

# CABINET

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**Tuesday, 19 September 2017 at 5.00 p.m.**  
**C1, 1st Floor, Town Hall, Mulberry Place, 5 Clove Crescent, London,**  
**E14 2BG**

## **SUPPLEMENTAL AGENDA**

**APPENDICES FOR AGENDA ITEMS 5.11, 5.13 to 5.18, 5.20**

**The meeting is open to the public to attend.**

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For further information including the Membership of this body and public information,  
see the main agenda.

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## Foreword

Tower Hamlets' built environment and communities are set to experience significant changes over the next 10 years, with a strong focus on regeneration and housing development supported by a significant investment in transport. Our history and heritage resource is an irreplaceable legacy, one that we are immensely proud of and that we are strongly committed to. At the same time, we are also committed to ensuring the on-going success and vitality of our Borough, and recognise the important role that heritage can play in its sustainable development – by providing the foundation for the Borough's distinctive character and sense of place, and by contributing to social and economic development, the climate change agenda and quality of life.

The original Conservation Strategy developed in 2010 was the first of its type in London, and the first to take an integrated view across all aspects of the heritage resource. We have updated the Conservation Strategy to continue to be proactive in managing our heritage for current and future generations. Building on our successes, it will help ensure that the Borough's heritage is protected and enhanced as part of the changing environment, and also help ensure that heritage continues to actively contribute to the social and economic regeneration of the Borough.

This updated Conservation Strategy has been produced to support the development of a new Local Plan to 2031. It aims to protect and enhance Tower Hamlets' heritage, and ensure that it can be appreciated and enjoyed by current and future generations. A key part of this is to ensure increased community engagement and involvement in the heritage as a critical part of ensuring its on-going sustainability. The Strategy also aims to enhance the contribution of the heritage to other strategic priorities of the Borough, to ensure that heritage plays an active role in the Borough's on-going regeneration and development, thereby helping to improve quality of life for all.

This Strategy is for everyone with an interest in the future conservation and enjoyment of our Borough's rich heritage.

*London Borough of Tower Hamlets*

## Preface

Tower Hamlets Council commissioned Chris Blandford Associates (CBA) to develop the original Conservation Strategy for the Borough in 2010. The development of the original Strategy was informed by engagement with key stakeholders, including Council departments, English Heritage (now Historic England) and feedback from a public consultation process that engaged with a diverse range of local community and interest groups.

The Council subsequently re-commissioned CBA in August 2016 to undertake a review of the original Conservation Strategy to take account of changes to the strategic context, and to reflect the progress that has been made in delivery since 2010. The development of the updated Strategy was informed by preliminary discussions with stakeholders at a workshop in September 2016, the resulting updated strategy was then the subject of public consultation, alongside the draft Local Plan, between November 2016 and January 2017.

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## Executive Summary

### Background

Tower Hamlets is a unique inner-London borough with a long history of trade, industry and migration. It is famous for its East End heritage, its vibrancy, and its multiculturalism. Our Borough's heritage is of international, national and local importance, characterised by enormous diversity and variety. This rich heritage resource includes historic buildings and archaeology; historic parks and open spaces; heritage collections and intangible heritage. This is heritage in its broadest sense, including both designated and non-designated heritage assets.

Conservation is an on-going and active process of maintenance and managing change requiring a flexible approach to get the best out of heritage assets. The first Conservation Strategy for Tower Hamlets was prepared by the Council in 2010. It established a new direction for the future care of our cherished historic buildings and places. Considerable progress has been made over the last five years. This includes reducing the number of heritage assets at risk in the Borough, investment in conservation-led area regeneration schemes and protection of the historic environment from inappropriate development.

Building on the framework provided by the 2010 document, this updated strategy sets out a refreshed vision for guiding conservation and enjoyment of the Borough's historic environment over the next 10 years. The Strategy informs the Council's new Local Plan, which, in line with the National Planning Policy Framework, sets out a positive strategy for the conservation and enjoyment of the historic environment. It sets out a common framework for all stakeholders to use in helping ensure that the Borough's historic environment continues to play an influential role in the future well-being and success of Tower Hamlets' communities and businesses.

The Conservation Strategy is a key part of the evidence base for the Council's new Local Plan. It also actively contributes to meeting the aims of the Tower Hamlets Community Plan 2015.

### The Vision for our Heritage

#### VISION

**Tower Hamlets' rich and diverse heritage is an irreplaceable legacy that is widely valued, cared for and celebrated. The historic environment is intrinsic to the character of Tower Hamlets and makes it a unique and distinctive place. It also makes a significant contribution to the Borough as a welcoming place to live, work and visit, delivering long-term benefits for the social and economic well-being of Tower Hamlets. This heritage resource is protected and enhanced to ensure that it continues to be appreciated and enjoyed by future generations.**

The strategy has three core aims to help people value, conserve and enjoy Tower Hamlets' historic environment, which together will help achieve our aspirational long-term vision for the Borough's heritage.

***Aim 1 - Understanding and appreciating our rich heritage, and recognising its contribution to the Borough's vibrancy and distinctiveness***

The people, stories, spaces and buildings that contribute to our heritage are an essential and intrinsic part of the Borough's vibrant street scenes, multi-cultural history and unique sense of place. Our Borough's historic environment is of international, national and local importance, characterised by enormous diversity and variety. It is a rich resource that includes historic buildings and archaeology, parks and open spaces, heritage collections and intangible heritage (including personal memories and traditional skills, markets and festivals).

The historic environment has a key role to play in shaping the growth and development of the Borough. To manage our heritage effectively, we need to understand its significance in terms of the contribution it makes to a place's community, economy and environment, and how people relate to, enjoy and value their heritage. The historic environment continues to adapt and change, responding to the evolving needs of the Borough as part of a modern and world-class city. Understanding the ambitions of local communities, property owners and other interested stakeholders is therefore key to securing a sustainable future for our historic environment. Its stewardship must be evidence-led, with a strategic approach underpinned by a thorough understanding of its condition, value and the challenges it faces.

Outcomes:

- Increased appreciation of the diversity of our tangible and intangible heritage
- Greater recognition of the contributions the historic environment makes to the intrinsic character of our Borough as a unique and distinctive place to live, work and visit
- Transparent decision-making informed by an up-to-date evidence base and accessible information about the condition, value and significance of the historic environment
- Shared understanding of the challenges and opportunities for conserving and enjoying our rich heritage

***Aim 2 - Conserving and protecting the Borough's historic environment, and capitalising on opportunities for attracting investment, conservation-led regeneration and positive place shaping***

The Council is committed to conserving and protecting our historic environment for future generations to inherit, and improving heritage assets at risk, through its own plans and policies and when responding to development proposals. Proposals that are regarded as improving the Borough's historic environment will be positively supported, whereas proposals which could cause permanent harm to historic assets will be opposed unless there are considerable public benefits that would outweigh the harm. The Council will use its influence and local planning authority powers in partnership with local communities, property owners and other interested stakeholders to achieve this aim.

Our rich heritage can be used as a powerful catalyst for regeneration in the Borough and has an important role to play in attracting investment and positive place-making. The Council aims to promote opportunities for conservation-led regeneration that secure long-term environmental, social and economic benefits. As the

Borough evolves, historic assets can become neglected and fall into disrepair where they no longer have a sustainable commercial or community use. Investment can both release and benefit from their untapped potential, bringing heritage back into play and re-vitalising buildings, areas and the Borough as a whole. Small and medium businesses in particular have a crucial role to play in providing opportunities for creative and innovative uses of historic buildings, reflecting the tradition of adaptive re-use of buildings by immigrants to the Borough. Continuing to increase the contribution of heritage to regeneration and sustainable development will not only support delivery of some of the key strategic priorities for the Borough and for London more broadly, but it will also help to ensure the on-going conservation of the Borough's heritage.

Outcomes:

- Number of heritage assets at risk reduced through improved conservation management and maintenance
- Significance of designated heritage assets and their settings effectively protected from inappropriate development
- Locally valued heritage assets and intangible heritage recognised and taken into account in decision-making
- Up-to-date information and guidance about the historic environment that is easily accessible
- Aims and objectives of the Strategy incorporated into the Local Plan as appropriate
- Increased investment in the sustainable adaption and reuse of historic buildings
- High quality new architecture and public realm that contributes positively to historic places

***Aim 3 - Enjoying, celebrating and engaging with our rich history, and promoting Tower Hamlets as a distinctive and welcoming place to live, work and visit for current and future generations***

Tower Hamlets is a unique inner-London borough with a long history of trade, industry and migration. It is famous for its East End heritage, its vibrancy, and its multiculturalism. Our Borough's heritage is of international, national and local importance, characterised by enormous diversity and variety. People are proud about Tower Hamlets' heritage and communities must be able to enjoy, celebrate and participate in their heritage.

Stronger connections between people and historic places in the Borough need to be encouraged, raising awareness and increasing the relationship we have with our past. Opportunities to promote and make the Tower Hamlets' heritage more accessible must be developed, helping people enjoy the full breadth of the Borough's cultural offer. There is opportunity to broaden this offer through promoting a diverse and innovative programme of events in historic buildings and open spaces, expanding how it is experienced by local communities and visitors, and helping invigorate undervalued areas of the Borough.

Outcomes:

- Empowered communities, passionate about and able to enjoy their heritage
- A valued and cherished historic environment, celebrated by all communities
- Accessible and well-connected historic places and heritage resources



- Collaborative approach to the interpretation and sharing of information about the Borough's historic environment
- A vibrant, diverse and attractive tourism and cultural heritage offer that is well integrated with how the Borough promotes itself

Each of the three aims is supported by a series of objectives that will help secure a sustainable future for the Borough's heritage.

### **Delivering the Conservation Strategy**

The Council will continue to take a proactive and strong leadership role in delivery of the Conservation Strategy, particularly in relation to Council-owned heritage assets. To be successful, the Strategy must be championed across all Council departments and will also require the involvement of the community and contributions from a range of partners. It will also require prioritisation, with a particular focus on the significance of the heritage resource at risk.

In consultation with key stakeholders across the Borough, annual Action Plans will be developed to guide implementation of the Conservation Strategy over the next 5 years. This will set out a list of prioritised heritage projects/actions for delivering the objectives of the strategy, identify who is responsible for delivering these and potential sources of funding and delivery mechanisms.

## 1.0 INTRODUCTION

### 1.1 Background

1.1.1 Tower Hamlets is a unique inner-London borough with a long history of trade, industry and migration. It is famous for its East End heritage, its vibrancy, and its multiculturalism. Our Borough's heritage is of international, national and local importance, characterised by enormous diversity and variety. This rich heritage resource includes historic buildings and archaeology; historic parks and open spaces; heritage collections and intangible heritage. This is heritage in its broadest sense, including both designated and non-designated heritage assets.

1.1.2 The first Conservation Strategy for Tower Hamlets was prepared by the Council in 2010. It established a new direction for the future care of our cherished historic buildings and places. Considerable progress has been made over the last five years. This includes reducing the number of heritage assets at risk in the Borough, investment in conservation-led area regeneration schemes and protection of the historic environment from inappropriate development.

### 1.2 The Conservation Strategy

1.2.1 The Council is very proud of the Borough's heritage but it cannot work alone. Conservation is a shared commitment and the Borough's historic environment is a shared resource. Conserving Tower Hamlets' heritage assets therefore will require broad public support, understanding and involvement. Conservation is an active process of maintenance and managing change requiring a flexible approach to get the best out of heritage assets, and is an on-going process. The Council seeks to make best use of its considerable heritage assets. Through the publication of this updated strategy, it will continue driving forward positive actions for the conservation and enjoyment of the Borough's historic environment.

1.2.2 Building on the framework provided by the 2010 document, this updated strategy sets out a refreshed vision and objectives for guiding conservation and enjoyment of the Borough's historic environment over the next 10 years in line with the requirements of the National Planning Policy Framework.

1.2.3 The Conservation Strategy is a key part of the evidence base for the Council's new Local Plan Consultation Document 2015 - 2031. The updated Strategy contains up-to-date evidence about the historic environment of Tower Hamlets, including information about the significance of heritage assets and the contribution they make to their environment. As such, it assists the emerging Local Plan in the objective of contributing to the achievement of sustainable development in a way that is both aspirational and realistic. It also actively contributes to meeting the aims of the Tower Hamlets Community Plan 2015.

- 1.2.4 The Conservation Strategy aims to guide future work programmes, influence resource decisions and ensure that Tower Hamlet's historic built environment is managed in a co-ordinated, structured and corporate way. The Strategy helps to prioritise actions to ensure that available resources are directed to best effect. It will assist in the making of bids for future resources, including partnership funding, to deliver conservation-led regeneration projects. It will be consistent with and help achieve the Council's corporate goals and commitments. Above all it will aim to provide a quality conservation service.
- 1.2.5 The Conservation Strategy will ensure that the Council continues to meet its statutory duties and responsibilities, having regard in particular to the Planning (Listed Buildings and Conservation Areas) Act 1990. The Strategy acknowledges the challenges posed by on-going restrictions on local government finances and the consequent need to explore new approaches to service delivery and prioritisation where possible.
- 1.2.6 The new Conservation Strategy will be approved by the Council following a period of public consultation on this draft document. It will be reviewed again in five years' time to ensure that it remains fit for purpose.

## 2.0 TOWER HAMLETS' HERITAGE

### 2.1 Maritime Trade, Migration and Social Change

*Tower Hamlets takes its name from the historical association with the Tower of London and the surrounding **hamlets** or villages.*

2.1.1 Historical growth has significantly shaped the physical morphology of Tower Hamlets. The Hamlets grew around key movement routes and connections between the East of England, the City of London and the Thames. Each hamlet was distinctive, having its own economic function, purpose and role to play, and eventually these hamlets began to merge together to form part of the greater London metropolis. The connection to these distinctive places and their centres has been lost over the years since the Second World War. The function, variety and role of each place has gradually weakened, with their centres being dispersed, fragmented and loosened. This has had an impact on social cohesion and interaction and has contributed to the loss of a shared sense of place, a connection to our history, its distinctiveness and identity.

2.1.2 Tower Hamlets has a long history of maritime and trade activity, migration and change, and these themes have had a strong influence on the development of the Borough and on its unique character today. Shipbuilding was established here by the late 14<sup>th</sup> century, and by the 19<sup>th</sup> century the docks were of international importance.

*The docks around **Canary Wharf** were once part of the world's largest port. The area takes its name from the many goods imported from the Canary Islands.*

*Blackwall Yard, constructed in 1614, became the largest private **shipyard** in the country, and many **world famous ships**, such as the Cutty Sark and Brunel's Great Eastern, were associated with local shipyards and docks.*

*The early 19<sup>th</sup> century **West India Docks** were internationally important. Many of the large warehouses, such as along Wapping High Street, give a sense of the scale of trade activity which was once prevalent in this riverside area.*

*Despite the loss and redevelopment of several docks over the years, there are still more **warehouses** in Tower Hamlets than any other London Borough.*

2.1.3 The 14<sup>th</sup> century also saw the first wave of immigration, with the Flemings who introduced hops into the area, leading to the development of the brewing industry. There have been a number of successive waves of immigration since then, including the Huguenots who introduced silk weaving in the 17<sup>th</sup> century, the Jewish community and, most recently, arrivals from Bangladesh in the mid-20<sup>th</sup> century.

2.1.4 This emphasis on trade, migration and change has also contributed to a tradition in the Borough of a dynamic built environment and adaptive re-use, as new communities have found new uses for existing buildings and spaces - such as at the Old Truman Brewery site and the redevelopment of larger areas such as Fish Island. This is particularly well exemplified with the successful regeneration at Canary Wharf, and the establishment of the internationally competitive financial district.

*The **Jamme Masjid Mosque on Brick Lane** was originally a church for the protestant Huguenot silk weavers in the late 17<sup>th</sup> century, subsequently a methodist chapel, then a synagogue for the Jewish community, before becoming a mosque in 1976.*

2.1.5 The themes of maritime and trade activity, and of immigration, were critical to the character and evolution of the Borough, and this heritage contributes to Tower Hamlets' unique sense of place and identity. On-going regeneration and development of the Borough, while being aligned with the pattern of its historical development, potentially increases pressure on the very remains of this tradition, and a balance is therefore needed to be found to accommodate both priorities. The tradition of adaptive re-use could be one solution to this, where the Borough's social and economic needs are partially delivered through existing heritage stock.

*Prompted by the poor conditions in the East End, William Booth formed **The Salvation Army** at a meeting held on Whitechapel Road. Today, a statue commemorates both his mission and his work in helping the poor.*

2.1.6 Tower Hamlets has also been a place of social reform and radical politics. This was in part a response to the rapid industrialisation that has formed much of the character of the borough, which resulted in poor housing and working condition. Battles against racism are also a key part of the borough's history.

*The East London Federation of Suffragettes played a major role in the campaign for the vote. They also set up the first ever children's centre, the **Mother's Arms**, in Bow, as a part of their work to support families during the First World War.*

2.1.7 Further information about the history of Tower Hamlets, from prehistory to the present day, is provided in **Appendix A**.

## **2.2 Tower Hamlets Today: People and Places**

2.2.1 The London Borough of Tower Hamlets covers an area of 8 square miles (see **Figure 1**). It is situated on the northern bank of the River Thames, immediately adjacent to the City of London, Hackney and Newham Boroughs. The Borough is one of the most ethnically diverse areas in the country, with 92 languages spoken. This diversity contributes to the Borough's evolving sense of

identity and to the on-going development of its rich heritage – whether through new uses for existing heritage resources or through the establishment of new heritage. For example, the Bangladeshi community has made an important contribution to the sense of place in Tower Hamlets. At the same time, the relatively recent nature of the arrival of some of these communities, and the relatively young age of the population, can also lead to a lack of connectivity with the heritage that can be found in the Borough.

*Today, the Borough is home to a large Bangladeshi community that comprises 40% of all Bangladeshis in London, as well as to a number of other **diverse ethnic communities**.*

2.2.2 Tower Hamlets is also a Borough of stark contrasts and many social and economic challenges. It is characterised by great wealth, but it is also the 6<sup>th</sup> most deprived local authority in the country, with a number of health issues including multiple disabilities and comparatively lower life expectancy. It has the 4<sup>th</sup> highest density of jobs of all the London Boroughs, but is the most employment deprived. It also has one of the highest population densities in inner London, and the population is set to increase at a faster rate than the rest of London.

*In 2013, Tower Hamlets was the fastest growing area in the country over the past 10 years, with the **population** increasing by 27%. It is predicted that the Borough's population will increase an additional 27% to reach over 320,000 by 2023.*

2.2.3 Housing is one of the most significant issues in the Borough, and a target has now been set of around 43,000 new homes by 2025. This will potentially increase the pressure on the Borough's heritage resource, but at the same time also generates opportunities to adapt existing heritage stock. Issues around low employment and high deprivation could also be partly addressed through greater emphasis on tourism, and the Borough's rich and diverse heritage of international, national and local importance could have an important role to play in this. Heritage could also have a role to play in addressing the health issues that the Borough faces, and the challenges associated with very high population densities - through increased emphasis and access to the Borough's historic landscapes, gardens, squares and waterways.

2.2.4 Further details about the socio-economic profile of Tower Hamlets today is provided in **Appendix B**.

2.2.5 Tower Hamlets has a wealth of heritage, of local, national and international importance (see **Figure 2**). The Borough contains all or part of 50% of the World Heritage Sites in London, and in comparison to averages across the London Boroughs, it has a relatively high proportion of Scheduled Monuments, Grade II Listed Buildings and Conservation Areas.

*The **Tower of London World Heritage Site** is an outstanding, internationally important example of late 11<sup>th</sup> century innovative Norman military architecture and home of the Crown Jewels*

2.2.6 This heritage is also characterised by enormous diversity and variety, covering all aspects of the historic environment (historic buildings/structures, buried archaeology and parks and open spaces), as well as heritage collections and intangible heritage.

*The Grade II\* Listed **Wilton's Music Hall** is the oldest music hall in London to survive in its original form.*

*The Grade I Listed **Christ Church in Spitalfields** designed by Nicholas Hawksmoor is a masterpiece of the English Baroque period.*

*The Fournier Street Conservation Area includes the most important early **Georgian quarter** in England*

2.2.7 It also focuses around a number of uses and purposes – residential and religious; maritime, trade and industrial; public (including town halls) and educational (including schools, libraries and learning centres); and recreation and leisure (such as music halls and festivals, public houses and pie and mash shops).

*The **Whitechapel Bell Foundry** was the oldest manufacturing company in Britain and a source of world famous bells such as Big Ben and the Liberty Bell.*

***Brick Lane's** restaurants, neighbouring street markets and shops provide the largest range of Bengali cuisine, woodwork, carpets and clothing in Europe.*

*The historic **Spitalfields Market** dates back to the 17<sup>th</sup> century.*

2.2.8 The very richness of the heritage resource at Tower Hamlets does, however, present its own challenges. It drives a need to prioritise, and to use human and financial resources as effectively as possible to maximise the protection and enhancement of that heritage.

2.2.9 An audit of Tower Hamlets' heritage assets in 2016 is provided in **Appendix C**.

## 3.0 CARING FOR OUR HERITAGE

### 3.1 Benefits

3.1.1 Some of the key benefits that the heritage resource already brings to the Borough and its communities are outlined below. This demonstrates why there is broad value in protecting and enhancing the heritage resource, and identifies areas where the heritage resource could bring further benefits to the Borough.

3.1.2 The benefits associated with Tower Hamlets' heritage resource are wide-ranging. The heritage resources help create a sense of place and build local pride, thereby attracting workers, residents and visitors to the Borough. It provides volunteering, learning and recreation opportunities, and thereby contributes to improved social inclusion and cohesion. It provides important environmental benefits to local communities who suffer from high population densities and significant health issues. It has a tradition of adaptive re-use that supports the Borough's sustainability agenda, and that also contributes to the on-going sustainability of local communities. It also contributes to tourism and economic development.

*'London's built and landscape heritage provides a depth of character that has immeasurable benefit to the city's economy, culture and quality of life...It is to London's benefit that some of the best examples of architecture from the past 2000 years sit side by side to provide a rich texture that makes the city a delight to live, visit, study and do business in.'*

(Sadiq Khan, Mayor of London, The London Plan 2016)

3.1.3 Many of these benefits are aligned with the Borough's broader strategic priorities – such as those in the Tower Hamlets Community Plan 2015 and those put forward in the Local Plan Consultation Document 2015 - 2031.

#### Contributing to Sense of Place and Distinctiveness

3.1.4 The history and heritage of Tower Hamlets is seen as an important component of what makes the Borough a distinctive and special place. It contributes to a cohesive sense of identity and community for the Borough, and also helps attract workers, residents and visitors. This is brought out in key planning documents, promotional materials and in comments by key community and amenity groups.

**High Street 2012:** The Council led a major regeneration project launched in 2009 in partnership with English Heritage, Transport for London, the London Development Agency and Newham Council. It has included physical regeneration along the A11 – including Whitechapel, Mile End and Bow Roads. It has also involved a Historic Buildings Programme designed to improve and restore about 100 buildings, most of which are businesses. As part of the process, a series of community



workshops were organised by The Museum of London and muf architects/art to transform Altab Ali Park into a temporary open-air museum and archaeological dig.

- 3.1.5 The Local Plan Consultation Document 2015 - 2031 recognises the potential benefits of heritage in fostering a sense of place. The key spatial vision for the Borough (Reinventing the Hamlets) is derived from an understanding of the historic development of the hamlets and the wider borough (as set out in the historic characterisation work), and their reinvention is seen as a key tool in protecting and enhancing the Borough's unique character. Similarly, promotional material for London Eastside (a brand name created by the business tourism team in the Council to promote the wide range of venues and services in east London to the business community) emphasises the uniqueness of the area, with its blend of cutting edge design with some of the oldest parts of London.
- 3.1.6 The importance of retaining this special character of Tower Hamlets, and of protecting the East End heritage and the positive local identity and sense of place that it provides, also emerged during consultations on the Core Strategy 2010 and Conservation Areas during 2009.

**Boishaki Mela:** In 2016, following the termination of the contract with the Boishakhi Mela Community Trust (BMCT), the Council stepped in to ensure that the popular annual Mela went ahead. As a celebration of Bengali heritage and culture, the Mela has been an important event for both the Bangladeshi and Tower Hamlets community at large for the past 20 years.

#### **Contributing to Culture, Learning and Social Inclusion**

- 3.1.7 The heritage resource can also play an important role for local residents, schools and communities, in terms of learning and volunteering opportunities, as a venue and resource for cultural activities, and by contributing to improved social inclusion. Much of this focuses at present around the Tower of London, the key museums in the Borough, and the Local History Library and Archives. A residents survey for Tower Hamlets that was carried out during 2006/7 revealed that almost 40% of respondents had visited a museum or gallery at least once during the prior 6 months – broadly comparable to inner London averages and a significant improvement on the almost 20% from 2003/4.

**Heritage Training:** Funded by the Heritage Lottery Fund, the Tower Hamlets Local History Library and Archives ran a twelve-month traineeship in 2011 to provide training in work-based heritage skills including cataloguing, digitisation, oral history, preservation, and responding to public enquiries. Towards the end of the project, the trainee curated a programme of events across a number of library sites and a final exhibition which showcased highlights from the newly acquired archival and oral history collections.

- 3.1.8 There are also a number of leaflets and booklets that have been developed on various aspects of the heritage of the Borough, including:

- East London Heritage Trails;
- Brief history of the Docklands, station by station on the Docklands Light Railway;
- Historic churches in Docklands and East London;
- A celebration of architecture in London's East End;
- Conservation and regeneration in London Docklands, with information on Docklands heritage.

3.1.9 Local history resources, such as books and maps, are for sale at the Local History Library and Archives, and also through the East London History Society website. The Council website also has listings on festivals and events that take place at a variety of venues across the Borough, and event guides such as Culture Trip and the Londonist have pages dedicated to discovering Tower Hamlets on their websites.

**Discovering Local History:** The Charity 'Friends of Tower Hamlets Cemetery Park' received nearly £10,000 from the Heritage Lottery Fund for a research project entitled 'Researching the names on the War Memorial in Tower Hamlets Cemetery'. The project was set up to reveal the stories behind the names of the war memorial and make the information publically available. In February 2016, members of the community dressed up as sergeants and nurses to educated people about WWI and its connections with Tower Hamlets.

#### **Contributing to Green Infrastructure**

3.1.10 As well as providing cultural and learning opportunities, the historic parks and open spaces, trees and landscapes in the Borough also provide important environmental benefits to the local communities in Tower Hamlets. As a Borough with one of the highest (and rising) population densities in London, green infrastructure is a particularly valuable resource. Its generally free and open access contributes to the health and wellbeing of individuals, and to community cohesion and social inclusion, by providing meeting places. It also enhances the visual appearance of the Borough.

**Green Flag Awards:** In 2016, Tower Hamlets won a Green Flag Award for Meath Gardens, now bringing the number of Green Flag parks up to ten, the highest number of any Borough. All parks that receive a Green Flag Award go into a nationwide online vote where people can vote for their favourite park. In 2015, Tower Hamlets' much loved Victoria Park, a Registered Park and Garden, received thousands of votes and was crowned 'The People's Choice', an award it has received on three separate occasions in recent years.

#### **Contributing to Sustainable Development through Adaptive Reuse**

**Historic Building Grant Scheme:** The Council continues to manage this scheme, and regularly awards grant assistance to listed buildings in community ownership, buildings 'at risk' or where there is clear public benefit arising from the works. The George Tavern, Oxford House in Bethnal Green and Limehouse Town Hall are examples of listed buildings which have benefited greatly and

have all been removed from the Historic England's Heritage at Risk Register as a direct result of the scheme.

- 3.1.11 The successive waves of development and immigration have created a tradition of adaptive re-use that supports the Borough's sustainability agenda. A number of historic buildings have been adapted and re-used for a variety of purposes – whether as premises for small businesses or creative industries, for larger commercial enterprises or recreation, or for museums, places of worship and other community uses.

**Old Truman Brewery:** The regeneration of the Grade II Listed building, which was once the largest brewery in London, is one of the biggest success stories for the Borough's heritage. A 12 year project sensitively restored the building and transformed over 10 acres of vacant and derelict buildings into what is now the creative hub of London's East End. Today, more than 200 small, creative businesses, together with retail, leisure and unique event spaces, are housed at the site.

- 3.1.12 As well as helping to reduce the Borough's carbon footprint and increase its energy efficiency (and therefore complying with the NPPF) these new purposes also contribute to the on-going sustainability of local communities.

**Poplar Baths:** The Council led a scheme to restore and reopen the magnificent Grade II Listed Art Deco baths which had previously appeared on the Historic England's Heritage at Risk register. This involved close cross-departmental collaboration within the Council as well as liaison with English Heritage and the contractors. Prior to its completion, the Baths were home to a series of specially commissioned temporary public artworks as part of Frieze's 'Project East' in 2012. The building has now been successfully removed from the register and after lying vacant for 30 years, it was opened to the public in 2016 as a leisure centre.

### **Contributing to Tourism and the Visitor Economy**

- 3.1.13 The heritage resource in Tower Hamlets already contributes to tourism and economic development in the Borough, although at present most of the benefits tend to be concentrated around a small number of 'honeypot sites':

- The Tower of London is the largest heritage visitor attraction in the Borough, with nearly 3 million visits/year;
- The newly extended Whitechapel Art Gallery anticipates increasing annual visitor numbers from c.250,000 to c.500,000 visits/year;
- The Victoria and Albert Museum of Childhood has over 350,000 visits/year; and
- The Museum of London Docklands has over 280,000 visits/year.

**Working with Historic Royal Palaces the Tower of London:** The Council works regularly with Historic Royal Palaces on initiatives to promote tourism in the Borough. The 'Blood Swept Sands

and Seas of Red' installation in 2014 of nearly 1 million ceramic poppies within the Tower's moat area proved extremely successful, attracting over 5 million visitors during the first 4 months of opening.

3.1.14 In addition, the range of covered and street markets (most notably Petticoat Lane, Spitalfields and Columbia Road) also attracts visitors from beyond as well as within the Borough, as do major retail, restaurant and entertainment areas such as Brick Lane, and water associated heritage resources such as the St Katharine Docks complex.

3.1.15 Going forward, there is emphasis on encouraging visitors to explore more of the Borough's assets. As part of this, a link is gradually being made between the Tower of London and Spitalfields, with new public space opened up between the two. In addition, new guides and leaflets have recently been published that promote the East End as a destination, including the Quirky Shopping Guide to London Eastside (which references the covered and street markets), and TimeOut's DIY East.

**Community Access to Historic Buildings:** In 2015, over 40 buildings within the borough were opened over the Open House weekend. A survey conducted by Open House reported that 36% of visitors surveyed said that went to an area they hadn't been before and 97% described Open House as effective in engaging them with their local heritage. 13% of respondents also said they were more likely to comment on a local planning issue in their neighbourhood as a direct result of Open House.

## 3.2 Challenges

3.2.1 Some of the key challenges facing Tower Hamlets' heritage are outlined below. These challenges are addressed by the Conservation Strategy.

3.2.2 In overview, given the Borough's current social and economic issues, regeneration and housing development is a key strategic priority in the Borough. However, development will potentially drive increased pressure on the heritage resource, impacting heritage character, context and significance, and heritage that is locally important. Although there is good protection already in place for much of the Borough's heritage, there are still some important gaps. There is often limited clarity on the specific characteristics that contribute to significance, and therefore on the developments that are most appropriate. There are a number of key heritage structures or types of heritage that are not well represented currently in designations – including for example industrial heritage, which remains less understood and appreciated despite its seminal role in the Borough's history and identity. There are also limitations around the protection for locally important heritage. In addition, evolving community needs are causing some buildings to cease to be fit for purpose, thereby putting their future viability at risk, and there are also issues associated with the condition of the heritage in the Borough – around general upkeep and damage, and around inappropriate works that undermine character and significance.

3.2.3 Tower Hamlets' wealth of heritage raises a number of challenges around management of the resource – ownership is divided between a number of different types of organisations, and the Council does not have the funds and resources to manage and maintain all of it. Prioritisation of resources will therefore be key, as will increased stakeholder and community engagement. At present, engagement between the key stakeholders involved in the heritage resource is not as proactive and effective as it could be. There also appears to be a general lack of awareness among the public of the conservation and management needs of heritage, and community involvement in heritage does not fully represent the demographic profile of the Borough. Although there are many values associated with the heritage resource, its contribution is not being fully realised, and communities and stakeholders are therefore not being fully engaged in it. As a result, neither the communities and stakeholders nor the heritage itself are benefiting as much as they could.

### **Balancing Regeneration, Development and Conservation**

3.2.4 The strong focus on regeneration, and the high targets set out in the London Plan for the provision of new housing (developing 39,314 new homes) in the Borough between 2015 and 2025, will potentially drive increased pressure on the heritage resource. Fish Island, Leamouth, Cubitt Town, Blackwall and Millwall appear to potentially face the greatest challenges and opportunities from both regeneration and new housing targets. In addition, Poplar Riverside, Poplar and Bromley by Bow also appear to face real challenges and opportunities from the new regeneration areas, while Canary Wharf and Spitalfields also appear to face challenges and opportunities from new housing targets. More detailed assessment would need to be undertaken to understand the actual potential impact of the regeneration and housing development on the heritage resource.

**Conservation Advice on New Developments:** The Council's Conservation Officers provide detailed advice on listed buildings, heritage settings and conservation areas during advice drop-ins, onsite and at meetings. For example, officers were involved in the London Dock development and helped to amend the proposed design of the tall tower to ensure that it did not cause harm to the setting of the Tower of London World Heritage Site. Conservation Officers also provided advice and acted as expert witnesses on planning appeals such as that concerning the former Shoreditch Station building, where unsympathetic development proposals were dismissed at appeal.

3.2.5 The ambitious target for increased housing in the Borough is encouraging **high density development** on available land. This could have significant impact on areas that are characterised by low density building (for example industrial heritage, or Chrisp Street Market).

3.2.6 Some development within the Borough has negatively impacted the **setting and key views** of the Borough's buildings – for example at the Tower of London, and at the Church of St George's in the East. Future development initiatives also include tall buildings (for example in the Aldgate area and the rest of the city fringe), which could further affect the setting and views of heritage. In addition, a number of Conservation Areas have suffered from encroachment from adjacent development (such as at the St Anne's Church Conservation Area). The heritage resource has a meaningful relationship

with its physical and spatial context, as defined by its setting and key views. Where these are adversely affected the distinctive character and significance of the heritage resource is also undermined.

3.2.7 Development pressure is threatening buildings and areas in the Borough that are not considered significant enough to be designated (and therefore give greater protection through the planning system), but that nevertheless contribute to **local identity and sense of place**, or that meet local community needs.

### Improving the Condition of Heritage at Risk

3.2.8 Historic England's 2016 Heritage at Risk Register for London identifies **33 heritage assets in Tower Hamlets at risk**. This represents 5% of all the Borough's places of worship, conservation areas, archaeology, listed buildings and structures and registered parks and gardens. Listed Buildings continue to represent the biggest proportion of the Borough's heritage at risk. Important public buildings and structures are over-represented on the Register, particularly places of worship. 39% of the heritage features identified are in very bad condition, and a further 42% are in poor condition.

Type of Heritage Asset at Risk	2009	2016
Buildings and Structures	28	21
Places of Worship	6	6
Archaeology	1	1
Parks and Gardens	1	0
Conservation Areas	1	5
Total heritage assets	37 (4% of London average)	33 (5% of London average)

3.2.1 Between 2009 and 2016, 21 heritage assets have been successfully removed from the Register and 19 new entries have been added. Since 2009, there has been a 5% increase in the number of buildings and structures (including places of worship) assessed as in poor condition and a 10% increase in buildings and structures assessed as being in very bad condition.

3.2.2 Some heritage buildings and Conservation Areas have suffered from **inappropriate works**, leading to loss of architectural features or loss of uniformity, and overall loss of character and significance. Some of these works have been unauthorised, while others are permitted but are not in keeping with the overall character of the area. In some cases, works have been carried out by contractors with less experience of the needs and sensitivities of heritage buildings – driven in part by the difficulty of finding appropriate contractors.

- 3.2.3 Some heritage resources are **damaged and in need of repair** (such as St. Mary's Church in Bow), driven by a lack of maintenance or funds for maintenance. Some Conservation Areas suffer from graffiti and vandalism (for example the Poplar and Bow Conservation Areas), while the quality of others has been undermined by public realm issues, such as inappropriate materials used by statutory developers, poor signage and pavements, or street clutter (for example at Whitechapel Market or Lansbury).

**Wilton's Music Hall:** Previously on the Heritage at Risk Register, The Grade II\* Listed building has had interior and exterior restoration works with the support of a Heritage Lottery Fund grant and is now open as a thriving music venue with a year-round programme of educational and heritage activities such as workshops, tours and talks. The project, led by Tim Ronalds Architects, received the RIBA London Award 2016, the RIBA London Conservation Award and the RIBA Building of The Year Award 2016.

### Greater Understanding and Appreciation of Heritage

**Heritage Promotion in Schools:** Council officers worked with Education, Social Care and Wellbeing Directorate to provide formal educational activities and resources to promote understanding and enjoyment of the historic environment. One such example was the recent 'Land and Lives' school workshops run by the Local History Library and Archives which involved students and teachers in Bromley-by-Bow using old parchment property deeds, including historical photos and maps and many other unique sources to connect with the history of Bromley-by-Bow.

- 3.2.4 Despite its seminal role in Tower Hamlets' history and development, including its social history, the Borough's **industrial heritage** remains less widely understood and appreciated. This is partially due to its more robust and functional style, which can seem less aesthetically attractive. The industrial heritage appears to be relatively under-represented in designations (potentially in part due to destruction in the 1980s), and is as a result under greater pressure from development – particularly at Fish Island and along parts of the eastern boundary of the Borough (where there are good communication links with Stratford and Canary Wharf).

**Sandy's Row Synagogue:** The Grade II Listed Place of Worship received funding from the Heritage Lottery Fund in 2013 for an oral history and local community heritage project which involved collecting memories, photographs and artefacts relating to the heritage of the building and its role in the local community from 1920-80. Outcomes of the project included a short film, a public exhibition and a dedicated website.

- 3.2.5 **20<sup>th</sup> century heritage**, particularly post war housing estates, is similarly less widely understood and appreciated. As a result, there are relatively limited funds and resources invested in this area, which in turn affects the condition of the heritage.

- 3.2.6 Limited appreciation of the integral importance of the **local streetscape** (including trees) has led to gradual disintegration of the townscape in some areas (for example the Chapel House Conservation Area).
- 3.2.7 There are some minor **inconsistencies of information** between the Council and Historic England, particularly in the lists of Scheduled Monuments and statutory listed buildings.
- 3.2.8 There is often a **lack of awareness** among the general public of the heritage nature of the building that they inhabit, and of the associated conservation and management needs of that heritage.

**People's Plaques scheme:** In 2013, the Council launched an initiative to acknowledge the rich history of Tower Hamlets and honour individuals who have made significant contributions to it. Following a public vote, seven winners - including important members of the Bengali community, a nurse, teacher, writer and influential director Alfred Hitchcock – now have a plaque installed to commemorate the significant impact they have made to the cultural history of the Borough.

#### **Maximising the Benefits of Heritage**

- 3.2.9 Tower Hamlets is one of the most deprived local authorities in the country, with poor indicators of employment, health and education. Through its ability to contribute to social and physical well-being, engage in education, encourage access to open spaces and promote social cohesion heritage can help improve the lives of people in the Borough. However, despite the Borough's rich heritage resource, its potential **to benefit the community** is yet to be fully realised. Key to achieving this will be to make heritage accessible to all, increasing understanding and access through constructive conservation, education, and celebration.

**New Town Hall in Royal London Hospital:** Tower Hamlets Council has announced plans to convert the historic building (Grade II Listed) into a new civic centre for the Borough, as part of the Whitechapel Masterplan launched in 2014. Following a competition, the internationally renowned architectural firm AHMM have been appointed to lead the £77 million restoration project. Contributing to the area's regeneration and securing the future of a building of heritage importance (which is currently on the Heritage at Risk Register), this project highlights the Council's commitment to sustainable development and heritage conservation.

- 3.2.10 The potential contribution of the heritage resource to **tourism** in the Borough is not being fully realised. There are some honeypot sites and museums in the Borough that attract significant numbers of visitors (e.g. Tower of London, V&A Museum of Childhood, Brick Lane), but elsewhere in the Borough visitor numbers and the economic benefits from tourism appear to be more limited. In 2007, about 3.5% of the Borough's employment was related to tourism, compared with over 5% in Greater London as a whole. Given the comparative wealth of the heritage that can be found in Tower Hamlets, this is relatively low.



