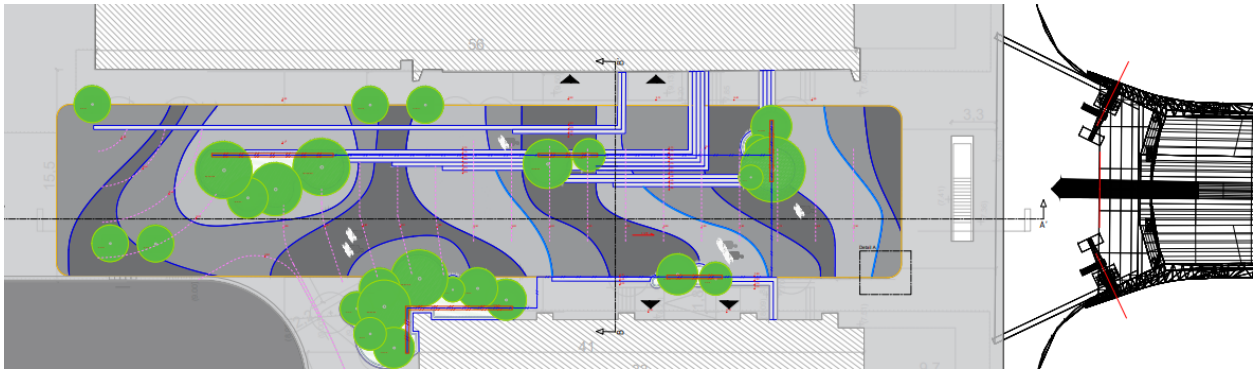


Figure 11: Proposed landscaping masterplan along Upper Bank Street

7.76 There are no works proposed as part of this planning application to the south. Those form part of the South Quay Plaza works.

7.77 Officers have reviewed the information provided and consider that further landscaping detail is required and would be secured through condition.

Lighting

7.78 The lighting for the bridge would be provided by linear LED light sources recessed in the top rail of the outer parapets. Cables and drivers would be concealed within the steelwork and/or at the ends of the bridge. The proposed lighting system would make the experience of crossing the bridge feel as safe as walking in the surrounding areas.

7.79 The bridge would also include operational lighting to signify when it is opening or about to open, part of it recessed on the walking surfaces, and navigation lighting below the deck to define the permanent channel for smaller ships.

7.80 The landscaped area of Upper Bank Street would also include additional street lighting to improve its current provision.

7.81 The applicant has confirmed that the lighting levels shall be designed to be appropriate for the urban character of the area and there will be no undesired light spills on the water of the dock. The bridge deck would therefore have the minimum level of lighting required for a footpath. Navigation lighting required for river traffic would be continuously lit, and this would be agreed with the Canal and River Trust. A detailed lighting strategy will be prepared at a later date in the detailed design stage. As such, a detailed lighting strategy will be conditioned accordingly should planning permission be granted.

Trees

7.82 The proposed landscaping works along Upper Bank Street would remove existing trees and planting. The proposed landscaping strategy includes replacement trees (and planting).

7.83 The applicant will be required to plant various new trees to replace those affected by the redesign. The Council's Tree Officer has reviewed the proposal and raises no objection subject to tree-replanting (including maintenance methodology) being secured by planning condition. The applicant will be required to use a mix of native trees and shrubs. These details will be set out in a detailed landscape plan and specification (secured through the landscaping condition).

7.84 As discussed in further detail below within the Safety and Security section of this report, the landscape condition will not only require approval from the Council's biodiversity and Tree Officers but also the SBD Officer to ensure that the scheme includes appropriate planting that will not create dark areas or hiding places but results in a net gain in biodiversity.

Summary

7.85 Officers support the proposed landscaping and lighting. However, it is recommended that a detailed lighting strategy, in addition to a landscape plan, for the Upper Bank Street area are secured by planning condition to ensure a high quality of landscape design.

Safety & Security

7.86 The proposal has been subject to input and reviews by the Secure by Design (SBD) Officer. The railing heights meet current standards for pedestrian bridges in terms of climbing risk, do not have large enough gaps between the railing and abutment to present a climb risk, and where they do not exist, the sides of the bridge are high enough to avoid a climb risk. Together, subject anti-climb paint and warning signage, the SBD Officer is satisfied the scheme does not present climb risks. Such details can be secured by condition.

7.87 Similarly, they are satisfied details of anti-graffiti measures in the form of anti-graffiti coating (paint) can be secured by condition to prevent the bridge being targeted for graffiti.

7.88 The SBD Officer would be consulted as part of the condition review for the landscaping and lighting details, and they are satisfied with this approach where they can input if any approaches are required.

7.89 The SBD Officer cited concerns that controls proposed to deter cyclists from dismounting when crossing proposed bridge such as CCTV or security patrols may not be effective. Whilst Officers are aware that the bridge is required to remain suitable for disabled cyclists, it is acknowledged that further consideration is required on how cyclists will be discouraged from cycling across the bridge. This will be secured by the planning condition covering the bridge operation and maintenance. Furthermore, it is understood that as the design of the bridge progresses, the applicant will be looking at different materials which can be used to influence the decisions of cyclists using this route.

7.90 Notwithstanding the above cycle control measures, the SBD Officer raise no objection subject to the above-mentioned planning conditions being attached, including a Secured by Design condition. Discussions on outstanding details can carry on post-decision with the applicant to resolve those condition requirements satisfactorily. Based on this, Officers are satisfied in this regard.

Inclusive Design

7.91 Policy D5 of the London Plan and policy S.SG2 of the 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.

7.92 Under the proposal, disabled cyclists will not have to dismount and can cross the bridge on bicycles. This will help to ensure that the new bridge is accessible for all users and meet the requirements of the Equality Act 2010. Furthermore, as the bridge will be on one level, it would therefore be suitable for a range of people and is Disability Discrimination Act compliant.

7.93 The new bridge would allow access for all levels of mobility, ensuring comfortable and safe gradients (lower than 5%) on the bridge and approaches. The planned redesign of the landscape of Upper Bank Street, will create a wider and more direct route compatible with the geometry of the structural slab the landscape sits on (roof of the car park below) and the accessibility to the buildings on the area. The new ramp, significantly wider than the existing ones and with an accessible gradient, would give a much greater sense of forward motion and would provide clearer views to the destination than the existing landscape, improving legibility in this area.