3.2.11 **Limited opening times and high admission prices** can discourage communities from visiting some heritage museums and sites.

3.2.12 There is **very limited interpretation or directional signage** relating to the heritage resource on-site in the Borough, and it would therefore be easy for a casual visitor to remain unaware of the breadth and diversity of the heritage that can be found there. There is also limited information on the heritage resource on the Council's website, no Borough map made available to visitors or residents, and no central Tourist Office or other resource where visitors can access information about the Borough's heritage.

**Victoria Cross Commemorative Paving Stone Project:** In 2015, as part of the national project organised by the Department for Communities & Local Government, Council officers liaised with relevant Council Departments to coordinate the installation of Commemorative Paving Stones. Each paving stone bears an inscription relating to one of the Borough's 5 First World War soldiers who was awarded the Victoria Cross.

3.2.13 At present, **community engagement** in decision-making on heritage does not fully represent the demographic profile of the Borough. The Conservation and Design Advisory Panel is more representative of local amenity groups than local community groups, and public consultation events involving heritage typically attract small numbers of people. This is driven in part by a sense that it is the role of the Council (and not of the local community) to manage the heritage, and also by a degree of transience in the local community. In addition, over time there has also been a reduction in contacts between planners and Residents' Associations.

**New Neighbourhood Planning Forums (NPFs):** Under the Localism Act, 2 new NPFs in Spitalfields and the Isle of Dogs were introduced in 2016 and join Limehouse, Wapping and East. Working in partnership with ward forums, government agencies and local councillors, the new NPFs place parts of planning and development directly into the hands of local communities.

3.2.14 Evolving community needs are causing some buildings to cease to be **fit for purpose** (for example schools, public baths, wharf warehouses). Unless buildings can be adapted appropriately, or alternative uses found, their future viability is at risk.

### **Ensuring Effective Protection and Guidance for the Historic Environment**

3.2.15 The planning system has a key role to play in protecting historic buildings and places (also known as **heritage assets**).

**Heritage Assets** – *'A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing).'* (NPPF Annex 2: Glossary)

3.2.16 It is through the planning system that most changes to buildings and land in the Borough are carried out. This includes the way most decisions are made about proposed changes to historic buildings and places, including those which are protected by the designation system. It is based on the **principle of sustainable development**, to be achieved simultaneously in three specific areas: economic, social and environmental. Heritage can play a part in all three. The Government's overarching aim for heritage managed through the planning system is to conserve it for the enjoyment of this and future generations. The planning system comprises:

- Planning Legislation
- National Planning Policy and Guidance
- Local Plans and Decision Making

3.2.17 **Planning legislation** sets out how local plans should be made and how planning decisions should be taken. Historic England's Heritage Protection Guide explains in detail how planning law applies to historic buildings and places. The law requires planning permission to be obtained for most developments or changes of use of existing buildings. Special heritage consents are required for some heritage, for example Listed Building Consent. Historic England's List of Heritage Consents explains these in more detail.

3.2.18 The **National Planning Policy Framework (NPPF)** published in March 2012 sets out the Government's planning policies for following legislation (The Town and Country Planning Acts) and how they are expected to be applied. Its central theme is a presumption in favour of sustainable development, set out in 13 core land-use planning principles that underpin both plan-making and decision-taking. Section 12 of the National Planning Policy Framework (NPPF), published in March 2012, sets out the Government's policy approach for conserving and enhancing the historic environment within the planning process. Paragraph 126 of the NPPF states that 'local planning authorities should set out in their Local Plan *a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats*'. The NPPF states that in preparing this strategy, local planning authorities should take into account:

- *'the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;*
- *the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring;*
- *the desirability of new development making a positive contribution to local character and distinctiveness; and*
- *opportunities to draw on the contribution made by the historic environment to the character of a place.'*

3.2.19 Heritage is recognised as having the power to act as a catalyst for successful regeneration. There is often an optimal scenario where keeping the best of the old and introducing high quality, sensitive new development can achieve the best result for both regeneration and sustainability in the historic environment.

- 3.2.20 **Planning Practice Guidance (PPG)**, also written by Government, gives further information for owners, developers and local planning authorities on how national policy is to be interpreted and applied locally and underlines the support for sustainable development required by the NPPF. The PPG includes advice on conserving and enhancing the historic environment through the planning system, which recognises that conservation is an active process of maintenance and managing change requiring a flexible and thoughtful approach to get the best out of heritage assets.
- 3.2.21 Local planning authorities have to make a **Local Plan**, setting out planning policies for making planning decisions in their area, including those covering historic buildings and areas. Local plans have to be consistent with planning law and national policy and guidance. In addition, local planning authorities in London also need to take into account the Mayor of London's policies in the London Plan (such as those relating to tall buildings and the management of strategic views) and associated supplementary planning guidance (e.g. the London View Management Framework and Guidance on Setting of World Heritage Sites). As the local planning authority, the Council is normally responsible for deciding on developments or changes to heritage assets in the Borough, in conjunction with Historic England and the Greater London Archaeology Advisory Service (provided by Historic England). A summary of historic environment planning advice notes and guidance currently available from Historic England is provided as **Appendix E**. GLASS also provides archaeological planning advice based on the Greater London Historic Environment Record (GLHER) managed by Historic England. Taking into account Historic England's advice on designated heritage assets where appropriate, the Council is responsible for deciding whether or not to grant planning permission for new buildings or significant changes to the use of a building or land. The Council is also normally responsible for making decisions on whether or not to grant listed building consent.
- 3.2.22 The Conservation Area Appraisals and Management Guidelines have **limited detail** (visual or written) on the specific architectural and townscape characteristics that contribute to significance and that are of primary importance, and of the specific views that need to be protected. They also do not always fully address the issues specific to the historic parks within the Conservation Areas. This lack of clarity can result in inappropriate developments, and can limit the effectiveness of the Conservation Area Appraisals as Supplementary Planning Documents. Greater specificity would also act as a valuable benchmark for future monitoring.
- 3.2.23 Some Conservation Areas appear to have **key structures missing**. For example, the West India Dock Conservation Area includes the quay walls, general offices and two warehouses, but not the dock basins themselves. Similarly, the Coldharbour Conservation Area includes the entrance locks to Blackwall Basin and Poplar Dock, but not the basins themselves.
- 3.2.24 The planning process for both Conservation Areas and Listed Buildings references the importance of preserving the **setting of an area or heritage building**, but the lack of clearly defined and delineated settings undermines the ability to control development that may impact these heritage

resources. Guidance on building heights and views is provided in policies DM26 and DM27 of the Managing Development DPD (2013). However, more detailed guidance for planning officers relating to the protection of key local views that contribute to the setting of Conservation Areas and Listed Buildings is needed to inform the Council's decision making process relating to local landmarks and cherished buildings.

- 3.2.25 There are currently no selection criteria for assessing heritage features for inclusion on the **Local List**, which undermines the transparency of the selection process. There are also currently no overarching decision-making frameworks or principles to balance regeneration, development and conservation needs for locally important and distinctive, but undesignated buildings and areas. Decisions are currently made on a case by case basis.

**War Memorials added to Local List:** Almost 50 war memorials were added to the Local List following a widespread public consultation exercise to coincide with the centenary of the outbreak of the First World War. The List includes memorials within churchyards, public parks, schools and other buildings. The existing Local List was also reviewed and revised to account for changes since the last review.

- 3.2.26 Prior to 2010, Tower Hamlets has had one of the highest tallies of **spot listings** of all the London Boroughs. The existing statutory heritage protection within the Borough may not be as comprehensive as in other Boroughs, which have had their statutory Lists reviewed by Historic England more recently.

- 3.2.27 A significant share of the Borough is already covered by Conservation Areas and other designations. Consultations have indicated a concern that such **coverage may undermine the significance** of what has been designated, or encourage an overly permissive approach to development in areas that are not designated but that are still locally important.

### **Appropriate Management and Adequate Resources**

- 3.2.28 Tower Hamlets has a rich heritage resource, but inevitably there are **insufficient funds and resources** to manage and sustain all of it – an issue that will become exacerbated as the profile of the heritage is raised.

**Supporting the English Heritage Places of Worship Support Scheme:** Since 2014, the Council has liaised with English Heritage and the Inter-Faith Forum to coordinate a number of successful training sessions which have covered topics such as funding opportunities, maintenance and repair of places of worship, insurance and health and safety. The Council is continuing to work with many congregations in the borough to protect and improve buildings.

- 3.2.29 Funds for the conservation, protection and enhancement of the heritage resource come from a number of sources. The Council has its own budget that it invests in these areas. This is

supplemented by grant funding from Historic England, historically in the order of magnitude of £300-400k/year. The former English Heritage supported High Street 2012 - a joint initiative by the London Boroughs of Tower Hamlets and Newham, English Heritage, Design for London and Transport for London that delivered significant improvements to Whitechapel Road, Mile End Road, Bow Road and High Street Stratford prior to the London 2012 Olympic and Paralympic Games. In addition, funding to support heritage conservation work is also secured through Section 106 agreements – for example, funding for Conservation Areas in the city fringe was secured through the Spitalfields development in Bishops Square. Between 2000 and 2010, £10.1m of Section 106 contribution was earmarked for spend on heritage, with the majority allocated to the Brick Lane and Fournier Street Conservation Area.

3.2.30 The Council focuses grant-aid mainly on heritage with distinct public benefit – for example, on prominent Listed Buildings such as the George Tavern, on community buildings, or on features that are included on the Buildings at Risk register. In addition, grant-aid is also given for shop fronts – for example on Roman Road.

3.2.31 **Ownership of the heritage resource is divided** between a number of different types of organisations – public, private and commercial. Some of these owners do not have the resources, or sometimes even the interest in enhancing and protecting the heritage resource they are occupying. This has been seen as an issue particularly for small businesses on high streets.

3.2.32 **Interaction and engagement within Council**, between the different stakeholder departments related to heritage, currently tends to be reactive and on a case by case basis, rather than proactive and strategic. The Council's Local History Library and Archives team has delivered a number of actions identified in the 2010 Conservation Strategy with regards to curating heritage collections and promoting the Boroughs intangible heritage. More could be done to encourage greater inter-departmental collaboration within the Council.

3.2.33 Heritage and its conservation/protection can be seen by some Council departments as an **impediment to delivering their objectives**, rather than as a potential asset or enabling resource.

3.2.34 In response to regeneration and development pressures, there has been a greater emphasis in recent years on identifying and designating new Conservation Areas, than on **monitoring the condition** of existing Conservation Areas. There is no clear timeframe and accountabilities for delivering the actions identified in the Conservation Area Appraisals.

### **Working Together**

3.2.35 The Borough's heritage resource is owned, managed and used on a day to day basis by a variety of organisations, but the Council has a key role to play in managing and sustaining the heritage at an overall level. Within the Council, this role is carried out primarily by the Place Shaping Team (part of the Development and Renewal Directorate) and through the work of the Local History Library

and Archives team (part of the Communities, Localities and Culture Directorate). However, there are also a number of other key stakeholders that have an important role to play, including external stakeholders, statutory agencies and voluntary organisations. See **Appendix D** for details.

3.2.36 The wide variety of organisations that directly impact, or are impacted by, the heritage resource drives a need for a co-ordinated and integrated approach to heritage, to maximise its potential protection and enhancement. Although there are a number of systems already in place to secure the protection of the Borough's internationally and nationally important heritage, there are still a number of areas where protection is currently less effective – for example, in relation to locally important heritage, and to smaller works that could incrementally degrade the special character and significance of heritage assets. The Government's NPPF encourages alignment between the Conservation Strategy and the Borough's broader strategic priorities, and further underlines the importance of an integrated approach.

3.2.37 The Council owns part of the heritage resource across the Borough, and is therefore directly responsible for the maintenance of that heritage. However, a significant share of the heritage resource, particularly around the periphery of the Borough, is owned by others - including public sector bodies and third sector organisations, private individuals, commercial enterprises and developers. The Tower of London World Heritage Site, for example, is owned by the Queen 'in right of Crown' and managed by the Historic Royal Palaces, while many of the Borough's waterways and associated structures are owned and managed by the Canal & River Trust (including for example the Regent's Canal, River Lee Navigation, Limehouse Cut, and Poplar and Blackwall Basins in the Isle of Dogs). None of the museums and galleries in the Borough are owned by the Council, and so these are either privately managed or managed by other public institutions or third sector organisations (such as the Victoria and Albert Museum and the Museum of London). These owners have an important role to play in the care and protection of the Borough's heritage.

**4.0 THE CONSERVATION STRATEGY**

**4.1 The Vision for Our Heritage**

**VISION**  
 Tower Hamlets’ rich and diverse heritage is an irreplaceable legacy that is widely valued, cared for and celebrated. The historic environment is intrinsic to the character of Tower Hamlets and makes it a unique and distinctive place. It also makes a significant contribution to the Borough as a welcoming place to live, work and visit, delivering long-term benefits for the social and economic well-being of Tower Hamlets. This heritage resource is protected and enhanced to ensure that it continues to be appreciated and enjoyed by future generations.

4.1.1 Conservation is an on-going and active process of maintenance and managing change requiring a flexible approach to get the best out of heritage assets. Building on the framework provided by the 2010 document, the updated strategy sets out a refreshed vision for guiding conservation and enjoyment of the Borough’s historic environment over the next 10 years. The Strategy informs the Council’s new Local Plan, which, in line with the National Planning Policy Framework, sets out a positive strategy for the conservation and enjoyment of the historic environment. It sets out a common framework for all stakeholders to use in helping ensure that the Borough’s historic environment continues to play an influential role in the future well-being and success of Tower Hamlets’ communities and businesses.

4.1.2 The strategy has three core aims to help people value, conserve and enjoy Tower Hamlets’ historic environment. The aims are to:

1. **Understand and appreciate our rich heritage**, recognising its contribution to the Borough’s vibrancy and distinctiveness.
2. **Conserve and protect the Borough’s historic environment**, capitalising on opportunities for attracting investment, conservation-led regeneration and positive place shaping.
3. **Enjoy, celebrate and engage with our rich history**, promoting Tower Hamlets as a distinctive and welcoming place to live, work and visit for current and future generations.

4.1.3 Together, the three aims will help achieve our aspirational long-term vision for the Borough’s heritage. Each of these aims is supported by a series of objectives that will help secure a sustainable future for the Borough’s heritage:

Aims	Objectives
1. <b>Understand and appreciate our rich heritage</b> , recognising	Objective 1.1: Aim to increase awareness of the Borough’s historic environment and its conservation needs
	Objective 1.2: Aim to build a better understanding of the Borough’s

Aims	Objectives
<p>its contribution to the Borough's vibrancy and distinctiveness</p>	intangible heritage and local heritage
	Objective 1.3: Ensure that planning applications and decisions are based on a sound understanding of the significance of heritage asset(s) affected by proposed changes
	Objective 1.4: Continue to develop and update and easily accessible digital historic environment information system to inform conservation of the Borough's heritage assets
	Objective 1.5: Consider increasing recognition of the existing and potential benefits that the historic environment contributes to regeneration of the Borough
	Objective 1.6: Consider creating and maintaining a register of the Boroughs public artworks
<p><b>2. Conserve and protect the Borough's historic environment,</b> capitalising on opportunities for attracting investment, conservation-led regeneration and positive place shaping</p>	Objective 2.1: Reduce the number of heritage assets at risk in the Borough by improving the condition of assets identified on Historic England's Heritage at Risk Register
	Objective 2.2: Consider developing and implementing an integrated monitoring and maintenance regime for owners of historic buildings and other heritage assets
	Objective 2.3: Aim to proactively encourage owners of historic buildings and other heritage assets to use appropriate advisors, contractors and materials when undertaking maintenance works
	Objective 2.4: Ensure the effective protection and conservation of the Tower of London World Heritage Site and its setting, and the setting of the Greenwich Maritime World Heritage Site
	Objective 2.5: Ensure the effective protection and conservation of the Borough's Listed Buildings and their settings
	Objective 2.6: Ensure the effective protection and conservation of the Borough's Conservation Areas and their settings
	Objective 2.7: Aim to review the Local List of heritage assets
	Objective 2.8: Ensure the effective protection and conservation of the



Aims	Objectives
	Borough's Historic Parks, Gardens and Open Spaces and their settings
	Objective 2.9: Ensure the effective protection and conservation of the Borough's archaeology
	Objective 2.10: Aim to ensure effective protection of the setting of heritage assets and key views from inappropriate development
	Objective 2.11: Aim to ensure effective protection of the Borough's intangible heritage
	Objective 2.12: Ensure effective enforcement to protect the Borough's heritage from unauthorised changes
	Objective 2.13: Aim to work with local communities and partners to secure opportunities for the sustainable adaption and reuse of historic buildings and other heritage assets as part of the Borough's on-going regeneration
	Objective 2.14: Consider producing guidance to help resolve the conflict between the desire to retrofit energy efficiency improvements to historic buildings and the need to preserve the special character and appearance of buildings and areas.
	Objective 2.15: Maintain and promote high quality architecture, streets and open spaces within the historic areas of the Borough.
<p>3. <b>Enjoy, celebrate and engage with our rich history</b>, promoting Tower Hamlets as a distinctive and welcoming place to live, work and visit for current and future generations</p>	Objective 3.1: Aim to increase community-pride in and enjoyment of the Borough's diverse heritage
	Objective 3.2: Aim to increase intellectual accessibility to the Borough's heritage, and improve physical connectivity between different heritage resources
	Objective 3.3: Considering increasing community engagement in the active management and promotion of the Borough's heritage
	Objective 3.4 : Consider increasing the contribution that the Borough's heritage makes to tourism, diversifying how it is experienced by visitors

4.1.4 The strategy is aligned with the Borough's Local Plan Consultation Document 2015 - 2031, and actively contributes to the key priorities of the Tower Hamlets Community Plan 2015. It will play a key role in helping make Tower Hamlets a great place to live by managing and sustaining the heritage, and thereby reinforcing the distinctive identity and unique sense of place of the Borough; and also by increasing community enjoyment of the Borough's heritage. It also contributes to a prosperous community in Tower Hamlets, by supporting the further development of the Third Sector, by offering diverse learning opportunities, and through the potential to use historic buildings as premises for local businesses. Through this, it supports the 'One Tower Hamlets' vision by helping improve the quality of life for everyone who lives and works in the Borough.

## 4.2 Aim 1: Understand and Appreciate Our Rich Heritage

**Understanding and appreciating our rich heritage, and recognising its contribution to the Borough's vibrancy and distinctiveness is a core aim of the Conservation Strategy.**

The people, stories, spaces and buildings that contribute to our heritage are an essential and intrinsic part of the Borough's vibrant street scenes, multi-cultural history and unique sense of place. Our Borough's historic environment is of international, national and local importance, characterised by enormous diversity and variety. It is a rich resource that includes historic buildings and archaeology, parks and open spaces, heritage collections and intangible heritage (including personal memories and traditional skills, markets and festivals).

The historic environment has a key role to play in shaping the growth and development of the Borough. To manage our heritage effectively, we need to understand its significance in terms of the contribution it makes to a place's community, economy and environment, and how people relate to, enjoy and value their heritage. The historic environment continues to adapt and change, responding to the evolving needs of the Borough as part of a modern and world-class city. Understanding the ambitions of local communities, property owners and other interested stakeholders is therefore key to securing a sustainable future for our historic environment. Its stewardship must be evidence-led, with a strategic approach underpinned by a thorough understanding of its condition, value and the challenges it faces.

### **Objective 1.1: Aim to increase awareness of the Borough's historic environment and its conservation needs**

4.2.1 Achieving increased understanding and enjoyment of the Borough's heritage also requires building increased awareness of that heritage. Increased awareness of the heritage and its needs also helps ensure that proposed works to existing heritage resources and new planned developments are aligned with and protect the heritage significance, and the attributes closely associated with that significance.

4.2.2 Increased awareness will happen in part through activities related to interpretation, learning and education in line with Aim 3, but will also need to be supported by an active programme of marketing and promotion (inside and outside the Borough), including outreach activities and roadshows. This could include, for example, supplements in newspapers (such as a bilingual column in the history pages of Our East End) or other community publications, or information on heritage events/activities in listings sections. A communications campaign could be launched where heritage is put at the top of the agenda across the Council media for a dedicated week or month, similar to the approach taken to the Healthy Borough and Safer Street campaigns. Production companies could also be encouraged to film in the Borough, making use of the Borough's distinctive heritage. Outreach and roadshow activities could focus in particular on those groups who own key heritage resources or who are likely to have most impact on the physical development of the Borough, while marketing activities could be undertaken by heritage owners and managers as well as by Council.

**Objective 1.2: Aim to build a better understanding of the Borough's intangible heritage and local heritage**

4.2.3 Tower Hamlets is characterised by key themes of trade and industry, migration and change that continue to this day. This has resulted in a rich fabric of intangible heritage and local heritage that is experiencing an on-going process of development and evolution. There are a number of different aspects to the intangible heritage, from historic street markets to more contemporary events and festivals, from oral histories and personal memories to different values and uses of a heritage resource, from performing arts to social practices and traditional skills. It is as important to protect the intangible heritage as it is to protect the more tangible heritage resources. It is also important to protect local heritage as well as designated heritage resource. To do so, a better understanding will need to be built both of what intangible and local heritage exists in the Borough, and also of the significance of that heritage.

**Objective 1.3: Ensure that planning applications and decisions are based on a sound understanding of the significance of heritage asset(s) affected by proposed changes**

4.2.4 The NPPF also emphasises the importance of understanding significance of heritage assets to inform local planning decisions and consents. Applicants should be required to consider the impact on significance in their applications – this will help ensure a greater chance of applications being accepted, and reduce the burden of time and cost on both applicants and the Council. Decisions need to be based on an understanding of the nature, extent and level of significance, and applications for consent where the extent of impact on significance cannot be fully understood from the application should ideally not be accepted.

4.2.5 The significance of a heritage resource can be defined in terms of historic, archaeological, architectural, artistic or community interest. It articulates those aspects that have the greatest value to people, now and in the future, and that are therefore the most important to conserve. To ensure that the significance of heritage is placed at the heart of decision-making that affects the heritage

resource, it will be necessary to develop clear statements of significance for heritage resources. These statements will need to specify the particular characteristics (architectural, urban, visual and functional) that actively contribute to the significance of a particular resource, and that are priority requirements for conservation. In developing these statements, the views of community groups should also be obtained as appropriate. Once developed, these statements could also lead to a refinement of heritage boundaries.

**Objective 1.4: Continue to develop and update an easily accessible digital historic environment information system to inform conservation of the Borough's heritage assets**

4.2.6 Good understanding of heritage significance needs to be supported by good quality information systems. Moreover, Government advice in the NPPF (Historic Environment Para 169 and 170) states that local planning authorities should have up-to-date evidence about the historic environment in their area. At present, while there are many sources of information about the heritage resources, they tend to be held in different locations within Tower Hamlets, and not all Council officers are aware of what resources are available or of how best to access them. The Council currently maintains an historic environment record providing access to information relating to the local historic environment. This includes:

- Tower Hamlets Conservation Strategy
- List of Listed Buildings in Tower Hamlets
- List of Locally Listed Buildings and War Memorials in Tower Hamlets
- Conservation Area Character Appraisals and Management Plans
- Register of Listed Buildings at Risk in Tower Hamlets
- Assessment of significance held on the Statutory Planning Register

4.2.7 In addition, information is also held at the Council's Local History Library and Archives and information about the collections relating to the historic environment can be found on the Council's Idea Store website. National amenity societies and other organisations also have websites providing useful information on the protection and care of old buildings and places. These include for example:

- Historic England
- Victorian Society
- Society for Protection of Ancient Buildings
- Twentieth Century Society

4.2.8 There would be significant benefit in developing an up-to-date and accurate centralised electronic database of heritage information that would be integrated and easily accessible. This database would include information on historic landscapes and green infrastructure (including parks, open spaces, squares, trees, statues and street furniture), as well as information on the built heritage (including Listed Buildings, Conservation Areas, Locally Listed Buildings and other built heritage resources).

It should include statements of significance as well as information on location. It will need to be updated in the most timely and efficient way as changes are made to the status of heritage resources (for example as local or statutory lists are updated) or as new information emerges from planning applications and development works. It would further be beneficial to develop and maintain a centralised catalogue of all collections relating to the Borough's heritage.

- 4.2.9 The database is separate from the Historic Environment Record (HER), which is maintained by GLASS, but it will be important to ensure that information in the database is consistent with, and connected to the HER and other information held by Historic England and other key stakeholders, advisors and organisations (including adjacent boroughs). This will help ensure consistency and prevent duplication of work. The database should also be linked with the This Borough website.
- 4.2.10 As resources allow, the Council will seek to harness new technology to make information regarding heritage more widely accessible.

**Objective 1.5: Consider increasing recognition of the existing and potential benefits that the historic environment contributes to regeneration of the Borough**

- 4.2.11 Heritage plays an important role in contributing to Tower Hamlets' on-going development and regeneration, and this contribution in turn helps to protect and sustain that heritage over the long term. Increasing understanding and recognition of this contribution, and the benefits that it brings, will facilitate an increase in the scale of contribution – as partner, stakeholder and community groups become more receptive to the value of integrating heritage within their own priorities. Key here will be to undertake: a baseline study and on-going monitoring of the role of heritage in attracting investments, residents, businesses or tourists to the area; an assessment of the contribution of heritage to the public realm, quality of life and leisure; and an assessment of the contribution of heritage-led regeneration to the rejuvenation of town centres. This will need to be integrated with other on-going studies around local market economics. Findings could then be actively promoted and celebrated, for example through features in general newspapers, on the Council website/heritage portal, and in presentations to stakeholders.

**Objective 1.6: Consider creating and maintaining a register of the Borough's public artworks**

- 4.2.12 Historic England defined public art as '*fixed artworks which members of the public are able to access and appreciate. Works may be sited in the public, civic, communal or commercial domain, in semi-public or privately owned public space, or within public, civic or institutional buildings. Artworks which form part of the structure or decoration of buildings may also be categorised as public art*'.
- 4.2.13 Tower Hamlets has many public artworks in a variety of mediums, forms, styles and ages, which are spread across the borough. These artworks make an important contribution to defining a sense of place in Tower Hamlets, as well as recording, commemorating and interpreting the borough's history. Public art is often site-specific, made with a particular location in mind and sometimes

reflecting or portraying activities or events that took place within a place or nearby, either at the time or in the past. Public art can provide an important reminder of the past that may prevent people, events and industries from being forgotten. Even abstract artworks, which may be disliked at first, can become accepted through familiarity, leading to a sense of communal ownership and local historical significance.

- 4.2.14 At present the Council does not have a single complete record of public artworks. Creating a register of artworks would be the first step in understanding and appreciating their contribution to the heritage of the borough. Given the size of the borough, and the relatively wide definition of what may be considered a public artwork, a completely comprehensive register may be difficult to achieve. Opportunities could be explored for residents and other stakeholders to contribute to the register by identifying artworks that are of particular significance to their community or area of interest.

#### **Outcomes:**

- **Increased appreciation of the diversity of our tangible and intangible heritage**
- **Greater recognition of the contributions the historic environment makes to the intrinsic character of our Borough as a unique and distinctive place to live, work and visit**
- **Transparent decision-making informed by an up-to-date evidence base and accessible information about the condition, value and significance of the historic environment**
- **Shared understanding of the challenges and opportunities for conserving and enjoying our rich heritage**

### **4.3 Aim 2: Conserve and Protect the Borough's Historic Environment**

**Conserving and protecting the Borough's historic environment, and capitalising on opportunities for attracting investment, conservation-led regeneration and positive place shaping, is also a core aim of the Conservation Strategy.**

The Council is committed to conserving and protecting our historic environment for future generations to inherit, and improving heritage assets at risk, through its own plans and policies and when responding to development proposals. Proposals that are regarded as improving the Borough's historic environment will be positively supported, whereas proposals which could cause permanent harm to historic assets will be opposed unless there are considerable public benefits that would outweigh the harm. The Council will use its influence and local planning authority powers in partnership with local communities, property owners and other interested stakeholders to achieve this aim.

Our rich heritage can be used as a powerful catalyst for regeneration in the Borough and has an important role to play in attracting investment and positive place-making. The Council aims to promote opportunities for conservation-led regeneration that secure long-term environmental, social

and economic benefits. As the Borough evolves, historic assets can become neglected and fall into disrepair where they no longer have a sustainable commercial or community use. Investment can both release and benefit from their untapped potential, bringing heritage back into play and re-vitalising buildings, areas and the Borough as a whole. Small and medium businesses in particular have a crucial role to play in providing opportunities for creative and innovative uses of historic buildings, reflecting the tradition of adaptive re-use of buildings by immigrants to the Borough. Continuing to increase the contribution of heritage to regeneration and sustainable development will not only support delivery of some of the key strategic priorities for the Borough and for London more broadly, but it will also help to ensure the on-going conservation of the Borough's heritage.

4.3.1 In respect of protection of heritage assets (a building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest), the Strategy distinguishes between the following types of heritage assets (see **Figure 2**):

- **Designated heritage assets** – World Heritage Sites, Scheduled Monuments, Listed Buildings, Registered Parks and Gardens, Conservation Areas or London Squares designated under the relevant legislation for which greatest weight is afforded in planning decisions (Objectives 2.1, 2.2, 2.3, 2.4, 2.5, 2.6, 2.8, 2.9, 2.10, 2.12, 2.15).
- **Undesignated heritage assets** – non-statutory designations and local lists identified by the Council (Archaeological Priority Areas, Locally Listed Buildings, Locally Listed War Memorials and Local Views) or the Mayor of London (Strategic Views and Historic Green Spaces) and any other heritage assets that may be identified from time to time (Objectives 2.1, 2.2, 2.3, 2.7, 2.8, 2.9, 2.10, 2.12, 2.15).

**Objective 2.1: Reduce the number of heritage assets at risk in the Borough by improving the condition of assets identified on Historic England's Heritage at Risk Register**

4.3.2 The Heritage at Risk register identifies those heritage resources of national significance that are most in danger of losing their value. The long-term trends have been positive for Tower Hamlets, with buildings coming off the register each year. This reflects the work done by officers, together with the public attention created by the Heritage at Risk programme. Continuing to address the issues associated with these resources needs to be a key priority action. In 2016, the Council created the role of Heritage at Risk Project Officer. A key purpose of the role is to develop and implement a Heritage at Risk Strategy for those assets that are currently on the Heritage at Risk Register that integrates conservation priorities with community needs, and meets the aspirations set out in this Conservation Strategy.

4.3.3 Given the nature of some of the issues facing the heritage and that many of the resources are not under Council ownership or that resolving the issues may require multi-disciplinary working with partners over a number of years. Where there are Conservation Areas at risk, efforts should, where

appropriate, be linked to the Public Realm Team's service projects of graffiti removal and fly posting in Conservation Areas, and to the work of the Planning Enforcement Team.

- 4.3.4 As part of this, if limited progress is being made on addressing the issues, the Planning Enforcement team will need to be actively involved (and also the Public Realm and Environmental Health Enforcement Teams, as appropriate), and a range of enforcement measures considered (including, if appropriate, compulsory purchase of heritage resources). There would also be benefit in publicising the Heritage at Risk register more broadly and prominently. This will help increase awareness of those resources that are at risk, and could also help prompt further interest and support in resolving the issues that they face.
- 4.3.5 Owners of Listed Buildings or buildings within Conservation Areas have no specific duty to keep their buildings in a good state of repair, and may be reluctant to do so when the building is perceived to be of insufficient value to justify its long term up keep. The Council is however empowered to take action where a building has deteriorated to such an extent as to put its preservation at risk and/or to cause wider visual harm to the area.
- 4.3.6 The Council will continue to make use of its statutory powers to address historic buildings in poor repair under sections 47, 48, 54 and 55 of the Planning (Listed Buildings and Conservation Areas) Act 1990 and under section 215 of the Town and Country Planning Act 1990. Each power has particular implications, which must be taken in to account in deciding on an appropriate course of action.
- 4.3.7 Under Section 57 of the Planning (Listed Buildings and Conservation Areas) Act 1990, the Council can make discretionary Historic Building Grants towards the cost of repairs to local historic buildings. The Council awards grant assistance to Listed Buildings in community ownership, buildings 'at risk' or where there is clear public benefit arising from the works. The annual budget is limited, and grants are awarded from April each year, until the funds are exhausted.
- 4.3.8 The Council is committed to reducing the number of buildings at risk in Tower Hamlets and to ensuring adequate levels of maintenance for all historic buildings, including those in its ownership. The Council will work with local amenity societies to identify potential buildings at risk. It will also support and work with those local groups or organisations who wish to become involved in the restoration and re-use of historic buildings. Other historic buildings may simply be suffering from a lack of maintenance that is clearly harming the visual amenity of the area. In such cases the Council, will where appropriate, take action to secure their repair and redecoration.
- 4.3.9 The first priority for action will be those listed buildings that have been identified as being 'at risk' or vulnerable to risk through vacancy, neglect, decay or other threats. In these cases, the Council will continue to maintain a Register of Listed Buildings at Risk in Tower Hamlets based on Historic England's Heritage at Risk Register. The register is a tool for helping to prioritise action, including



pro-actively seeking new uses for redundant or long term vacant listed buildings. The Council will act corporately to secure the repair and reuse of buildings at risk or vulnerable to risk.

4.3.10 The second priority for action will be other historic buildings in substantial need of maintenance. In these cases, the Council will respond to concerns raised by local amenity groups and the public. In all such cases, the following criteria will be applied in judging whether use of the Council's statutory powers to require works of minor repair and redecoration to be undertaken is appropriate:

- The prominence of the building within the street or area;
- The length of time since the property was repaired or decorated; and
- The extent of decay.

4.3.11 The Borough has a high number of historic places of worship of rich architectural diversity. Over the decades, some have been demolished but several have been adapted to new uses. Those remaining are of an age incurring ever increasing costs of maintenance. A number of these, including some listed buildings, have been formally closed for public worship. The Council will continue to assist religious organisations in finding future uses for redundant historic places of worship, including with heritage assessments of the architectural or historic merits of individual buildings and their adaptability to change.

4.3.12 Historic Places of Worship at Risk are included on the Heritage at Risk Register. Working with Historic England, the Council is committed to reducing the number of historic places of worship that are included on the register, to ensure a sustainable future for these buildings.

**Objective 2.2: Consider developing and implementing an integrated monitoring and maintenance regime for owners of historic buildings and other heritage assets**

4.3.13 In parallel with addressing the immediate conservation priorities that are identified through the Heritage at Risk register, a key step in improving the condition of the heritage more generally is to establish a regular monitoring and maintenance regime. This needs to take into account the findings from the Conservation Area Appraisals, and should link to the 'Total Place' pilot project, where the Council would provide 3-5 service standard commitments to residents in return for an agreement to follow set 'management guidelines'. Regular monitoring and maintenance will enable any issues related to the condition of the heritage resource to be identified and addressed early on, before they become prohibitively large scale or complex to address.

4.3.14 In addition, systems and processes can be established to facilitate a quick response to heritage owners (e.g. by letter) if inspections reveal that a particular heritage resource is in need of maintenance. Heritage owners can also be encouraged to build monitoring and maintenance into construction contracts, so that maintenance regimes are formally established, and also encouraged to contribute to a 'Maintain our Heritage' service. 'Maintain our Heritage' was first launched as a pilot

scheme in Bath, and focused on providing an inspection service for historic buildings in return for a small fee from owners. Where appropriate, heritage owners can also be encouraged to develop a Management Plan for their heritage resources.

- 4.3.15 The Council will continue to give owners of historic buildings advice on works requiring listed building consent and on appropriate ways to carry out such works of alteration or repair to their property without harm to its special interest. Wherever possible, owners will be referred to publications that set out Council policy and/or technical guidance. Some of the Borough's historic buildings are houses in multiple occupation or in a use other than that for which they were originally designed. The Council is aware that owners of such listed properties are faced with reconciling the sometimes conflicting demands of many statutory acts and regulations including for example the Disability Discrimination Act, the Housing Act and both the Building and Fire Regulations. The Council will consider preparing guidance to provide detailed policy information on Listed Buildings.

**Objective 2.3: Aim to proactively encourage owners of historic buildings and other heritage assets to use appropriate advisors, contractors and materials when undertaking maintenance works**

- 4.3.16 Some of the issues relating to the condition of the heritage resource are driven by inexperienced contractors carrying out inappropriate works. Works carried out on heritage resources require a good understanding of the significance of that resource, and therefore of what works would be appropriate. Heritage owners have sometimes found it difficult to source appropriate contractors or crafts people, so there would be benefit in developing an easily accessible centralised database of appropriately qualified companies/individual practitioners, together with a database of outlets where appropriate materials and fixtures for heritage resources could be found. In addition, the use of appropriate resources could be further encouraged by the establishment of an awards scheme that recognises high quality works and that helps to foster pride in the property's heritage, and by continuing to offer grants for works.

**Objective 2.4: Ensure the effective protection and conservation of the Tower of London World Heritage Site and its setting, and the setting of the Greenwich Maritime World Heritage Site**

- 4.3.17 Tower Hamlets contains the Tower of London World Heritage Site (see **Figure 3**). This complex monument retains buildings of many periods, dating back to the White Tower of 1078. It is internationally important for a number of reasons: its landmark location to both protect and control the City of London; as a symbol of Norman power; as an outstanding example of late 11th century innovative Norman military architecture; as a model example of a mediaeval fortress palace; for its association with state institutions; and for being the setting for key historical events in European history. It is also the home of the Crown Jewels.

4.3.18 In addition to the Tower of London, the Borough also contains the buffer zone of the Maritime Greenwich World Heritage Site, although the World Heritage Site itself lies outside the boundary of the Borough (see **Figure 3**). The buffer zone includes the Island Gardens on the Isle of Dogs, which is considered to have unrivalled views of the Greenwich site from across the river.

4.3.19 In continuing to meet its duties and responsibilities for the protection, management and enhancement of the Tower of London WHS and the setting of the Greenwich Maritime WHS, the Council will have regard to the following latest sources of international and national policy and guidance:

- Operational Guidelines for the Implementation of the World Heritage Convention (UNESCO WHC, 2012)
- World Heritage Resource Manual on Managing Cultural World Heritage (ICCROM, UNESCO WHC, ICOMOS, IUCN, 2013)
- The National Planning Policy Framework (2012) and related Planning Practice Guidance
- The Protection and Management of World Heritage Sites in England (Historic England, 2015)

4.3.20 A Management Plan has been developed for the Tower of London World Heritage Site. This Plan is a material consideration in planning policy. The Council has a statutory role in protecting the setting of the Tower of London World Heritage Site, and that part of the setting of the Greenwich Maritime World Heritage Site that falls within the Borough.

**Objective 2.5: Ensure the effective protection and conservation of the Borough's Listed Buildings and their settings**

4.3.21 Buildings on the statutory List of Buildings of Special Architectural or Historic Interest are protected by legislation. Listed building consent is required for 'all works, both external and internal, that would affect a building's special interest'. There is a general presumption against the demolition of listed buildings, though there are very occasionally cases where demolition is unavoidable - mainly as a result of deterioration through neglect, fire damage, or lack of viable new use. Where information about the building is likely to be lost or affected as a result of works for which listed building consent has been granted, it will often be made a requirement of the consent that an archaeological record is made of those parts of the building to be affected.

4.3.22 Buildings considered to be of national importance are included on the List of Buildings of Special Architectural or Historic Interest compiled by the Secretary of State for Culture Media and Sport on the advice of Historic England. Listed Buildings are graded according to their level of historic and architectural interest:

- Grade I buildings are of exceptional, often international interest, representing only 2.5% of all listed buildings;
- Grade II\* buildings are particularly important buildings of more than special interest; and
- Grade II listed buildings are nationally important and of special interest, representing 92% of the total.

4.3.23 As illustrated on **Figures 5** and **6**, and detailed in **Appendix C**, Tower Hamlets currently has almost 900 statutory listed buildings thought to represent approximately 2,000 individual buildings or structures (including graves). These include a diverse range of building types, dates and styles, from the medieval parish church of St Dunstan, which pre-dates the Tower of London, Hawksmoor's Christ Church Spitalfields, a masterpiece of the English Baroque, through to Erno Goldfinger's 1960s Brutalist style Balfour Tower.

4.3.24 From time to time the Council receives suggestions for buildings to be added to the statutory lists. Where this occurs, the Council will advise the relevant parties that their requests should be forwarded directly to Historic England for consideration.

4.3.25 It is vitally important that owners are made aware if their property is listed, and that new purchasers are made aware of their consequential responsibilities, as 'guardians' of this valued heritage. The Council will ensure that owners of newly listed buildings are notified promptly and details of the implications of listing, and the responsibilities of owners, will be made available on the heritage pages of the Council's website. The Council will continue to publish a map of Listed Buildings within the Borough and provide a link to Historic England's online full list of entries on the conservation pages of the Council's website.

4.3.26 In cases where important new or additional evidence on the significance of a listed building comes to light (e.g. as part of research submitted with an application) we will pass this information to Historic England for consideration of an amendment to the list entry, and to GLASS for inclusion in the Heritage Environment Record. Heritage Assessments and Conservation Plans for major listed buildings are very useful for assessing significance and helping to determine applications for alterations. The Council will encourage owners of major listed buildings to produce a Heritage Assessment and/or Conservation Plan for the building prior to submitting applications for substantial alterations.

4.3.27 The Enterprise and Regulatory Reform Act 2013, which came into force in April 2014, introduced new optional powers for the maintenance of Listed Buildings known as Listed Building Heritage Partnership Agreements, Local Listed Building Consent Orders and Certificates of Lawful Proposed Works. New legislation is also due to come into force to provide for National Listed Building Consent Orders. In considering use of these new powers, the Council will have regard to Historic England's Advice Note 2 on Making Changes to Heritage Assets (February 2016), Advice note 5 on

Setting up a Listed Building Heritage Partnership Agreement (November 2015) and Advice note 6 on Drawing up a Local Listed Building Consent Order (November 2015) - see **Appendix E**.

- 4.3.28 Listed Building Heritage Partnership Agreements (LBHPA) may be entered into between local planning authorities and owners of large scale listed buildings or major groups of similar listed buildings, setting out works for which listed building consent is granted (excluding demolition). Any proposed Agreements would be subject to consultation prior to its introduction, in accordance with the relevant Regulations. The Council does not foresee entering into any LBHPA's at this time, but we will keep the need for them under review depending upon experience of their implementation in practice.
- 4.3.29 By applying for a Certificate of Lawful Proposed Works (CLPW), owners and developers can obtain formal confirmation from the local planning authority that the works alteration or extension works (but not demolition) they are proposing do not require listed building consent because they do not affect the special architectural and historic interest of the building.
- 4.3.30 Under both the National and Local Listed Building Consent orders, works of the type described in the national or local order would not then require an application for listed building consent. Any such national consent orders would be a matter for the Government. Local consent orders would be for local planning authorities to put in place. At this stage the Council does not foresee making any Local Listed Building Consent Orders (LLBCO) for the Borough, but we will monitor the impact of this legislation and will review the need for them depending upon experience of their implementation in practice.

**Objective 2.6: Ensure the effective protection and conservation of the Borough's Conservation Areas and their settings**

- 4.3.31 The Council has a duty under Section 69 of the Planning (Listed Buildings and Conservations Areas) Act 1990 for designating as Conservation Areas any 'areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance'. Conservation Areas are areas of high townscape quality and historic interest, each with its own distinctive character, which gives cohesion to buildings of intrinsic merit and creates a sense of place.
- 4.3.32 Conservation Area designation is an effective tool in managing and controlling works within areas of planned development, to protect the character and appearance of an area of special architectural or historic interest. The Council can apply for an Article 4 Direction Order to remove permitted development rights in Conservation Areas, such as controlling small works which would otherwise not require planning permission but which could incrementally degrade the special character of an area, including uniformity of design and detail.
- 4.3.33 As detailed in **Appendix C**, Tower Hamlets currently has 60 Conservation Areas covering c.30% of the total area of the Borough. As shown on **Figure 9**, the size and character of the Conservation

Areas varies enormously. Some Conservation Areas are very small (such as St Paul's Shadwell which comprises only the church, its grounds and a small section of the quayside to Shadwell Basin), while others are very large (such as the extensive Victoria Park). Some have a uniform character (such as Tredegar Square), while others are more varied in character (such as Brick Lane and Fournier Street, which retains the intimate proportions of the old 17<sup>th</sup> century network of streets but also includes the most important early Georgian quarter in England). More than 30% of the Conservation Areas have been designated for their essentially 19<sup>th</sup> century residential townscape character. Details of all existing Conservation Areas, including boundaries and dates of designation, are published on the conservation pages of the Council's website.

4.3.34 The Council also has a duty to identify the special character and appearance of the area which the designation seeks to protect or enhance. This duty is discharged through the preparation of Conservation Area Character Appraisals and Management Plans. Character Appraisals describe the architectural and historic character and significance of each area, and the Management Plans provide guidance to residents, businesses and other stakeholders about how this special character can be preserved and enhanced. Whilst there is no statutory requirement to prepare Conservation Area Character Appraisals and Management Plans, local authorities are encouraged by the NPPF to identify and assess the significance of all heritage assets. Character Appraisals and Management Plans carry considerable weight when planning appeals or appeals against enforcement action are considered by the Planning Inspectorate, and can also offer constructive guidance for owners when preparing their own development proposals. They help to remove uncertainty because informed decisions can be made more efficiently. Character Appraisals and Management Plans are also a prerequisite to any action to address the reasons why a Conservation Areas is at risk. Conservation Area Character Appraisals and Management Plans have been completed for all of the Borough's 58 Conservation Areas and these are published on the conservation pages of the Council's website.

4.3.35 The Council also has a duty under the Act to review its Conservation Areas from time to time and to consider whether there is merit in amending their boundaries or in designating additional Conservation Areas for areas. The boundaries may be extended where evidence and evaluation demonstrate that the additional streets or land possess similar special interest as the existing area. Streets or land may, on the other hand, be removed where their special interest has been irreparably lost or eroded, for example as a result of inappropriate permitted development or neglect.

4.3.36 Future reviews may allow for partnership working with local amenity societies, particularly in respect of historic research and survey work. Priority would be given to the review of any Conservation Areas where it is considered that:

- there has been substantial physical change to an area's character or appearance since the current Character Appraisal and Management Plan was produced; or
- there is substantial pressure for change within or to the setting of a Conservation Area, such that it is at risk as a result.

- 4.3.37 Such reviews will involve local residents, businesses, ward councillors and amenity societies
- 4.3.38 The NPPF states that *‘when considering the designation of conservation areas, local planning authorities should ensure that an area justifies such status because of its special architectural or historic interest, and that the concept of conservation is not devalued through the designation of areas that lack special interest’*. Designating any part of the Borough as a Conservation Area also carries significant resource implications for the Council.
- 4.3.39 Over the past five years, a major extension to the Fish Island Conservation Area was designated in 2014 and the Limehouse Cut Conservation Area was designated in 2011.
- 4.3.40 Further designations, or extensions to existing Conservation Areas, will therefore be made only if the Council is satisfied it can meet its consequential duties and responsibilities, which include producing Character Appraisals and Management Plans.
- 4.3.41 The following criteria, which were agreed by Cabinet in 2008, will be used for the selection of new Conservation Areas, including extensions to existing Conservation Areas:
- Be an area of special architectural and historic interest, the character and appearance of which should be preserved.
  - Be part of the cherished and familiar local scene.
  - Be of interest as an area for its buildings group value
  - Be of interest not only for the buildings, but for the townscape in a wider sense, the spaces between the buildings, mix of uses, materials, details etc.
- 4.3.42 In addition, the area may either make a positive contribution to the setting of a Listed Building or existing Conservation Area; or have made a significant contribution to the social or historic development of the Borough; and there must be a local community commitment to its preservation.
- 4.3.43 In considering new designations, or extensions or modifications to existing areas, the Council will have regard to Historic England’s Advice Note 1 on Conservation Area Designation, Appraisal and Management (February 2016) - see **Appendix E**.
- 4.3.44 An initial review of the range of heritage resources that have been designated to date suggests that there may be some areas of historic and architectural interest that are currently under-represented by existing Conservation Area designations (including for example the dock basins in the West India Dock Conservation Area, and the basins in the Coldharbour Conservation Area). Subject to resources, the Council will consider undertaking a thematic study to identify whether there are any key gaps that should be addressed by additional designations, and to determine whether existing Conservation Areas include within their boundaries all buildings and land that contribute to their significance. This study would take into account the LBTH Urban Structure and Characterisation

Study undertaken in 2009. Themes that this study could focus on include, for example, industrial heritage and factories, modern heritage, urban townscapes and street signs, art deco heritage, pubs and pie and mash shops, and historic schools, libraries and learning centres.

- 4.3.45 One of the key challenges facing the Borough's heritage resource is inappropriate works. Continued inappropriate works can have a damaging impact on the heritage resource, and can significantly undermine its significance and values. Increasing clarity around what works are appropriate and permitted (for example by developing more detailed Conservation Area Character Appraisals and Management Guidelines), could help to address this issue, as would engaging more proactively with developers. This will help to reduce the burden on both the applicant and the Council by increasing the likelihood of planning submissions proposing appropriate works, and by reducing the need for enforcement against inappropriate works. For example, the Council prepared guidance for roof and rear extensions for the Chapel House, Driffield Road, Fairfield Road, Jesus Hospital, Medway, Tredegar Square, Victoria Park and York Square Conservation Areas. Supporting this guidance, the Council also prepared a guidance note for mansard roof extensions in Conservation Areas.

**Objective 2.7: Aim to review the Local List of Heritage Assets**

- 4.3.46 Although internationally and nationally important heritage resources in the Borough are clearly recognised for protection in the planning system, it is also important to ensure that locally important heritage assets are also fully recognised and protected. Locally important heritage is defined as either heritage that contributes to understanding and appreciation of the history and development of the Borough, or heritage that is important to local community groups. It is therefore an important part of supporting the 'One Tower Hamlets' Vision that is set out in the Community Plan 2015. This is the type of heritage that is often most at risk when significant development takes place in an area, and there are significant changes to the built environment.
- 4.3.47 Historic England's Advice Note 7 on Local Heritage Listing (May 2016) encourages local authorities to draw up Local Lists in their area as a way of ensuring protection of locally important heritage assets (see **Appendix E**). Historic England's Advice Note makes it clear that Local Lists can cover other heritage assets in addition to buildings. The Council has currently drawn up separate Local Lists for Tower Hamlets covering buildings (see **Figure 7**) and war memorials. Inclusion in the Local Lists does not give any additional protection against loss or alteration of heritage assets that are valued locally. However, it is a material consideration in the determination of planning applications that directly affect them or their setting. The retention, good repair and continued use of assets on the Local List will be strongly encouraged by the Council through Local Plan policies. The Local Lists are available on the conservation pages of the Council's website. The List of Locally Listed Buildings was updated in 2014 to include War Memorials and changes to those buildings on the existing Local List.
- 4.3.48 The Council will keep the Local Lists under review, including the desirability of extending the Local List to cover historic parks and open spaces of local interest (see below). The review will be subject



to engagement with local community groups and public consultation. As part of the current consultation process relating to the draft Local Plan (which includes this draft Conservation Strategy) the Council is also currently consulting on draft Local List Selection Criteria and a draft nomination process for additions to the Local List.

**Objective 2.8: Ensure the effective protection and conservation of the Borough's Historic Parks, Gardens and Open Spaces and their settings**

- 4.3.49 The statutory Register of Parks and Gardens of Special Historic Interest in England is maintained by Historic England. These are designed landscapes that are considered to be of national importance. They do not enjoy any additional legal protection but are designated heritage assets as set out in the NPPF. Consequently, the effect of any proposed development on the significance of a registered park or garden or its setting is a material consideration in the determination of a planning application. Local planning authorities are required to consult Historic England where any planning decision affects a Grade I or II\* registered site, and the Garden History Society on all applications affecting registered sites, regardless of the grade of the site.
- 4.3.50 As detailed in **Appendix C**, five parks within the Borough are included on Historic England's Register of Parks and Gardens of Historic Interest (see **Figure 10**): Victoria Park (Grade II\*); The Novo Cemetery (Grade II); Island Gardens (Grade II); Boundary Gardens (Grade II); and Museum Gardens (Grade II).
- 4.3.51 The Council's conservation officers will work corporately with other Council departments and teams to provide specialist advice to ensure that the special interest of these parks and gardens is taken into account in any proposed improvement schemes or other changes. The production of Conservation Management Plans for all registered parks and gardens will be encouraged and supported by the Council.
- 4.3.52 Where the Council receives suggestions for parks or gardens to be added to the statutory register, we will advise the relevant parties that their request should be forwarded directly to Historic England for consideration.
- 4.3.53 The London Squares Preservation Act 1931 asserts that a protected square may not be used for any purposes other than as an ornamental garden, pleasure ground or ground for play, rest or recreation, and that no building or structure should be created or placed on or over any protected square, unless necessary or convenient for the use or maintenance of the square for an authorised purpose. As detailed in **Appendix C**, the Borough also contains 16 squares that have been designated under the London Squares Preservation Act of 1931 (see **Figure 10**). The London Inventory of Historic Green Spaces also lists 77 open spaces of historic interest in the Borough (see **Figure 10**).
- 4.3.54 In addition to the resources identified above, Tower Hamlets also contains some important parks, gardens and open spaces that are not designated but are of local heritage interest. For example, the

Borough has two historic playgrounds – the Henry Moore Play sculpture in Dora Street and the playground at the foot of Balfron Towers (potentially designed by Goldfinger) – and a number of city farms. It also contains an important cemetery – the Tower Hamlets Cemetery Park, which was opened in 1841, and which is one of London’s Magnificent Seven Cemeteries. Street trees were an important component of planned developments, such as the Chapel House Estate at the south end of the Isle of Dogs. Tower Hamlets also contains numerous historic statues, street furniture (including street signs and street ironwork) and war memorials that form an important part of the urban landscape. In addition, the Borough also has an important network of historic canals and waterways.

**Objective 2.9: Ensure the effective protection and conservation of the Borough’s archaeology**

4.3.55 Ancient monuments and archaeological areas are protected by the Ancient Monuments and Archaeological Areas Act 1979. Archaeological sites considered to be of national importance are sometimes included on a Schedule of Monuments maintained by Historic England. Any works affecting Scheduled Monuments require Scheduled Monument Consent in addition to planning or any other consents. Historic England is responsible for enforcing statutory protection of Scheduled Monuments and determining Scheduled Monument Consent applications.

4.3.56 As part of the National Heritage Protection Plan, the condition of archaeological sites and threats to them will need to be monitored and action taken to prevent or mitigate damage in association with Historic England. The Council as local planning authority is responsible for enforcement action where damage may be being caused to archaeological assets and in respect of compliance with relevant conditions placed on planning permissions. The Council will consider designating Article 4 Directions controlling permitted development on important archaeological sites to protect them where appropriate.

4.3.57 All known archaeological sites and find-spots in the Borough are entered on the Greater London Historic Environment Record, which is maintained by the Greater London Archaeological Advisory Service based in Historic England’s London Regional Office. In the Archaeological Priority Areas (APAs) that have been identified in the Borough, developers are required to submit an archaeological assessment of the potential impact of their proposed development works, as part of their planning application. Developers are also required to submit desk-based assessment when development outside an APA has the potential to affect archaeological remains. Where development is likely to affect significant archaeology, field evaluation is required to establish if archaeological remains are present, and to determine the impact of development on those remains. If archaeological safeguards do prove necessary, these would normally comprise either design measures to preserve remains in situ, archaeological excavation prior to development, or a combination of the two. The need for archaeological mitigation is often made a condition of planning permission. The Greater London Archaeological Advisory Service, in consultation with the Council, is currently undertaking a full review of APAs within the Borough.

4.3.58 As detailed in **Appendix C**, Tower Hamlets is rich in prehistoric and roman archaeology and 7 of the 151 Scheduled Monuments in London are found in the Borough (see **Figure 3**). A number of APAs, comprising either known or potential archaeological areas, have been identified in the Borough (see **Figure 4**). These include potential Roman burial grounds, Roman roads and the historic cores of Old Ford, Whitechapel, Stepney and Poplar. Significant archaeological remains can also be found outside of APAs.

**Objective 2.10: Aim to ensure effective protection of the setting of heritage assets and key views from inappropriate development**

4.3.59 Views and visual relationships (within, into and out of Tower Hamlets) are an important part of both the heritage and the modern experience of the Borough. They enhance the experience of understanding the history of Tower Hamlets, and can also help orientation around the Borough. In addition to challenges surrounding protection of locally important heritage, Tower Hamlets also faces issues around the setting of the heritage resources and key views, with developments already encroaching and impacting on the physical and visual context (for example at the Tower of London, and at St Anne's Church Conservation Area).

4.3.60 The new Local Plan will identify locally designated views, strategic views and protected vistas (see **Figure 8**). These all contribute to the identity and distinctiveness of places in Tower Hamlets and within London. The Local Plan will require development to preserve or enhance the settings of heritage assets. The Council will consider preparing additional guidance to help inform development proposals and the Council's decision-making process relating to the protection and enhancement of local views.

4.3.61 Historic England's Good Practice Advice 3 on The Setting of Heritage Assets (March 2015) provides useful guidance in assessing and managing change within the settings of heritage assets (see **Appendix E**). Historic England's Advice Note 4 on Tall Buildings (December 2015) also provides relevant guidance.

**Objective 2.11: Aim to ensure effective protection of the Borough's intangible heritage**

4.3.62 In accordance with UNESCO'S Convention for the Safeguarding of the Intangible Cultural Heritage (2003), it is important to ensure that the Borough's intangible heritage is protected through the planning process in addition to protecting physical or tangible heritage assets. This means avoiding, where possible, changes that would undermine the existence or viability of the various markets (see **Figure 12**), contemporary events and festivals, performing arts, social practices, traditional crafts and other aspects of intangible heritage. There would therefore be benefit in establishing policies as part of the new Local Plan for the protection and enhancement of markets, festivals and other components of the intangible heritage.

**Objective 2.12: Ensure effective enforcement to protect the Borough's heritage from unauthorised changes**

4.3.63 Strengthening protection through the planning system and through planning policies is an important part of protecting the heritage resource. At the same time, however, it is also important to ensure that those planning policies are well enforced by the Council using powers available under the Planning (Listed Building and Conservation Areas) Act 1990.

4.3.64 At present, anecdotal evidence suggests that inappropriate and unauthorised works continue to take place to heritage resources. A new and more regular monitoring system will help to deter owners from undertaking unauthorised works, but it will also be important to publicise enforcement actions more strongly, for example on the Council website/heritage portal and in letters to owners of heritage resources, and to ensure that enforcement actions, including removal of unauthorised works, are prominently carried out as appropriate. In addition, for larger scale works, or works to particularly sensitive heritage resources, the Council should consider making planning permission subject to the use of appropriately skilled contractors.

**Objective 2.13: Aim to work with local communities and partners to secure opportunities for the sustainable adaption and reuse of historic buildings and other heritage assets as part of the Borough's on-going regeneration**

4.3.65 Heritage resources are often most effectively managed and sustained over the long term if they are being actively used, and if that use is at least economically self-sustaining. For those heritage buildings that are currently empty and whose future sustainability is at risk because of lack of occupancy (such as schools for example), it will be important to identify opportunities for sensitive adaptation and re-use that are economically viable, in keeping with the significance and value of the building, and aligned with community needs. As well as effectively protecting the heritage, successful re-use of historic buildings also actively contributes to regeneration priorities by, for example, helping address issues around housing shortages or by providing premises for local businesses.

4.3.66 The issue of economic viability is also relevant to the Borough's street markets. As well as being an important part of the Borough's history, these markets also play an important role in meeting community needs and contributing to the visitor economy. For those that are not currently performing well, it will be important to identify opportunities to increase their use, vibrancy and on-going sustainability in line with the Council's Street Markets Strategy.

**Objective 2.14: Consider producing guidance to help resolve the conflict between the desire to retrofit energy efficiency improvements to historic buildings and the need to preserve the special character and appearance of buildings and areas.**

4.3.67 Sustainability and the climate change agenda has increased in prominence over the last few years, and now forms a key part of national, regional and local policy. The historic environment already makes a contribution to the sustainability agenda in a variety of ways. The focus on adaptation and reuse of heritage resources, which has long been a characteristic of Tower Hamlets, reduces the consumption of building materials and energy, and reduces waste. Conservation of historic buildings with appropriate materials and labour from local sources also reduces emissions, the costs of transport and its harmful impact on the environment.

4.3.68 However, there is a need and opportunity to increase this contribution further by helping owners and occupiers to understand the ways in which their historic buildings may be able to improve their energy efficiency, whilst maintaining their special character and appearance. These principles could be showcased through a pilot project where, for example, a historic building or Conservation Area is renovated to improve its eco-performance without compromising its historic interest. This approach was successfully piloted in the London Borough of Camden's Eco-House Project and in the London Borough of Lambeth's Sustainable Conservation Area Initiative.

**Objective 2.15: Maintain and promote high quality architecture, streets and open spaces within the historic areas of the Borough**

4.3.69 Significant new development is a reality of Tower Hamlets' regeneration over the next few years. Development that is sensitive to, and that celebrates the Borough's heritage will not only protect that heritage, it will also support the unique sense of place and identity that the heritage provides. As part of this, developers, Registered Social Landlords, and community and regeneration organisations could be encouraged to bring forward high quality and imaginative schemes that deliver wider objectives for the local area, but that also have identifiable benefits for the Borough's heritage and significance, and that respect and harmonise with the setting of the heritage.

4.3.70 In addition, a prioritised list of public realm improvements (including removing street clutter from Conservation Areas, or introducing public art) could also be identified that would provide the most integrated benefits to the Borough in terms of conservation and enhancement of the heritage, and improved quality of life for communities and visitors to the Borough. This would be in alignment with the Council's Public Art Policy for Tower Hamlets and its planned Public Realm Strategy. These initiatives could be further supported by the establishment of heritage and design awards to recognise best practice in this area. Aberdeenshire Council, for example, run the Aberdeenshire Design Awards, which aim to stimulate and develop a deeper and broader interest in traditional architectural surroundings.

4.3.71 The NPPF makes clear that new development in Conservation Areas, and within the setting of heritage assets, should take the opportunity to enhance the significance of those areas or settings or better reveal their significance, wherever possible. The Council is committed to preserving the best from the past, yet it also seeks to meet the Borough's new development needs by good quality contemporary architecture, which will be admired in years to come. This requires design skill, a

proper understanding of the historic environment and sensitivity to its quality, urban grain, scale and use of authentic historic materials. Some of the Borough's Conservation Areas would often be best enhanced through careful infill buildings that authentically reflect historic precedents. Other areas are more diverse in appearance and are very capable of accepting bold and innovative contemporary designs as long as, for example, rhythm, proportion and choice of materials all respect the prevailing historic context. Examples of notable modern architecture in the Borough that have made a positive contribution to the historic environment are highlighted on **Figure 11**.

- 4.3.72 The Council will base its design assessment of the appropriateness of any building design on the particular quality of the building itself, its contribution to the wider street scene and its impact on strategic and other key views. For prominent or otherwise visually sensitive development in historic areas or settings, the Council will encourage pre-application discussions with owners/developers and their architects. For major schemes, the Council will support the approach of selecting architects and/or designs by competitive means, and will encourage public involvement, whether directly or through the use of consultative groups, including local community representation.
- 4.3.73 The Council receives valued advice from its Conservation and Design Advisory Panel. The Panel draws on the experience of a wide range of local volunteers who give independent specialist advice on conservation and design matters related to proposals for new buildings and places in the borough. Membership is made up of those with knowledge of the creation of new buildings and places, including architecture, heritage, landscape, urban design, sustainability, regeneration and town planning. Design experts in disciplines from access, public realm and the arts are also represented on the panel. The National Planning Policy Framework sets out in Section 62 that the Council, as a local planning authority, should have local design review arrangements in place to provide assessment and support to ensure high standards of design in new development. Tower Hamlets' Conservation and Design Advisory Panel has been running for over 30 years and works with the Council's planning officers and applicants seeking to develop in Tower Hamlets to give independent advice on the planning of a wide range of new developments in the Borough. A wide ranging publicity exercise in 2014 and 2016 resulted in a strengthened Panel of 16 members drawn from professionals in the local community.
- 4.3.74 The Council will continue to support and work with conservation and amenity groups, individually and collectively, under the mantle of the Conservation and Design Advisory Panel, to ensure that new development in Conservation Areas and the settings of Listed Buildings is of the highest quality and conserves the special character and appearance of those areas and settings.
- 4.3.75 To provide guidance for those parts of the Borough beyond the Conservation Areas, in 2016 the Council published an updated Urban Structure and Characterisation Study, which provides a comprehensive understanding of the diversity and quality of the Borough's urban character and the development trends and pressures that affect this character. The Local Plan will require all new development to positively contribute to the character of the Borough's places, in particular retaining

and respecting the features that contribute to each place's heritage, character and local distinctiveness.

- 4.3.76 The Council will, through its Local Plan, identify appropriate locations for tall building clusters. It will also establish criteria that proposals for tall buildings in these areas must meet. To ensure that the potential impact of tall buildings on the historic environment is fully understood, the Council will require proposals to be supported by appropriate assessment information, such as Accurate Visual Representations.

#### **Outcomes:**

- **Number of heritage assets at risk reduced through improved conservation management and maintenance**
- **Significance of designated heritage assets and their settings effectively protected from inappropriate development**
- **Locally valued heritage assets and intangible heritage recognised and taken into account in decision-making**
- **Up-to-date information and guidance about the historic environment that is easily accessible**
- **Aims and objectives of the Strategy incorporated into the Local Plan as appropriate**
- **Increased investment in the sustainable adaption and reuse of historic buildings**
- **High quality new architecture and public realm that contributes positively to historic places**

#### **4.4 Aim 3: Enjoy, Celebrate and Engage with Our Rich History**

**Enjoying, celebrating and engaging with our rich history, and promoting Tower Hamlets as a distinctive and welcoming place to live, work and visit for current and future generations, is also a core aim of the Conservation Strategy.**

Tower Hamlets is a unique inner-London borough with a long history of trade, industry and migration. It is famous for its East End heritage, its vibrancy, and its multiculturalism. Our Borough's heritage is of international, national and local importance, characterised by enormous diversity and variety. People are proud about Tower Hamlets' heritage and communities must be able to enjoy, celebrate and participate in their heritage.

Stronger connections between people and historic places in the Borough need to be encouraged, raising awareness and increasing the relationship we have with our past. Opportunities to promote and make the Tower Hamlets' heritage more accessible must be developed, helping people enjoy the full breadth of the Borough's cultural offer. There is opportunity to broaden this offer through promoting a diverse and innovative programme of events in historic buildings and open spaces,

expanding how it is experienced by local communities and visitors, and helping invigorate undervalued areas of the Borough.

### **Objective 3.1: Aim to increase community pride in and enjoyment of the Borough's diverse heritage**

4.4.1 Increasing community understanding, pride and enjoyment of the Borough's heritage is a key first step in building engagement and involvement. Achieving this requires increasing the information that is made available about that heritage – but doing so in a fun and informative way that appeals to and has meaning for all sections of the community, including those that have historically been harder to reach (such as young people, diverse ethnic groups, the less affluent and people with disabilities). This will require tailoring the messages that are conveyed, and the media tools that are used to convey those messages. This could include, for example:

- Interpretation panels and heritage inspired public art, orientation and signage;
- Fun informal learning opportunities – including heritage trails for adults or children (such as the Millennium Pathway at the Archbishop's Park in Lambeth), learning DVDs and exhibits in libraries and museums, and festival activities that relate to the heritage of the Borough, potentially connected to the Festival of British Archaeology;
- Formal educational activities and resources specifically tailored to the National Curriculum for school pupils and teachers;
- Outreach activities with schools and community groups, including lectures and 'show and tell' sessions;
- A green or brown plaque scheme commemorating interesting and notable past local residents, as has proved very popular in the London Borough of Southwark;
- Activation of the waterspace within the Docklands, through moorings and other water-based activities;
- A heritage portal/micro-site (potentially linked to IZWE) where information and downloadable resources relating to the Borough's heritage are consolidated in one easy to find location, and are freely available to the community. This should also be a tool for two-way communication and consultation, including online forums and discussion groups, as well as being a source of information. It should also contain links to other relevant websites, including for example the East London History Society website, the Tower Hamlets Grid for Learning, the This Borough website, and social network sites.

4.4.2 Increasing community enjoyment of the Borough's heritage in this way can help further build local pride in the heritage, which in turn can lead to greater sense of local ownership and greater care and protection. Initiatives here should build on the resources already in place and the successes already achieved, for example through the work of the Local History Library and Archives and other



heritage collections (see **Figure 12**), and through the Beauchamp floating classroom that already navigates the waterways of East London.

**Objective 3.2: Aim to increase intellectual accessibility to the Borough's heritage, and improve physical connectivity between different heritage resources**

4.4.3 A key part of increasing understanding and enjoyment of the heritage is increasing access to it. Opening hours and admission prices should be reviewed to optimise access and the cost of providing access, and physical accessibility reviewed to ensure reasonable alignment with the requirements of the Disability Discrimination Act. In addition, to encourage both local communities and visitors to the Borough to explore more than the traditional 'honeypot' sites (such as the Tower of London or Brick Lane), it will also be important to improve the connectivity between different heritage resources – for example by emphasising historic links in interpretation and learning materials, or by improving physical links through pedestrian and cycling routes (including leveraging canal towpaths). Routes should ideally be developed in accordance with Legible London principles.

4.4.4 The Council will work to secure opportunities for people to better access and enjoy the Borough's historic parks, gardens and open spaces through the Tower Hamlets Green Grid Strategy. The Green Grid Strategy aims to deliver improvements to routes and open spaces to encourage people to walk, cycle and enjoy the local environment and to assist in tackling climate change, enhance biodiversity as well as promoting regeneration and healthy living.

**Objective 3.3: Consider increasing community engagement in the active management and promotion of the Borough's heritage**

4.4.5 The more involved that communities become in heritage and its on-going promotion and management, the greater the sense of engagement and ultimately ownership of that heritage - and the increased likelihood of its long term sustainability. This is particularly important given that the Council neither owns all of the heritage, nor has the management time and financial resources to safeguard it all for current and future generations.

4.4.6 Increased community involvement could take a variety of forms – from financially supporting heritage conservation, to identifying appropriate re-uses for obsolescent buildings; from nominating locally important buildings and areas for designation, to leading on their restoration, renovation and maintenance; from providing a venue for presentations and activities to supporting promotion through publicity material and grass-root activities; from designing heritage trails to organising programmes of activities and events to celebrate the Borough's heritage; from contributing to local history records, oral history projects or interpretation material to setting up and managing heritage websites and online discussion forums. This could also involve participation in the Council's 'You Decide' event, where residents could be invited to vote for a possible heritage related improvement project. In Newcastle upon Tyne, for example, members of the local community worked with the Council to restore the Grade II Listed Jesmond Library and ensure that it remained open to the

public. After closing temporarily in 2013, the library reopened to the public as a limited company and registered charity and now acts as a community hub which hosts community events, arts and craft activities, language classes, lectures, concerts and fairs.

4.4.7 This involvement would build on the community consultation that already takes place today around heritage, and that will continue in the future - such as consultation on designation, character appraisals and management guidelines of Conservation Areas, and consultation on the Conservation Strategy itself. A variety of community groups could be involved in these initiatives, such as local schools, youth groups or the youth forum, third sector organisations including local history groups, residents' associations or diverse ethnic community groups, or volunteers. In the London Borough of Lambeth, for example, local residents of a Conservation Area artisans dwelling estate contributed to a comprehensive residents' design guide and history of the estate which was delivered to all of the community.

4.4.8 In addition, heritage owners could be encouraged to place more emphasis on regular monitoring and maintenance, and to ensure they use appropriate experts and resources when undertaking works to their properties in line with Aim 2. In support of increased community involvement, it will be important to ensure timely Council response to community communications and initiatives.

4.4.9 There are many advantages to supporting community skills development around heritage – by providing tangible benefits, it encourages local communities to engage more and take a more active role with the heritage; it also helps to build the necessary capabilities to support the sustainability of the heritage on an on-going basis. Opportunities here could include supplementing any heritage grant with advice and skills training around on-going maintenance, establishing a heritage or conservation apprentice scheme for local young people (potentially as part of a Future Jobs Fund application), and incorporating heritage skills as part of intensive training programmes that already exist, such as Skillsmatch. A range of heritage related skills (both traditional and new) could be promoted through these schemes, including research, interpretation, conservation, carpentry and crafts. If sufficient demand were established, a heritage skills training or community education centre could be established, potentially in a converted historic building.

4.4.10 In order to increase involvement in heritage and its on-going management, there is a need to strengthen the resources that community and external stakeholder groups can contribute – both in terms of time and also skills. For existing large organisations (such as Canary Wharf or Tower Hamlets Schools Ltd), this could take the form of nominating a consistent point of contact for heritage (such as a Heritage Advisor) that the Council could build a productive, collaborative relationship with. For other bodies (such as the Canal & River Trust or heritage societies), this could involve forming a partnership to leverage in-depth knowledge and contribute to the development of site specific assessments and plans – such as Conservation Area Character Appraisals and Management Guidelines. Partnerships could also be developed with neighbouring Councils to jointly address heritage on Council boundaries including, for example, joint initiatives or pilot

projects with Hackney to apply for funding and address buildings at risk in areas adjacent to the City (such as Shoreditch).

- 4.4.11 Opportunities could also be identified to strengthen the voluntary sector for heritage – whether through existing organisations extending their remit, the establishment of new organisations, or by further promoting the Conservation and Design Advisory Panel (CADAP). In addition, the Council may consider reactivating the role of Heritage Champion and provide further support to this position – for example in the form of a Young Heritage Champion and/or Community Heritage Champion. These champions would play an important role in helping to create a bridge between local communities, the Council, and heritage conservation and management. Support for this can be found in Historic England’s recently published Heritage Champions Handbook (2016), which outlines the role, details what a Champion can do and provides information on sources of support.

**Objective 3.4: Consider increasing the contribution that the Borough’s heritage makes to tourism, diversifying how it is experienced by visitors**

- 4.4.12 Tower Hamlets has a wealth of internationally, nationally and locally important heritage resources which are broadly distributed across the Borough. Despite this, tourism activity and focus is currently concentrated on a small number of ‘honeypot’ sites (for example the Tower of London and Brick Lane). There would be benefit in dispersing tourism activity more broadly across the Borough - this would help spread the benefits from tourism (both economic development and heritage conservation benefits) more evenly, and also relieve the pressure and impact on the ‘honeypot’ sites themselves. A key opportunity here is the development of a tourism/destination marketing strategy that would identify a number of additional heritage tourism clusters across the Borough, and that would identify opportunities to connect those clusters and encourage visitor movement between them. This could involve the development of a centralised Tourist Office where locals and visitors could access information about the Borough and its heritage.

**Outcomes:**

- **Empowered communities, passionate about and able to enjoy their heritage**
- **A valued and cherished historic environment, celebrated by all communities**
- **Accessible and well-connected historic places and heritage resources**
- **Collaborative approach to the interpretation and sharing of information about the Borough’s historic environment**
- **A vibrant, diverse and attractive tourism and cultural heritage offer that is well integrated with how the Borough promotes itself**

## **5.0 DELIVERING THE CONSERVATION STRATEGY**

### **5.1 General**

5.1.1 The Strategy sets out a common framework for the future management of the Borough's historic environment by all stakeholders. The scope of the Conservation Strategy extends beyond the remit and resources of the Councils' Place Shaping Team. Delivery of the Strategy will therefore require other departments within Council to take accountability for some of the actions, and will also require on-going collaboration between Council departments. The Place Shaping Team, will continue to take a proactive and strong leadership role in delivery of the Conservation Strategy. However, protecting and enhancing the Borough's heritage will also require the active involvement and contribution of other Council departments and a range of community, stakeholder and partner groups. Delivery of the Conservation Strategy will also require prioritisation, with a particular focus on the significance of the heritage resource at risk. This will need effective governance and adequate resourcing to motivate, enable and monitor the delivery of the strategy.

### **5.2 Heritage Champion**

5.2.1 There would be benefit in reviewing, reactivating and potentially enhancing the role of the Council's Heritage Champion, in line with increased focus on more integrated and proactive working within the Council, and on closer partnership with external stakeholders and other voluntary organisations.

### **5.3 Resourcing the Strategy**

5.3.1 Some of the potential funding sources that could support delivery of the Conservation Strategy include both public funding sources and grant schemes, and also the potential for other funding sources, including Section 106 and the Community Infrastructure Levy. Examples of potential funding sources include:

- Heritage Lottery Fund
- Historic England
- Transport for London's Local Implementation Plan
- O2 It's Your Community Award Scheme
- Traditional Building Skills Bursary Scheme
- Find Your Talent
- The Pilgrim Trust
- Esmee Fairbairn Foundation – Museum and Heritage Collections Strand

5.3.2 Further details about potential sources of funding can be found using the search tool on the [Heritage Alliance website](#). This provides a thorough and up-to-date directory of potential sources of financial support.

## **5.4 Prioritising Action**

5.4.1 The sheer volume and breadth of heritage that can be found in the Borough is too great to be proactively managed in its entirety, and will therefore require prioritisation. This prioritisation will need to focus around the following aspects:

- Resources that have been designated as being of international, national and local importance;
- The particular significance and values that give heritage resources their importance, and the specific characteristics (architectural, visual, other) that contribute to that significance;
- The heritage collections and intangible heritage of the Borough, to ensure there is sufficient recognition of the diverse and changing character of the Borough, and the strong history of immigration and trade;
- Areas where regeneration and housing development initiatives are most concentrated, and where the heritage is most at risk; and
- Initiatives that also help to deliver the Council's broader strategic priorities.

5.4.2 The Conservation Strategy contains a number of initiatives that are new to the Borough. To test their suitability and maximise their effectiveness, there would be significant benefit in first trialling them out through pilot schemes. Findings from these pilots could then be taken on board before initiatives are rolled out across the Borough.

## **5.5 Measuring Success**

5.5.1 Monitoring and evaluation is a key part of delivering the Conservation Strategy. Without the information that on-going monitoring provides, it is not possible to determine how effectively the Strategy is being implemented, whether management and financial resources are being deployed most productively, and whether the aims and objectives of the Strategy are being realised.

5.5.2 Understanding the positive impact that the Council has on the historic environment through the development management process is of particular importance to measuring the success of the Conservation Strategy.

5.5.3 The Conservation Strategy will be reviewed again after 5 years to take account of changes to the strategic and local context.

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# HISTORY OF TOWER HAMLETS

## Introduction

An overview of the history of Tower Hamlets, from prehistory to the present day, is provided below. It identifies the key themes that have had a strong influence on the development of the Borough, and on the heritage that remains today. They provide the foundation of Tower Hamlets' distinctive character, and make a significant contribution to the Borough's unique sense of place and identity. These themes inform the priorities for what needs to be protected and enhanced through the Conservation Strategy. They also identify opportunities for alignment with the broader strategic priorities of the Borough.

## Prehistory, Roman and Mediaeval Times

Tower Hamlets is rich in prehistory. The earliest known Londoner was buried in Blackwall approximately 5,000 years ago, and later prehistoric activity took place at several sites in the Borough, including at Old Ford, Wapping and the Isle of Dogs.

In Roman times, Tower Hamlets lay largely to the east of the Roman city of Londinium. Two main roads ran through the Borough from the city and, as was typical of the period, burial of the dead took place outside the city walls, with cemeteries at Spitalfields and to the south of Aldgate High Street. At that time the majority of the area would have been farmland or marshland grazing to provide food for the city's large population.

Following his victory at the Battle of Hastings (1066), William the Conqueror constructed 'The White Tower' as a firm base from which to secure and maintain the city of London. He chose the site for his castle within the ready-made defences of the existing Roman walls at the south-eastern corner of the city. In 1110, another major route east from the city was developed, and pottery and bell-founding industries were established.

In general, however, settlement in the Tower Hamlets area was very light before 1300, although early settlements are known in the vicinity of St Dunstan's, Stepney and also at Bethnal Green. Flooding continued to be a problem across much of the Borough, although embanking and drainage had created much arable land by the early 13<sup>th</sup> century. The medieval economy across the majority of the Borough was essentially rural, with a settlement pattern of isolated farms with the beginning of ribbon development along the main routes.