7.94 It is considered that the proposal would result in a scheme that would be well connected to its surroundings and would provide a bridge that can be easily used by all.

Design Conclusion

7.95 The scale, height, and massing of the proposed bridge would respond appropriately to the site's strategic role within the Borough.

7.96 The form of the proposed bridge would create a strong relationship within the dock and enhance the existing townscape. The materials and appearance of the bridge would be of an exceptional quality and the design would appear as a vibrant addition to the water space on the Isle of Dogs, fitting and responsive to its surrounding context.

7.97 While further details are required in terms of the landscaping proposals, the masterplan is acceptable and an improvement to the existing space at Upper Bank Street. Officers are confident the recommendation to grant would secure a high-quality scheme.

HERITAGE

7.98 Statutory tests for the assessment of planning applications affecting listed buildings and conservation areas are found in Sections 66(1) and 72(1) of the Planning (Listed Building and Conservation Areas) Act 1990. Section 66(1) relates to applications that affect a listed building or its setting. It requires the decision maker to: "*have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses*". Section 72(1) relates to applications affecting a conservation area. It states that "*special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area*". There is a presumption that development should preserve or enhance the character or appearance of conservation areas.

7.99 London Plan Policy HC1 and Local Plan Policy S.DH3 require developments affecting heritage assets and their settings to conserve their significance, by being sympathetic to their form, scale, material, and architectural detail.

7.100 London Plan policy HC3 seeks to protect strategic and local. Local Plan D.DH4 reiterates this requirement and requires developments to preserve and positively contribute to the skyline of strategic importance.

7.101 As mentioned previously in this report, there are no Scheduled Monuments (SMs) or World Heritage Site (WHS) within 1 km of the site. The application site is not adjacent to any designated conservation areas or statutorily listed buildings. Coldharbour conservation area is approximately 350m to the east of the application site, and there are several listed buildings within 1km of the application site.

7.102 A Cultural Heritage Statement was submitted as part of the planning application which concluded that given the nature and scale of the proposed bridge, it will not have a significant impact on the heritage assets or the historic character of the area.

7.103 The Council's Design and Conservation Officer has raised no objection to the information submitted. Officers are satisfied that the proposals would have a negligible impact on the surrounding historic character and the proposal would preserve or enhance any affected heritage assets.

Townscape and visual impact

7.104 The proposed development would be 33.17m in height when raised. There are no Scheduled Monuments (SMs) or World Heritage Site (WHS) within 1 km of the site. The application site is not adjacent to any designated conservation areas or statutorily listed buildings. Coldharbour conservation area is approximately 350m to the east of the application site, and there are several listed buildings within 1km of the proposed development.

7.105 As part of the planning submission, the applicant provided a Townscape and Visual Matters report which indicates that the scale and form of the bridge will relate positively to the emerging skyline and would not have a marked change on the overall townscape character.

7.106 It is considered unlikely that the proposal would be visible from Maritime Greenwich WHS given the maximum height is likely to be shielded by other taller developments to the south of the application site.

7.107 As a result of the design, Officers are satisfied that the bridge would not be overbearing in views from residential areas, particularly when the bridge is open.

Archaeology

7.108 Development plan policies require measures to identify record, protect, and where appropriate present the site's archaeology. The site lies within an Archaeological Priority Area.

7.109 A detailed Archaeological Assessment has been submitted. It concludes that no significant impact to the archaeological resource would arise from the proposed development.

7.110 Greater London Archaeological Advisory Service (GLAAS) were consulted as part of the consultation process and raised no objection, consistent with this conclusion. The proposal is unlikely to have a significant effect on heritage assets of archaeological interest and is acceptable in this regard.

NEIGHBOURING AMENITY

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

7.112 The nearest residential properties to the proposal are the 'Discovery Dock Apartments East'. They a dockside development located to the immediate south and west of the application site, fronting the Dockside/proposed bridge to the north and the southern access route for the proposed bridge, which is to their east. The Discovery Dock Apartments West' lie further beyond them to the south-west of the 'over-water' application site. There are also residential flats in the Hampton Tower on the dockside to the immediate south of the over-water

application site. The southern access route for the proposed bridge also lies to its east. None of these sites has residential dwellings at the ground/dockside level.

7.113 There are not adjoining/adjacent residential buildings or land/water-uses on the north side of the application site. It is unknown if there are any residential moorings on the South Dock.

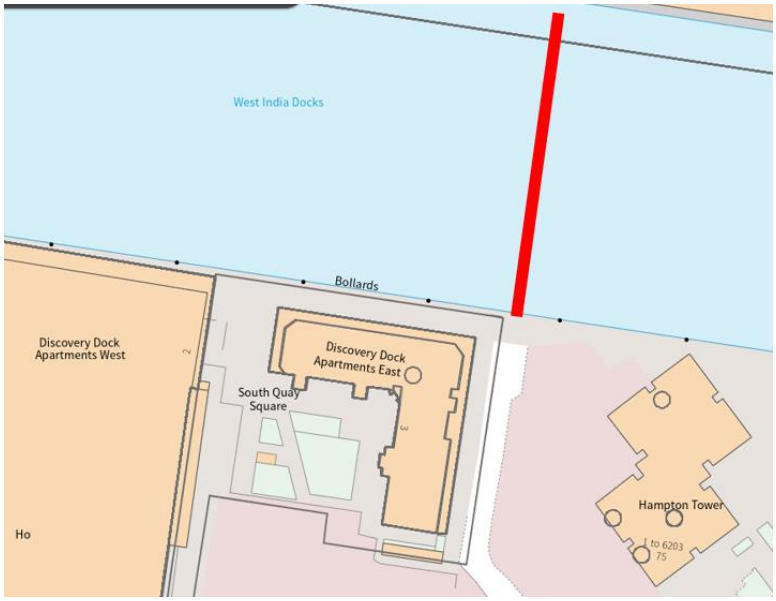


Figure 12: Nearby residential dwellings

Privacy & Outlook

7.114 Given the nature of the application, its location, and height/level relative to its surroundings, the proposed bridge would not unduly impact on the privacy of the surrounding residents or cause harmful overlooking opportunities. This including to any mooring occupants who may exist on remaining mooring space at South Dock. Users would be at a higher level relative to them, passing through for relatively short periods of time, and views would not be close enough to materially harm the privacy of residential occupiers.