## Industry, Immigration and Development

The pressure of population growth in the city, and the increasing restrictions on industry and immigrants within the city walls led to the development of the area immediately outside the walls for industry and crafts. The area saw its first wave of immigrants with the Flemings, who introduced hops in the 14<sup>th</sup> century, leading to the development of the brewing industry here.

There was already a thriving suburb at Whitechapel in the 14<sup>th</sup> century, and hamlets with an industrial/commercial character developed, such as Ratcliff with its shipbuilding, and Limehouse, named after the lime kilns which processed chalk. By the mid-14<sup>th</sup> century there were small settlements at Mile End, Old Ford, Marsh (Isle of Dogs) and Poplar, though the majority of the population lived adjacent to either the city, the River Thames or the River Lea.

There was further rapid expansion in the south-west of the Borough from the 16<sup>th</sup> century, but despite this, the majority of the Borough was noted in the 16<sup>th</sup> century as a place of fresh air and rural peace, and was favoured as a location for the country houses of the wealthy. Improved drainage initiatives in the 16<sup>th</sup> century, using the skills of the immigrant Dutch engineers, allowed larger areas to become useable pasture.

## **Maritime Trade and Waterfront Development**

Although shipbuilding had been established at Ratcliff by the late 14<sup>th</sup> century, it was not until the mid- 15<sup>th</sup> century that the waterfront to the east of the city really developed. The wharves and slipways continued to develop along the riverside, until by the 16<sup>th</sup> century the river frontage was completely filled. The increasing numbers of workers employed in the river trade led to the development of large areas of tenement housing in the hinterland of the wharves, accessed by a network of lanes, alleys and courtyards (such as at Wapping High Street). The East India Company constructed the Blackwall Yard in 1614, which became the largest private shipyard in the country, and attracted a number of associated industries and services in the hinterland to the north. This hinterland gradually became developed, with large villages supporting the maritime trade.

## **The Spread of People and Industry**

The spread of industry from the city increased following the break up of monastic property after the Dissolution, and was fuelled by London's rapidly rising population, which nearly trebled in the 17<sup>th</sup> century. This period also saw the arrival of the Huguenots, who established themselves in the Spitalfields area, where they introduced the silk-weaving that was to become an important industry. This period also saw the beginning of Brick Lane's important brewing industry.

The increasing affluence of the city brought people from Essex and Suffolk, and by the end of the 17<sup>th</sup> century 22% of London's population lived to the east of the city. Despite this, however, large areas of the Borough remained rural, and continued to be used as a retreat by the wealthy.

Beyond the city fringes, development continued in the form of the enlargement of the hamlets, ribbon development along the main routes, and increasing development behind this. In 1720, a total of 21 hamlets were recorded within what is now the modern Borough. New churches were constructed to serve the rising population, including 3 by the architect Nicholas Hawksmoor.

## **Radical Changes to the Borough's Character**

It was during the later 18<sup>th</sup> and 19<sup>th</sup> centuries, however, that the increasing pace of development radically changed the character of the Borough. The general trend was one of the spread of urbanisation eastwards, and the displacement of the wealthy to the rural peace of the outer suburbs.

The first major development of the 19<sup>th</sup> century, which was to have a momentous impact on the Borough as a whole, was the construction of the new enclosed dock basins with large associated warehouses (including for example the internationally important West India Docks and the St Katharine Docks), to prevent delays in loading and unloading of cargoes and the associated risk of theft. These necessitated the clearance of considerable areas of pre-existing building and the displacement of significant numbers of people, which led to severe overcrowding in neighbouring areas and the development of unsanitary housing conditions.

The construction in 1812 of the Regent's Canal and its associated dock (now Limehouse Basin) gave access to the entire country's canal network, and trade through the docks soared. The riverside wharves saw a huge boom in their level of trade and activity in the later 19<sup>th</sup> century, which led to the construction of huge warehouses along the waterfront, especially at Wapping. This redevelopment of the riverside largely swept away the earlier, tighter urban grain of narrow wharves and alleys. Massive warehouses were also built along the main arterial roads, and adjacent to the railways.

Employment in the docks and associated trades also increased significantly, putting pressure on available housing, and leading to the construction of more houses. Furthermore, these houses needed to be located close to the docks given the lack of mass transport. The population was experiencing significant overcrowding and squalor in the urban areas and the docks, and the decline in the weaving industry led to significant poverty issues in the established urban areas.

The London County Council and the three metropolitan Boroughs of the area took responsibility for social housing in the Borough, and a programme of wholesale slum clearance began. The establishment of these new local authorities also led to a phase of civic buildings including town halls (such as Bethnal Green in 1909), municipal baths (such as Poplar Baths), and libraries.

Elsewhere, other developments were taking place which would also have an impact on the built environment. Several new large suburban cemeteries and noxious industries (including brewing, soap works and potash works) were built in the east of the Borough. The eastern half of the Borough, including the Isle of Dogs, had remained largely undeveloped by the mid-19<sup>th</sup> century other than along the main arterial routes, where planned estates had recently been built. However, this was set to change rapidly. The mid-century development of passenger railways into Fenchurch Street provided mass transport for workers in the city, and allowed them to live further out than was previously possible. This provided a massive stimulus to housing development, and by the end of the century the urbanisation of the Borough was largely complete.

Rapid industrialisation formed much of the character of the borough, and led to overcrowding and poor housing conditions. Many social reformers spent time in Tower Hamlets, including Burdett –Coutts, Barnados and the Salvation Army.

Local people organised their own response, including industrial action. The borough saw the creation of New Unionism, with the match women's strike at Bryant and May in Bow in 1888, followed by the Dockers strike in 1889, recognised as the beginning of mass trades unionism, which led in part to the creation of the Labour Party.

East London was a place of radical politics, and the East London Federation of Suffragettes played a major role in the campaign for the vote. They also set up the first ever children's centre, the Mother's Arms, in Bow, as a part of their work to support families at during the First World War. .

The population hit a peak at the turn of the 19th and 20th centuries, with trade through the docks at a high, industry along the river Lea continuing to develop, and a large portion of the population of Bethnal Green, in particular the large Jewish community, still employed in the clothing and footwear trades. As the increasingly middle class Jewish community moved out in the mid-20th century, they were replaced by the next major wave of immigration - from Bangladesh.

Immigration and migration have formed the borough's character. Battles against racism are a key part of the borough's history, from the Battle of Cable Street in 1936, the election of BNP councillor Derek Beacon in 1993 and the English Defence League seeking to march through the borough, and attacking mosques, in recent years.

## **Decline and Regeneration**

However, the Borough's fortunes started to change significantly, such that by 1930 it was the capital's poorest Borough. Bombing during World War Two aimed at the destruction of the docks had a catastrophic impact, and led to the need for an accelerated housing programme, with the Borough on the receiving end of every development on post-war social housing. Almost half of the houses in the Borough were destroyed or damaged, leading to a mass exodus from the Borough. This left a population of only 45,000 in the 1960s, compared to 130,000 in 1901.

The decline of the docks began with the development of part of the East India Docks as Brunswick power station in 1946. The increasing mechanisation of cargo-handling and the lack of need for large warehouses meant that these early 19<sup>th</sup> century facilities were largely obsolete. While others were modernised and continued to operate for a while, they were eventually overtaken by the container revolution, with Felixstowe, Harwich and Tilbury taking their trade. As a result, the 1960s saw the closure of East India, St Katharine and London Docks. The riverside warehouses of Wapping and Limehouse became redundant, and the associated industries which had located here also folded, leaving a vast area of deserted or demolished buildings.

The London Docklands Development Corporation (LDDC) was created in 1981 to address the problems of regenerating these vast redundant areas. Early redevelopment was generally focused around small scale industrial and business estates, but this changed in the later 1980s with the successful development of Canary Wharf and its large post-modern commercial architecture – today an internationally competitive financial district.

There has been an incredible surge in population in the Borough since the 1960s, and current projections suggest that the population could increase to as much as 300,000 by 2025. Regeneration is on-going in the Borough, involving the development of 43,000 new houses by 2025, with significant investment in transport that will improve accessibility to the central and eastern parts of the Borough, to the City fringe and Isle of Dogs. The London 2012 Olympic and Paralympic Games was the single largest regeneration project in Europe and the UK.

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# PROFILE OF TOWER HAMLETS TODAY

## Introduction

An overview of the socio-economic profile of Tower Hamlets today is provided below, looking at population and age, ethnicity and religion, social deprivation and health, housing and employment. It identifies the nature of the local communities that the Conservation Strategy is seeking to engage, and also builds an understanding of some of the key social and economic challenges that have contributed to the regeneration priorities for the Borough going forward. The Conservation Strategy seeks to support the Borough's regeneration priorities, and these social and economic challenges have therefore informed the development of the Conservation Strategy's Goals and Objectives.

## Population and Age

Tower Hamlets has **one of the highest population densities in inner London**. The population is set to increase at a faster rate than the rest of London, growing from 296,3000 in 2016 to 374,000 in 2026, driven by natural population growth and a number of regeneration initiatives. Tower Hamlets has a notably **youthful population**, with people under the age of 19 comprising 24% of those living in the Borough<sup>1</sup>.

## Ethnicity and Religion

The population of Tower Hamlets is **one of the most ethnically diverse in the country**, with 69% belonging to ethnic groups other than white British. The largest of these ethnic groups is the Bangladeshi community, which represents almost one third (32%) of the Borough's population and **37% of all Bangladeshis in London**.<sup>2</sup> There are also significant Chinese, Caribbean and African groups in the Borough. Overall, approximately **92 languages are spoken** in the Borough, and 66% of the population use English as their second language. This diversity is reflected in the religious demographic, with 30% of the population being Christian and 38% Muslim<sup>3</sup>.

## Social Deprivation

Tower Hamlets is a **Borough of stark contrasts**. As well as containing the internationally competitive Canary Wharf, the Borough remains one of the most deprived in London, with two thirds of the boroughs' wards (12 out of 20) in the most deprived 10% of wards in England. In terms of the Indices of Multiple Deprivation, it is the **6th most deprived local authority in the country**, and has the highest percentage of both children (39%) and older people (50%) living in income deprived households in England<sup>4</sup>.

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<sup>1</sup> Population Projections for Tower Hamlets: Analysis of the 2014 round GLA population projections..Research Briefing (Tower Hamlets Council, January 2016)

<sup>2</sup> Ethnic Profile: White Other population in Tower Hamlets.. 2011 Census factsheet (Tower Hamlets Council, July 2015)

<sup>3</sup> Language in Tower Hamlets: Analysis of 2011 Census data..Research Briefing (Tower Hamlets Council, April 2013)

<sup>4</sup> Deprivation in Tower Hamlets: Analysis of the 2015 Indices of Deprivation data..Report (Tower Hamlets Council Corporate Research Unit, 2015)

## Health and Disability

Tower Hamlets suffers from a number of health issues. There are high levels of obesity, alcohol consumption and smoking, which contribute to **comparatively lower life expectancy for the population**. The population also has relatively high levels of infant mortality, relatively high take up of incapacity benefits among the working age population, and a relatively high number of children and young people with multiple disabilities.

## Housing

Housing need, in terms of quality, quantity and affordability, is **one of the most significant issues in the Borough**. In 2004, c.25% of households lived in unsuitable housing, and the needs of c.7,000 could not be met within current conditions. c.30% of households are registered as overcrowded and demand for housing significantly exceeds supply, but housing affordability is relatively low and there is a lack of larger sized properties to meet the needs of the population. Housing is therefore one of the key drivers for change and regeneration in the Borough, and a target has been set of **43, 265 new homes by 2025**.

## Employment

Tower Hamlets now has the largest financial services district outside the City of London (located at Canary Wharf), and the **4<sup>th</sup> highest density of jobs of all the London Boroughs**. Despite this, 13.8% of the population are employment deprived and Tower Hamlets is **the most employment deprived borough in London**. One quarter of Tower Hamlets' population lives in income deprivation - the highest in London and the 6<sup>th</sup> highest of in England<sup>5</sup>. Improving employment and improving accessibility of Borough residents to Borough job opportunities is therefore a key focus for regeneration in the Borough.

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<sup>5</sup> Deprivation in Tower Hamlets: Analysis of the 2015 Indices of Deprivation data..Report (Tower Hamlets Council Corporate Research Unit, 2015)



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# AUDIT OF TOWER HAMLETS' HERITAGE ASSETS

## Overview

The London Borough of Tower Hamlets is a densely built-up urban area on the northern bank of the River Thames in East London (see **Figure 1**). As illustrated on **Figure 2**, the rich and varied heritage of the Borough is reflected in the wide range of heritage assets found within Tower Hamlets:

- **Designated heritage assets** – World Heritage Sites, Scheduled Monuments, Listed Buildings, Registered Parks and Gardens, Conservation Areas or London Squares designated under the relevant legislation.
- **Undesignated heritage assets** – non-statutory designations and local lists identified by the Council (Archaeological Priority Areas, Locally Listed Buildings, Locally Listed War Memorials and Local Views) or the Mayor of London (Strategic Views and Historic Green Spaces) and any other heritage assets that may be identified from time to time.

## World Heritage Sites

Tower Hamlets contains the Tower of London World Heritage Site (see **Figure 3**). This complex monument retains buildings of many periods, dating back to the White Tower of 1078. It is internationally important for a number of reasons: its landmark location to both protect and control the City of London; as a symbol of Norman power; as an outstanding example of late 11<sup>th</sup> century innovative Norman military architecture; as a model example of a mediaeval fortress palace; for its association with state institutions; and for being the setting for key historical events in European history. It is also the home of the Crown Jewels.

In addition to the Tower of London, the Borough also contains the buffer zone of the Maritime Greenwich World Heritage Site, although the World Heritage Site itself lies outside the boundary of the Borough. The buffer zone includes the Island Gardens on the Isle of Dogs, which is considered to have unrivalled views of the Greenwich site from across the river.

## Scheduled Monuments and Archaeology

### Archaeological Remains

Tower Hamlets is rich in prehistoric archaeology. The earliest known Londoner was buried in Blackwall approximately 5,000 years ago, and other evidence for later prehistoric activity has been found on several sites in the Borough, including at Old Ford, Wapping and on the Isle of Dogs, where a noteworthy Bronze Age timber structure was found. There are also important palaeoenvironmental remains in the deep alluvial deposits associated with the River Thames and Lea floodplain, which can reveal evidence for changing environmental conditions from prehistory through to the recent past.

The most impressive Roman remains found to-date in East London are the large baths recently excavated at Shadwell, together with a possible mausoleum and cemetery. A section of the Roman city wall at Tower Hill, and a section of 4<sup>th</sup> century riverside wall within the precinct of the Tower of London are the only extant Roman features of the Borough today.

Undesignated archaeology from the Saxon, early mediaeval and mediaeval periods can also be found in the Borough. There was a Saxon forerunner of St Dunstons church at Stepney, and documentary sources and excavations reveal a number of buildings pre-dating the 12<sup>th</sup> century, including: St Katharine's-by-the-Tower, swept away by the construction of St Katharine Docks; the Royal Mint to the east of the Tower, on the site of which the 14th century Cistercian abbey of St Mary Graces was built; and the Augustinian hospital of St Mary Spital to the east of Bishopsgate. Further establishments lay along the road to Colchester, including St Leonard's nunnery to the south of Bow Road, close to the crossing over the River Lea.

Other important archaeological remains include the survival of structures associated with the canals, railways, docks and other hydraulic power features - such as the Regent's Canal Dock Hydraulic Accumulator Tower.

### **Scheduled Monuments**

There are 151 Scheduled Monuments in London, of which 7 can be found in Tower Hamlets (see **Figure 3**):

- Tower of London;
- Tower Hill West – adjoining the Tower of London;
- London Wall – a section of the Roman city wall at Tower Hill;
- Priory and Hospital of St Mary Spital - a hospital of St Mary attached to a house of Augustinian canons that was founded in 1197, and refounded in 1235 on a larger scale;
- Three Colts Bridge – 1830 cast iron bridge over Hertford Union Canal;
- Parnell Road Bridge - 1830 cast iron girder and plate deck bridge over Hertford Union Canal;
- Bonner Hall Bridge – early Victorian bridge over the Regent's Canal, in red brick with stone voussoirs, cast iron panels and granite setts.

### **Archaeological Priority Areas**

A number of Archaeological Priority Areas (APAs), comprising either known or potential archaeological areas, have been identified in the Borough (see **Figure 4**). These include potential Roman burial grounds, Roman roads and the historic cores of Old Ford, Whitechapel, Stepney and Poplar. Significant archaeological remains can also be found outside of APAs.

### **Listed Buildings**

#### **Statutory Listed Buildings**

August 2017

Draft Updated Conservation Strategy - post MAB  
working draft 220817

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Buildings considered to be of national importance are included on the List of Buildings of Special Architectural or Historic Interest compiled by the Secretary of State for Culture Media and Sport, and are graded according to their level of interest:

- Grade I buildings are of exceptional, often international interest, representing only 2.5% of all listed buildings;
- Grade II\* buildings are particularly important buildings of more than special interest; and
- Grade II listed buildings are nationally important and of special interest, representing 92% of the total.

Tower Hamlets has **almost 900 statutory listed buildings** (see **Figure 5** and **Figure 6**), thought to represent **approximately 2,000 individual buildings or structures** (including graves). These include a diverse range of building types, dates and styles, from the medieval parish church of St Dunstan, which pre-dates the Tower of London, Hawksmoor's Christ Church Spitalfields, a masterpiece of the English Baroque, through to Erno Goldfinger's 1960s Brutalist style Balfron Tower.

**21 listed buildings are classified Grade I** (and Ecclesiastical Grade A). These include (see **Figure 5**):

- 6 churches - 3 early 18th century churches by Nicholas Hawksmoor (St Anne's Limehouse Parish Church, the Church of St George in the East and Christ Church Spitalfields – a masterpiece of the English Baroque), a 19th century church by Sir John Soane (Church of St John on Bethnal Green), the Saxon foundation of St Dunstan and All Saints, and the late 19th century Anglican church of St Peter in Wapping;
- 5 buildings and structures comprising parts of the Tower of London (the White Tower, the Middle Tower, outer curtain wall, the new armouries and the chapel of St Peter ad Vincula);
- 5 buildings associated with maritime and trade - warehouses, dock walls and the Blackwall Basin from the West India Docks, the Skin Floor from the former New Tobacco Warehouse and Trinity House;
- 3 structures associated with industrial heritage – Tower Bridge, Tower Bridge approach and a portion of the old London Wall; and
- Buildings and structures designed for commercial purpose (56 Artillery Lane) or public benefit (Trinity Green Almshouses and Chapel).

**There are 39 Grade II\* (and Ecclesiastical Grade B) listed buildings** in the Borough (see **Figure 6**). These include the following:

- 12 religious buildings, one of which was originally built as a French Huguenot Church, converted to a methodist chapel, adapted to become the Spitalfields Great Synagogue, and is now the Jamme Masjid Mosque;
- 6 residential buildings, ranging from the early 16th century Bromley Hall to Sir Denys Lasdun's late 1950s 'cluster block' of Keeling House in Bethnal Green;

- 4 recreational buildings, including Wilton’s Music Hall (the oldest music hall in London to survive in its original form), the Widow’s Son Public House in Bow, the Whitechapel Art Gallery (an internationally acclaimed gallery) and the Bethnal Green Museum (re-launched as the Museum of Childhood in 1974);
- 4 industrial structures, including the 2 SM canal bridges, the Wapping Hydraulic Pumping Station and the Thames Tunnel at Wapping High Street;
- 3 buildings or structures of public benefit, including the Merchant Seamen’s Memorial, Baroness Burdett Coutts’ Drinking Fountain and the Blind Beggar and his Dog bronze heraldic sculpture; and
- Buildings and structures associated with the Tower of London, with maritime and trade (including the headquarters of the Port of London Authority at 10 Trinity Square), with commerce (including the Royal Mint at Tower Hill and the Director’s House in Truman Brewery) and education.

**There are 828 Grade II Listed** (and Ecclesiastical Grade C) entries in the Borough of Tower Hamlets. In contrast to the higher grades of designation, over half of the Grade II entries relate to residential properties. Public buildings and features are the second highest category of type, with approximately 150 examples (including bollards, telephone boxes and statues). The list comprises approximately 50 each of religious buildings/components, recreational buildings and educational buildings (including Toynbee Hall, one of the first university settlements in the world, where similar activities are still taking place in the original buildings to this day). There are less than 70 examples of building types associated with maritime, trade and industry, despite the considerable significance of these activities to the Borough and its development.

### **Locally Listed Buildings**

The Council keeps a list of buildings considered to be of local historic or architectural interest. These designations generally recognise buildings which are considered to make a positive contribution to the townscape character of the Conservation Area within which they are situated. There are **approximately 184 locally listed buildings** in Tower Hamlets (see **Figure 8**), including Wapping Sports Centre and the Royal Cricketers Public House (now flats). These are broadly spread across the Borough, with the exception of the Isle of Dogs.

There are also **approximately 50 locally listed war memorials** in Tower Hamlets, which includes memorials within churchyards, public parks, schools and other buildings.

## **Views**

### **Strategic Views**

Policy 7.11 of the London Plan (March 2016) sets out the strategic views identified as part of the London view management framework. The list of strategic views designated by the Mayor relevant to Tower Hamlets includes (i) a river prospect view from Tower Bridge, (ii) a townscape view along The Queen’s Walk to the Tower of London and (iii) a townscape view from Island Gardens on the Isle of Dogs across the River Thames

to the Royal Naval College (see **Figure 8**). The London view management framework also identifies a number of protected vistas that partly fall within Tower Hamlets (see **Figure 8**).

The London View Management Framework Supplementary Planning Guidance (March 2012) provides guidance on the management of these designated views. The supporting text to Policy 7.11 states *'A number of views make a significant contribution to the image and character of London at the strategic level. This could be because of their composition, their contribution to legibility, or because they provide an opportunity to see key landmarks as part of a broader townscape, panorama or river prospect. The Mayor will seek to protect the composition and character of these views, particularly if they are subject to significant pressure from development. New development will often make a positive contribution to the views and can be encouraged. However, in others, development is likely to compromise the setting or visibility of a key landmark and should be resisted.'*

With regards to implementing the London view management framework, Policy 7.11 states that *'Boroughs should reflect the principles of this policy and include all designated views, including the protected vistas, into their LDFs. Boroughs may also wish to use the principles of this policy for the designation and management of local views.'*

### **Local Views**

The Council has identified local views that contribute to the identity and distinctiveness of places in Tower Hamlets. These will be designated in the new Local Plan as shown on **Figure 8**.

### **Conservation Areas**

Tower Hamlets has **60 Conservation Areas** covering c.30% of the total area of the Borough (see **Figure 9**). The size and character of the Conservation Areas varies enormously. Some Conservation Areas are very small (such as St Paul's Shadwell which comprises only the church, its grounds and a small section of the quayside to Shadwell Basin), while others are very large (such as the extensive Victoria Park). Some have a uniform character (such as Tredegar Square), while others are more varied in character (such as Brick Lane and Fournier Street, which retains the intimate proportions of the old 17<sup>th</sup> century network of streets but also includes the most important early Georgian quarter in England). More than 30% of Conservation Areas are designated for their 19<sup>th</sup> century residential townscape character.

### **Historic Landscapes, Gardens, Squares and Waterways**

**Five parks within the Borough are included on the Register of Parks and Gardens of Historic Interest** in England, and are therefore of national importance (see **Figure 10**):

- Victoria Park (Grade II\*) – this was created by an Act of Parliament in 1841, following a 30,000 signature petition to Queen Victoria. The petition called for green space for healthful recreation within the overcrowded and unhealthy East End. The Council is currently applying to the Heritage Lottery Fund (HLF) for funding to restore the Park, under the Parks for People Scheme;

- The Novo Cemetery (Grade II) – Added in 2014, this is a Sephardi Jewish cemetery opened in 1733 and is the surviving portion of an extension in 1855. It is situated entirely within the grounds of the Queen Mary University of London.
- Island Gardens (Grade II) - a strip of river frontage originally used for manufacturing and ship repair, this was saved by the Admiralty from redevelopment as part of the 1842 Cubitt Town, to preserve views across the river to what is now the Maritime Greenwich World Heritage Site;
- Boundary Gardens (Grade II) – this was laid out by LCC as the centrepiece of the Boundary Estate in the early 1900s; and
- Museum Gardens (Grade II) - part of Bethnal Green ‘Poor’s Land’ Trust, this comprises a remnant of a former medieval green, and was opened to the public by the government in 1875. It was then joined with open space to the south that was acquired by LCC in 1895, and the combined space was called Bethnal Green Gardens.

The London Inventory of Historic Green Spaces lists **77 open spaces of historic interest** in the Borough (see **Figure 10**). Some comprise the remnants of medieval greens, such as Stepney Green Gardens and Mile End Waste, while other areas result from slum clearance or bomb damage, such as Weaver’s Fields. A number of others, such as Poplar Recreation Ground and St James’ Gardens, represent former burial grounds which were opened as public gardens in the 19<sup>th</sup> century. More formal urban squares, such as Carlton Square Gardens and Tredegar Square Gardens, were laid out in the 19<sup>th</sup> century in association with planned developments. Only a limited number of parks in the Borough were designed and created as such, but those that do exist include important examples such as Victoria Park and Island Gardens. The Borough also contains **16 squares that have been designated** according to the London Squares Preservation Act of 1931 (see **Figure 10**).

In addition to the resources identified above, Tower Hamlets also contains some important parks, gardens and open spaces that are not designated. For example, the Borough has two historic playgrounds – the Henry Moore Play sculpture in Dora Street and the playground at the foot of Balfron Towers (potentially designed by Goldfinger) – and a number of city farms. It also contains an important cemetery – the Tower Hamlets Cemetery Park, which was opened in 1841, and which is one of London’s Magnificent Seven Cemeteries.

In addition to specific locations, it is also important to consider the broader historic landscapes that can be found in the Borough. Green infrastructure is a key component of the urban grain of the historic environment of the Borough. Street trees, for example, were an important component of planned developments, such as the Chapel House Estate at the south end of the Isle of Dogs. Tower Hamlets also contains numerous historic statues, street furniture (including street signs and street ironwork) and war memorials that form an important part of the urban landscape.

In addition to its green infrastructure, the Borough also has an important network of Blue Infrastructure in its canals and waterways. Some of these have already been designated including, for example, the Regent’s Canal and Limehouse Cut, which are both Conservation Areas.

## Modern Architecture



Parts of the Borough have also attracted some significant new buildings by important architects (see **Figure 11**). Many of these are not currently designated or afforded official recognition or protection, but they are an important part of the built environment and the distinctiveness of the Borough. The modern buildings at Canary Wharf, including Cesar Pelli's iconic tower at One Canada Square, are an important group, and form a very significant component of the urban townscape – they are visible from many miles away in several directions, as well as from many places within the Borough. Another group of high quality modern buildings are those on the Queen Mary University Campus at Mile End. These buildings, together with the Mile End Ecology Park and Pavilions and CZGW's 'Green Bridge' (which connects two areas of a green corridor over the busy Mile End Road), form an important focus of significant built heritage value. In addition, the 'Idea Store' at Whitechapel, the new buildings and redevelopment at the London Hospital and the new Jubilee Line station at Canary Wharf are all high quality components of the Borough's modern heritage.

## Intangible Heritage

UNESCO's 2003 'Intangible Cultural Heritage Convention' defines intangible heritage as: *'includes traditions or living expressions inherited from our ancestors and passed on to our descendants, such as oral traditions, performing arts, social practices, rituals, festive events, knowledge and practices concerning nature and the universe, and the knowledge and skills to produce traditional crafts'*.

The significance of many places lies not in their bricks and mortar, but in the activities that took place within and around them, and in the lives of the people who dwelt or worked in them. The value and interest of buildings can be far greater if their use, and the histories and different perspectives of the people who used them, both historically and today, are understood and recorded for posterity. The names of buildings and areas is also an important part of this. Programmes of Oral History recording, such as that carried out by the Eastside Community Programme or recordings published in part in the Mile End Old Town Residents' Association Changing Places book in 2001, can add considerable value to the heritage resource of an area. In addition, the Borough's intangible heritage also includes the range of key contemporary events and festivals taking place in the Borough today (such as the Baishakhi Mela in Banglatown in Brick Lane), and other performing arts, social practices and traditional skills (such as carpentry).

## Markets

Tower Hamlets has a range of covered and street markets, which make an interesting and dynamic contribution to the Borough's townscape and to its local communities (see **Figure 12**). They are considered to be an important force in the promotion of social cohesion and local economies, and in the provision of affordable goods. Covered markets include the historic Spitalfields Market, dating back to the 17<sup>th</sup> century, and the more recently established market occupying part of the Old Truman Brewery site. Street markets give considerable vibrancy to the street scene of parts of the Borough and some, such as Petticoat Lane, have considerable longevity. Others, such as Chrisp Street, Roman Road and Whitechapel Market (a large vibrant

market popular with the Bangladeshi community), provide an important local resource, while Brick Lane and the Columbia Road Flower Market attract large numbers of visitors from outside the area.

## Heritage Collections

### Museum Objects

The heritage of the Borough, together with information on its history, is preserved and celebrated through the objects and activities of a number of museums (see **Figure 12**):

- Museum of London Docklands – tells the history of the River Thames and Docklands, and occupies part of a Grade I listed ‘low’ warehouse at West India Docks;
- Ragged School Museum – tells the story of East London from the Victorian to present times, and includes a recreation of one of Dr Barnardo’s original classrooms;
- Royal London Hospital Museum – covers the history of health care in the East End since the 18th century;
- Dennis Severs House – a living museum which re-creates life in a former Huguenot silk weaver’s house;
- Whitechapel Bell Foundry – a small museum providing the history of the foundry, the oldest manufacturing company in Britain and a source of world famous bells such as Big Ben and the Liberty Bell;
- Museum of Immigration and Diversity (19 Princelet Street) – a museum celebrating the waves of immigration in the Borough, located in a Grade II\* listed building which was formerly the house of a Huguenot silk weaver merchant and then a synagogue; and
- SS Robin – a historic steamship, the last remaining steamcoaster in the world, and a Grade I/Core Collection ship. SS Robin has recently undergone a substantial restoration and refit at drydock, and may return to the Borough.

Other significant museums with more universally-themed collections include:

- Tower of London – as well as being a World Heritage Site, the Tower of London also contains important collections, including the Crown Jewels (part of the Royal Collection);
- Royal Armouries – part of the Royal Armouries’ collection is located in the Tower of London’s White Tower, including two permanent public displays on the Line of Kings and the Spanish Armoury, the personal armoury of Henry VIII and displays on more modern weapons and armours;
- Royal Regiment of Fusiliers (London) Museum – which covers the history of the Royal Fusiliers (City of London Regiment) from 1685 to 1968 and of the Royal Regiment of Fusiliers from 1968 onwards;
- Whitechapel Art Gallery – an internationally acclaimed venue founded in a purpose-built, Grade II\* listed Arts and Crafts building in 1901 to bring great art to the people of East London; and
- Victoria and Albert Museum of Childhood – formerly the Bethnal Green Museum, housed in an iron and glass building relocated from South Kensington, with a new entrance foyer.

## Reference Libraries and Archives

The Borough also contains a number of archives that hold information on Tower Hamlets' history and heritage – most notably the Local History Library and Archives at Bancroft Road. The Library holds records from the oldest Saxon settlement in Tower Hamlets to the present day, and part of the Library is also the oldest surviving local government building in the Borough. The Library plays an important role in collecting, preserving and making publicly accessible the histories of the Borough. Over the past five years it has been redeveloped into a heritage centre for the Borough - a hub for the preservation of, and access to the Council's archive collections, and for promoting learning and participation in local heritage, including intangible heritage.

In addition to the Local History Library and Archives, there are also a number of other archives in the Borough, including for example archives associated with the Women's Library and the Royal London Hospital Trust, and community archives such as those held by Eastside Community Heritage and the Swadhinata Trust.

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**APPENDIX D**  
**Key Stakeholders: Roles & Responsibilities**

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## KEY STAKEHOLDERS: ROLES & RESPONSIBILITIES

### Tower Hamlets Council

The Council takes the lead role in securing the conservation of the heritage of the Borough. It handles applications for planning permission and Listed Building consent. It has the power to ensure that Listed Buildings are kept in satisfactory repair, and it can take action if unauthorised demolition or alterations take place. It designates Conservation Areas and maintains a list of buildings of Local Interest, and has an important role to play in planning enforcement.

Within the Council, this role is carried out primarily through the Place Shaping Team. The team is part of the Development and Renewal Directorate, which is responsible for a number of key services including planning, housing, transport, regeneration and development and building control. The Place Shaping Team's principal functions include:

- Heritage and conservation, including heritage improvement projects and their delivery;
- Preparation of conservation and urban design strategies;
- Providing planning application and pre-application advice;
- Development briefs, frameworks and implementation;
- Design and conservation input into corporate initiatives;
- Enabling and partnership working.

The Place Shaping Team have focused on reducing, and dealing more efficiently with, the volume of conservation traffic that typically comes through on a day to day basis (such as requests around grants, listed buildings, and enforcement). For example, a pre-application plan process has been established that encourages people to send emails, photos and any relevant information in advance of a meeting. This has played an important role in improving the quality of interactions with Council, and in improving the quality of the applications. In addition, a set of Frequently Asked Questions have also been put on the website.

The Place Shaping Team is supported by a number of Council Members. These include a Heritage Champion, whose key role is to ensure that the historic environment plays a central role in the development of all the Council's policies, plans, targets and strategies.

In addition to the Place Shaping Team, there are also a number of other key stakeholders and functions within Council that have an important role to play in heritage – whether because they are accountable for managing specific aspects of the Borough's heritage, because their activities have an impact on heritage, or because heritage impacts their activities. In particular, the Local History Library and Archives play an important role in the Borough's heritage and in the delivery of this strategy. This team is part of the Communities, Localities and Culture Directorate, which is responsible for delivering services that have a significant impact on social cohesion and quality of life for residents and those who work in the Borough.

## Historic England

In April 2015, English Heritage split into two organisations; English Heritage – a new charity which looks after the National Heritage Collection of more than 400 state-owned historic sites and monuments across England; and Historic England, which continues the statutory role of providing expert, constructive advice to local authorities and the public as well as championing the wider historic environment.

Historic England works in partnership with central government departments, local authorities, voluntary bodies and the private sector to conserve and enhance the historic environment, broaden public access to the heritage and increase people's understanding of the past. It meets its responsibilities by:

- Acting as a national and international champion for the heritage;
- Giving grants for the conservation of historic buildings, monuments and landscapes;
- Maintaining registers of England's most significant historic buildings, monuments and landscapes;
- Advising on the preservation of the historic environment;
- Encouraging broader public involvement with the heritage;
- Promoting education and research;
- Maintaining the National Monuments Record as the public archive of the heritage.

Central to Historic England's role is the advice it gives to local planning authorities and Central Government on development proposals. This focuses on proposals with potential for major change or for damage to significant, nationally important heritage resources (such as Listed Buildings, Scheduled Monuments, Registered Parks and Gardens, and Conservation Areas).

In London, Historic England's role also includes the provision of archaeological advice (through the Greater London Archaeology Advisory Service) and hosting the Greater London Historic Environment Record.

## Voluntary Organisations

Tower Hamlets has 2,500 Third Sector Organisations and Residents' Associations. A number of these voluntary groups, trusts and societies are focused on activities related to the understanding, conservation and enjoyment of the Borough's heritage. These include for example (not an exhaustive list):

- **The 20<sup>th</sup> Century Society** – focusing on education, conservation and lobbying for architecture and design in Britain from 1914 onwards;
- **The Bishopsgate Institute** - a cultural institute that runs courses for adults and cultural events, such as music concerts and illustrated talks, debates and poetry;
- **East of London Family History Society** - helps people who share a common interest in furthering family history and genealogical research in the historic East End of the city of London;

- **The East London History Society** – this exists to further interest in the history of East London, and is responsible for maintaining the Tower Hamlets History Online website, as well as organising a programme of talks and outings, and publishing newsletters;
- **Eastside Community Heritage** – seek to promote civic pride, greater harmony between people and to provide independent historical research;
- **Friends of Christ Church Spitalfields** – fund and manage the restoration of Nicholas Hawksmoor’s Grade I Listed Christ Church;
- **Friends of St George’s German Lutheran Church** - arrange a programme of talks;
- **Friends of Tower Hamlets Cemetery Park** – a registered charity who manage the Tower Hamlets Cemetery Park on behalf of the council;
- **The Georgian Group** – a national charity and statutory amenity society dedicated to preserving Georgian buildings and gardens, who are consulted on planning applications affecting listed Georgian heritage;
- **Historic Chapels Trust** – established to take into ownership redundant chapels and other places of worship in England which are of outstanding architectural importance and historic interest, to secure their preservation, repair and maintenance for public benefit;
- **History of Wapping Trust** – this society promotes the history of Wapping, Radcliffe, Shadwell and St George’s, through books and a programme of talks;
- **Island History Trust** - this is a community history project dedicated to recording and preserving the history of the Isle of Dogs and the people who live there;
- **Jewish East End Celebration Society** – identifies, documents and preserves Jewish East End heritage for future generations both of Jews and immigrant communities in the area;
- **Mile End Old Town Residents’ Association** - helps residents with local history, local tradesman and planning applications;
- **Ocean Estate Tenants and Leaseholders Association** – social club offering a venue for various gatherings and social events in the local area;
- **Save Britain’s Heritage** – campaigns for historic buildings;
- **Shadwell Local History Society** – established to support the study of local history in the area;
- **Society for the Protection of Ancient Buildings** – the largest, oldest and most technically expert national pressure group, with a statutory role as advisor to local planning authorities;
- **The Spitalfields Trust** – a charity dedicated to restoring Georgian houses;
- **Stepney Historical Trust** – provides learning opportunities around the history and surroundings in Stepney by holding lectures, exhibitions and historical excursions;
- **Swadhinata Trust** - a non-partisan secular Bengali group that offers seminars and workshops, expeditions and educational literature to young Bengali people;
- **Tower Hamlets Local History Society** - aims to build interest in the history of the East End of London, namely the London Borough of Tower Hamlets. It publishes newsletters, organises a program of talks, and also arranges coach outings.

- **The Victorian Society** – the ‘champion’ for Victorian and Edwardian buildings in England and Wales, with a formal role in the planning system, and with a focus around conservation, public involvement and education; and
- **The Whitechapel Society** - promotes the study of Whitechapel murders and the impact these murders had on the East End of London.

A number of these groups are represented on the Council’s Conservation and Design Advisory Panel.

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# HISTORIC ENGLND PLANNING ADVICE

## Introduction

Historic England provides written planning advice to support owners, developers and local planning authorities when they are considering proposed changes to historic buildings and places, which need to be given consent through the planning system in accordance with historic environment policy in the NPPF and the related PPG. These are summarised below.

### Historic Environment Good Practice Advice (GPA):

- **GPA 1 - The Historic Environment in Local Plans** (March 2015) - The purpose of this Advice Note is to provide information to help local planning authorities make well informed and effective local plans. The advice in this document, in accordance with the NPPF, emphasises that all information requirements and assessment work in support of plan-making and heritage protection needs to be proportionate to the significance of the heritage assets affected and the impact on the significance of those heritage assets. At the same time, those taking decisions need sufficient information to understand the issues and formulate balanced policies.
- **GPA 2 - Managing Significance in Decision-Taking in the Historic Environment** (March 2015) - The purpose of this Advice Note is to provide information to assist local authorities, planning and other consultants, owners, applicants and other interested parties in assessing the significance of heritage assets, using appropriate expertise, historic environment records, recording and furthering understanding, neglect and unauthorised works, marketing and design and distinctiveness.
- **GPA 3 - The Setting of Heritage Assets** (March 2015) - The purpose of this Advice Note is to provide information to assist local authorities, planning and other consultants, owners, applicants and other interested parties in assessing and managing change within the settings of heritage assets, including archaeological remains and historic buildings, sites, areas, and landscapes.
- **GPA 4 - Enabling Development** (forthcoming)

### Historic England Advice Notes:

- **Advice Note 1 - Conservation Area Designation, Appraisal and Management** (February 2016) - This advice note sets out ways to manage change in a way that conserves and enhances historic areas through conservation area designation, appraisal and management. It is intended to offer advice to all those involved in managing conservation areas so that the potential of historic areas worthy of protection is fully realised, the need for community and owner consultation examined, and the benefits of management plans to manage change, and achieve regeneration and enhancement, fully exploited. Advice on appraisal of

conservation areas is also given, as is assistance in demonstrating special interest and articulating character, guiding investment and in developing a management plan.