7.115 Furthermore, in terms of outlook and enclosure impacts, as the bridge will be opened intermittently, it considered that there would not be any harmful amenity impact on the surrounding residential buildings and occupants, including any residential moorings in the vicinity.

Daylight, Sunlight & Overshadowing

7.116 The bridge is aligned in a north-south direction, and the sun rises to the east before setting in the west.

7.117 The bridge in its closed position would cast a shadow in the area below and immediately surrounding it, typically over a small area of water in the dock and the dockside. This shadow, given its limited range, would not materially harm the amenity of any nearby residential occupiers, including those living on moorings near the bridge. Officers are satisfied that the impact of the bridge in relation to daylight/sunlight would be negligible.

Noise and Vibration

7.118 The application is subject to the principle of the ‘agent of change’ (AOC). The AOC places the responsibility for mitigating the impact of noise firmly on the proposed development.

7.119 The 'moving' part of the bridge would be on its north side, where there are no adjacent residential properties, across the water from those nearest occupiers on the south side. It is anticipated that it would be opened/closed one to two times per week on average.

7.120 The Council's Environmental Health Officers have reviewed the submitted material. They have concluded that the completed development would not have any unacceptable impacts on neighbouring amenity from noise and vibration from its construction and operation, subject to two planning conditions. This includes from operating the mechanisms to open/close the bridge.

7.121 The first planning condition would cover restrictions on demolition and construction activities to ensure no unreasonable noise disturbance takes place, including 'out of hours'. The second condition would control noise and vibration levels from any mechanical plant and equipment as experienced from the nearest affected residential property, as detailed in the condition wording. The condition also requires a post-installation verification report to be submitted and approved by the Local Planning Authority before the mechanical plant or equipment can be operated. The report will need to demonstrate that the noise levels are acceptable, and any mitigation measures are robust.

7.122 A planning condition covering the bridge operation and maintenance plan is recommended by Officers and would include needing to approve the timings and frequency of the opening and closing of the bridge. This would allow the Local Planning Authority to control timings to avoid operations at night when the background noise level would be lower, and it could be more disruptive to the nearest residents.

7.123 Consultation comments received noted concern regarding noise from users of the bridge affecting neighbouring amenity, notably residents to the south. The applicant has confirmed the bridge would have a continuous surface treatment finished in a resin bonded aggregate. Unlike the existing Wilkinson Eyre footbridge, this would provide a continuous consistent treatment. Details of materials would be secured by condition. Based on the location and details submitted, Officers consider that there would be no undue noise anticipated from users of the bridge.

Lighting

7.124 Light pollution was raised as a concern in representations received, particularly for residents to the south. The bridge deck is proposed to have the minimum level of lighting required for a footpath, and navigation lighting required for river traffic shall be continuously lit and agreed with the Canal and River Trust. Details of lighting which the proposal would need to adhere to would be secured by condition if planning permission is granted, where impacts on neighbouring amenity would be considered.

TRANSPORT

7.125 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.

7.126 As described under Site and Surroundings, the site has a PTAL rating of 5 ('high) on the north site, 2 (poor) in the middle as it is over currently inaccessible water, and 3 (moderate) to the south. It is well connected with surrounding services. It is near the Blackwall DLR station, a number of local bus services and the new Canary Wharf Crossrail station.

Pedestrian and cycle access

7.127 The submitted Transport Statement states that the existing Wilkinson Eyre foot bridge is the second busiest pedestrian-only bridge in London, being just surpassed by the Golden Jubilee footbridge across the River Thames in central London.

7.128 It is anticipated that demand for crossing the South Dock could potentially increase from 37,000 in 2018 to 85,000 people by 2031 as a result of:

1.Planned developments in the area;

2. People seeking access to Canary Wharf Jubilee line and Elizabeth line stations;

3. People using South Dock DLR stations and crossing South Dock on foot.

7.129 As such, the proposed bridge will greatly assist in promoting and enhancing connectivity in the local area to the benefit of commuters, existing and future residents and the general public by reducing walk / cycle times and distances to amenities and public transport connections.

7.130 The proposed bridge would link the new development at South Quay with Canary Wharf and Wood Wharf, improving access to jobs, retail and other services at Canary Wharf. It would improve links between South Quay and the area beyond and existing public open spaces to the north, such as Jubilee Park. It would also provide a direct link and shorten walking (and cycling) times to the new Elizabeth line (crossrail) station and other public transport links.

7.131 The proposed bridge promotes pedestrian connectivity and allows access for all levels of mobility, ensuring comfortable and safe gradients on the bridge and approaches. The bridge would have exclusive pedestrian use, with cyclists needing to dismount if they want to cross the bridge.

7.132 The original brief for this bridge was to accommodate both pedestrians and cyclists. However, the applicant has confirmed that the decision on restricting cycling was reached following the outcome of the latest public consultation which showed concerns around safety and collisions from having a mixed-use bridge. The proposed cycle restriction was considered to be the safest approach given the high projected number of pedestrian users.

7.133 Whilst this is not the ideal design approach in a typical scenario, given the safety concerns and the fact that this is forecast to be a particularly well-used and busy pedestrian bridge, on-balance, the proposal is nonetheless suitable with over-riding benefits. This approach has also been the expectation of two of the key landowners. South Dock Bridge is not be considered a strategic cycle route and, in that respect, it is not considered unreasonable or atypical to require cyclists to dismount in the interests of safety over this short distance.

7.134 The Council's Highways team reach the same conclusion, noting that while not ideal, the proposal nonetheless is a considerable improvement over what is currently on offer and is acceptable on balance.

7.135 As noted in the Safety and Security section of this report, in the interest of pedestrian safety, a condition would be attached to the planning permission requiring the applicant to provide details of how cyclists will be discouraged from cycling across the bridge. Cyclists will be permitted to cross with cycles provided they dismount.

7.136 TfL were consulted as part of this application and raised no objection subject to various conditions being attached should planning permission be granted.