- **Advice Note 2 - Making Changes to Heritage Assets** (February 2016) - This advice note illustrates the application of the policies set out in the NPPF in determining applications for planning permission and listed building consent, as well as other non-planning heritage consents, including scheduled monument consent. It provides general advice according to different categories of intervention in heritage assets, including repair, restoration, addition and alteration, as well as on works for research alone, based on the following types of heritage asset: buildings and other structures; standing remains including earthworks; buried remains and marine sites; and larger heritage assets including conservation areas, landscapes, including parks and gardens, and World Heritage Sites. It will be useful to owners, developers, local planning authorities and others in considering works to heritage assets.
- **Advice Note 3 - The Historic Environment and Site Allocations in Local Plans** (October 2015) - The identification of potential sites for development within a Local Plan is an important step in establishing where change and growth will happen across local authority areas, as well as the type of development and when it should occur. This document is intended to offer advice to all those involved in the process, to help ensure that the historic environment plays a positive role in allocating sites for development. It offers advice on evidence gathering and site allocation policies, as well as setting out in detail a number of steps to make sure that heritage considerations are fully integrated in any site selection methodology.
- **Advice Note 4 - Tall Buildings** (December 2015) - This Advice Note seeks to guide developers, designers, local authorities and other interested parties involved in planning for and designing tall buildings so that they may be delivered in a sustainable and successful way through the development plan and development management process.
- **Advice Note 5 - Setting up a Listed Building Heritage Partnership Agreement** (November 2015) - The purpose of this Advice Note is to provide information to assist local authorities, planning and other consultants, owners, applicants and other interested parties in implementing Listed Building Heritage Partnership Agreements. LBHPAs were introduced by section 60 of the Enterprise and Regulatory Reform Act 2013. They allow the owner of a listed building or buildings and their local planning authority to agree which necessary works to the building are routine and regular and, if done correctly, will not harm its special interest. The agreement grants listed building consent (LBC) for these works, for an extended period of time, and they can go ahead whenever convenient. This supports a partnership approach between the owner and the local planning authority and will help them to reach an agreed vision for the medium-long term management and maintenance of the listed building(s) covered. It will support dialogue and increase mutual certainty over the aspirations and requirements of all parties to the agreement. LBHPAs also have the potential to save time and resources for the partners as they will be able to spend less time dealing with minor applications, freeing them up to concentrate on any major or contentious issues affecting the building. Other bodies besides the owner and local planning authority may be party to the agreement, including the Secretary of State and Historic England.

- Advice Note 6 - Drawing up a Local Listed Building Consent Order** (November 2015) - The purpose of this Advice Note is to provide information to assist local authorities, planning and other consultants, owners, applicants and other interested parties in implementing Local Listed Building Consent Orders. LLBCOs were introduced by section 60 of the Enterprise and Regulatory Reform Act 2013. These allow a local planning authority to grant listed building consent for an extended period for works of any description for the alteration or extension of groups of listed buildings in all or part of their area, or buildings of a particular description in their area. This is a pro-active and blanket grant of consent, which means that owners of those listed buildings will not have to make individual applications, but will be able to proceed with the works, subject to any conditions that may be attached to the Order. LLBCOs allow works which would otherwise require a series of applications for listed building consent to be dealt with by a single consent mechanism, potentially covering a much longer period. They have the potential to act as a focus for development of consensus between multiple owners and local planning authorities, to establish well-understood approaches to common issues of maintenance, repair or minor alteration, to increase certainty over the aspirations and requirements of all parties, and to save time and resource for owners and local planning authorities alike. They will allow the local planning authority to spend less time on minor and well-understood works to well-understood listed buildings in their area, and will make it easier for owners to get on with minor and un-contentious changes.
- Advice Note 7 - Local Heritage Listing** (May 2016) - Local lists play an essential role in building and reinforcing a sense of local character and distinctiveness in the historic environment, as part of the wider range of designation. They enable the significance of any building or site on the list (in its own right and as a contributor to the local planning authority's wider strategic planning objectives), to be better taken into account in planning applications affecting the building or site or its setting. The advice supports local authorities and communities to introduce a local list in their area or make changes to an existing list, through the preparation of selection criteria, thereby encouraging a more consistent approach to the identification and management of local heritage assets across England. A local list can celebrate the breadth of the historic environment of a local area by encompassing the full range of heritage assets that make up the historic environment and ensure the proper validation and recording of local heritage assets. They also provide a consistent and accountable way of identifying local heritage assets, to the benefit of owners and developers who need to understand local development opportunities and constraints.

**Other current sources of Historic England advice:**

- Seeing the History in the View** (May 2011) - This document presents a method for understanding and assessing heritage significance within views that may be selected by a developer or planning authority (in consultation with Historic England) as part of the Environmental Impact Assessment of a specific development proposal.

- **Managing Local Authority Heritage Assets: some guiding principles for decision-makers** (June 2003) - The guidance promotes and encourages appropriate standards in the management of heritage assets and high quality design in new work related to them, including public spaces.
- **The Protection and Management of World Heritage Sites in England** (Historic England, 2015) - With the introduction of the NPPF and the subsequent Planning Practice Guidance, this document was cancelled and has no formal status in the planning process. However, it still contains some general information about the protection and management of World Heritage sites, especially in regard to management plans, that remains relevant and useful. This guidance note supports and amplifies the Planning Circular for England on the Protection of World Heritage Sites and highlights the importance of sustainable community strategies in protecting and sustaining World Heritage Sites.

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**APPENDIX 2:**

**LOCAL LIST NOMINATION AND SELECTION PROCESS**

## TOWER HAMLETS LOCAL LIST REVIEW:

# Public Consultation on draft Local List Nomination and Selection Process

### Executive summary

As part of the current public consultation process relating to the draft Local Plan (including the draft Conservation Strategy), the Council is also consulting on draft Local List Selection Criteria and a draft nomination process for additions to the Local List.

The draft Local List Selection Criteria have been prepared in accordance with Historic England's guidance on local heritage listing following a review of the approach adopted by other local authorities. It is proposed that public consultation on the draft Selection Criteria and nomination process will run from early November 2016 until the end of January 2017 and agreement from Cabinet will be sought in September 2017 to formally adopt the criteria.

A review of current nominations (Appendix A) will occur between March 2017 and September 2017, which will include an assessment of significance using the draft Selection Criteria. It is proposed that a Selection Panel will then review and finalise the List prior to public consultation, in October 2017. Agreement from Cabinet will be sought in March 2018 to adopt the additions to the Local List.

### Background

Tower Hamlets has around 2,000 statutorily listed buildings and 58 conservation areas. There are also a large number of non-designated heritage assets, which include locally listed buildings.

The *National Planning Policy Framework (NPPF) 2012* advises local planning authorities to set out 'a positive strategy for the conservation and enjoyment of the historic environment' in their Local Plan. Emphasis is placed on 'sustaining and enhancing the significance of heritage assets' and recognising that heritage assets are an 'irreplaceable resource' and should be conserved 'in a manner appropriate to their significance'. It defines the term 'heritage asset' as 'a building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest.' Heritage asset includes designated heritage assets and assets identified by the local planning authority, including locally listed buildings (i.e. non-designated heritage assets). Further, 'the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that affect directly or indirectly non designated heritage assets, a



balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.'

The publication *Local Heritage Listing: Historic England Advice Note 7* (Historic England, 2016) provides guidance on local heritage listing in accordance with relevant policy contained in the NPPF. This document and, examples of how other local authorities approach this, have been used to inform the development of the draft Selection Criteria. Local heritage listing is a means for a community and a local planning authority to identify heritage assets that are valued as distinctive elements of the local historic environment.

### *Heritage assets*

As noted above, the NPPF defines the term 'heritage asset' as 'a building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest.'

The Statutory List comprises buildings of special architectural or historic interest, and is compiled by the Secretary of State for Culture, Media and Sport (DCMS), as required by the *Planning (Listed Buildings and Conservation Areas) Act 1990*. Listed buildings are graded to show their relative importance. There are three types of listed status for buildings in England and Wales as follows:

- Grade I: buildings of exceptional interest, of which there are 13 in Tower Hamlets;
- Grade II\*: particularly important buildings of more than special interest, of which there are 40 in Tower Hamlets; and
- Grade II: buildings that are of special interest, warranting every effort to preserve them. These comprise the majority of listed buildings in Tower Hamlets, approximately 2000.

Listed buildings are statutorily protected both externally and internally, and a special type of consent, Listed Building Consent, is required for works affecting their special interest. As such, proposals for alteration, extension or demolition (including partial demolition) of a listed building require an application for Listed Building Consent

### *Non-designated heritage assets*

In addition to the Statutory List there are currently 169 locally listed buildings and 44 locally listed war memorials within the Borough. Although these do not benefit from the statutory protection outlined previously they have been recognised as being of local townscape or historical importance. In order to retain these buildings and preserve their essential character Council expects to see evidence that any proposed alteration enhances their character or appearance.

Non-designated heritage assets, which include locally listed buildings, are generally identified by the local planning authority during the plan-making process or through the

planning application process. Unlike statutorily listed buildings there are no additional planning controls. Listed Building Consent is not required and permission is not required for purely internal works. Recognition as a non-designated heritage asset, however, is a material consideration in the planning process when planning permission is required.

Tower Hamlets local list includes buildings which do not meet the strict requirements to qualify for statutory listing but make an important positive contribution to local character and distinctiveness. They are an irreplaceable resource which justifies conservation and enhancement in a manner appropriate to their significance.

## **Approach**

### *Nominating a building or other asset*

A range of methods can be used to identify non-designated heritage assets, including public nomination. Public nomination is the preferred approach as it is a useful way of identifying assets and has the advantage of including local communities. In such cases, however, nominations must be supported by sufficient detail and accuracy to ensure that they meet the requirements set by the selection criteria. The best way of capturing this information is by providing a nomination form, ideally downloadable from the Tower Hamlets website. A nomination form should guide those wishing to put forward a building or other potential asset for consideration. The types of information likely to accompany nominations include:

- Location details: Ordnance Survey (OS) grid references and street address.
- Local significance: identification of the significance of the asset in the local context in accordance with the selection criteria.
- Photographs: recent or historic showing changes over time.

To qualify for local listing nominated assets will need to meet the requirements of the selection criteria. A draft nomination form has also been prepared and is included as Appendix B. Further, more detailed guidance will also be provided to assist nominators when completing the nomination form. This document will also be available on the Tower Hamlets website alongside the nomination form.

### *Existing nominations*

There are currently five nominations that will be assessed against the draft Selection Criteria in early 2017. These nominations were received over the course of the previous two years and a list is attached at Appendix A. Eleven nominations were received in total, but following review, this was reduced to six due to duplication and a number being either statutorily listed or located within an existing conservation area. Conservation Areas afford a level of protection to unlisted buildings and, for this reason, priority will be given to nominated buildings that are not located within a conservation area.

### *Selection panel*

Following officer review of nominations a selection panel would produce a shortlist for public consultation. The selection panel would comprise members of the Council's Conservation and Design Advisory Panel (CADAP) and a representative from Historic England. It is recommended that the Selection Panel is established in summer 2017 to ensure that the draft timeframe for finalising the draft Local List, set out in 'Next Steps' below, is adhered to.

### *Timeframes*

The draft Selection Criteria have been developed following review of criteria adopted by other local authorities and with reference to Historic England's guidance on local heritage listing. Once the draft Selection Criteria have been agreed it is envisaged that it will be sent to local amenity groups, residents' associations, Historic England and CADAP for review and comment. The national amenity societies such as the Ancient Monuments Society, the Georgian Group, the Society for the Protection of Ancient Buildings, the Twentieth Century Society and the Victorian Society will also be consulted.

Nominations to the Local List should be reviewed annually. This timeframe allows for adequate numbers of nominations to be submitted, reviewed and considered for inclusion in the Local List by the Selection Panel.

## **Selection Criteria for entries on Tower Hamlets Local List of Heritage Assets**

To be considered for inclusion on the Local List nominations should satisfy criterion 1 and a minimum of two other criteria:

### **1. Local Character and Distinctiveness** this includes assets that:

- a. make a positive contribution to local character and distinctiveness in terms of streetscape, townscape or landscape value; and/or
- b. possess group value with or make a positive contribution to the setting of other heritage assets

### **2. Architectural Significance** this includes assets that:

- a. are locally important by virtue of the quality of their design, decoration, material, construction or craftsmanship; and/or
- b. are attributed to a locally known architect, designer, gardener or craftsman and demonstrates quality of design, execution and innovation; and/or
- c. as a group form a locally important architectural unity or example of urban planning (such as squares, circuses, crescents and terraces).

**3. Historical Significance** this includes assets that:

- a. illustrate important aspects of local or regional social, economic,

cultural or maritime/military history or have close historical association with locally important people or events.

Nominations under this criterion should retain physical attributes which are of key importance to their historical significance.

**4. Artistic Significance** this includes assets (particularly sculpture and public art) that:

- a. are locally or regionally important for the interest of their artistic design, decoration, material, construction or craftsmanship; and/or

- b. are attributed to locally or regionally significant artists.

**5. Age, Rarity and Integrity** this includes assets that:

- a. are important for their age, rarity or integrity.

**6. Social Significance** this includes assets that:

- a. are associated with distinctive communal, commemorative, symbolic or spiritual significance; and/or

- b. are associated with locally distinctive cultural heritage, such as art, literature, music or film.

Nominations under this criterion should retain physical attributes which are of key importance to their social significance.

## Next steps

The proposed programme, following public consultation on the draft Selection Criteria, is as follows:

- Consultation on the draft Selection Criteria (November 2016 to January 2017).
- Comments on draft Selection Criteria reviewed and changes made, where necessary. It is envisaged that Cabinet would agree the draft Selection Criteria in September 2017, which would be finalised at that time.
- Invitation to potential members of Selection Panel (summer 2017).
- Review of nominated assets (March 2017 to September 2017).
- Adoption of Selection Criteria (September 2017).
- Draft List finalised by Selection Panel (October 2017).
- Public consultation on draft Local List (November and December 2017).
- Comments on draft Local List reviewed (January 2018).
- Adoption of Local List (March 2018).

## Appendix A: Existing Local List Nominations

1. Cheviot House, 227- 233 Commercial Road.
2. The East London Central Synagogue, 30- 40 Nelson Street.
3. No.2 and No. 5 Gasholders, Bethnal Green Holders Station, Marian Place.
4. Former Warehouse Building, 66 Guinea Court (corner of Dock Street and Royal Mint Street).
5. The Milestone Public House, 44 Commercial Road.

## Appendix B: Tower Hamlets Local List Nomination form

We are now seeking nominations of buildings and/or features in Tower Hamlets to be assessed for inclusion on Tower Hamlets Local List. To ensure that high quality, locally significant assets are identified each nomination will have to meet the adopted selection criteria.

### 1. What is it that you are nominating?

A local list can contain a range of different entries but we have broken them down to three groups. Please tick a box to tell us which group your nomination falls into.

- Building or Group of Buildings** (e.g. a house, workshops or school)
- Street feature or other structure that is not a building**  
(e.g. memorial, bench, boundary marker, post box or lamp post)
- Natural feature or Landscape** (e.g. a public garden or park)

### 2. Where in the borough is your nomination?

Please provide the address of the item you are nominating - if it has a name then please also provide this. Where the item does not have a street name or number please give sufficient details so that we are able to find the item. For instance 'bench in front of no. 125 High Street', or 'drinking fountain to the east side of no.100 High Street'.

In the local list each asset will need to have an identified location plotted on a Map. In this regard, please provide as much detail as you can.

**Name (if applicable)** .....

**Address:** .....  
 .....  
 .....  
 .....

### 3. Is your nomination in a conservation area?

We will consider nominations that are within or outside of a conservation area. If you know that your nomination is located within a conservation area then please state this otherwise just mark 'Don't know'.

If your nominated item is within a conservation area and identified in the conservation area statement or appraisal as making a positive contribution to a conservation area we will not add it to the local list, as it already has similar protection under Tower Hamlets development policy DM27 (Heritage and the historic environment).

Yes  No  Don't know

## Tower Hamlets Local List: Nomination form

### 4. Which of the selection criteria does your nomination meet?

(Please Tick the relevant box)

Your nomination must meet Criterion 1 (Local Character and Distinctiveness) and a minimum of two other criteria.

- Criterion 1 - Local Character and Distinctiveness**
- Criterion 2 - Architectural Significance**
- Criterion 3 - Historical Significance**
- Criterion 4 - Artistic Significance**
- Criterion 5 - Age, Rarity and Integrity**
- Criterion 6 - Social Significance**

**5. Please explain why you have nominated this asset and how you feel it meets the selection criteria.** (Please feel free to use further sheets).

.....  
.....  
.....  
.....  
.....  
.....  
.....

**6. Do you have any supporting information?**

To help us understand the significance of your nomination, supporting information that demonstrates this will be very useful. This may take the form of recent or historic photographs; newspaper cuttings, references to articles in journals or other historic documentation.

If you can demonstrate the strength of local support for a nomination this will assist us in assessing its significance. This is particularly important for Criteria 6 – Social significance. Please attach any supporting information you have.

**7. Your Details**

**Name:** .....  
**Email:** .....  
**Organisation:** .....  
**Telephone:** .....  
**Address:** .....  
.....

**8. How to contact us**

Place Shaping Team, Development and Renewal, Mulberry Place,  
PO Box 55739, 5 Clove Crescent, London E14 2BG.

Tel: 020 7364 4663                      Email: [placeshaping@towerhamlets.gov.uk](mailto:placeshaping@towerhamlets.gov.uk)



**APPENDIX 3:**

**EQUALITY ANALYSIS QUALITY ASSURANCE CHECKLISTS**

## EQUALITY ANALYSIS QUALITY ASSURANCE CHECKLIST

<b>Name of 'proposal' and how has it been implemented</b> (proposal can be a policy, service, function, strategy, project, procedure, restructure/savings proposal)	Adoption of the of the Updated Conservation Strategy
<b>Directorate / Service</b>	Place, Planning and Building Control, Strategic Planning, Place Shaping
<b>Lead Officer</b>	Michael Ritchie – Team Leader (Place Shaping)
<b>Signed Off By (inc date)</b>	
<b>Summary – to be completed at the end of completing the QA (using Appendix A)</b> (Please provide a summary of the findings of the Quality Assurance checklist. What has happened as a result of the QA? For example, based on the QA a Full EA will be undertaken or, based on the QA a Full EA will not be undertaken as due regard to the nine protected groups is embedded in the proposal and the proposal has low relevance to equalities)	<div style="display: flex; align-items: center; margin-bottom: 10px;"> <div style="width: 20px; height: 20px; background-color: green; margin-right: 10px;"></div> <p><b>Proceed with implementation</b></p> </div> <p>This strategy is directed toward the protection of the historic environment within the Borough and will equally affect the community who live within it irrespective of their characteristics.</p>

Stage	Checklist Area / Question	Yes / No / Unsure	Comment (If the answer is no/unsure, please ask the question to the SPP Service Manager or nominated equality lead to clarify)
<b>1</b>	<b>Overview of Proposal</b>		
a	Are the outcomes of the proposals clear?	YES	The Council has in place a Conservation Strategy which was adopted in October 2010. The draft for adoption updates this existing strategy. It provides guidance on the management of the Boroughs heritage for a period of 5-10 years. It is aligned with the Local Plan and key elements of it have been integrated into the new Local Plan.



			<p>The NPPF introduced in March 2012 requires local planning authorities to set out in their local plan a positive strategy for the conservation and enjoyment of the historic environment.</p> <p>The draft for adoption updates the existing strategy, reflecting changes to relevant legislation and policy, updating the boroughs heritage assets, and reviewing the emerging development context. It sets out clear goals for the heritage and how these are to be achieved.</p> <p>It is in accordance with the requirements of the NPPF and is aligned with the Borough's Local Plan to 2031. The Conservation Strategy contributes to the key priorities of the Tower Hamlets Community Plan 2020.</p>
b	Is it clear who will be or is likely to be affected by what is being proposed (inc service users and staff)? Is there information about the equality profile of those affected?	NO	The Strategy is for everyone with an interest in the future conservation and enjoyment of the Boroughs heritage. No equality profile of those affected has been undertaken as the Strategy goals are dependent upon the heritage assets and built fabric of the historic environment rather than upon the characteristics of the Boroughs communities.
<b>2</b>	<b>Monitoring / Collecting Evidence / Data and Consultation</b>		
a	Is there reliable qualitative and quantitative data to support claims made about impacts?	YES	The document to be adopted has Borough wide application. It is supported by formal designations and conservation area appraisals and is written in conjunction with the updated Local Plan, forming a key part of the evidence base.

b	Is there sufficient evidence of local/regional/national research that can inform the analysis?	YES	<p>The London Plan, and the Tower Hamlets Local Plan identify the protection of the historic environment as a goal.</p> <p>National policy as set out in the NPPF supports the preparation of a positive strategy for the conservation and enjoyment of the historic environment.</p> <p>The Borough's Conservation Strategy helps to make Tower Hamlets a great place to live, by managing and sustaining the heritage, and thereby reinforcing the distinctive identity and unique sense of place of the Borough.</p>
c	Has a reasonable attempt been made to ensure relevant knowledge and expertise (people, teams and partners) have been involved in the analysis?	YES	<p>The strategy pulls together the various designations which together comprise the historic environment and sets out a strategy for their conservation and management. It has been prepared by consultants with expertise in the assessment of the historic environment; in collaboration with officers who manage change within the historic environment of the borough.</p>
d	Is there clear evidence of consultation with stakeholders and users from groups affected by the proposal?	YES	<p>The baseline information in the strategy was discussed together with the vision and strategy goals at a workshop attended by key stakeholders including representatives of Historic England, the Statutory Amenity Societies and the Tower Hamlet History Library and Archives.</p> <p>Following this the draft updated Conservation Strategy was then published as part of the evidence base supporting the new local Plan regulation 18 consultation between 11<sup>th</sup> November 2016 and 2<sup>nd</sup></p>

			January 2017. No adverse comments were received as a result of this.
<b>3</b>	<b>Assessing Impact and Analysis</b>		
a	Are there clear links between the sources of evidence (information, data etc) and the interpretation of impact amongst the nine protected characteristics?	NO	The policy is directed toward the management of the historic environment and is dependent upon the quality of the built environment, rather than upon the characteristics of the Boroughs community. The strategy will have long term benefits for all.
b	Is there a clear understanding of the way in which proposals applied in the same way can have unequal impact on different groups?	YES	The proposals are applied according to the character of the historic built environment, not the characteristics of residents; albeit the policy may unintentionally focus resources upon particular buildings or areas, and hence upon the local resident communities, and any particular characteristics of that community.
<b>4</b>	<b>Mitigation and Improvement Action Plan</b>		
a	Is there an agreed action plan?	NO	The proposals are intended to be for the benefit of all the boroughs residents and are based purely on the existing historic environment of tower hamlets.
b	Have alternative options been explored	YES	The option to take no action – The decision to retain the existing strategy and not update it was considered. However, this is not recommended as provision of a strategy is recommended by the NPPF. The strategy helps to inform decisions about the heritage resource and it is important that it accurately reflects current legislation and policy and provides up to date information regarding the Boroughs heritage resource.
<b>5</b>	<b>Quality Assurance and Monitoring</b>		
a	Are there arrangements in place to review or audit the implementation of the proposal?	YES	The Conservation Strategy is a long-term strategy for the management of the historic environment for a period

			of five to ten years. At an appropriate time during this period, the strategy will be reviewed and updated if necessary.
b	Is it clear how the progress will be monitored to track impact across the protected characteristics??	NO	There is no intention to monitor the proposals against protected characteristics this is a strategy for the management of the historic environment and is entirely dependent upon the character of these resources rather than the communities who live within the Borough.
<b>6</b>	<b>Reporting Outcomes and Action Plan</b>		
a	Does the executive summary contain sufficient information on the key findings arising from the assessment?	YES	

**Appendix A  
(Sample) Equality Assessment Criteria**

<b>Decision</b>	<b>Action</b>	<b>Risk</b>
As a result of performing the QA checklist, it is evident that due regard is not evidenced in the proposal and / or a risk of discrimination exists (direct, indirect, unintentional or otherwise) to one or more of the nine groups of people who share <i>Protected Characteristics</i> . It is recommended that the proposal be suspended until further work or analysis is performed – via a the Full Equality Analysis template	<b>Suspend – Further Work Required</b>	<b>Red</b> 
As a result of performing the QA checklist, the policy, project or function does not appear to have any adverse effects on people who share <i>Protected Characteristics</i> and no further actions are recommended at this stage.	<b>Proceed with implementation</b>	<b>Green:</b> 

## EQUALITY ANALYSIS QUALITY ASSURANCE CHECKLIST

<b>Name of 'proposal' and how has it been implemented</b> (proposal can be a policy, service, function, strategy, project, procedure, restructure/savings proposal)	Local List Nomination and Selection Process.
<b>Directorate / Service</b>	Development and Renewal Strategic Planning – Place Shaping Team
<b>Lead Officer</b>	Michael Ritchie – Team Leader (Place Shaping)
<b>Signed Off By (inc date)</b>	
<b>Summary – to be completed at the end of completing the QA (using Appendix A)</b> (Please provide a summary of the findings of the Quality Assurance checklist. What has happened as a result of the QA? For example, based on the QA a Full EA will be undertaken or, based on the QA a Full EA will not be undertaken as due regard to the nine protected groups is embedded in the proposal and the proposal has low relevance to equalities)	<div style="display: flex; align-items: flex-start;"> <div style="width: 20px; height: 20px; background-color: green; margin-right: 10px;"></div> <div> <p><b>Proceed with implementation</b></p> <p>The nomination and selection process are entirely independent of who makes the proposal, and whether the building is locally listed or not is dependent upon the quality of the building and how well it meets the selection criteria. There are no direct equalities implications.</p> </div> </div>

Stage	Checklist Area / Question	Yes / No / Unsure	Comment (If the answer is no/unsure, please ask the question to the SPP Service Manager or nominated equality lead to clarify)
<b>1</b>	<b>Overview of Proposal</b>		
a	Are the outcomes of the proposals clear?	YES	<p>In January 2016 the Council resolved to establish a process whereby local residents can make additions to the Local List easily.</p> <p>This project is directed toward the identification and protection of buildings which are considered to be non-designated heritage assets, the significance of which must be taken into account when</p>

			<p>making planning decisions. The Council does not currently have a formal process for adding buildings to the Local List on an ad hoc basis making it difficult to respond to requests from residents and other stakeholders to add buildings to the list.</p> <p>The preparation and adoption of such a process is also an objective of the draft updated conservation strategy</p> <p>A draft nomination and selection process was prepared in accordance with Historic England guidance on local listing, and was the subject of public consultation between November 2016 and January 2017</p> <p>No adverse comment on the proposals was received.</p> <p>It is proposed that an appointed panel will assess nominations for local listing against an agreed set of selection criteria, if a building is selected it will then be subject to consultation.</p> <p>Designation of a non-designated asset in this manner will be dependent upon the qualities of the buildings itself.</p>
b	Is it clear who will be or is likely to be affected by what is being proposed (inc service users and staff)? Is there information about the equality profile of those affected?	NO	<p>The nomination process establishes a process by which requests for addition to the local list will be managed, whilst the selection criteria provides a measure by which they will be assessed.</p> <p>Agreement of the process will standardise the way in which buildings are selected and</p>





			assessed. No specific equality profile of those affected has been undertaken as the process by which nominations will be and assessed will be applied on a Borough wide basis to all suggestions and therefore impact all of the Boroughs residents equally.
<b>2</b>	<b>Monitoring / Collecting Evidence / Data and Consultation</b>		
a	Is there reliable qualitative and quantitative data to support claims made about impacts?	YES	<p>The nomination and selection process are to be adopted and will have Borough wide application.</p> <p>The process has been determined in line with Historic England's advice and has been the subject of public consultation.</p>
b	Is there sufficient evidence of local/regional/national research that can inform the analysis?	YES	<p>The London Plan, and the Tower Hamlets Local Plan identify the protection of the historic environment as a goal.</p> <p>National policy as set out in the NPPF supports the creation of a local list</p> <p>Preparation of the local list will help to ensure that Tower Hamlets is a great place to live, by managing and sustaining the heritage, and thereby reinforcing the distinctive identity and unique sense of place of the Borough.</p>
c	Has a reasonable attempt been made to ensure relevant knowledge and expertise (people, teams and partners) have been involved in the analysis?	YES	The nomination process and selection criteria have been informed by published Historic England advice and specialist officers.
d	Is there clear evidence of consultation with stakeholders and users from groups affected by the proposal?	YES	The draft nomination and selection process was published on the Council's website during the Local Plan Regulation 18 consultation. Comments on the document were invited from 11 November 2016 to 31 January 2017. Awareness of

			the consultation was also raised via an article in the Tower Hamlets Local History Library and Archives monthly newsletter, which is sent to around 2,500 individuals and organisations with an interest in Tower Hamlets historic environment. The consultation was also featured on the influential Spitalfields Life blog and Twitter feed, which has almost 19,000 followers.
<b>3</b>	<b>Assessing Impact and Analysis</b>		
a	Are there clear links between the sources of evidence (information, data etc) and the interpretation of impact amongst the nine protected characteristics?	NO	Local listing of undesignated heritage assets is a process which can help management of the historic environment. It is dependent upon the quality of the built environment rather than upon the characteristics of the Boroughs community.
b	Is there a clear understanding of the way in which proposals applied in the same way can have unequal impact on different groups?	YES	The selection criteria are applied to the buildings presented regardless of who makes the application and locally listed status applied according to the quality of the building proposed. This process is completely independent of the person making the nomination.
<b>4</b>	<b>Mitigation and Improvement Action Plan</b>		
a	Is there an agreed action plan?	NO	The proposals are intended to be for the benefit of all the boroughs residents and are based purely on the existing historic environment of tower hamlets.
b	Have alternative options been explored	YES	The option to take no action has been explored. This would not be advisable, as suggestions for local listing are regularly made and the concept of local listing is supported by the NPPF.
<b>5</b>	<b>Quality Assurance and Monitoring</b>		
a	Are there arrangements in place to review or audit the implementation of the proposal?	YES	The implementation of these proposals will be monitored and reviewed to ensure.
b	Is it clear how the progress will be	NO	There is no intention to monitor the

	monitored to track impact across the protected characteristics?		implementation of this process against protected characteristics. The process is entirely independent of the person making the application.
<b>6</b>	<b>Reporting Outcomes and Action Plan</b>		
a	Does the executive summary contain sufficient information on the key findings arising from the assessment?	YES	

## Appendix A

### (Sample) Equality Assessment Criteria

Decision	Action	Risk
As a result of performing the QA checklist, it is evident that due regard is not evidenced in the proposal and / or a risk of discrimination exists (direct, indirect, unintentional or otherwise) to one or more of the nine groups of people who share <i>Protected Characteristics</i> . It is recommended that the proposal be suspended until further work or analysis is performed – via a the Full Equality Analysis template	<b>Suspend – Further Work Required</b>	<b>Red</b> 
As a result of performing the QA checklist, the policy, project or function does not appear to have any adverse effects on people who share <i>Protected Characteristics</i> and no further actions are recommended at this stage.	<b>Proceed with implementation</b>	<b>Green:</b> 

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# Agenda Item 5.13

Islington  
London  
Borough

Hackney  
London  
Borough

Newham  
London  
Borough



Southwark  
London  
Borough

Lewisham  
London  
Borough




Greenwich  
London  
Borough



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## Article 4 Direction – B1(a) (Offices) to C3 (Residential)

### Legend

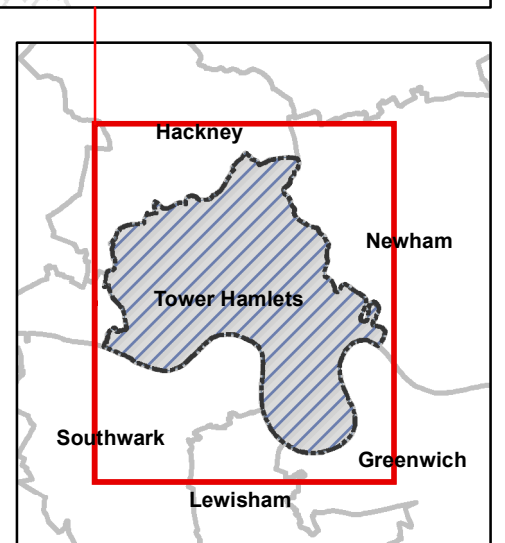
-  Area to which Article 4 Direction applies
-  London Boroughs
-  Borough Boundary



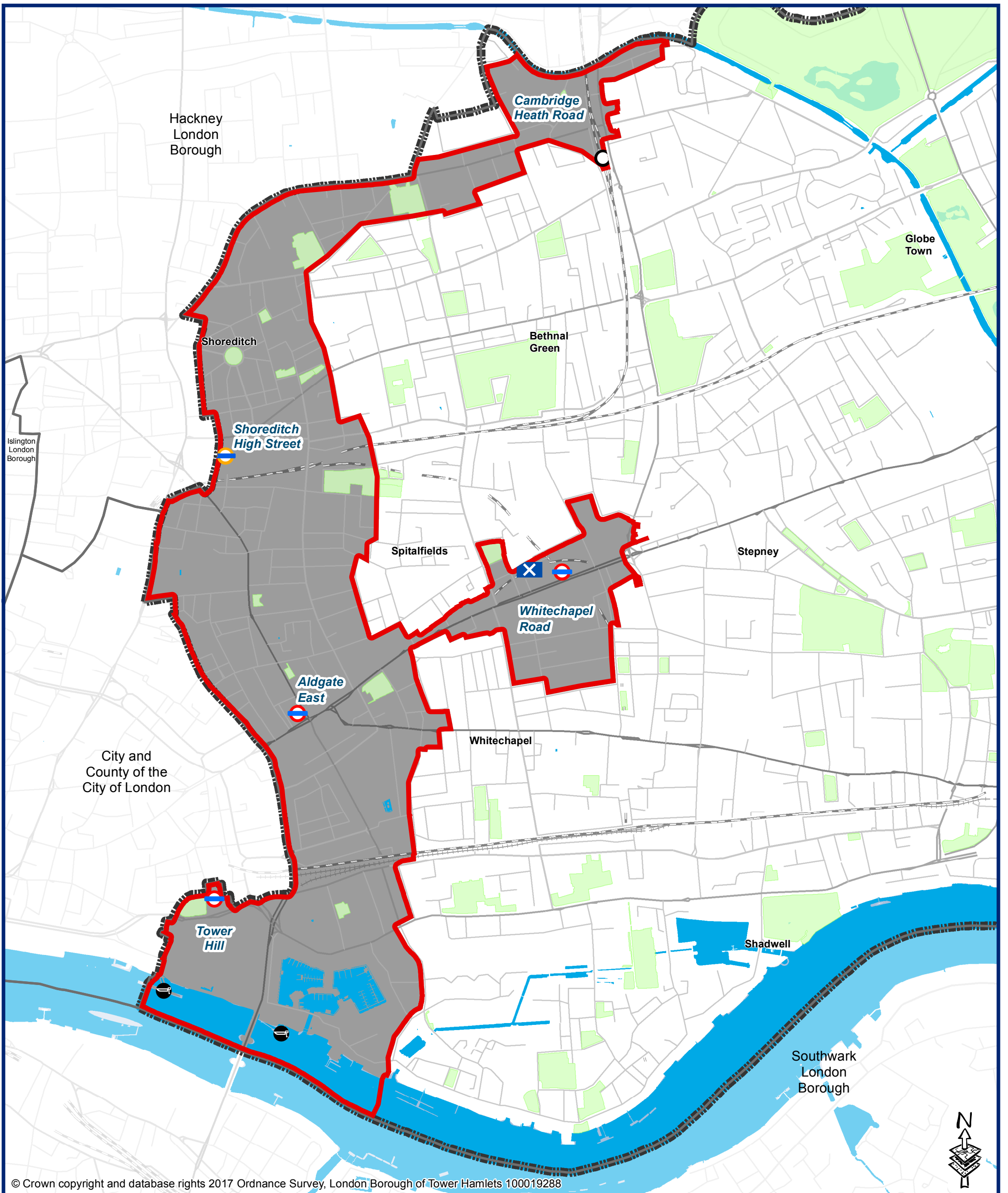
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Place Directorate

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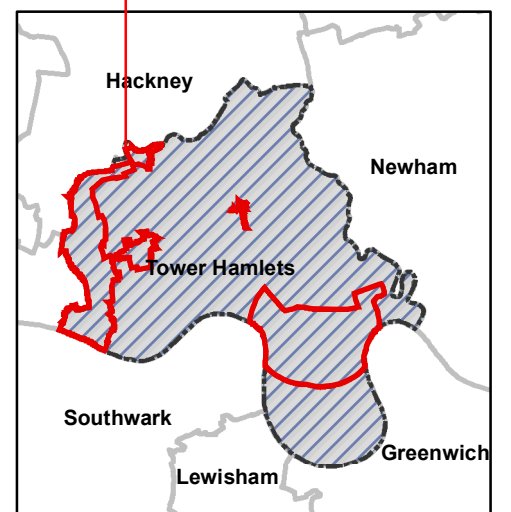


**Article 4 Direction – B1(a) (Offices) to C3 (Residential)**

- Legend**
- Area to which Article 4 Direction applies
  - Borough Boundary

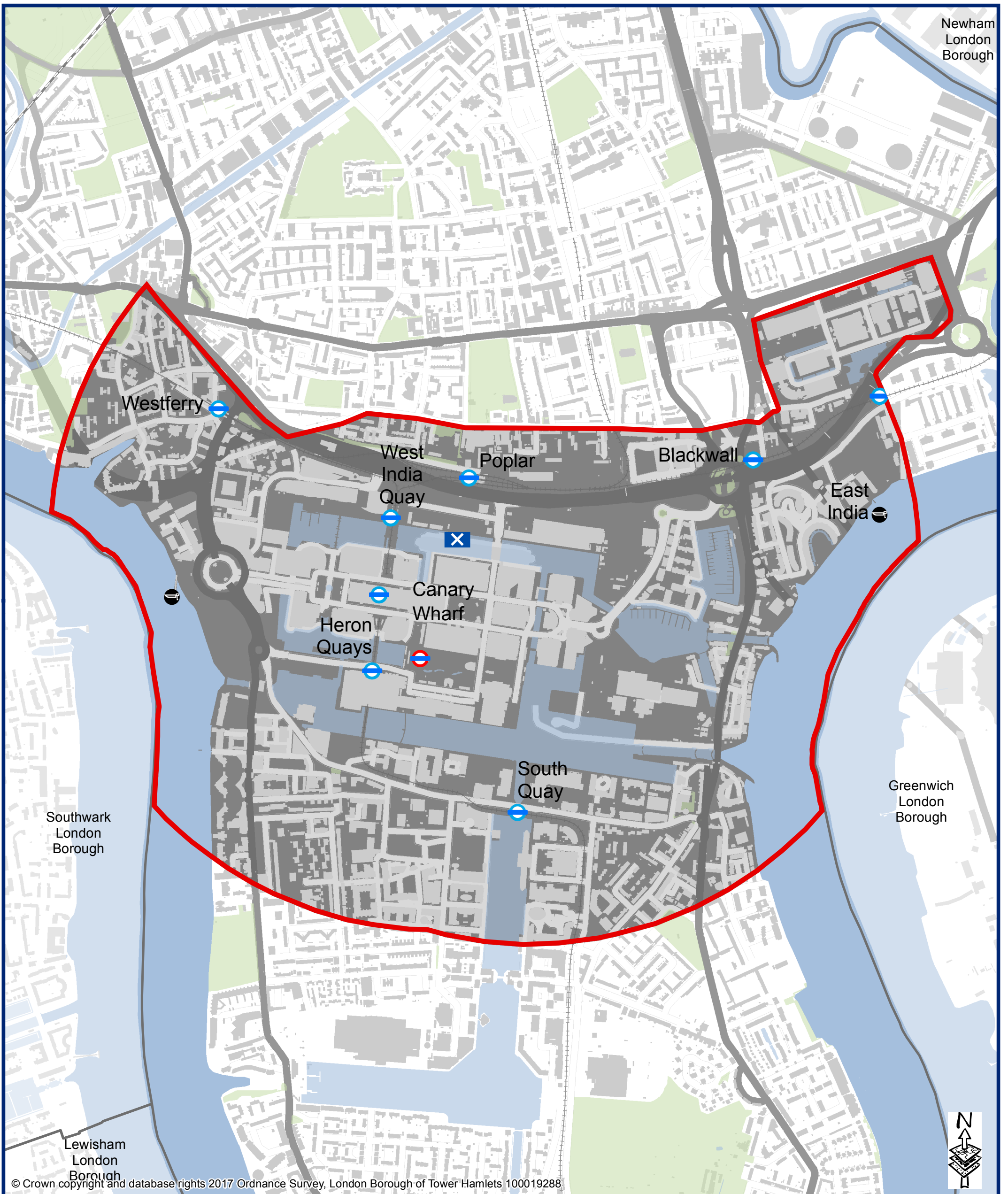


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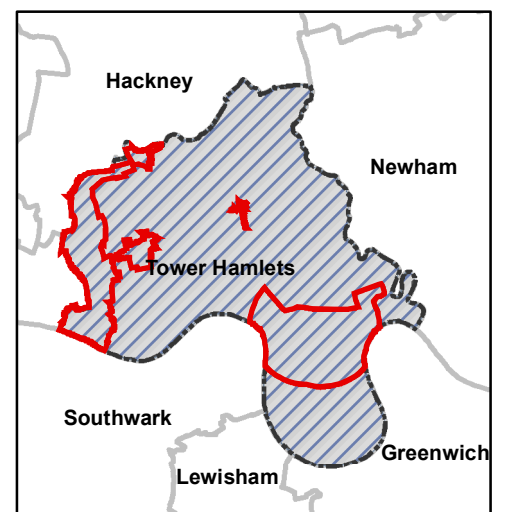
**Article 4 Direction – B1(a) (Offices) to C3 (Residential)**