7.137 The first condition related to the provision of details in respect of public realm access points. The second condition related to wayfinding signage. As part of their representation, the Canal

and Rivers Trust also requested that wayfinding be considered and that it would be needed on each side of the bridge. The final condition requested by TfL was for a cycle signage strategy. TfL requested that signage is provided well in advance of the bridge to enable cycle re-routing if preferred, as well as signage to encourage dismounting at the bridge (except for disabled cyclists).

7.138 Officers consider that the development proposals promote and prioritise sustainable movements in terms of transport at this location and comply with local, regional, and national transport policy.

Demolition and Construction Traffic

7.139 The Outline Construction Environmental Management Plan submitted indicates that the main site access by road will be Upper Bank Street. The applicant states that most components for the construction of the bridge would be pre-fabricated offsite and delivered by barge via the river and the waterway of the Dock.

7.140 The Canal and Rivers Trust requested a condition is attached to any planning permission requiring the applicant to undertake a feasibility to assess the potential for moving waste and materials by water during the construction cycle in line with policy SI 15 of the London Plan. This policy stipulates that developments near navigable waterways should maximise water transport for bulk materials during demolition and construction phases. This requirement is already included within the recommended planning condition requiring submission and approval of a fully comprehensive Construction Environmental Management Plan (CEMP).

7.141 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, several conditions are recommended to minimise these impacts. These will control working hours and require the approval and implementation of a fully comprehensive CEMP which also includes a feasibility assessment for using waterborne transport.

7.142 In addition to requesting a more detailed CEMP, Canal and Rivers Trust also requested a surface water drainage and water pumping condition for the construction and operational phases. This would provide details of where the water is to be pumped to. A condition is attached covering this.

7.143 One representation was received requiring a CEMP to be submitted at pre-determination stage. However, the applicant confirmed that the due to the procurement and design strategy for the scheme the details required to produce a final CEMP at this stage are not available. Officers are satisfied that this can be secured via a planning condition which would be required to be resolved prior to the commencement of works.

7.144 The Council's Highway's Officer has reviewed the proposal and raises no objection.

ENVIRONMENT

Health Impact Assessment

7.145 Local Plan Policy D.SG3 requires a rapid health impact assessment (HIA) for major applications within an area of sub-standard air quality. The Council's HIA officers advised that a rapid HIA be carried out and provided during the assessment of the planning application.

7.146 Following the submission of a rapid HIA post-original submission of the planning application, the HIA officer was satisfied that all the points requested have been addressed with evidence-based arguments and mitigation measures identified when relevant. As such, Officers raise

no objection and agree with the findings that the proposed development would result in positive health outcomes, which would be secured by several of the proposed planning conditions and obligations.

Environmental Sustainability

7.147 By virtue of this proposal being a footbridge, the Council's carbon emission policies are not applicable for this kind of infrastructure project and energy assessments are not required. As such, the Council's Sustainability Officer raises no objection on the proposals for the south dock bridge.

Biodiversity

7.148 London Plan Policy G6 states that 'development proposals should manage impacts on biodiversity and aim to secure net biodiversity gain' and Local Plan Policy D.ES3 requires developments to protect and enhance biodiversity.

7.149 South Dock is part of a Site of Importance for Nature Conservation (SINC). The loss of a small area of open water for the bridge supports will be a minor adverse impact on the SINC. While the loss is very small, it should be viewed in the context that numerous, mostly small, losses of open water have reduced the water area in the West India Docks by 25% since 2000.

7.150 The Council's Biodiversity Officer has reviewed the proposal and raises no objection subject to conditions to secure an ecological mitigation plan and landscape plan with biodiversity improvements, and a biosecurity plan. They confirmed that the increase in shading would not adversely affect the biodiversity value of the dock, as the water is currently very unclear/cloudy.

7.151 The impact on the SINC from the loss of open water habitat will need to be mitigated by habitat enhancements. Furthermore, Policy D.ES3 requires developments to deliver biodiversity net gain. The submitted application documentation includes outline proposals for ecological enhancements, but the exact measures and details still need to be agreed with the Canal and Rivers Trust and the Local Planning Authority (Biodiversity Officer). However, these outline suggestions for proposals are reflective of the suggestions made by the Council's Biodiversity Officer in earlier discussions and their advice to the applicant, hence their support for the proposal subject to conditions. The measures, to be secured by condition, would need to include these features to a satisfactory degree to demonstrate a net gain for biodiversity within the SINC.

7.152 The proposed landscaping of the square to the north of the bridge is very formal and appears to include just two plant species, a single non-native tree and a native (but not locally native) fern. Honey locust is a 'fairly good' nectar plant when it is flowering, but the lack of diversity means that nectar will be available for only a short period. The ferns will be of very limited biodiversity value. The Biodiversity Officer would like to see a more biodiverse landscape with features that contribute to the Local Biodiversity Action Plan. The applicant has confirmed that they are willing to provide better landscaping for biodiversity. Should planning permission be granted, this would be secured through a condition.

7.153 The dock contains several invasive non-native species (INNS). There is potential for these to be transferred to other sites, and for new INNS to be introduced to the dock, via materials and machinery. A Biosecurity Plan, demonstrating how this will be avoided, should be produced and approved by the Council. Again, this would be subject to a condition should permission be granted.

7.154 Overall, with appropriate mitigation and enhancements within the dock, and more biodiverse landscaping in the square to the north, the proposed development will provide net gains in biodiversity in accordance with D.ES3.

Flood Risk and Drainage

7.155 Local Plan policy D.ES4 relates to flood risk and policy D.ES5 relates to sustainable drainage.

7.156 The application is supported by a Flood Risk Assessment (FRA). The FRA identifies the site as being in Flood Zone 3a (high risk) and considers the proposed use is appropriate. The Environment Agency (EA) in their initial comments noted that the FRA did not contain tidal breach data which is required to be considered when designing the deck level of the footbridge, and as a result, objected.

7.157 The applicant subsequently provided an updated report with the required detail with which the EA were satisfied and removed their objection.

7.158 The Council's SUDs Officer raises no objection to the proposal subject to a condition being attached requiring the applicant to supply a detailed drainage drawing showing surface water being discharged into the dock and a surface water management strategy. This condition is proposed should planning permission be granted.