**Legend**  
 Area to which Article 4 Direction applies

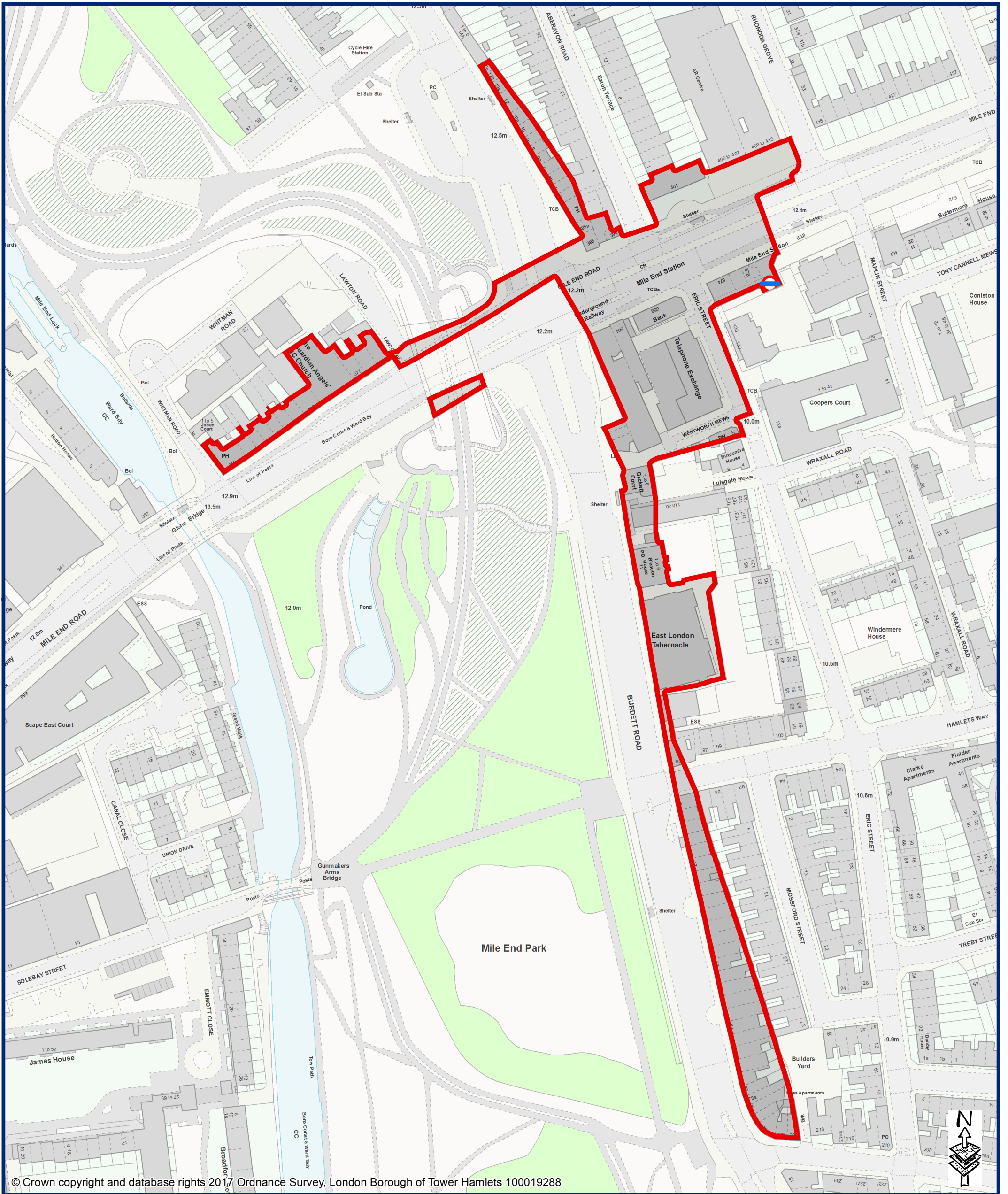
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 Miles



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Place Directorate



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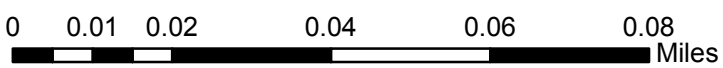


### Article 4 Direction – B1(a) (Offices) to C3 (Residential)

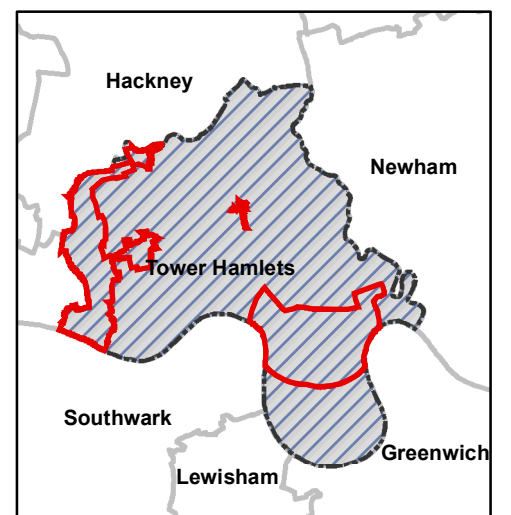
**Legend**

 Area to which Article 4 Direction applies

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## **Appendix 2 - Justification for Article 4 Direction – Office to Residential**

### **Introduction & Background**

- 1.1 The importance and significance of employment land (within the ‘B’ uses of the Town and Country Planning (Use Classes) Order 1987 (as amended)) and floorspace for providing jobs and fuelling economic growth and regeneration in the borough is recognised by the Council. Alongside economic growth strategies and programmes of support for local enterprise, the Council actively seeks to protect and improve such business land and floorspace through the planning process by protecting existing viable employment land and floorspace, designating key employment clusters and areas of employment activity and supporting new employment space in the most viable locations. This not only supports existing businesses, helping them to thrive, but also to encourage new enterprise and growth to provide job opportunities for local people.
- 1.2 The majority of employment space in the borough is within the B1(a) use class, which predominantly consists of offices. Offices also make up the bulk of the borough’s significant projected future employment growth as set out in the Greater London Authority’s (GLA) London Plan and this is reflected by the recent ‘Employment Land Review’ (ELR) (2016) produced as evidence for the Council to support its own new Local Plan (anticipated to be adopted in 2018). The GLA projection forecasts 125,000 new jobs in the borough in the period to 2031 of which approximately 122,500 will be within offices. This equates to a need of approximately 1.4 million square metres (sqm) of additional B1(a) floorspace. A lower (minimum) projection produced by Experian forecasts almost 36,000 new jobs which requires around 436,000sqm of additional floorspace.
- 1.3 The ELR assessed that when existing permissions for gain or loss of B1(a) floorspace is taken into account there is a surplus of floorspace available which means the minimum Experian growth projection can be exceeded by 401,000sqm. However, compared to the higher GLA projection there is a shortfall of 547,000sqm.
- 1.4 On 30<sup>th</sup> May 2013 the Town and Country Planning (General Permitted Development) Order 1995 was amended to enable permitted development (PD) – in other words a change of use without need for a full planning application – from offices (B1(a)) to residential (C3) via a process known as “Prior Approval”. This was initially introduced for a period of three years, but was subsequently made permanent. Offices need not be vacant to be converted. The only stipulation was that they were (or had been, in the case of vacant properties) in office use (B1(a)) before 30<sup>th</sup> May 2013 and that there were no concerns for the local authority arising from:

- Transport and highways impacts of the development
  - Contamination risks on the site
  - Flooding risks on the site
- 1.5 Properties coming into use as offices from 30<sup>th</sup> May 2013 onwards were not eligible for this form of permitted development.
- 1.6 Prior to introduction of this PD, the provision of B1(a) floorspace in the borough could be managed through the planning system to ensure proper consideration of proposals which might result in the loss or reduction B1(a) floorspace. Since its introduction, the ability of the Council to maintain sufficient floorspace to help meet future projected need has been undermined.
- 1.7 The Government's intention to introduce this permitted development right was communicated to local authorities in January 2013. At that point they were given the opportunity to apply for exemptions, with the Council duly making such an application<sup>1</sup> while also objecting to this PD right more generally.
- 1.8 The application for exemption was successful in part, with two exemption areas being agreed within the borough<sup>2</sup>:
- The area of the borough to the west which is covered by the GLA's City Fringe Opportunity Area Planning Framework and the Central Activities Zone designation.
  - The area of the borough to the east which is covered by the Isle of Dogs Community Infrastructure Levy (CIL) charging schedule.
- 1.9 Both of those areas contain a significant volume of existing and potential B1(a) floorspace including employment clusters of international significance and strategic importance to London. Land values for residential use are very high in those areas, making residential development lucrative in comparison to commercial uses. Without the exemption, it is likely that a significant quantum of B1(a) floorspace may have been lost. However, the exemption will cease on 31<sup>st</sup> May 2019.
- 1.10 Furthermore, residential developments arising from permitted development from offices are not required by the legislation to provide the affordable housing, amenity space, child playspace or minimum space standards that might be expected of proposals subject to full planning applications. Given the height and scale of many existing office buildings within the exemption areas, it is quite plausible that residential conversions would severely constrain the Council's ability to provide sufficient affordable housing to meet identified need and to ensure appropriate living standards for the health and wellbeing of future residents.

<sup>1</sup>Map 2 - [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/197656/Maps\\_1.8-1.9\\_London\\_Borough\\_of\\_Tower\\_Hamlets.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/197656/Maps_1.8-1.9_London_Borough_of_Tower_Hamlets.pdf)  
<sup>2</sup>Map 1 - [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/197656/Maps\\_1.8-1.9\\_London\\_Borough\\_of\\_Tower\\_Hamlets.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/197656/Maps_1.8-1.9_London_Borough_of_Tower_Hamlets.pdf)

## **Mechanism to maintain exemption from PD**

- 2.1 In order to remove PD to respond to local circumstances, local authorities may make what are termed 'Article 4' directions. Article 4 directions may be made and implemented immediately (following a period of statutory consultation of no less than twenty-one days), in which case for a one year period local authorities are liable to compensate landowners affected by the Article 4. Compensation is the difference between the capital value of the property had permission been granted and the capital value of the property without planning permission. For example, if with planning permission a property is valued at £1,000,000 but without the value is £600,000, the Council would have to pay the landowner £400,000 if an application is submitted but refused. There is no reimbursement for fees associated with attempting to obtain planning permission. To avoid compensation payments, non-immediate Article 4 directions can be made which take effect at least one year from the date of issue.
- 2.2 Without the Council bringing forward an Article 4 direction to remove permitted development, as is advocated by the GLA, there is a substantial risk that the employment function of many of the borough's key employment areas would be undermined and the ability to meet projected future employment growth would be constrained. Therefore it is vital that the Council takes steps to maintain the current exemptions in place beyond the cessation date of 31<sup>st</sup> May 2019 by making and issuing an Article 4 direction in a timely manner; it must be adopted by 31<sup>st</sup> May 2018 to avoid any payment of compensation. That deadline is critical, as due to the high land values in the borough the Council's financial liability should an immediate Article 4 direction become necessary could be considerable.

## **Policy Context**

- 3.1 Further to qualitative and quantitative evidence within the ELR which justify seeking to maintain the existing exemption, there are also policy justifications at national, regional and local levels which support the introducing an Article 4 direction. These are set out below.

### National

- 3.2 At the national level, the National Planning Policy Framework (NPPF) centres on sustainable development consisting of an economic, social and environmental role. This includes providing the supply of housing to meet the needs of current and future generations, but also providing sufficient land in the right places to support economic growth. Paragraph 18 states the Government's commitment to securing economic growth in order to create jobs and prosperity, and paragraph 19 places significant weight on supporting economic growth through the planning system. Paragraph 21 includes provision to plan positively 'for the location, promotion and expansion of networks of knowledge driven, creative or high technology industries'. While

Paragraph 47 seeks to significantly boost the supply of housing and Paragraph 51 supports redevelopment of commercial buildings where there is need for housing in the area, it is made clear this should not occur where strong economic reasons would make such development inappropriate. As such the economic importance of the existing exemption areas would justify bringing forward an Article 4 direction which allows the Council to properly plan for economic growth in the most important locations. Moreover, the NPPF states that Article 4 directions should be used in “situations where (this is) necessary to protect local amenity or the well-being of the area”.

### Regional (London)

- 3.3 While the Mayor of London recognises the pressing need for more homes in London through London Plan Policy 3.3 (2015), so is the strategic significance of the borough’s office provision within the existing exemption areas also acknowledged. This is principally through the London Plan (2015) but specific supplementary guidance and demonstration of the need to maintain exemption areas through Article 4 is provided through the Central Activities Zone (CAZ) Supplementary Planning Guidance (SPG) (2016). The SPG also covers the north of the Isle of Dogs.
- 3.4 The SPG sets out that residential uses are not appropriate within the ‘commercial cores’ of the City of London and the north of the Isle of Dogs (Table 1.1 of page 16). Those cores are considered to align with the borough’s Preferred Office Locations (POLs)<sup>3</sup>, designated through the existing Local Plan (Core Strategy 2010 and Managing Development Document 2013) and proposed to be carried forward when the next Local Plan is adopted. This is to enhance and promote the unique role of the CAZ to ensure that office provision is not strategically constrained and that there is provision for a range of occupiers. Further to the commercial core, the CAZ SPG also calls for office and other strategic functions to be given greater weight relative to residential use in what they have referred to as a secondary ‘Zone B’ and equal weight within a ‘Zone C’. The areas of the borough categorised as Zones B and C have been identified through a study (Preferred Office Location Boundary Review, 2017) produced in support of the Council’s new Local Plan. Therefore an unmanaged adjustment to the nature and character of those areas would risk undermining their strategic significance and designated functions.
- 3.5 Outside of the CAZ, the remainder of the borough’s current western exemption area is covered by the GLA’s Fringe City Fringe Opportunity Area Planning Framework (OAPF), 2015<sup>4</sup>. This area includes ‘Tech City’ which is a cluster of digital and creative businesses, and ‘Med City’ which is a Mayor of London initiative to establish a world-leading centre for life sciences. Whitechapel is an important Med City location. OAPF objectives include ensuring there is the space for continued

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<sup>3</sup> <http://www.towerhamlets.gov.uk/Documents/Planning-and-building-control/Strategic-Planning/Neighbourhood-Planning/Adopted-Policies-Map.pdf>  
<sup>4</sup> Map available in Figure 1.4, [https://www.london.gov.uk/sites/default/files/city\\_fringe\\_oapf\\_adopted\\_dec\\_2015.pdf](https://www.london.gov.uk/sites/default/files/city_fringe_oapf_adopted_dec_2015.pdf)



business growth in the City Fringe, striking the appropriate balance between residential and commercial development and supporting the mix of uses that make the City Fringe special. Significantly, Strategy 2 (Protecting a Quantum of Workspace Needed to Facilitate Growth) notes that removal of the current exemption could lead to significant harm to the growth potential of the City Fringe. As such, the OAPF proposes Article 4 directions be made by the relevant local authorities to ensure that London's nationally and internationally significant business locations are safeguarded. Paragraph 2.16 suggests potential evidence that would support such Article 4 directions.

- 3.6 A number of policies within the London Plan itself also promote office and employment uses and help to manage development that comes forward concerning office uses. For example, Policies 2.10 and 2.11 refer to the importance of office space within the CAZ to London's economy and Policy 2.13 cites the City Fringe as supporting London's critical mass of finance and business services alongside other activity such as the creative industries. Policy 2.15 requires town centres to accommodate economic activity, and Policy 4.2 addresses sustaining and developing London's dynamic clusters and specialist functions through its office stock.

Local (Tower Hamlets)

- 3.7 The Council's emerging Local Plan (Regulation 18 version consulted on between November 2016 and January 2017) supported by the most up-to-date evidence base contains designated employment areas, as is the case with the existing adopted Local Plan (Core Strategy (2010) and Managing Development Document (2013)). The relevant designations are the Preferred Office Locations (POLs) and Local Employment Locations (LELs); LELs are referred to as Local Office Locations (LOLs) within the current adopted Local Plan. All of the POLs and three of the four LOLs proposed to be taken forward within the new Local Plan are within the existing exemption areas. Those exemption areas also contain a number of designated town centres, also recognised as important in providing offices which meet the needs of more local markets.

- 3.8 The current Local Plan policies relevant to B1(a) floorspace are as follows:

Core Strategy (2010)

- Spatial Policy 06

Managing Development Document (2013)

- Policy DM15 (Local job creation and investment)
- Policy DM16 (Office locations)

The emerging new Local Plan policies as consulted on between November 2016 and January 2017 are as follows:

- Strategic Policy EMP1 (Investment and Job Creation)
- Strategic Policy EMP2 (Employment Locations)
- Strategic Policy EMP3 (Provision of New Employment Space)
- Policy EMP4 (Protecting Employment)
- Policy EMP5 (Redevelopment within the Borough's Employment Areas)
- Policy EMP6 (Providing Affordable Workspace)

3.9 Both the new and existing Local Plans seek to retain employment space including offices where it continues to meet a need, and supports and promotes the role of the designated areas. Existing policies have been effective in retaining office space where it remains viable and delivering new office space particularly within the designated employment areas. Proposed policy seeks to strengthen protection of existing floorspace and promote the delivery of new floorspace to meet the projections outlined in paragraph 1.2. As the PD right undermines the intent of these and the proposed policies, an Article 4 direction to maintain exemption from PD would be justified.

### **The Borough's Supply of Offices**

- 4.1 There are offices located throughout the borough. The most significant concentrations can be found within the City Fringe and around the north of the Isle of Dogs, within which all of the borough's non-industrial designated employment areas are located. These meet the needs of a variety of occupants, with the Council's ELR (2016) noting that demand is fragmented; it varies from multi-national institutions to secondary office space attracting companies seeking a cheaper alternative to the City of London and the West End to a local market meeting the needs of local people. There is also substantial provision of flexible workspace for start-ups, SMEs and creative industries.
- 4.2 The designated employment areas, which include POLs and LELs, contain a significant proportion of the borough's office floorspace. There is also substantial office provision elsewhere throughout the City Fringe of various typologies, such as large purpose-built offices, period conversions and small units provided as part of new developments. Around the Canary Wharf POL and Blackwall LEL within the current Isle of Dogs CIL charging area exemption zone are a number of more recent office developments, completed from the 1980s onwards, of varying scales. This area also has significant capacity for additional office space.

- 4.3 Elsewhere there are some purpose-built office buildings around the borough which tend to be of a smaller scale to those within the City Fringe and around the north of the Isle of Dogs. There are also a number of small units, for example on the ground floor of recent residential developments.

### **The Need for Offices**

- 5.1 GLA employment projections suggest that 125,000 additional jobs may be provided in Tower Hamlets across the new Local Plan period (2016-2031). The majority of those jobs are within offices. Of the 125,000 jobs, 110,000 will be within the area of the Isle of Dogs and South Poplar Opportunity Area Planning Framework (OAPF). This figure is based on past delivery and the capacity of Tower Hamlets to deliver significant new office space; the presence of concentrations of offices and a large future pipeline itself draws demand from other boroughs. A second lower projection provided by Experian suggests a growth in jobs of 35,716. That figure takes a view of overall growth across London and spreads it more equally between boroughs. Broadly, this equates to a need of between 404,000 and 1.4 million square metres of additional floorspace based on a figure of 11.3 square metres pre job<sup>5</sup>.
- 5.2 While the Council's 2016 Employment Land Review identifies sufficient capacity in the borough to exceed the lower projection, it is not clear whether the most ambitious GLA figure can be met. Nonetheless, uncontrolled loss of existing offices risks undermining the borough's supply of floorspace and its ability to meet projections. This is especially the case if losses were to occur at some of the borough's largest employment sites.

### **Office to Residential Permitted Development Conversions to date**

- 6.1 As of March 1<sup>st</sup> 2017, in total there have been 109 Prior Approvals submitted since the office-residential permitted development came into force. Of those, 66 were granted, 18 were refused and 18 were withdrawn. Decisions were outstanding on the remaining 6.
- 6.2 The Prior Approvals that have been granted will result in the creation of 988 homes. Of those, at least 83 are on sites providing less than 10 units and 905 are on sites providing more than 10 units.
- 6.3 Based on a policy compliant unit mix, that means that potentially there are 317 new market homes being provided that should be within affordable tenures. It is also likely, on the basis of Prior Approvals submitted to date where information on the dwelling mix has been included, that almost all homes being provided through office-residential conversion are studios, 1-beds and 2-beds. This means that the borough's need for family homes is not being addressed through these developments.

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<sup>5</sup> Figure from GLA's London Office Policy Review, 2014

- 6.4 Housing space standards as set out in Policy DM4.1 of the Managing Development Document (2013) state a minimum size of 50sqm for a one bedroom flat for two people. It is likely that the vast majority of new housing provided through conversion of offices will be one and two bedroom flats. Using the figure of 50sqm, the 988 homes which could be created through this form of PD would equate to the loss of 49,400sqm of B1(a) floorspace. Using the ELR figure of 11.3sqm per job, this equates to the potential loss of 4,371 jobs.

## **Conclusion**

### *Need for an Article 4 direction*

- 7.1 Fundamentally, an Article 4 direction is needed to maintain the Council's ability to manage development within key locations to ensure that the strategic role of the borough's employment locations are maintained, that the need for employment space can be met, and that Council, GLA and national economic objectives can be achieved. The significance of the areas of the borough to be protected through an Article 4 was recognised by Government when the areas of exemption were agreed in 2013. The announcement of 13<sup>th</sup> October 2015 that office to residential permitted development would become permanent gave until 2019 for the current exemption to cease to allow local authorities sufficient time to bring forward Article 4 directions. Paragraph 1.2.2 of the GLA's CAZ SPG states the Mayor of London's strategic support for an Article 4 that would protect the CAZ, Tech City and the north of the Isle of Dogs.
- 7.2 Within Canary Wharf, the thirteen largest office buildings provide around 1.1 million square metres of office space. Therefore, the conversion of just two of those buildings would start to put severe pressure on the borough's ability to meet office floorspace needs. When it is considered that Canary Wharf constitutes just one of five POLs, and that elsewhere within the City Fringe and north of the Isle of Dogs area there is also a significant quantum of office floorspace outside of designated areas, without the intervention of an Article 4 direction it would take just a small proportion of conversions to leave the borough with a shortage.
- 7.3 It should be noted that bringing forward an Article 4 direction would not indicate that all change of use from B1(a) to residential would be inappropriate and would not be supported. It just ensures that any such proposals are properly assessed and considered to make sure that only floorspace that is genuinely unviable is permitted for conversion.

### Implications of not making an Article 4 direction

- 7.3 Failure to make an Article 4 direction to remove permitted development from office to residential would likely have a major impact not just on the Council's ability to provide sufficient employment space to meet projections but also on its ability to ensure appropriate housing is provided to meet identified need.
- 7.4 Should new housing come forward at a significant scale through permitted development in the current exemption areas it is highly likely to compromise the supply of affordable and family housing to meet need. The reasons for this are twofold. Firstly, with no management on unit and tenure mix schemes brought forward through permitted development, schemes are likely to focus on providing smaller one and two-bed market units. Secondly, a significant quantum of homes coming forward through permitted development is likely to act as a barrier to other sites subject to full applications. This is because developers would be unwilling to flood the local market with new homes which would lead to downward pressure on prices and thus impact viability. Without such sites coming forward the affordable and family housing and supporting infrastructure expected of such developments would not materialise. Furthermore, the lack of minimum size and amenity requirements for such conversions could lead to negative impacts on the health and wellbeing of residents.
- 7.5 The other major implication is that the role and function of the borough's employment areas could be undermined, as described previously.
- 7.6 There are potentially negative impacts on businesses arising of the supply of office space being lost. Fundamentally, viable businesses may be displaced as there is no requirement that offices are vacant when Prior Approvals are submitted. Secondly, an increase in rents partly through the supply of employment space becoming restricted and partly because of competing land values could negatively impact existing businesses and act as a disincentive to new businesses moving in.

### Recommendation

- 7.7 In light of the information and evidence provided above, **it is recommended that a non-immediate Article 4 direction to remove permitted development from B1(a) to C3 is made and issued by 31<sup>st</sup> May 2018 to take effect from midnight on 1<sup>st</sup> June 2019.** The Article 4 should cover the entirety of the current areas of exemption, along with some additional areas that contain office space that it would be beneficial to maintain. The areas of coverage are set out in Annex 1 and should be reflected on the maps published to accompany the Article 4 direction.

## Process required to bring forward an Article 4 Direction in line with the recommendation

### Requirements and Process

- 8.1 The preparation of an Article 4 direction must include the following:
- Confirmation of the change of use to be addressed by the Article 4 direction
  - Identification of the geographical boundaries to which the Article 4 will apply, and for that information to be mapped and recorded
  - Compilation of robust and up-to-date evidence to justify the Article 4 direction and the boundaries/properties to which it would apply.
  - Consideration of whether an immediate Article 4 direction is required, and if so for an assessment to be completed to identify the likely financial liability and risks to the Council from doing so
  - Undertaking public consultation for a period of at least twenty-one days, including publishing a Public Notice on the Council's website and in local press, displaying site notices at locations to be covered, and informing the Secretary of State in writing
  - Confirmation of the Article 4 by Full Council
  - Publication of the confirmed Article 4 direction

### Proposed Timescales

- 8.2 Where up-to-date evidence is available the resource required (both human and financial) to take forward an Article 4 direction is relatively limited. The majority of work required is related to the reporting requirements for permission to consult (Cabinet) and confirmation of the Article 4 direction (Full Council).
- 8.3 As noted in paragraph 1.2, the Council is in receipt of its own up-to-date evidence base on employment uses. Furthermore, there is additional justification and support for such an Article 4 from the GLA through the London Plan (in particular the Central Activities Zone Supplementary Planning Guidance). Therefore, the recommended Article 4 is ready to be taken forward.
- 8.3 An indicative timetable for making the recommended Article 4 is outlined below:

Task		Date
Completion of justification and supporting documents		09/06/17
Permission to consult	DMT	19/06/17
	CLT	19/07/17
	MAB	08/08/17
	Cabinet	19/09/17
Public consultation		02/10/17 – 12/11/17

Consideration of consultation responses, completion of final documents for confirmation		13/11/17 – 17/11/17
Permission to publish Article 4 direction	DMT	27/11/17
	CMT	20/12/17
	MAB	16/01/18
	Cabinet	27/02/18
Publication of non-immediate Article 4 direction		01/06/18
Article 4 direction takes effect		01/06/19

- 8.4 In the event that re-consultation is necessary (this will generally be as a result of direction by the Secretary of State), an alternative indicative timetable is set out below:

<b>Task</b>		<b>Date</b>
Completion of justification and supporting documents		09/06/17
Permission to consult	DMT	12/06/17
	CMT	05/07/17
	MAB	18/08/17
	Cabinet	19/09/17
Public consultation		02/10/17 – 12/11/17
Consideration of consultation responses, preparation for re-consultation		13/11/17 – 24/11/17
Re-consultation period		27/11/17-07/01/18
Consideration of consultation responses, completion of final documents for confirmation		08/01/18 – 12/01/18
Permission to confirm Article 4 direction	DMT	22/01/18
	CMT	14/02/18
	MAB	06/03/18
	Cabinet	27/03/18
Publication of non-immediate Article 4 direction		01/06/18
Article 4 direction takes effect		01/06/19

## **Annex 1: Areas to be covered**

It is proposed that the primary areas of focus for the Article 4 direction are the existing exemption areas which are:

1. The area in the west of the borough currently covered by an exemption which consists of the Central Activities Zone and the City Fringe OAPF area.

The following designations can be found within this existing boundary:

- Aldgate Preferred Office Location
- Around Tower Gateway East Preferred Office Location
- Around Tower Gateway South Preferred Office Location
- Around Tower Gateway West Preferred Office Location
- Bishopsgate Road Corridor Preferred Office Location
- Brick Lane District town centre
- Cambridge Heath Local Employment Location
- Cambridge Heath Neighbourhood town centre
- City Fringe Activity Area (partial)
- Columbia Road Neighbourhood town centre (partial)
- Redchurch Street Neighbourhood town centre
- Thomas More Neighbourhood town centre
- Whitechapel District town centre
- Whitechapel Local Employment Location

2. The area in the east of the borough currently covered by an exemption which consists of the Isle of Dogs CIL Charging area

The following designations can be found within this existing boundary:

- Barkantine Estate Neighbourhood town centre (partial)
- Canary Wharf Major town centre
- Canary Wharf Preferred Office Location
- Isle of Dogs Activity Area (excluding land south of 45 Millharbour and north of 1 Greenwich View Place)
- Poplar High Street Neighbourhood town centre (partial)
- South Quay Neighbourhood town centre

In addition to the existing exemption area, it is also proposed that the following locations are also included within the Article 4 direction:

- Blackwall Local Employment Location
- Cambridge Heath Local Employment Location (area not currently exempted)
- Cambridge Heath Neighbourhood town centre (area not currently exempted)
- Mile End Neighbourhood town centre
- Whitechapel Local Employment Location (area not currently exempted)



## **Annex 2: Justification for inclusion of additional areas**

### **1. Cambridge Heath Local Employment Location & Cambridge Heath Neighbourhood town centre**

This extension consists of just a few properties – the remainder of 2 Hare Row/513 Cambridge Heath Road; 222-278 Cambridge Heath Road; 281-289 Cambridge Heath Road; and the remainder of 67 Vyner Street. This would ensure consistency across the two Local Plan policy designations in Cambridge Heath (Local Employment Location and Neighbourhood Town Centre).

### **2. Mile End Neighbourhood town centre**

This extension consists of the entirety of the Mile End Neighbourhood town centre. This is recommended by the Council's recent Employment Land Review due to its potential to absorb the future displacement of local and CAZ related businesses, along with having excellent connectivity.

### **3. Whitechapel Local Employment Location**

This extension consists of the properties around Vine Court; land between Walden Street and Stepney Way; and land between Varden Street and Stepney Way. As well as ensuring consistency across the Local Plan designations (Local Employment Location and District Town Centre), this was also recommended by the Council's ELR.

### **Annex 3: Evidence Base & Supporting Information**

- National Planning Policy Framework, DCLG, 2012
- City Fringe Opportunity Area Planning Framework, Greater London Authority, 2015
- The London Plan, The Spatial Development Strategy for London Consolidated With Alterations Since 2011, Greater London Authority, 2016
- Central Activities Zone Supplementary Planning Guidance, Greater London Authority, 2016
- Core Strategy, London Borough of Tower Hamlets, 2010
- Managing Development Document, London Borough of Tower Hamlets, 2013
- Tower Hamlets Employment Land Review, Peter Brett Associates, 2016
- Tower Hamlets Draft Local Plan 2031, London Borough of Tower Hamlets, 2016
- Preferred Office Location Boundary Review, Peter Brett Associates, 2017

## EQUALITY ANALYSIS QUALITY ASSURANCE CHECKLIST

<b>Name of 'proposal' and how has it been implemented</b> (proposal can be a policy, service, function, strategy, project, procedure, restructure/savings proposal)	<b>Article 4 Direction – Office (B1a) to Residential (C3)</b>
<b>Directorate / Service</b>	<b>Strategic Planning - Plan Making Directorate of Place</b>
<b>Lead Officer</b>	<b>Tom Clarke</b>
<b>Signed Off By (inc date)</b>	<b>Marissa Ryan-Hernandez (04/07/2017)</b>
<b>Summary – to be completed at the end of completing the QA (using Appendix A)</b>	<div style="display: flex; align-items: flex-start;"> <div style="width: 20px; height: 20px; background-color: green; margin-right: 10px;"></div> <div> <p><b>Proceed with implementation</b></p> <p>As a result of performing the QA checklist, the project does not appear to have any adverse effects on people who share <i>Protected Characteristics</i> and no further actions are recommended at this stage.</p> </div> </div>

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Stage	Checklist Area / Question	Yes / No / Unsure	Comment (If the answer is no/unsure, please ask the question to the SPP Service Manager or nominated equality lead to clarify)
<b>1</b>	<b>Overview of Proposal</b>		
a	Are the outcomes of the proposals clear?	Yes	The Article 4 direction will prevent the unmanaged loss of office space in the borough's most important areas for employment, thus helping to maintain jobs and opportunities available to local people of all needs and backgrounds. The Article 4 direction will also help prevent housing coming forward that may not meet standards normally required



			<p>through the Local Plan such as provision of amenity space. In particular, the permitted development from offices to residential does not oblige developers to provide affordable housing. Therefore the Article 4 direction can help make sure that where residential development is proposed it provides sufficient affordable housing to help meet identified needs including from the BME community and people with disabilities.</p> <p>In terms of statutory public consultation, this is guided by legislation. While Article 4 directions are not referenced within the Council's Statement of Community Involvement (SCI) (2012) the consultation will be carried out in the spirit of the SCI. This will include extending the consultation period from the minimum of four weeks to six weeks which maximise the opportunity for people of all needs and backgrounds to submit representations. It will also mean contacting a wide range of consultees including community groups and representative groups to ensure a diverse group of people are given the opportunity to comment.</p>
b	Is it clear who will be or is likely to be affected by what is being proposed (inc service users and staff)? Is there information about the equality profile of those affected?	Yes	The SCI sets out how, when and where the council will consult with local and statutory stakeholders in the process of planning for the local authority area, both in producing development plan documents and in carrying out the development control function. The document take account of the wide ranging community involvement in planning to make sure all our communities can have a say in the Council's planning decision making processes, including language diversity issues, knowledge of planning issues, age, the business community, residential who are likely to be most affected by what is proposed through the planning system, consultation period and on and off-line services.
<b>2</b>	<b>Monitoring / Collecting Evidence / Data and Consultation</b>		
a	Is there reliable qualitative and quantitative data to support claims made about impacts?	Yes	There are adequate demographic data and other data sets that can be used to support claims about impacts arising from

			the Article 4 direction.
b	Is there sufficient evidence of local/regional/national research that can inform the analysis?	Yes	The Article 4 direction is underpinned by evidence base including the Employment Land Review (ELR) (2016) prepared for the Council and is supported by the Mayor of London as articulated through the London Plan, City Fringe Opportunity Area Planning Framework and their supporting documents. Those documents were themselves subject to public consultation.
c	Has a reasonable attempt been made to ensure relevant knowledge and expertise (people, teams and partners) have been involved in the analysis?	Yes	The Article 4 direction has been prepared utilising officers from across the Council, and has been prepared in accordance with relevant legislation.
d	Is there clear evidence of consultation with stakeholders and users from groups affected by the proposal?	Yes	The purpose of the statutory consultation is to obtain representations from persons with an interest in the Article 4 direction. The SCI encourages public participation in planning decisions. By according with the SCI it can be ensured that any groups impacted by or with an interest in the Article 4 direction may have a say.
<b>3</b>	<b>Assessing Impact and Analysis</b>		
a	Are there clear links between the sources of evidence (information, data etc) and the interpretation of impact amongst the nine protected characteristics?	N/A	The nature of Article 4 direction means that it seeks to protect strategically important employment land and prevent housing coming forward that may not contribute to the borough's need for affordable and family housing and may not provide elements beneficial to the wellbeing of future inhabitants such as minimum space standards and amenity space. As such It is considered the Article 4 direction would prevent negative impacts amongst the nine protected characteristics.
b	Is there a clear understanding of the way in which proposals applied in the same way can have unequal impact on different groups?	N/A	As stated above.
<b>4</b>	<b>Mitigation and Improvement Action Plan</b>		
a	Is there an agreed action plan?	N/A	The SCI, with which the statutory consultation for the Article 4 direction is according, sets out how, when and where the Council will consult with local and statutory stakeholders.
b	Have alternative options been explored	Yes	The alternative option is not to introduce an Article 4 direction. This would have negative impacts on the

			borough's supply of offices and jobs and on housing standards and as such would have a detrimental impact on protected characteristics.
<b>5</b>	<b>Quality Assurance and Monitoring</b>		
a	Are there arrangements in place to review or audit the implementation of the proposal?	Yes	In terms of proposals for change of use, the number of planning applications submitted that would otherwise have been permitted development can be monitored.  For the statutory public consultation, an Equality Monitoring Form will be available during the consultation stage and the feedback received will be analysed by officers. This will inform the final quality assurance checklist.
b	Is it clear how the progress will be monitored to track impact across the protected characteristics??	N/A	When the Article 4 direction is issued and takes effect, proposals for change of use to residential must be made using a full planning application and accord with the policy requirements within the Local Plan. This includes policies to ensure the quality and suitability of residential accommodation provided for future occupants. The Local Plan and the content within is subject to a full Equalities Impact Assessment. The full impact of the Article 4 direction will not be known as it is likely that several potential conversions from office to residential will simply not come forward upon introduction of the Article 4 direction. However, where applications do come forward an estimate can be made as to the likely quantum of affordable housing that will be provided that otherwise wouldn't have come forward, or indeed where proposals are refused the quantum of office floorspace that would otherwise have been lost.
<b>6</b>	<b>Reporting Outcomes and Action Plan</b>		
a	Does the executive summary contain sufficient information on the key findings arising from the assessment?	Yes	While the Executive Summary does not explicitly refer to protected characteristics, it highlights the implications on housing standards and impact on office floorspace and jobs from this type of permitted development which themselves have an impact on protected characteristics.

## Appendix A

### (Sample) Equality Assessment Criteria

Decision	Action	Risk
<p>As a result of performing the QA checklist, it is evident that due regard is not evidenced in the proposal and / or a risk of discrimination exists (direct, indirect, unintentional or otherwise) to one or more of the nine groups of people who share <i>Protected Characteristics</i>. It is recommended that the proposal be suspended until further work or analysis is performed – via a the Full Equality Analysis template</p>	<p><b>Suspend – Further Work Required</b></p>	<p><b>Red</b></p> 
<p>As a result of performing the QA checklist, the policy, project or function does not appear to have any adverse effects on people who share <i>Protected Characteristics</i> and no further actions are recommended at this stage.</p>	<p><b>Proceed with implementation</b></p>	<p><b>Green:</b></p> 

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**DIRECTION UNDER ARTICLE 4(1)  
LONDON BOROUGH OF TOWER HAMLETS**

**THE TOWN AND COUNTRY PLANNING (GENERAL PERMITTED  
DEVELOPMENT) (ENGLAND) ORDER 2015**

**NOTICE OF MAKING A DIRECTION WITHOUT IMMEDIATE EFFECT MADE  
UNDER ARTICLE 4(1) RELATING TO THE LONDON BOROUGH OF TOWER  
HAMLETS**

Notice is hereby given that the London Borough of Tower Hamlets ('the Council') made an Article 4(1) Direction ('the Direction') on 19<sup>th</sup> September 2017 under Article 4(1) of the Town and Country Planning (General Permitted Development) (England) Order 2015 ('the Order'). The Direction applies to properties shown edged in red line on the plan attached to the Direction and to development described in the Schedule below. The Direction removes for buildings and any land within their curtilage permitted development rights for the development described in the below Schedule. The Direction relates to the following areas: The Central Activities Zone; the area covered by the City Fringe Opportunity Area Planning Framework; the area covered by the Isle of Dogs Community Infrastructure Levy charging area; the areas of the proposed Cambridge Heath and Whitechapel Local Employment Locations and Cambridge Heath Neighbourhood Town Centre not covered by the aforementioned boundaries; the designated Mile End Neighbourhood Town Centre; and the designated Blackwall Local Office Location. Such development shall not be carried out within these areas unless planning permission is granted by the Council on an application made to the Council under Part III of the Town and Country Planning Act 1990 (as amended).