Waste

Construction waste and recycling

7.159 All waste generated by the construction works will be stored, handled and transported in compliance with waste legislation. Further details will form part of the CEMP which would be conditioned.

Land Contamination

7.160 The application is supported by a Geoenvironmental Desk Study Report based on information deriving from a site walkover survey and a desk-based review. The report sets out the characteristic ground conditions and elements of the surrounding environment and identifies potential sources of contamination, potential receptors of the contamination and potential pathways between them. It concludes that there are potential sources of contamination and recommends a ground investigation to allow an assessment of the underlying ground conditions. Given this, it is recommended that the Council's standard land contamination remediation and verification report conditions are attached to any planning permission. This would ensure that the application accords with Local Plan policy D.ES8

Noise & vibration, air quality and wind/microclimate

7.161 The site is surrounded by commercial and residential properties. These receptors will be sensitive to impacts on air quality and noise.

7.162 As noted in the Transport section of this report, the main noise impacts from the development relate to construction noise and vibration consisting of structure borne noise transfer to the nearby buildings, ground borne vibration, and air borne noise transfer into the environment. Further details in relation to noise and dust would be expected to be included as part of the CEMP which would be conditioned.

7.163 In summary, it is considered that subject to the recommended conditions, no unacceptable adverse construction-related or long-term noise or air quality impacts to surrounding residents or occupants or users of the bridge would arise.

INFRASTRUCTURE IMPACT

7.164 Given the nature of this application, being a bridge, this would not be liable for Tower Hamlets Community Infrastructure Levy (CIL) or Mayor of London CIL.

7.165 Notwithstanding this, 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. The scheme would meet the full obligation of financial contributions. However, given the Council is unable to enter into an s106 agreement with itself, the financial and non-financial contributions are to be secured by the imposition of conditions.

7.166 The applicant has agreed to meet all of the financial contributions that are sought by the Council's Planning Obligations SPD which are as follows:

- Construction phase skills and training = **£7,301**
- Development co-ordination and integration = **£1,825**
- Monitoring = **£3,456**

The following non- financial contributions will also be secured:

- Access to employment
- 3 construction phase apprenticeship
- 20% of local procurement of goods and services during construction
- 20% of local labour during construction

HUMAN RIGHTS & EQUALITIES

7.167 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.

7.168 The proposed new bridge would be accessible to all and would improve connections over the waterways of the Isle of Dogs. Specifically, the provision of a second footbridge over the South Dock is identified in the Local Plan and the Isle of Dogs South Poplar Opportunity Area Planning Framework. The bridge will be on one level and is therefore suitable for a range of people and is Disability Discrimination Act compliant.

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

8 RECOMMENDATION

8.1 **Planning permission is GRANTED** subject to the conditions:

8.2 **Planning Conditions**

Compliance Conditions

1. Compliance with plans
2. 3 year time limit for implementation
3. Development is personal to, and shall be implemented by, LBTH
4. S61 (Restrictions on Demolition and Construction Activities)
5. Noise from plant

Pre-commencement

6. Material details
7. Scheme for the provision of financial contributions
8. Strategy for using local employment and local procurement
9. Ecological Mitigation Plan
10. Landscaping Plan
11. Land Contamination Remediation
12. Detailed Lighting Strategy
13. Construction Environmental and Logistics Management Plan
14. Biosecurity Plan
15. Bridge Operation and Maintenance Plan
16. Boat Impact Protection
17. Dock Wall Survey
18. Piling Plans
19. Surface Water Drainage and Water Pumping

Pre-commencement of above ground works

20. Detailed bridge entry/exist elevation drawings

Pre-superstructure works

21. Secure by Design
22. Drainage Strategy

Prior to Occupation

23. Wayfinding Signage
24. Cycle Signage

Informatives

1. CRT
2. Environment Agency
3. Secure by Design

APPENDIX 1 – List of Plans for Approval

Schedule of Drawings

10022168-ARC-XX-XX-DR-EN-0028 A 01 - Site Location Plan

UA10022168-ARC-XX-XX-DR-LA-0001 P01 - Landscape Masterplan;

UA10022168-ARC-XX-XX-DR-LA-0002 P01 - Landscape Sections and Details

UA10022168-ARC-XX-XX-DR-CB-0001 P02 - General Arrangement Plan

UA10022168-ARC-XX-XX-DR-CB-0002 P01 - General Arrangement Plan

UA10022168-ARC-XX-XX-DR-CB-0003 P01 - Moving Span Cross Sections

UA10022168-ARC-XX-XX-DR-CB-0004 P01 - Moving Span Cross Sections

UA10022168-ARC-XX-XX-DR-CB-0005 P01 - Fixed Span Cross Sections

UA10022168-ARC-XX-XX-DR-CB-0006 P01 – North Abutment Cross Sections

UA10022168-ARC-XX-XX-DR-CB-0007 P01 – Central Pier and South Abutment Cross Sections

UA10022168-ARC-XX-XX-DR-CB-0001-00102 P01 - General Arrangement and Elevation – Closed;

UA10022168-ARC-XX-XX-DR-CB-0001-00103 P01 - General Arrangement and Elevation – Open;

UA10022168-ARC-XX-XX-DR-CB-0001-00105 - Proposed Works Bridge Layout

UA10022168-ARC-XX-XX-DR-CB-00105 P01 - Proposed Works Bridge Layout

Schedule of Documents

Planning Application Form and Ownership Certificates

Cover Letter, produced by Arcadis, dated 20th April 2021;

Planning Statement, Rev 3, produced by Arcadis, dated September 2021;

Design and Access Statement; produced by Knight Architects, dated December 2020

Bridge Appearance with gate open and closed document, prepared by Knight Architects, dated December 2020;

Rapid Health Impact Assessment; prepared by Arcadis, dated July 2021;

Biodiversity Assessment, prepared by Arcadis, 2019;

Construction Environmental Management Plan (CEMP), ref: 10022168-ARC-XX-XX-RP-CE-0071, prepared by Arcadis;

Cultural Heritage Memo, prepared by Arcadis

Townscape and Visual Impact Assessment, prepared by Arcadis, dated January 2021;

Archaeological Desk Based Assessment, prepared by Arcadis, dated February 2021;