The Direction was made by the Council on **19<sup>th</sup> September 2017** and shall come into force on **1<sup>st</sup> June 2019**. A copy of the Direction, including a map defining the area covered, are available for inspection by viewing on the Council's website <http://www.towerhamlets.gov.uk> or by visiting the Town Hall and the Council's Idea Stores and libraries during normal opening hours.

Representations may be made concerning the Article 4 Direction between 2<sup>nd</sup> October 2017 and 12<sup>th</sup> November 2017. If you wish to make representations you may do so by email to [planmaking@towerhamlets.gov.uk](mailto:planmaking@towerhamlets.gov.uk) or by post addressed to: FREEPOST, Strategic Planning, London Borough of Tower Hamlets, PO Box 55739, London, E14 2BG. Representations must be received **by 23:59 on 12<sup>th</sup> November 2017**.

**SCHEDULE**

Development consisting of a change of use of a building and any land within its curtilage from a use falling within Class B1 (a) (offices) of the Schedule of the Town and Country Planning (Use Classes) Order 1987 (as amended) to a use falling within Class C3 (dwellinghouses) of that Schedule being development comprised within Class O of Part 3 of Schedule 2 to the Order and not being development comprised within any other Class.

For enquiries, email: [planmaking@towerhamlets.gov.uk](mailto:planmaking@towerhamlets.gov.uk) or telephone the Plan Making Team on 020 7364 5009.

Dated this 19<sup>th</sup> September 2017

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**DIRECTION MADE UNDER ARTICLE 4(1)  
London Borough of Tower Hamlets**

**TOWN AND COUNTRY PLANNING (GENERAL PERMITTED  
DEVELOPMENT) (ENGLAND) ORDER 2015**

**DIRECTION WITHOUT IMMEDIATE EFFECT MADE UNDER  
ARTICLE 4(1)**

WHEREAS the Council of **The London Borough of Tower Hamlets** (“the **Council**”) being the appropriate local planning authority within the meaning of article 4(5) of the Town and Country Planning (General Permitted Development) (England) Order 2015 (“the Order”), are satisfied that it is expedient that development of the description(s) set out in the Schedule below should not be carried out on the land shown shaded in red on the attached plan, unless planning permission is granted on an application made under Part III of the Town and Country Planning Act 1990 (as amended).

NOW THEREFORE the said Council in pursuance of the power conferred on them by Article 4(1) of the Order, hereby direct that the permission granted by Class O of Part 3 Schedule 2 of the Order shall not apply to development on the said land of the description(s) set out in the Schedule below:

This DIRECTION is made under article 4(1) of the Order and, in accordance with paragraph 1 of Schedule 3 of the Order shall come into force on 1<sup>st</sup> June 2019.

**SCHEDULE**

Development consisting of a change of use of a building and any land within its curtilage from a use falling within Class B1 (a) (offices) of the Schedule to the Town and Country Planning (Use Classes) Order 1987 (as amended), to a use falling within Class C3 (dwellinghouses) of that Schedule being development comprised within Class O of Part 3 of Schedule 2 to the Order and not being development comprised within any other Class.

This Direction was made this 19<sup>th</sup> day of September 2017.

<<<ENTER SIGNATURE AND SEAL OF THE MAYOR AND BURGESSES OF THE LONDON BOROUGH OF TOWER HAMLETS>>> (and add “in the presence of” with signature)

This Direction was confirmed this 1<sup>st</sup> day of June 2018.

<<<ENTER SIGNATURE AND SEAL OF THE MAYOR AND BURGESSES OF THE LONDON BOROUGH OF TOWER HAMLETS>>> (and add “in the presence of” with signature)

**THIS DIRECTION COMES INTO FORCE ON 1<sup>st</sup> JUNE 2019 IF  
CONFIRMED**

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## **Appendix 1**

# **LONDON BOROUGH OF TOWER HAMLETS**

## **FOOD LAW ENFORCEMENT SERVICE PLAN**

**2017/2018**

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## **Executive Summary**

This is the Council's mandatory annual plan for the effective enforcement of food safety legislation. This plan fulfils the Council's obligations under the Framework Agreement on Local Authority Food Law Enforcement with the Food Standards Agency (FSA). The objective of this plan is to ensure that a programme of food enforcement activity is carried out, providing public confidence that food is produced without risk and sold under hygienic and safe conditions in Tower Hamlets. This plan is a public document and will be published on the Council's website. The layout of the plan is dictated by the Framework Agreement between the Food Standards Agency and Local Authorities.

The plan sets out the aims and objectives of the Environmental Health & Trading Standards (EHTS) Service's Food Team and links team priorities to the Council's core themes. The plan also gives an up to date profile of the Borough, a review of our activities in 2016/17 and our programme of work for 2017/18.

### *Inspection Plan*

In 2016/17, the Food Team carried out 97% of all Food Hygiene inspections due in the higher bands of A-C (100% A, 100% B and 93% C) and 76% of all food standards inspections due in the higher bands of A-B (100% A). Food Standards inspections are seen as a second priority to that of food hygiene as this area of work crosses local authority boundaries.

Food Hygiene examines the businesses processes and procedures in the preparation and service of food. Food Standards examines issues around labelling, composition components of the food and date marking. The inspection programme for both inspection types are led by food hygiene, as the risks are under local control and deemed to be greater. Food Standards inspections are undertaken if the next inspection date from the risk rating assessment score falls during the same year that the food hygiene inspection is due. This therefore results in a lower percentage of food standards inspection being undertaken. However, we have undertaken 100% of all high risk, A-band, food standards inspections.

### *Enforcement*

Enforcement activity was appreciably lower than in the previous three years in terms of food premises emergency closures. There were 11 premises closures in 16/17 comprising 10 emergency prohibitions, and one voluntary closure. The premises closures were for pest infestations; a total of £93, 159.69 fines/costs were issued by the Courts from 6 court cases taken forward last year (£59,168 from 4 cases 15/16).

### *Food Hygiene Rating Scheme*

We currently have 81% of our food premises broadly compliant with food hygiene law, this includes those new premises yet to be inspected. The steady influx of new food businesses accounts for some of this as unrated premises count against this figure; if they remain uninspected we have potentially broadly compliant premises counting against us. We have introduced a triage system to ensure that those who register are contacted to confirm they are actually going to start trading before they are entered on to the database

### *Food for Health*

The Service has continued to receive external funding to continue with the Food for Health Award which aims to create a culture of healthy food choices for residents/workers in the Borough. Whilst a separate Team has been tasked with delivering this initiative the Food Team still raises awareness of the scheme by briefing businesses during inspections. In 16/17 773 Food for Health briefing sessions were carried out. As businesses are only allowed to take part in the scheme if they are broadly compliant, the Food Team has a direct impact on who can and who cannot be included. Briefing work will continue into this year as we have secured funding until April 2017. In 16/17 the Healthy Eating Award Scheme resulted in 18 unique premises awards and 32 renewals/upgrades.

### *Reducing Inspection Burdens*

We have reviewed our services to determine if the inspection burden can be lifted on local businesses but ensuring that hazards are controlled to ensure public health is not at risk. We have done this where the risk rating indicates that the business is broadly compliant. This has enabled extra focus on the higher risk premises, to reduce the risk of inadequate food safety management.

As a result of the Central Government spending review, we may not be able to inspect all those premises that fall due in 2017/18. Those premises that may not be inspected have been selected due to their low risk nature. This may be because of the foods sold or because there are other monitoring regimes that are in place for the premises. Premises that fall into this category are wet pubs, low risk schools and pharmacies.

As stated above, food hygiene work takes priority over standards work. "A" rated standards inspections are the only standards work that is built into the inspection programme as a priority 100% of the premises rated A for standards will be inspected. B and C rated standards inspections are accounted for in the programme, but are largely picked up where hygiene inspections are due. There are 859 standards inspections due (as of 01/04/17). 15 are A rated and so will have to be inspected for standards only. B and C standards inspections that are due outside the hygiene programme and are unlikely to be inspected unless for example a complaint is received or officers carry out sampling at the premises.



- 1            **SERVICE AIMS AND OBJECTIVES**
- 1.1            Aims and objectives
- 1.1.1          To promote and regulate food safety, food standards, health and safety in food premises.
- 1.1.2          To provide advice and education to all sectors of the community on food safety matters. The promotion of Food for Health award in conjunction with Public Health in the fast food outlets with the aim to reduce obesity in children.
- 1.1.3          To prevent the spread of infectious disease and food poisoning and investigate outbreaks.
- 1.1.4          Health and Safety including smoke free enforcement and advice and accident investigation.
- 1.1.5          Animal welfare and the control of zoonotic diseases.
- 1.2            Links to Corporate objectives and plans
- 1.2.1          The Food Law Enforcement Service Plan is designed to meet customer needs and our services are provided with reference to the:
- Community Plan
  - Council's Strategic Plan
  - Directorate's Annual Plan
  - Divisional Service Plan
  - Council's Enforcement Policy
- 1.2.2          The activities of the Environmental Health & Trading Standards (EHTS) - Food Team are linked where possible to these strategies, policies and objectives. These are set out in the Team Plan which details amongst other issues, the Food Enforcement objectives for the year and defines the performance that has been set to meet these targets. The Team also has a statutory function and is linked through to the Food Standards Agency, Health and Safety Executive, Department of Food and Rural Affairs, Animal Health Agency and Public Health England.
- 1.2.3          The aim of the Community Plan is to:
- Improve the lives for all those living and working in the Borough*

1.2.4 The Council will realise its overall Vision for the Borough through four core themes, underpinning these themes is the commitment to One Tower Hamlets:

- A great place to live
- A Prosperous Community
- A Safe and Cohesive Community
- A Healthy and Supportive Community

1.2.5 The aim of the EHTS Food Team is to protect residents, visitors and businesses by:

- *The enforcement of consumer legislation by way of inspection, audit, complaint investigation, awards, training/advice and enforcement.*
- *Advising consumers on the resolution of civil disputes with traders.*
- *Promoting and regulating food hygiene/safety and standards of health and safety both in the workplace and at public events in the Borough*
- *Preventing the spread of infectious disease and food poisoning, and the investigation of outbreaks*
- *Issue and enforcement of “approvals” covering a range of activities concerning products of animal origin (POAO) in manufacturing premises.*
- *Developing partnerships with businesses, regeneration initiatives and other organisations in the Borough*
- *Involving ourselves in national strategies i.e. Obesity Strategy*
- *Promotion of business awards for smoke free and healthy eating in conjunction with public health services*
- *Animal welfare and the control of zoonotic infections (infections that pass from animals to humans)*
- *Allowing members of the public to make an informed decision on which establishments they eat in/buy food from by informing them of the general hygiene standard of premises via the FHRS and the affiliated website, window stickers and certificates.*

1.2.6 The Food Law Enforcement Plan links in with the detailed activities that have been developed as part of the Team Plan and individual officer performance, development and review plans.

## 2.0 **BACKGROUND**

### 2.1 Profile of Tower Hamlets

2.1.2 Tower Hamlets has a wide range of commercial food businesses located across different parts of the borough. Some of the key businesses include:

- Major supermarkets (Tesco, Asda, Sainsbury, Lidl, Marks and Spencer & Waitrose)
- Office developments occupied by blue chip companies, newspaper publishers, with large scale catering
- Several major hotels, including Britannia, Four Seasons, Gouman, Holiday Inn, Hilton, Radisson and Marriott
- There is a diverse range of restaurants and cafes in the borough, including Italian, French, Greek, Turkish, Somali, Spanish, Chinese, Japanese, Thai and those from the Indian sub-continent (India, Bangladesh, and Pakistan)
- 93 schools
- Billingsgate – London’s major Wholesale & Retail Fish Market
- World famous street markets at Petticoat Lane, Whitechapel, Brick Lane, Columbia Road and Roman Road
- London Guildhall University, Queen Mary University of London and The Royal London Hospital Medical Schools
- The Royal London, Mile End and London Independent Hospitals
- 2 poultry slaughterhouses
- 3 City Farms
- Numerous night clubs & other venues
- Many community events such as concerts in Victoria Park and festivals in Brick Lane.

### 2.2 Organisational Structure

2.2.1 The Team is located within the Environmental Health & Trading Standards Service (EHTS). EHTS is part of the Public Realm Division which is part of the Place Directorate. A Team resource analysis has been undertaken at Annex A, the Council’s administrative committee structure is set out in Annex B and the structure showing where the service sits in the overall council organisation is in Annex C.

2.2.2 Food Safety falls within the portfolio of Cllr Amina Ali as Cabinet Member for the Environment

### 2.3 Scope of the Food Service

2.3.1 The Environmental Health & Trading Standards Food Team is responsible for the following functions in all commercial premises.

- food hygiene – food preparation and handling
- food standards – food labelling and composition
- health and safety
- infectious disease control
- public health activities

2.3.2 Nuisance and Pollution control issues related to commercial premises are dealt with by the Pollution Team. The Trading Standards Team deals with animal feeding-stuffs and fraudulent activities covered by the Food Safety Act 1990.

2.3.3 A proactive and reactive service in relation to food hygiene and food standards is provided primarily through the programmed inspection of food businesses and by responding to service requests including comments on planning and licensing applications.

## 2.4 Demands on the Food Service

### 2.4.1 Premises Profile

2.4.2 The tables below show the number of food businesses in each risk category classified by type of activity and risk rating. Some premises, where the risk is negligible are discounted from the inspection programme.

2.4.3 Food Standards legislation sets out specific requirements for the labelling, composition and safety parameters of food stuffs which are potentially at risk of being misleadingly substituted with lower quality alternatives. The legislation makes sure consumers are not misled as to the nature of food products when it is sold to them. Premises that are inspected included importers and exporters who may not even hold food on their premises – this accounts for the difference in total numbers in Table 1 and Table 2 below.

2.4.4 The Food Code of Practice details how premises should be scored for Food Standards, the following criteria are used,

- Risks to consumers/businesses
- Hazardous processes
- Ease of compliance
- Consumers at risk
- Current compliance
- Confidence in management systems

The above criteria are used to score food standards activities as A – C, with A being high risk. It is at this category that we undertake separate inspections, the remainder of the inspections for food standards are carried out when the necessary food hygiene inspection is due. The criteria are weighted and the Officer makes undertakes the scoring during the routine inspection, from the calculated score, an overall risk rating is achieved.

- 2.4.5 Food Hygiene is vital to prevent food poisoning. Our inspections cover food safety management procedures, cleaning, storing of food, pest control, preparation, cooking, the delivery and supplying of food, training of staff and the physical structure of the food premises. Inspections are mainly carried out at higher risk premises (A-C). The Food Law Code of Practice, the guidance document that must be followed by Local Authorities, classifies food premises by risk in several key criteria:
- Type of Food/Method of handling
  - Method of processing
  - Consumers at risk
  - Vulnerable Groups
  - Food Hygiene and Safety
  - Structural Compliance
  - Confidence in management systems
  - Significance of risk/likely contamination
- 2.4.6 The above criteria have weighted scores and the total score is calculated by officers during their routine inspections to give an overall risk rating. 'A' being high risk and 'E' being low risk. The inspection frequencies are assigned nationally to each risk rating.
- 2.4.7 D/E rated premises are lower risk premises. They do not constitute zero risk however. The food law code of practice provides some concession for dealing with D rated premises. Whilst these premises still present a risk, we are duty bound to inspect them. They can, however, be put on a schedule of alternative enforcement i.e. self-audit questionnaire by the business. That would mean that they would alternate between an inspection and an alternative enforcement strategy each time they were due for inspection. This would reduce the burden on resources required to inspect D rated premises.

**Table 1: Hygiene: Food businesses 17/18 and their inspection category for food hygiene (at May 2017)**

	Row Labels	A	B	C	D	E	OUTSIDE	UNRATED	Grand Total	
<p>The frequency of inspection is:</p> <p>A: every 6 months B: every 12 months C: every 18 months D: every 2 years E: every 3 years</p> <p>The Category for premises classed as unrated is determined at the first visit and can be A-E.</p> <p>Premises can move across the risk bands after inspection.</p> <p>Category D/E premises may be dealt with using an alternative enforcement strategy (AES).</p> <p>Premised in the "outside" category are premises for Food Standards only as there is i) no hygiene involved (i.e. it is an importers office or ii) hygiene is the responsibility of the FSA (i.e. FSA approved slaughterhouses).</p>	Caring premises	1	7	48	23	52		1	132	
	Import/Export					2	4		6	
	Importers (3rd countries)				1				1	
	Pub/club		8	35	65	67		7	182	
	Restaurant/cafe/canteen	17	92	311	405	47	4	48	928	
	Retailer - other	1	1		9	69		3	79	
	Small retailer	5	16	63	183	239		18	524	
	Supermarket/hypermarket			4	21	30			55	
	Takeaway	8	48	107	125	30	3	44	365	
	Distributors/Transporters	1	6	14	35	29		4	89	
	Food enforced by Port Health Authority.							1	1	
	Hotel/Guest house			11	17	5		7	40	
	Man/supplier article contact with food					1	1		2	
	Manufacturers/packers		5	13	9	3		4	34	
	Mobile Food Unit		1	8	16	5	1	4	35	
	Other			1	3	1	1		6	
	Packers				1				1	
	Restaurant & caterers - other	1	18	68	176	75	2	49	389	
	School/college	1	6	56	47	7		3	120	
	Slaughterhouses					1	1		2	
	<b>Grand Total</b>		<b>35</b>	<b>208</b>	<b>739</b>	<b>1136</b>	<b>663</b>	<b>17</b>	<b>193</b>	<b>2991</b>

**Table 2 : Standards: Food businesses 17/18 and their inspection category for food standards (at May 2017)**

	Row Labels	A	B	C	OUTSIDE	UNRATE	Grand Total
The frequency of inspection is:	Caring premises		29	94		9	132
	Distributors/Transporters	4	72	9		4	89
A: every 12 months B: every 2 years C: every 5 years.	Hotel/Guest house		19	14		7	40
	Importers (3rd)		3	3			6
	Importers (EC)		2	1			3
	Man/Sup art contact with food			1	1		2
	Manufacturers	4	26	7		7	44
	Mobile food unit		18	13		4	35
The Category for premises classed as unrated is determined at the first visit and can be A-C.	Packers	1					1
	Pub/club		69	107		6	182
	Restaurant & caterers eg home caterers		158	174		49	381
	Restaurant/cafe/canteen	1	479	379		48	907
	Retailer – eg Pharmacies		2	14		2	18
	Retailers		9	41	9	2	61
Category C premises may be dealt with using an alternative enforcement strategy (AES).	School/college		37	83			120
	Slaughterhouses		1	1			2
	Small retailer	1	271	234	1	17	524
	Supermarket/Hypermarket		14	41			55
	Takeaway	4	193	134		44	375
	<b>Grand Total</b>	<b>15</b>	<b>1402</b>	<b>1350</b>	<b>11</b>	<b>199</b>	<b>2977</b>

**Note:** The premises category relates to the main food activity and is unitised in larger premises, so a restaurant or bar in a hotel will be shown under restaurants or bar, not as a hotel. A hotel may have several restaurants and these are therefore counted as individual restaurants as they may have varying risks. The food usage is only counted as a hotel, if the central kitchen supplies the whole hotel.

2.4.5 As of May 2017 there are 74 establishments were approved by the Council to handle, produce and manufacture food incorporating Products of Animal Origin (POAO) for wholesale purposes. Officers had to deal with 5 premises now considered to be cold stores as they store and distribute products of animal origin on a purely wholesale basis:

**Table 3: Approved Establishments**

Dairy products	5
Fishery Products	55
Fishery Products; Meat Products	1
Meat Cutting; De-Boning; Mincing; Wrapping	1
Meat products: treated stomachs, bladder and intestine: minced meat: meat preparations	1
Minced meat: meat products: fishery products: egg: dairy products	3
Minced meat: meat products: dairy products	1
Meat products; Meat Preparations	1
Cold Stores	6

2.4.6 Tower Hamlets' food businesses are primarily caterers and retailers.

2.4.7 There is a high level of imported foods (from non-EU Countries) entering the Borough, either directly imported by businesses or by third parties located elsewhere. Some of these foods can be illegal (i.e. banned from importation, processed in a way that contravenes EU legislation, or they do not comply with compositional or labelling requirements). This area of work is continually high due to low costs of cheap imports and high consumer demand. This food however gives rise to a risk to human health and we remove it from sale/enforce as necessary and offer advice to importers.

2.4.8 When carrying out a food hygiene or food standards inspection, officers may also carry out a health & safety inspection where the council is the enforcing authority for the relevant legislation.

2.4.9 One third of the population is of Bangladeshi origin and over half the population are from ethnic minorities. The make-up of food businesses reflects this profile, although demand for translation and materials in other languages is not high. Ethnic minority food business proprietors generally prefer written information to be provided in English. A translation and interpreting service is available if required and a number of our staff members are multilingual.



#### 2.4.10 Reception and Information Service

2.4.11 The reception and information point for the EHTS Food Team is located at:

John Onslow House,  
1 Ewart Place  
Bow  
London  
E3 5EQ

With the postal address remaining the same at:

Mulberry Place  
6<sup>th</sup> Floor  
5 Clove Crescent  
London E14 2BG

2.4.12 We operate an out-of-hours emergency call-out service, which operates from 5pm to 8am on a weekday and 24hrs at weekends and Bank Holidays. This service operates only for food poisoning outbreaks or major food safety incidents and other non-food safety related emergencies.

2.4.13 Tower Hamlets also has a website at [www.towerhamlets.gov.uk](http://www.towerhamlets.gov.uk) and the EHTS Food Team have an E-mail address, namely: [foodsafety@towerhamlets.gov.uk](mailto:foodsafety@towerhamlets.gov.uk). This address is also used for the national electronic communication system for Environmental Health Departments, known as EHCNet.

#### 2.5 Enforcement Policy

2.5.1 The current enforcement procedure is documented and outlines all enforcement action carried out by officers; it reflects the Council's Enforcement Policy. It seeks to ensure that formal enforcement is focused where there is a real risk to public health and that officers carry out action in a fair, practical and consistent manner.

2.5.2 The Council's Enforcement Policy is considered by the Team during all enforcement matters and is specifically referenced to when commencing a prosecution by the Council Legal Services.

2.5.3 Legal Services review all evidence in matters sent for enforcement by officers. Legislation and regulations are considered alongside the Council's Enforcement Policy when a case is considered for prosecution; this includes proportionality in

applying the law and securing compliance, being consistent in its approach to prosecutions, transparency and being targeted in its enforcement action.

### 3.0 **Service Delivery**

#### 3.1 Inspection Programmes

3.1.1 Food establishments in the Borough are risk rated by the Food Law Code of Practice for England, which we must follow. A risk score of 10 points or below in the Officers scoring criteria with the compliance to regulations in relation to i) structure ii) hygiene preparation and iii) confidence in management determine if the premise is broadly compliant with food hygiene law. The indicator of broadly compliant with food hygiene law is used internally and by the Food Standards Agency. This indicator covers all the food premises in the Borough, not just those that are due for inspection this year.

3.1.2 The Food Law Code of Practice for England (that guides our inspection programme) permits shorter inspections on those businesses that are deemed broadly compliant i.e. in the lower risk categories of C and D for food hygiene. It also permits the use of posted questionnaires for those premises in category E and alternate enforcement strategies premises i.e. a formal inspection is not always required every time they fall due.

3.1.3 We use a hazard spotting approach for those premises that are deemed to be broadly compliant. This reduces the burden on business and concentrates our resources on the non-compliant businesses. However, a full inspection will be carried out if these compliant businesses are not in control of the risks or a public health risk is identified.

3.1.4 A significant number of businesses will continually move between broadly compliant and not broadly compliant. A significant number of re-inspections will be undertaken.

3.1.5 We have determined that we have 81% of all food premises currently broadly compliant with food hygiene legislation.

3.1.6 The Food Safety Officers carry out programmed food hygiene/standards inspections at frequencies determined by the Food Standards Agency and the Food Law Code of Practice. (The frequency of inspections are shown in Tables 1 and 2). A programmed food safety inspection will therefore cover food hygiene and food standards, where this falls due (although some premises will fall due for food standards inspection only) and we will also deal with issues relating to enforcement and advice under health and safety law, either in very broad terms or as part of a focused health & safety project. The inspection programme is dictated by the food hygiene inspection rating allocated to a business because this generally leads to more frequent inspections. This therefore builds in efficiency into the inspection programme by only inspecting for food standards in the year that food hygiene is due. However, Category A – high risk food standards inspection due dates are

checked to ensure that these are inspected in the current year. Some premises such as importers who do not actually handle or store food are subject only to food standards inspections.

3.1.7 Category E food hygiene and Category C food standards inspections will be addressed by using alternative enforcement strategies (AES), such as a self-audit questionnaire. These questionnaires will be sent to all Category E and C rated premises. Verification follow up will be carried out on 5% of these premises. Category D food premises could fall into an alternative enforcement strategy at alternative years.

3.1.8 For 2017/18 the number of food hygiene inspections that fall due is shown in Table 3 and the number of food standards inspections due is shown in Table 4:

**Table 4**

The number of food hygiene inspections tagged at 1<sup>st</sup> April 2017 and due to be carried out in 2017/18.

<b>Inspection Rating</b>	<b>Number of food hygiene inspections due</b>
<b>A</b>	34 x 2 = 68
<b>B</b> Broadly compliant	51
<b>B</b> <i>not Broadly compliant</i>	158
<b>C</b> Broadly compliant	377
<b>C</b> <i>not Broadly compliant</i>	78
<b>D</b> Broadly compliant	568
<b>D</b> <i>not broadly compliant</i>	21
<b>E</b> (verification)	346 (5% = 17)
<b>Unrated</b>	175
<b>Total Full Inspections (i)</b>	500
<b>Total Surveillance inspections (s)</b>	1013
<b>Total Interventions</b>	<b>1513</b>

**Table 5**

The number of food standards inspections due in 2017/18 and the inspection targets.

Inspection Rating	Number of food standards inspections due
A	15
B	601
C (verification)	64
Unrated	179
Total	<b>859</b>

- 3.1.9 Most food standards inspections will be carried out at the same time as a food hygiene inspection. It is the teams' target to achieve 100% of all A standards inspections due.
- 3.1.10 Where possible new premises identified will be added to the work programme to be inspected during the year. These 'unrated' businesses will count against the broadly compliant score and hence resources will be allocated to carry out inspections on the unrated businesses.
- 3.1.11 Food hygiene and food standards inspection procedures detail the steps to be followed by officers. They take account of relevant Codes of Practice, Local Government Regulation and FSA guidance and relevant Industry Guides.
- 3.1.12 Hygiene re-inspections (called verification visits) will be carried out where enforcement notices have been issued, where there is a significant public health risk, or the premises are not broadly compliant. Premises will not be re-rated at a verification visit.
- 3.1.13 Since the introduction of the Food Hygiene Rating Scheme food businesses scoring less than 5 are able to request a re-inspection in an attempt to improve their rating score. There is a minimum period of three months from the original inspection where the inspection to re-rate will take place and inspections will take place subject to evidence of a sustained compliance being provided. There have been 52 such requests during 2016/17.
- 3.1.14 Food Standards re-inspections are of a lower priority and not required as often as for food hygiene.
- 3.1.15 The resource estimated for programmed hygiene inspections, including alternative enforcement strategies (AES) for lower risk premises for 17/18 is **3.9 Full Time Equivalent (FTE)**, and **0.83 FTE** for programmed standards inspections. The re-

inspections allocation will be **2.1 FTE**. **Annex A** gives details of the assessment of resources for all functions within the plan. The shortfall stands at **3.59 FTE for 17/18**. The shortfall will be dealt with by not inspecting all the premises that fall due where low risk pre-packed food is offered or other inspection regimes which deliver a similar inspection function, namely off- licences, newsagents and chemists.

3.1.16 Additional priorities have been identified for action in 2017/18 including:

- Inspections will be carried out at major festivals
- Sampling plan involving microbiological sampling, misleading claims and personal hygiene
- Routine attendance at Billingsgate Market
- All premises subject to approval will require additional attention and inspection time due to the risk they present
- Food Standards will be combined with Food Hygiene inspections
- Illegal importation of food will be targeted as priority
- Health & Safety inspections will be on a themed basis
- Focus on speciation sampling to verify that foods are what they are purported to be
- Project focussing on authenticity, traceability, and advertising
- Mail order foods
- Closures and follow-up enforcement action, including prosecution of businesses as appropriate
- Specific targeting of A risk premises and Higher B's with advice and enforcement
- Use of alternative enforcement strategies in low risk premises and consideration of not inspecting some if reactive demands are increased.

3.2 Food Complaints/Requests for Service

3.2.1 The Environmental Health & Trading Standards Team will record, assess, prioritise and deal appropriately with all requests for service. Requests for service will be classed as higher risk issues or lower risk issues. The target response time for service requests are:

- *To give a 1<sup>st</sup> response to 99% of service requests within 3 working days*
- *To respond to 100% of higher risk issue service requests within 24 hours.*
- *To register all new operating premises within 28 days of receipt of application form.*

3.2.2 The number of service requests for 2016/17 it was 1532 compared with 1328 the previous year.

3.2.3 The resource estimated for dealing with service requests is **1.93 FTE**.

### 3.3 Home Authority Principle

3.3.1 The Council formally adopted the Home Authority Principle at the Planning and Environmental Services Committee meeting of 13<sup>th</sup> June 1995. A Home Authority is the local authority where the decision-making base of an enterprise is situated. The local authority provides advice to the enterprise and deals with enquiries from other councils in relation to the business. An Originating Authority premises is one where the food is manufactured, stored or first imported to, but to which the definition of Home Authority does not apply. The new concept of Primary Authority Partnerships that has recently been introduced by the Government may affect work plans for companies where the company trades across two or more Local Authority areas. This will enable one Authority to be a Primary Authority that will guide the business on compliance issues.

3.3.2 Approximately 200 businesses have been identified as probable Home or Originating Authority premises. Enquiries for advice from local businesses or other enforcement authorities will be treated as requests for service and will be prioritised accordingly.

3.3.3 The resource estimated for this area of work is **0.26 FTE**.

### 3.4 Advice to business

3.4.1 Advice is freely available to food businesses and is provided during visits and upon request. Business information packs have been produced for people considering setting up a food business and are sent to relevant applicants for planning permission. A variety of information leaflets, in community languages, are also available.

### 3.5 Food Inspection and Sampling

3.5.1 Food is inspected in accordance with UK and EU legislation. A documented sampling programme is produced each financial year covering planned microbiological and chemical sampling. Our sampling policy is at Annex D

3.5.2 The programme includes participation in co-ordinated projects organised by Public Health England (PHE), EU, London Food Co-ordinating Group and North East London Food Liaison Group. Planned local projects and Home Authority sampling are also included.

3.5.3 The target for 2017/18 is approximately 180 (Proactive sampling in conjunction with NE sector, planned internal sampling and HPA; Reactive Sampling: a contingency sampling quota of 32 is set aside for internal samples from closures, seizures, outbreaks etc.). All samples to be taken by the end of the financial year. The budget for sampling is £12,000.

- 3.5.4 The total number of samples taken for 2016/17 was 162 of which 53 were unsatisfactory and follow up action was required. Most of the failed samples were multiple swabs taken in a single premises taken to check for Norovirus though other contaminants were found indicating poor cleaning and hand washing.
- 3.5.5 The Laboratories to which samples are sent are subject to the appropriate accreditation. Analysis is undertaken by the Council's nominated Public Analysts: -
- Duncan Arthur  
Public Analyst Scientific Services Limited.  
i54 Business Park  
Valiant Way  
Wolverhampton  
WV9 5GB
- Microbiological examination is undertaken by:  
Nicola Elviss (Food Examiner)  
Public Health England, Food, Water & Environmental Microbiology Unit (London), Food Safety Microbiology Laboratory,  
Central Public Health Laboratory, 61, Colindale Avenue, London, NW9 5HT.
- On occasions, samples for microbiological examination will be sent to Public Analyst Scientific Services Laboratories.
- 3.5.6 The resource required for food sampling is estimated to be **0.6 FTE**
- 3.6 Outbreak Control and Infectious Disease Control
- 3.6.1 We will investigate all suspected and confirmed outbreaks of food poisoning and the Outbreak Control Plan will be implemented in the case of a major outbreak (i.e. 4 or more cases).
- 3.6.2 Individual allegations of food poisoning caused from consumption of food within the borough, but which are not supported by medical evidence will be treated as service requests. The number of allegations of food poisoning amounted to 222 in 2016/17. The level of resource is estimated at **0.05 FTE**
- 3.7 Food Safety Incidents

- 3.7.1 We deal with Food Alerts in accordance with the Code of Practice and guidance issued by the Food Standards Agency. Food Alerts: For Action requiring action by the department will take priority over all other work. The out-of-hours emergency service will notify the duty officer in the event that the Food Standards Agency notifies them of a major incident of food contamination which occurs outside normal office hours.
- 3.7.2 There is a policy document and procedure note on dealing with Food Hazard Warnings.
- 3.7.3 Resources for this work are dependent on the demand. In 2016/17, there were 53 Food Alerts: For Action and 123 Food Alerts: Allergy Alerts issued by the Food Standards Agency. Resources are therefore estimated at **0.07 FTE**. (Included in Service Requests above)
- 3.8 Liaison with Other Organisations
- 3.8.1 Liaison arrangements are in place to ensure that enforcement action in Tower Hamlets is consistent with neighbouring authorities and in particular: -
- Tower Hamlets is a member of the North-East London Food Liaison Group which meets every eight to twelve weeks.
  - A PEHO attends regular sub-group meetings to discuss and arrange co-ordinated Approval processes.
  - Planned liaison meetings take place with Public Health England.
- 3.8.2 The resource required for these activities is estimated at **0.03 FTE**.
- 3.9 Food Safety Promotion
- 3.9.1 The Food Safety Officers will, subject to available resources, carry out food safety promotional work through participation in certain national campaigns and local projects, more specifically:
- It is intended to examine opportunities to participate in appropriate schemes, deliver talks, and provide displays for suitable groups or at events or locations throughout the year
  - National Obesity Strategy working with Public Health
  - Seeking small grants from the Food Standards Agency to carry out bespoke projects
- 3.9.2 The resource required for these activities is estimated at **0.03 FTE**.



### 3.10 Administration

3.10.1 The Service's central Support Services team provides administration support.

### 3.11 Management

3.11.1 The Head of Environmental Health & Trading Standards Service provides overall management of all services in EHTS. The Food Team is managed by the Food Team Leader with support from 1 PEHO who also has fieldwork duties but has been seconded to the Food for Health team and their position partly back-filled by a contractor. Management accounts for approximately **0.8 FTE**.

## 4.0 Resources

### 4.1 Financial Allocation

4.1.1 The Food Safety financial allocation is part of the EHTS Food Team cost centre.

4.1.2 Training costs are included in the Employee related expenses and a number of free courses were run by the Food Standards Agency though they will not be offering any training courses in the future.

4.1.3 Provision of other central, directorate support services which includes legal services is added at the end of the financial year to service costs. This recharge is on a divisional basis and not broken down into individual teams.

### 4.2 Staffing Allocation

4.2.1 The staffing for food safety work, is as follows:

0.2 x Head of Environmental Health & Trading Standards Service

1x Food Team Leader

1 x Principal Environmental Health Officer (PEHO) (1 seconded to Healthy Eating – post partly covered by contract EHO)

2 x Senior Environmental Health Officer (SEHO)

3 x Environmental Health Officer (EHO) – 1 vacant post

2 x Food Safety Officer (FSO)

1x Healthy Eating Project Lead (Seconded PEHO) – funded until April 2018

(Total Technical Staff as of 17/18 = **10.2 FTE**)

**(Total Technical Staff required for work identified in plan = 13.79 FTE)**

4.2.3 Additional resources located outside of the EHTS Food Team are as follows:

TSO/CSO –Animal Feeding-stuffs – resources allocated as required

Environmental Health & Trading Standards Food & Trading Standards Teams share administration resources:

Food Safety allocation is approximately: (This is split between hygiene and standards as part of the LAEMS return).

1 x Senior Support Services Manager (0.1 FTE)

1 x Support Services Manager (0.25 FTE)

4.5 x Administration Officers (1.125 FTE)

(Total Admin staff = **1.475 FTE**)

4.2.5 Authorisation and competencies

Head of Environmental Health & Trading Standards Service /PEHOs/EHOs:

- Fully qualified to Diploma/Degree level
- Authorised to inspect all categories (with the exception of any officers who have not been qualified for 6 months or have insufficient experience and competencies)
- Take all levels of enforcement action (with the exception of any officers who do not have the required competencies or are Food Safety Officers)

4.3 Staff Development Plan

4.3.1 The Council uses its Performance Development and Review Scheme (PDR) to:

- Set individual aims and objectives for staff.
- Monitor and appraise performance.
- Assess the development needs of all staff.

At the start of the performance year all staff will have their own Personal Plan, which will comprise their main objectives with targets and their own development plan.

4.3.2 Individual and Team training plans reflect the following:

- Common training issues for the service
- Training issues linked to Corporate and Directorate priorities
- Training linked to new legislation, professional developments
- Training relating to organisational matters (IT, systems and procedures)

4.3.3 Training for the financial year 2017/18 is prioritised as follows:

#### Food Issues

Update Seminars – providing technical information on food safety topics

Use of free online training facility from the Food Standards Agency in particular:

Traceability, Labelling, Root Cause Analysis, Vacuum Packing and Allergens

Consistency of scoring for the Food Hygiene Rating Scheme

Use of the new Enforcement powers to stop business activities (RAN)

#### General Issues

Investigation techniques – general training for successful investigations, due to the increase in enforcement

Interviewing under caution – aimed at newly qualified staff to enable they feel confident in undertaking such legal processes

Working with the third sector

4.4 Allocation of Resources

4.4.1 **Table 5** in **Annex A** sets out the total resources available (i.e. **10.2 FTE** officers) and how the resources identified to complete the plan in 2016/17 were allocated. The table also sets out the resources required to fulfil the plan for 2017/18.

4.4.2 Section **6.0** of this Plan sets out the achievements of the team in 2016/17

4.4.3 The areas of work which were not completed were:

- Primary Authority Partnerships – no formal agreements were established. There was no demand from businesses to sign up to a formal agreement. However, we have continued to provide informal agreements and advice to businesses.
- Programmed inspections were 85% of those due inspections for hygiene banded A-E and Unrated and 76% for due standards inspections rated A to C and Unrated.
- The Team concentrated on the higher risk premises to ensure food safety (i.e. 97% inspection rate for higher risk premises (A-C) due for hygiene). The inspections that have not been done will be carried forward into 2017/18

- Standards inspections were led by the due date of the hygiene inspections. In some cases, Standards inspections fall due when hygiene is not due, and since they are a secondary concern, they are sometimes carried forward to the next inspection date.

## **5.0 Quality Assessment**

5.1 The measures to be taken by the EHTS Food Team Management to assess quality and promote consistency include:

- Desktop reviews of proactive and reactive case paperwork and files will be undertaken by the Food Team Leader
- New or Agency staff will be inducted into the departments procedures and shadowed on inspections to ensure competency and consistency
- All staff will have a 6-8 weekly 1 to 1 with their immediate supervisor to discuss casework
- Accompanied inspections will be carried out with each member of staff
- Documented procedures
- Bi -monthly documented team meeting
- Occasional training sessions and other exercises which are organised to aid consistency, staff appraisals and 6 month reviews
- Monthly monitoring reports will be produced using the CIVICA software system.

## **6.0 Review**

### **6.1 Review against the Service Plan**

6.1.1 The Head of Environmental Health & Trading Standards Service presents reports to the Service Management Team on performance of the food safety inspections against performance targets detailed in the Service Plan.