Landscaping Concept, prepared by Arcadis, dated August 2020;

Transport Assessment, prepared by Arcadis, dated March 2021;

Flood Risk Assessment, prepared by Arcadis, dated May 2021;

SUDS Proforma;

Marine Ecology Environmental Appraisal, prepared by Arcadis, dated October 2019;

Detailed Unexploded Ordnance Risk Assessment, prepared by Safelane Global, ref: 8241 RA, dated 9th August 2019;

Geo-Environmental Desk Study Report, prepared by Arcadis, dated January 2021;

Photographs and Photomontages;

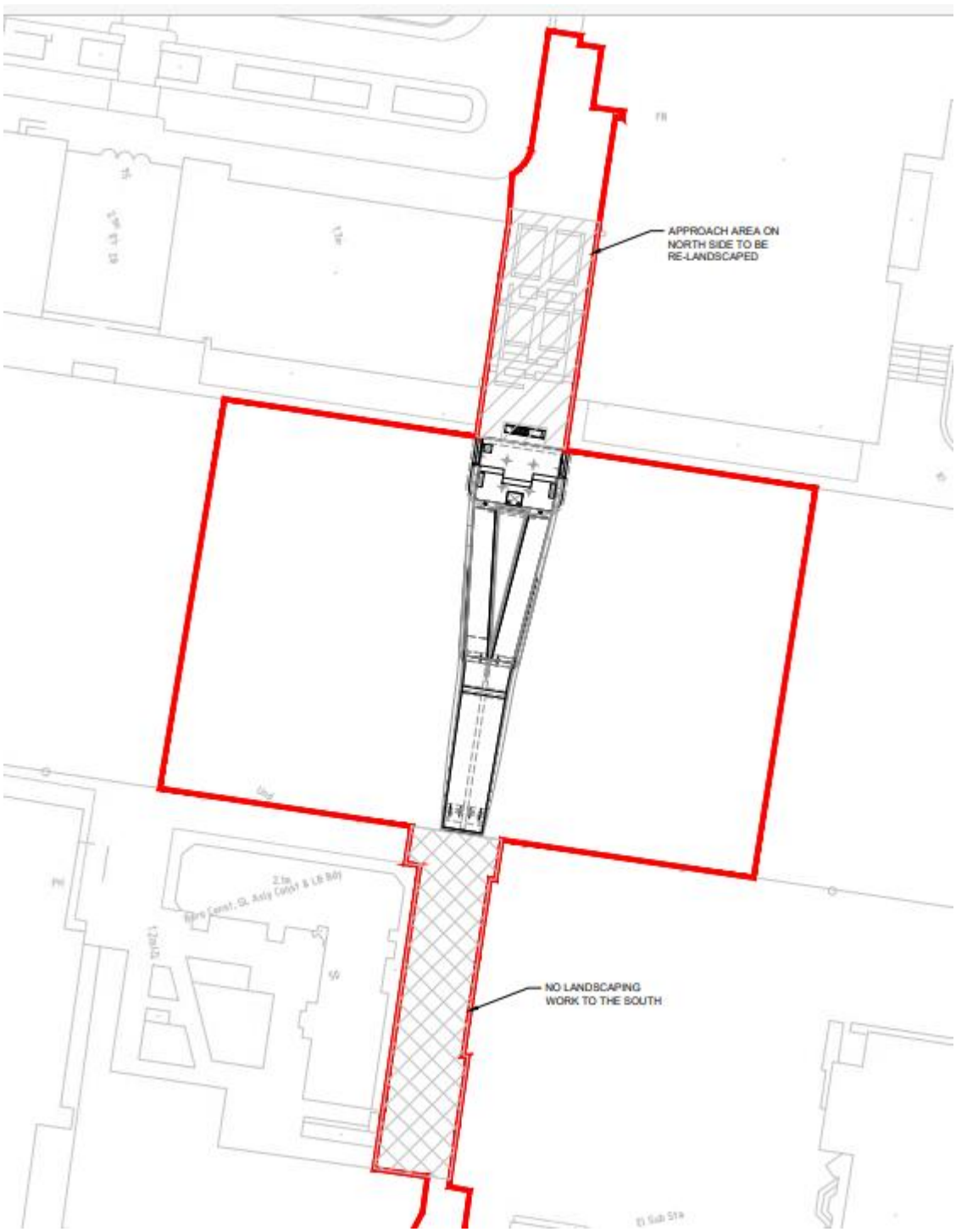
Stage 2 Public Consultation Report, prepared by Allies and Morrison;

Stage 3 Public Consultation Report, prepared by Knight Architects; and

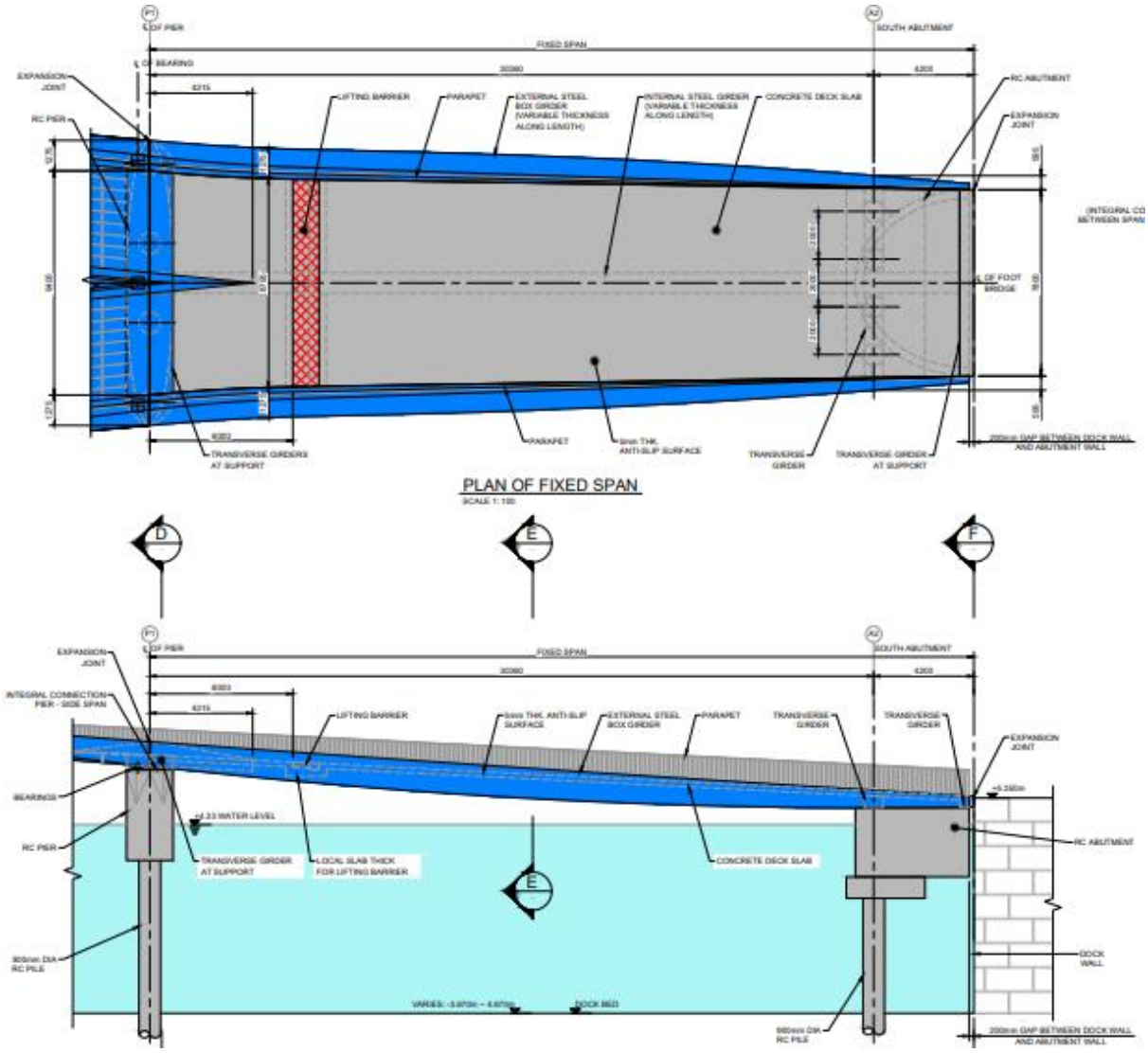
Stage 1 Feasibility Assessment, prepared by Steer Davies Gleave, dated May 2016

APPENDIX 2 – Selection of plans and images

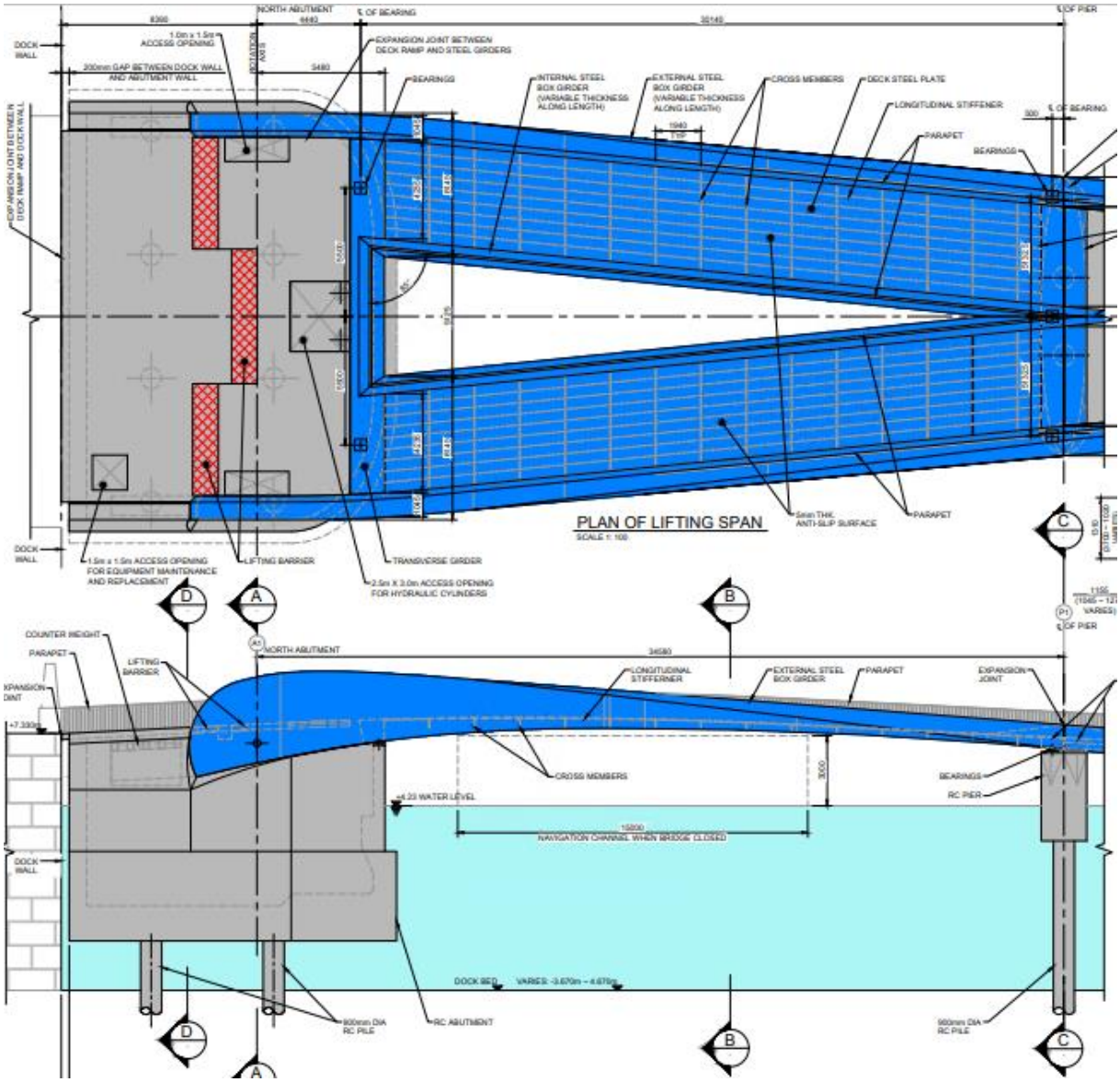
Application site boundary and indicative access and bridge plan



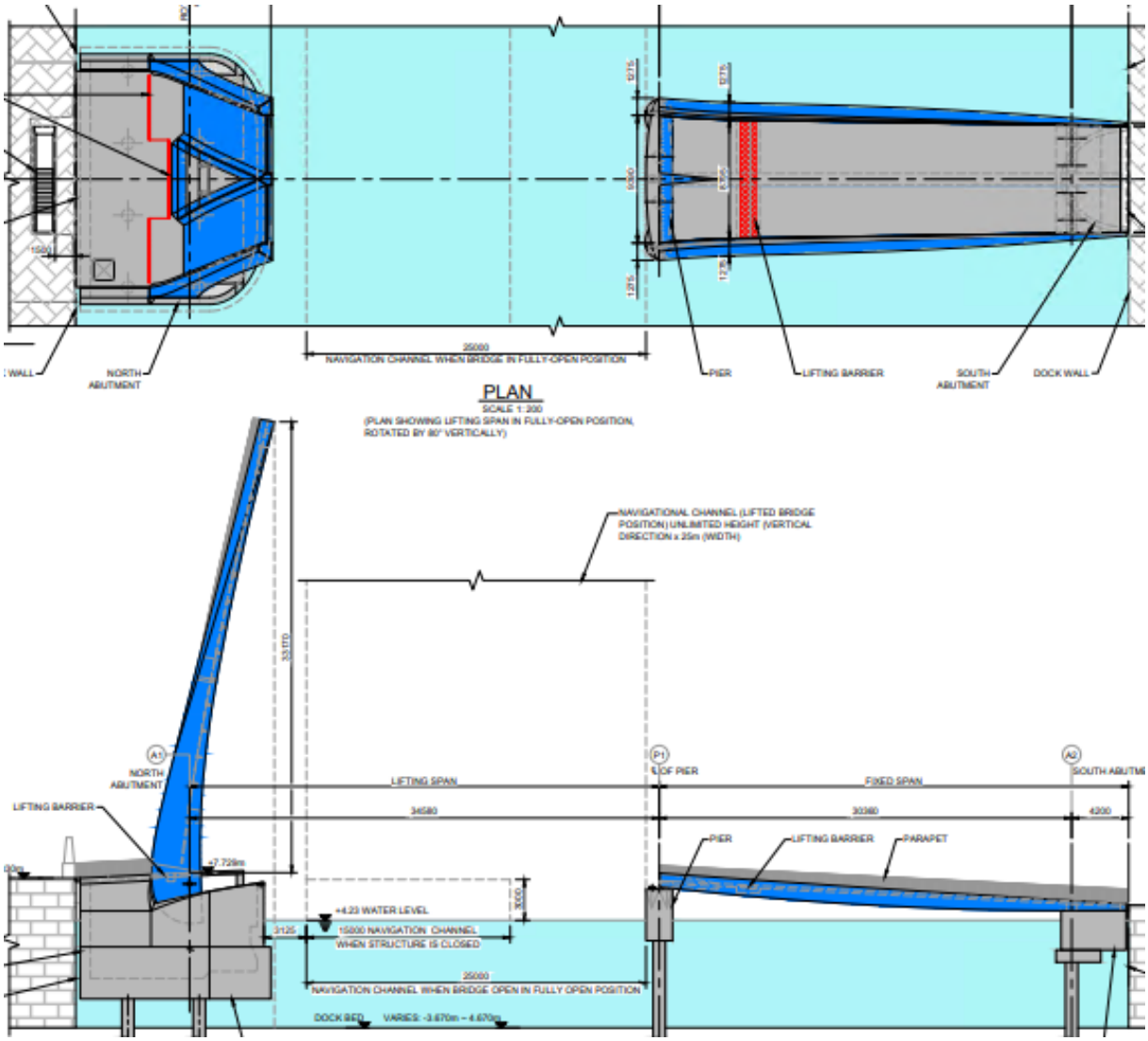
Plan and cross-section: fixed span (south side)

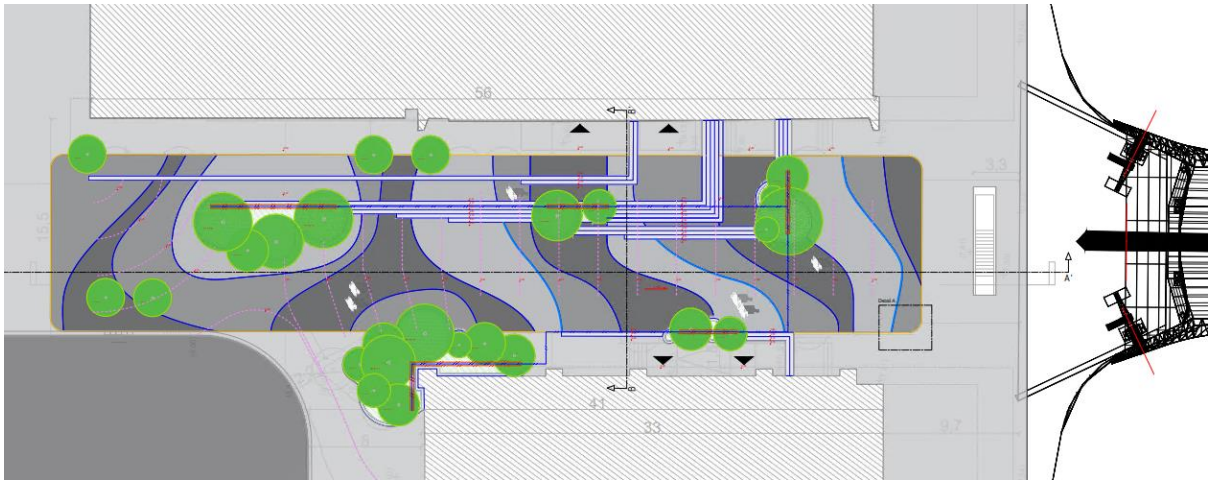


Plan and cross-section: moving span (north side)



General arrangement when open & Upper Bank Street landscaping off northern end of bridge





Computer Generated Images of proposal