6.1.2 At the end of the financial year, a performance review is carried out by the Food Team Leader with input from team members, which will include information on the past year's performance and progress on any specified performance targets, service improvements and targeted outcomes. It will also identify service priorities for the coming year. The review of 2016/17 is set out in 6.17 below.

### **6.2 Identification of any variance from the Service Plan.**

6.2.1 Any variance in meeting the Food Law Enforcement Service Plan is identified in the review in 6.4 together with any reasons for the variance. Where necessary any variance will be addressed in this year's plan.

### 6.3 Areas of Improvement

6.3.1 Where a service improvement or a service development is identified as part of the review process or through quality assessments, it will be incorporated into this year's plan. Key areas for improvement identified from the review are detailed in paragraph 6.17.

### 6.4 Inspection Programmes

6.4.1 97% of all food hygiene premises (Bands A-C) that were due for inspection had a food hygiene intervention. For the highest risk premises this was 100% A risk and 100% B risk. All overdue C premises (50) have been carried forward to the 2016/17 programme.

6.4.2 335 re-inspections were carried out, this is a decrease from 403 the previous year. Taking into account that 2290 programmed inspections were carried out this loosely equates to 15 % of inspections warranted a re-inspection.

6.4.3 76% of the food standards inspection programme was carried out – most were food standards inspections that fall due alongside food hygiene inspections. The remaining were not carried out as hygiene inspections were not due or the premises had been assessed as low risk.

### 6.5 Enforcement

6.5.1 6 (11 in the previous year) businesses or individuals were prosecuted as a result of either programmed inspections or complaint inspections. This resulted in total fines and costs awarded of £ 93,159.69 (£58,410.80 in the previous year)

6.5.2 117 (102 in the previous year) formal improvement notices were issued.

6.5.3 There were 11 Emergency prohibitions or voluntary closures in 2016/17. All were closures of a business for uncontrolled pest infestations in 2015/16 there were 4 emergency prohibitions or voluntary closures.

### 6.6 Additional Priorities

6.6.1 Regular early morning inspections were carried out at Billingsgate Market. Programmed inspections were carried out as well as general supervision of the market. All Traders have now received their approval to trade at the market.

## 6.7 Food Complaints/Requests for Service

6.7.1 A total of 1532 service requests were received (up from 1171 for 14/15 and 1328 in 15/16).

6.7.2 The main types of complaints received were: were 222 with regards to food poisoning complaints concerning food premises in the Borough (an increase from 124 last year), 99 about pest infestations (an increase from 96 last year), 101 for poor hygiene practices (81 last year), 24 for cleanliness of premises (the same as last year), and 201 complaints were received about food standards issues, such as food labelling (Use by dates, allergens etc.) (an increase from 145 last year).

6.7.3 A significant number of requests have been received from food business operators who wish to have their premises re-inspected in accordance with the provisions of the Food Hygiene Rating Scheme, in order to attempt to improve their score. In 2015/16, it was 56 such requests and 52 for 2016/17.

6.7.4 A re-inspection can be requested when a food business operator provides evidence that sufficient works have been carried out to comply with the legislation they were lacking on the original inspection. Once Officers are satisfied by the evidence provided that works have been progressed then an inspection will take place no sooner than 3 months after the original inspection to enable a sustainable improvement. Officers make an unannounced visit no later than 3 months after the standstill period and carry out a full inspection

## 6.8 Home Authority Principle

6.8.1 No formal Home Authority or Primary Authority Partnerships were established during the year due to the demands of other areas of work. However, a number of the contacts from outside bodies were Home Authority enquiries from other authorities. Each of these was dealt with as appropriate and in line with the Home Authority Principle.

## 6.9 Advice to Business

6.9.1 Business packs for new businesses continued to be issued, along with a booklet giving advice on carrying out a hazard analysis.

## 6.10 Food Inspection & Sampling

6.10.1 162 food samples were taken, of which there were 53 failures. All of these failures were subsequently followed up by warning letter and further sampling.

- 6.10.2 A full Sampling Plan has been produced for 2017/18. The Sampling Policy is detailed in Annex D and is a required to be approved as part of the Food Law Plan.
- 6.11 Outbreak Control & Infectious Disease Control
- 6.11.1 Some 222 service requests were investigated specific to incidents of alleged food poisoning originating from food consumed in the borough. There were several outbreaks identified/confirmed during the year that allegedly affected up to 800 people mainly due to Norovirus. Large scale, multi-agency investigations ensued. All premises were sampled extensively. There was a notification of a restaurant being linked to 16 people falling ill with Salmonellosis. There are still a number of Typhoid and Paratyphoid infections that are reported via Public Health England and contact tracing is undertaken to avoid outbreaks.
- 6.12 Food Alerts
- 6.12.1 53 Food Alerts were received from the Food Standards Agency (the same number as the previous year). A Food Alert is a national alert on certain food stuffs i.e. contamination, food labelling deficiency. Most of these did not require any action, however a number did result in the issue of Press Releases to notify the public, some required a large number of businesses to be notified in writing, and some required officer visits/sampling.
- 6.12.2 Food Alerts: For Action attract a high priority and immediate response. When they happen, resources have to be diverted from other food enforcement functions to facilitate the necessary action. This can impact on the target outputs of the Plan. The horse meat scandal pulled team resources into tracking down traceability of meat across the Borough, throughout the country, and throughout Europe. A sampling programme was also undertaken in liaison with the FSA.
- 6.13 Liaison with Other Organisations
- 6.13.1 The food safety unit fulfilled all of its liaison activities in the 2016/17 Plan and carried out benchmarking each quarter to assess our performance against neighbouring Authorities.
- 6.14 Food Safety Promotion
- 6.14.1 Promotional activities on food hygiene were undertaken. Food businesses were provided with advice and the chance to take the level 2 certificate training in food hygiene.
- 6.14.2 Several press releases and mail merged information letters/alerts were produced throughout the year.

## 6.15 Staffing

6.15.1 The team was fully staffed during most of the year. Earlier in the year there was a loss of an Environmental Health Officer and this post was filled by an EHO working as an FSO. The Team Leader post became permanent the Principal Environmental Health Officer was recruited on an interim basis. The remaining FSO has also vacated the post and is currently being advertised and so there were periods where these posts were empty in between recruitment. A senior EHO was seconded into the Food for Health team. Whilst this position was back filled, it was filled with a contract EHO, not a Senior Officer.

## 6.16 Training

6.16.1 The food safety officers undertook a wide range of training activities during the year, these included:

- Sampling
- Hazard Analysis Critical Control Points
- Personal Safety
- Gas Safety
- Legal updates
- Auditing food premises
- Microbiology
- Contamination
- Bivalve molluscs
- Nutrition & labelling

## 6.16.2 Quality Assessment

6.16.3 Documented team meetings took place.

6.16.4 Monthly monitoring reports are produced on a regular basis

## 6.17 Key areas for Improvement/Development

6.17.1 Professional Development of Food Safety Officers and newly qualified Environmental Health Officers as it is now written into the Food Law Code of Practice that officers must maintain their competence and complete a minimum of 20 hours per year CPD (10 hours core and 10 hours supplementary).



- 6.17.2 Working with the private markets to control the hazards produced by stall holders and to obtain up to date trading details. The code of practice has altered and there will be much more administration required to contact registered authorities to ask if premises should be inspected on their behalf and the information shared.
- 6.17.3 Procedures are systematically reviewed and completed and kept up to date.
- 6.17.4 Quality monitoring is continuing and staff have been requested to undertake a training needs analysis.
- 6.17.5 Development of enforcement strategies for low risk premises such as D rated food safety premises and broadly compliant C premises.
- 6.17.6 Consistency training for staff in relation to the Food Hygiene Rating Schemes
- 6.17.7 Development of our database with regards to Sampling data, UKFSS, a central shared database
- 6.17.8 Development of hand held/tablet computer IT systems
- 6.17.9 Revisits are to continue as this has resulted in enforcement action being taken when advice has not been followed.

## 7.0 **Annexes**

- Annex A: Assessment of resources
- Annex B: Current Council Decision Making Structure
- Annex C: Current Council Corporate Structure
- Annex D: Food Sampling Policy 2017/2018

## Annex A

### Assessment of Resources for 2017/2018

**Table 5**

Estimation of Full Time Equivalent (FTE)

1 year	365 days
Annual Leave	31 days
Training / team meetings	24 days
Bank Holidays/Statutory leave	12 days
Sick leave/dependency/Special leave etc	5 days
Weekends	104 days
Downtime – reading, research etc.	18 days
Officer Administration	10 days
Number of working days	161 days
<b>1 FTE</b>	<b>161 days (1127 hours)</b>

#### **Programmed Inspections (HYGIENE)**

High risk premises (Cat A, B and not broadly compliant premises) = **551** inspections due (Table 4 as Total Inspections), at 3 ½ hours per inspection (this is in line with the average London authority – LFGG bench marking exercise ), therefore **1928** hours to inspect 100%.

Broadly compliant Category C and D premises (includes the 14 E rated premises to be done) = **962** inspections (Table 4 as Surveillance Inspections) due at 1.5 hours per inspection, therefore **1443** hours to inspect 100%.

Total for inspections/surveillance therefore = **3371** hours (**482 days**)

Low risk (E hygiene) premises are likely to be subject to alternative enforcement strategies:

Allow 5 hrs for management of scheme. Allow 0.25 hrs per premises (**346**) for implementation of scheme

Total for Alternative Enforcement Strategies = **86** hrs (**12 days**)

Approval inspection on processes of HACCP **74** premises @ 14 hours = **966**hrs (**138 days**)

Resource required to achieve 100% inspection rate (total **632**) days = **3.9 FTE**.

### **Programmed Inspections (STANDARDS)**

High risk premises (Cat A) = 15 inspections due (Table 4). 11 of these will be inspected during hygiene inspections, at ½ hour per inspection (this is in line with the average London authority – LFGG bench marking exercise). 4 will be inspected as standards only as hygiene is not due at 2 ½ hour per inspection (this is in line with the average London authority – LFGG bench marking exercise). Therefore 5.5 hours to inspect the 11 A's due alongside hygiene inspections,  
10 hours to inspect 4 A's due for standards only.

100% of A's inspected = Total of 15.5 hours (2.2 days) = **0.03 FTE**.

As stated previously efficiency is gained as medium to low risk food standard inspections are undertaken in the year that the food hygiene is due. 601 B's due, but 331 due alongside hygiene. 64 C's due, but 25 due alongside hygiene.

Other programmed inspections (B and C) due with hygiene = 356. At ½ hour per inspection 167 hours required = 24 days = **0.15 FTE**.  
B inspections where no hygiene due = 279. At 2½ hours per inspection 697.5 hours required = 100 days = **0.62 FTE**.

Low risk (C standards) premises are likely to be subject to alternative enforcement strategies:

Allow 5 hrs for management of scheme. Allow 0.25 hrs per premises (124 C's not due for hygiene) for implementation of scheme = 31 hours = 4.4 days = **0.03 FTE**

Resource required to achieve 100% inspection rate (total 269.6) days = **0.83 FTE**.

### **Re inspections following programmed hygiene inspections**

All Category A premises will require a revisit as will premises that fall out of the broadly compliant range.

A = 68 @ 3.5hrs = 238 hrs (34 days)

Premises falling out of broadly compliant category = 380 (Number based on mid-point between RVs carried out last year (399) v projected number of non B/C inspections from 16/17 inspections (361))

380 @ 3.5 hours = 1330 hours (190 days)

Resource required for re inspections = 210 days = **2.1 FTE**

## Re inspections following programmed standards inspections

Food standards inspections revisits 22 @ 2hrs = 44hrs (6.3 days)

Resources required for food standard revisits = **0.04 FTE**

## Service requests

It is expected that some 1000 food safety related service requests will be received during the year. It is estimated that each will take an average of 1.5 hrs, therefore 1500 hrs will be required to deal with these.

Total for Service Requests 1500 hours (214 days)

In addition:

50 Planning Applications @ 1 hr each = 50 hrs

Total time for Planning Applications = 50 hrs (7 days)

40 Premises Licence Applications @ 0.5 hr each = 20 hrs

Total time for Premises Licence Applications = 20 hrs (3 days)

100 food alerts @ 0.5 hr each = 50 hrs

10% approx will require extensive investigations etc. 10 @ approx. 3.5 hrs each = 35 hrs

Total time for Food Alerts = 85 hrs (12 days)

Approximately 150 new premises to open during year @ 3 ½ hrs each = 525 hrs

Total time for New Premises = 525 hrs (75 days)

Total for Service Requests = 311 days = **1.93 FTE**

## Home Authority Premises

There are approximately 200 premises considered to be either Home or Originating Authority. Most of these will simply be dealt with during routine inspections. However it is estimated that approximately 15 premises will require greater attention.

15 premises @ 7 hrs each = 105 hrs

185 premises @ 1 hr each = 185 hrs

Total time for Home Authority = 290 hrs (41.4 days) = **0.26 FTE**

## Advice to Businesses

Throughout the year advice to business forums etc will be given on an ad-hoc basis

Ad-hoc support & advice = 250 hrs

Total for Business Advice & Support = 250 hrs (35 days) = **0.2 FTE**

## Food Sampling

Sampling will be based on the Sampling Plan - which consists of a number of projects co-ordinated, by either: EU, PHE or the NE Sector Liaison Group, plus a number of local projects and home authority sampling.

180 samples @ average of 3 hrs per sample = 540 hours

Follow up to adverse results 20% = 36 @ 4 hours per sample = 144 hours

Total for Sampling = 684 hrs (97 days) = **0.6 FTE**

## Outbreak Control

The resource required to deal with an outbreak will depend on the size and complexity of the incident. Estimated **0.02 FTE**.

## Liaison

Attendance at Sector Group meetings, study groups etc and follow-up work = 5 days

Total resource required is = **0.03 FTE**

### **Food Safety Promotion**

A number of initiatives are planned, as follows:

- Miscellaneous press releases and events @ 35 hrs (5 days)

Total time for Health Promotion = 35 hrs (5 days) = **0.03 FTE**

### **Other Activities**

Inspections will be carried out at major festivals and outside events such as the Brick Lane Festival and events in Victoria Park.

Total for festivals 200hrs (28 days)

### **Billingsgate Market:**

Allow 4 hrs per week for Proactive visits, including dealing with service requests.

Allow 125 hours for auditing approval standards

Total for Billingsgate Market = 333 hrs (47 days)

Imported Food Projects/Surveillance allow 300 hrs

Total for Imported Food Control = 300 hrs (43 days)

Approved Premises:

Allow 70 hrs for processing additional premises identified during year

Total for approved = 70 hrs (10 days)

### Food Standards Projects:

Allow 140 hrs for Food Standards Projects

Total for Food Standards Projects = 140 hrs (20 days)

Approximately 20 closures @ up to 50 hrs each (inc of legal action) = 1000 hrs

Total time for Closures = 1000hrs (142 days)

Total for other activities = 290 days= **1.8 FTE**

### Healthy Eating Funding

The Tower Hamlets Public Health grant funded the Food Service to the sum of £70,000 to deliver a Healthy Food Choices Award with the aim to reduce obesity within the Borough. This funding has enabled us to employ **1 FTE** to work on this project until March 2018.

### Technical Support

The Food Safety Officers are responsible for supporting officers in their activities and for maintaining back-up systems and equipment and other resources. Along with their own inspection targets **0.25 FTE**

### Admin Support

Admin support is provided by a generic admin function sitting within the Strategy and Resources Division of CLC.

### Management

The Head of Service for Environmental Health & Trading Standards is responsible management functions across EHTS (0.1 FTE). The Food Team Leader is responsible for management functions in the Food Team (0.5 FTE). Also, approximately 0.2 FTE of the PEHO's time is accounted for in management functions. Total for management is therefore **0.8 FTE**

A summary of resources required to meet the requirements of the service plan for 2016/17, allowing Tower Hamlets to obtain a position in the top quartile of high performing councils in relation to the number of high risk inspections carried out that are due to be carried out is shown below in Table 6:

**Table 6**

Activity	Time identified to complete work in Service Plan (2014/2015)	Time identified to complete work in Service Plan (2015/2016)	Time identified to complete work in Service Plan (2016/17)	Time identified to complete work in Service Plan (2017/18)
Programmed Inspections (hyg)	3.7	3.1	3.5	3.9
Programmed Inspections (std)	Not accounted for other than As	0.83	0.83	0.83
Re-inspections	2	2.1	2.1	2.1
Food standards re-inspections	0.02	0.04		0.04
Service Requests	1.9	1.93	1.93	1.93
Home Authority	0.25	0.26	0.26	0.26
Advice to businesses	0.2	0.2	0.2	0.2
Food sampling	0.6	0.6	0.6	0.6
Food Poisoning outbreaks	0.02	0.02	0.02	0.02
Liaison	0.03	0.03	0.03	0.03
Food Safety Promotion	0.03	0.03	0.03	0.03
Other Activities	1.8	1.8	1.8	1.8
Technical Officer Support	0.25	0.25	0.25	0.25
Management	0.8	0.8	0.8	0.8
Healthy Eating Award	1	1	1	1
<b>Total</b>	<b>12.6</b>	<b>12.99</b>	<b>13.35</b>	<b>13.79</b>
	<b>Actual availability</b>	<b>Actual availability</b>	<b>Actual availability</b>	<b>Actual availability</b>
	10.7	10.7	10.2	10.2

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Standards not accounted for separately in 14/15. The standards A inspections (13) and standards AES for C (412) was accounted for as a part of the programmed inspections section (3.7). The FSA have now asked us to separate this and account for standards work fully. It is now 0.83 FTE



**Annex B ; Decision Making Structure:**

**Cabinet**

**Mayors Executive Decision Making**

**Council**

**Overview and Scrutiny**

**Health Scrutiny Panel**

**Inner North East London Joint Health Overview & Scrutiny Committee**

**Overview and Scrutiny Committee**

**Committees and Panels of Council**

**Appeal Committee**

**Appointments Sub Committee**

**Audit Committee**

**Development Committee**

**Freedom of Borough Ad hoc Panel**

**General Purposes Committee**

**Human Resources Committee**

**Investigation and Disciplinary Sub-Committee**

**King Georges Field Charity Board**

**Licensing Committee**

**Licensing Sub Committee**

**Pensions Committee**

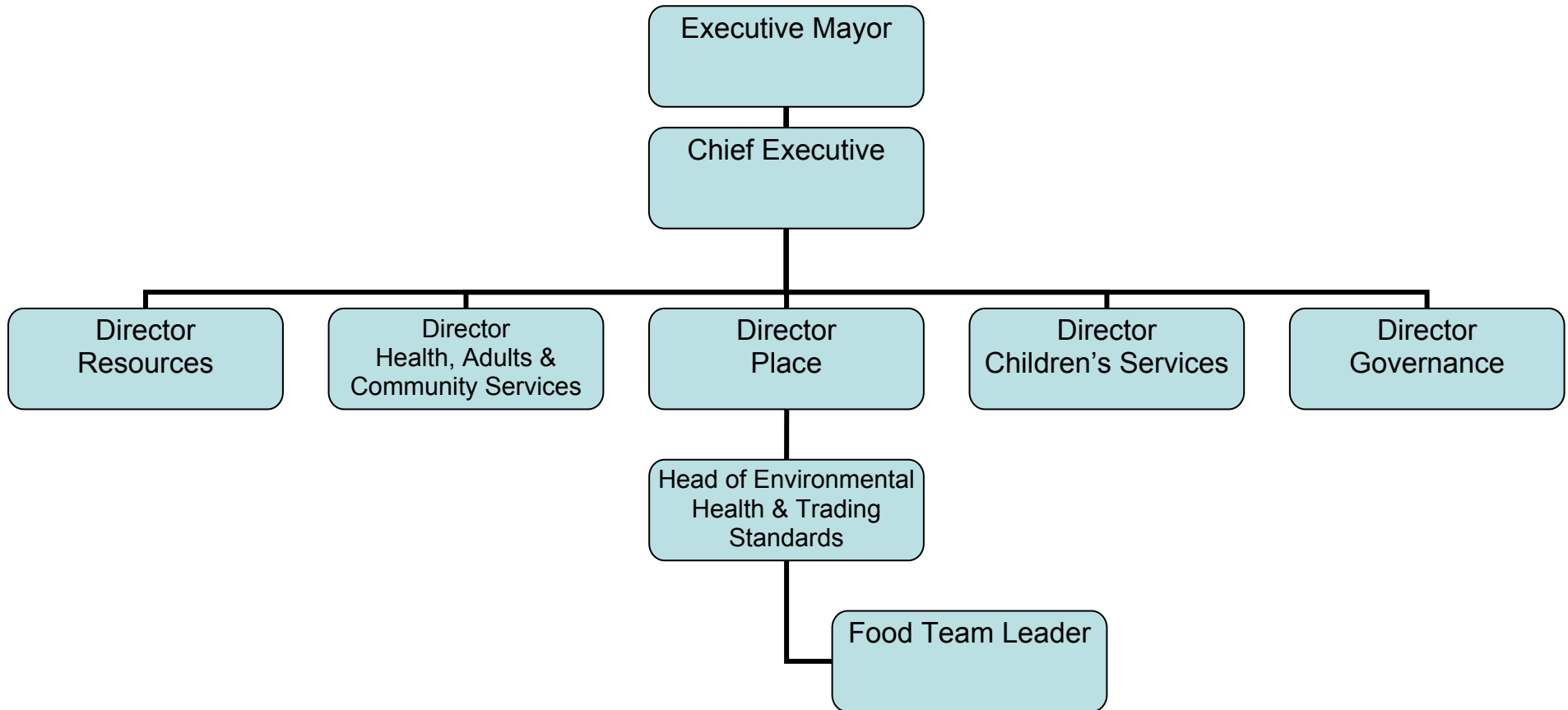
**Standards (Advisory) Committee**

**Strategic Development Committee**

**Tower Hamlets Health and Wellbeing Board**

# Annex C

## Corporate Structure



## LONDON BOROUGH OF TOWER HAMLETS

### FOOD SAMPLING POLICY 2017/18

It is a requirement of the Code of Practice, which outlines procedures for sampling made under the Food Safety Act 1990 and The Food Safety and Hygiene (England) Regulations 2013 that local authorities publish a sampling policy and outline programmes for each financial year.

In common with all London boroughs, Tower Hamlets is part of the London Food Co-ordinating Group (LFCG). This has been set up by ALEHM (Association of London Environmental Health Officers), previously the London Chief Environmental Health Officers' Association to co-ordinate the food enforcement function of London Boroughs.

Membership of the Group includes Environmental Health Officers, Public Analysts and a representative of the Health Protection Agency. One of the key functions of the Group is the co-ordination of food sampling in London – this is achieved by dividing the 33 London Boroughs into 4 regional sectors, with each sector arranging sampling programmes in its own area only after proper liaison with the other 3 sectors. Tower Hamlets is in the NE sector.

#### FOOD SAMPLING OBJECTIVES AND PRIORITIES

The main objective of food sampling should be the protection of the consumer through the enforcement of food legislation and the encouragement of fair trading. In attempting to achieve this objective it is important that the Council considers the most effective use of limited resources. Therefore, the Council has identified its food sampling programmes in the following priority order:

- (i) Investigation of food poisoning outbreaks and food contamination incidents
- (ii) Complaints where sampling is necessary
- (iii) Imported food responsibilities
- (iv) Home authority responsibilities
- (v) EU co-ordinated sampling programme
- (vi) PHE sampling programme
- (vii) Co-ordinated programmed sampling – with other London Boroughs
- (viii) Local projects in individual boroughs

## TYPES OF SAMPLES

There is a need for a common approach to sampling in the Borough, and this is set out as follows:

### Random informal samples

- (i) These should be avoided for both chemical and microbiological samples.
- (ii) There is, however, a place for informal samples but principally within a programmed sampling project concentrating on a particular food issue.
- (iii) There will also be occasions when informal samples will be justified when testing a new product or process on the market.

### Microbiological samples

- (i) Formal samples being taken in accordance with the Regulations should be the normal procedure.
- (ii) There are no advantages in taking informal microbiological samples – the procedures laid down in the Regulations are in any case good sampling practice and the additional information gathering required is minimal. However, only samples taken with the intention of legal proceedings in the event of adverse results should be submitted to the HPA as Formal samples. In these cases the relevant HPA Formal Sample form should be used.

### Chemical samples

- (i) In view of the resource and time implications of taking formal chemical samples it is accepted that a significant amount of chemical sampling will be informal – this is especially the case when project or programmed sampling is being carried out as a monitoring or fact finding exercise.
- (ii) Formal samples should, however, be taken when:
  - Problems and contraventions of legislation are suspected
  - Results are not thought repeatable, e.g. pesticide residues or aflatoxins in food
  - In response to food complaints
  - Repeat sampling following a previous unsatisfactory informal sample

## Sampling in manufacturing premises

- (i) The level and type of samples taken at individual manufacturing premises will depend on a number of factors including:
  - The nature of the raw materials, intermediate and finished products
  - The existence or absence of Hazard Analysis Critical Control Points (HACCP) type procedures
  - The existence of in-house quality control systems
  - The level of in-house sampling and the quality of procedures and documentation
- (ii) It is important, however, to ensure that food sampling forms an integral part of routine inspections within the risk assessment system laid down in the relevant Code of Practice and LACORS guidance. Ad hoc samples taken without regard to the above and without set objectives and protocols should be avoided.

## SAMPLING PROCEDURE

It is wasteful of resources to carry out sampling without first considering and agreeing the objectives – this is especially the case for any sampling project or programme carried out in conjunction with other London Boroughs.

A sampling and analytical protocol should be prepared in conjunction with the selected laboratory in order to ensure an agreed procedure and to encourage a uniform approach. Clearly the subsequent status of the sampling will depend upon the objectives and protocol agreed.

The results and conclusions from the sampling exercise should be collated and circulated through sector groups. It is recognised that on occasions individual local authorities, sectors or the LFCG will want to consider wider publication.

## LEVEL OF SAMPLING

Local authority sampling levels are closely monitored by the Food Standards Agency through returns. This data will be aggregated and returned to Brussels in accordance with the Official Control of Foodstuffs Directive.

## CO-ORDINATION

In order to achieve maximum effectiveness and the best use of scarce resources, the Council should ensure that food sampling, other than for reactive duties such as complaints, food poisoning and port health and home authority duties, is carried out in conjunction with the LFCG.

Proposed sampling projects should be cleared initially through the relevant sectors. Sector co-ordinators will be in a position to ensure that other sectors are not proposing to carry out similar surveys – this will avoid duplication.

Reports of surveys should be passed through sectors and ultimately through the LFCG in order to ensure a wide distribution and a sharing of information. UKFSS implementation will aid with information sharing.

## SUMMARY

The aim of this Policy is to ensure that the Council protects the consumer, and in so doing follows good practice and uses scarce resources in the most effective way.

The Policy is intended only as a guide. It is flexible enough to allow initiative, but points the way forward to a more locally based approach to food sampling.

Nothing in the Food Sampling Policy is intended to preclude initiative on the part of individual enforcement officers – there will be occasion, in circumstances of constant market change, when ad hoc sampling will be necessary.



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## BENCHMARKING ACTIVITIES FOR LONDON BOROUGH TOWER HAMLETS FOOD SAFETY:

There are several benchmarking activities, both internal and external, that the food team employ to ensure the team meet expectations and work effectively. Below, is a broad synopsis of the benchmarking mechanisms.

### **Local Authority Enforcement Monitoring System (LAEMS):**

LAEMS is a web-based system used to report local authority food law enforcement activities to the Food Standards Agency (FSA). Local authorities upload end of financial year data to the FSA that has been generated from local systems (such as APP / Civica) where data is recorded on food law enforcement activities.

This annual data for all Local Authorities is then published by the FSA. It aids in creating service plans and benchmarking services across the country.

### **North East London Food Liaison Group (NELFLG):**

Every quarter managers from each North East London authority meet to discuss Environmental Health matters, cross borough issues, and benchmark each service against each other. As part of this “best practice sharing” the group submit figures for their current quarter regarding broadly compliant status (see table below).

The term “broadly compliant” relates to the way a food business complies with food hygiene legislation. Previously a National Performance Indicator (NI184), it was intended for the monitoring of Local Authorities. We, as a Council, still use broadly compliant status as a general internal indicator of performance. A Food Safety Officer currently risk assesses every food business that they inspect having regard to a food hygiene scoring system located in the Food Law Code of Practice.

A food business will be classed as broadly compliant, if they score in the manner described below in the categories listed.

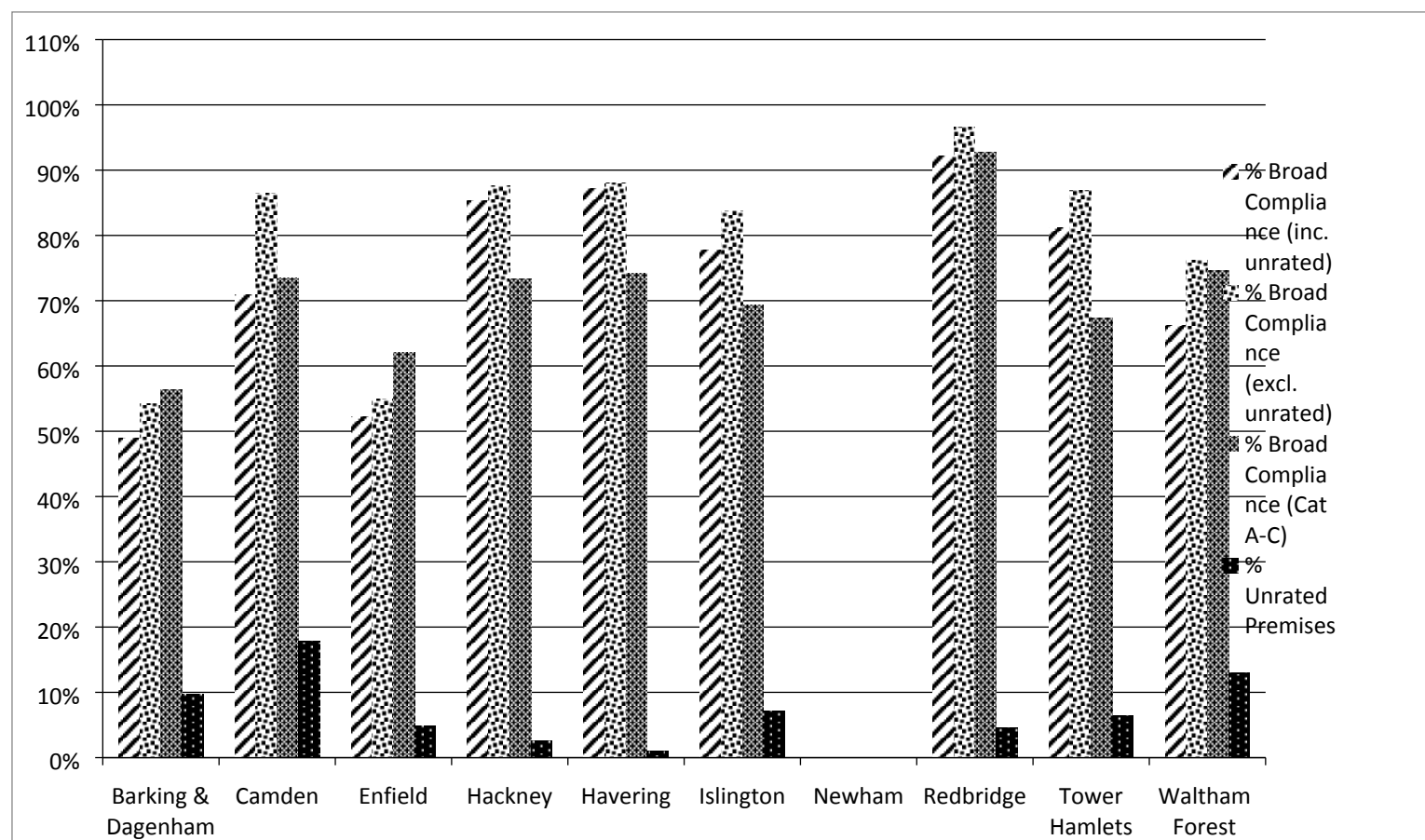
- |                                 |              |
|---------------------------------|--------------|
| a) Hygiene compliance record    | = 10 or less |
| b) Structural compliance record | = 10 or less |
| c) Confidence in management     | = 10 or less |

Therefore in order to be classed as broadly compliant the business should score 10 or less in each category a) to c), and have a total of 30 or less for the sum of the categories. In lay-terms, one would class a broadly compliant business as generally satisfactory – not perfect, but largely satisfactory and not presenting any risk.

We also benchmark how many unrated premises are currently recorded as these are a perceived risk and impact detrimentally against our Broad Compliance figures.

Appendix Two – Benchmarking

LA	Premises	Total No. of Unrated	Total No. of Broadly Compliant Premises	No. of Category A	No. Broadly Compliant category A	No. of category B	No. Broadly Compliant category B	No. of Category C	No. Broadly Compliant category C
Barking & Dagenham	1335	130	653	1	1	52	16	554	325
Camden	3761	672	2669	63	1	240	76	1079	938
Enfield	2628	128	1373	19	2	179	53	501	379
Hackney	2778	72	2371	12	0	202	82	713	598
Havering	1860	20	1621	6	1	116	69	452	356
Islington	2345	167	1825	19	2	193	78	830	642
Newham	Data not provided								
Redbridge	1877	85	1730	8	4	70	49	768	731
Tower Hamlets	2973	193	2414	35	0	208	51	739	610
Waltham Forest	1971	256	1306	10	1	98	31	451	385



**The Consumer’s Association - Which? Magazine:**

Which? produce a ranking of the 386 food safety authorities nationally every year based on our LAEMS return.

Which? Magazine has over the past few years has collated the result of the LAEMs data and assessed the data and it ranked local authority areas based on three indicators using the following criteria:

- how many food establishments were rated for risk,
- how many of the medium and high-risk premises met hygiene requirements, and
- how many planned interventions (such as inspections or follow up actions) were actually carried out.

They stated that, budget cuts at local authorities, complicated international food supply chains and an increase in food crime can make it more difficult to enforce good food hygiene. Leaving the EU is likely to mean that the UK will have to conduct more of its own safety checks on imported food, which will require more resources and a new approach to food standards checking. The Food Standards Agency is currently reviewing food enforcement strategies.

Tower Hamlets were 350th out of 386. This number may at first glance appear underwhelming, but in terms of benchmarking a city borough, let alone a London borough, it is quite reasonable. The formula used by Which? is not weighted to account for how many premises or officers you have; where you are in the country; different demographical issues you face; how much enforcement takes place. As such, a smaller, rural authority with similar inspection percentages but more staff and less enforcement will rank better.

When you take London as a microcosm of 33 authorities Tower Hamlets performed reasonably well (see below). In a Borough that has high levels of poverty, and issues surrounding education and language barriers we still managed to come 19<sup>th</sup> in London out of 33.

Below us in the overall rankings were all of our neighbours. Enfield improved from the bottom of the table, through investment into their food team and there were five other London councils in the bottom 10 overall (Hackney, Camden, Lewisham, Ealing, and Newham). This further shows the difficulty of being a food authority in London. Our closest NE London equivalent in the rankings was Islington at 349th, one position above us.

WHICH? ranking of the 33 London Boroughs:

<b>Borough</b>	<b>2015 Which? Ranking</b>	<b>2016 Which? Ranking</b>	<b>Change in ranking (-ve = worse</b>	<b>2016 Standing in London</b>
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## Appendix Two – Benchmarking

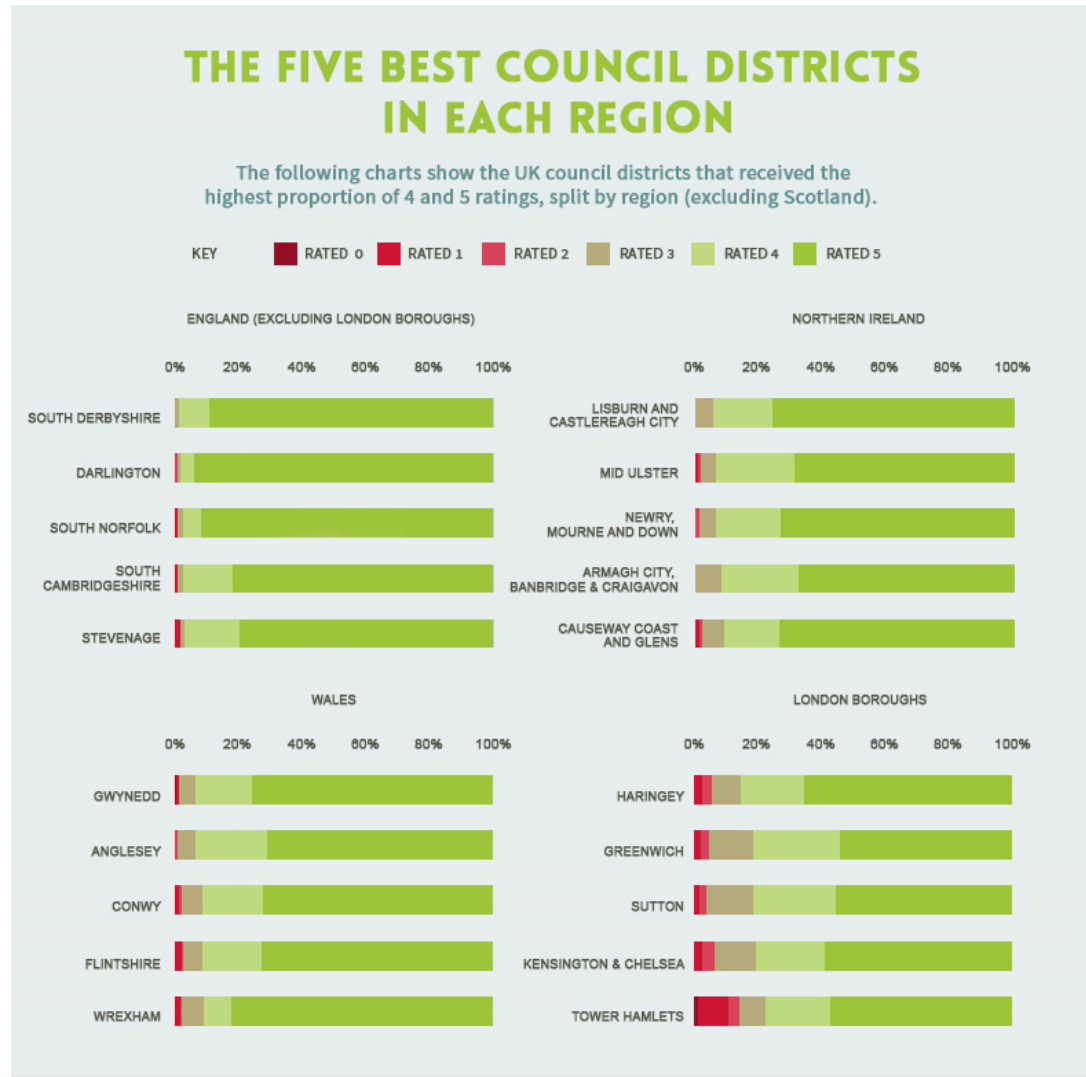
	<b>(/398)</b>	<b>(/386)</b>	<b>rank)</b>	
Bexley	377	36	341	1
Kensington	166	80	86	2
Hammersmith	308	241	67	3
Hillingdon	191	258	-67	4
City of London	235	268	-33	5
Barking	313	274	39	6
Kingston	314	291	23	7
Wandsworth	217	304	-87	8
Barnet	230	323	-93	9
Merton	322	326	-4	10
Haringey	383	327	56	11
Redbridge	110	328	-218	12
Greenwich	298	331	-33	13
Hounslow	382	332	50	14
Lambeth	319	341	-22	15
Brent	389	344	45	16
Westminster	316	346	-30	17
Islington	350	349	1	18
Tower Hamlets	310	350	-40	19
Sutton	343	356	-13	20
Southwark	387	357	30	21
Waltham Forest	344	361	-17	22
Havering	379	364	15	23
Richmond	354	367	-13	24
Bromley	326	369	-43	25
Enfield	398	370	28	26
Harrow	394	372	22	27
Croydon	336	373	-37	28
Hackney	381	374	7	29
Camden	390	381	9	30
Lewisham	396	382	14	31
Ealing	395	383	12	32
Newham	370	384	-14	33

### Lifestyle (LoveMyVouchers.co.uk )

The Lifestyle blog , a consumers interest website on [LoveMyVouchers.co.uk](http://LoveMyVouchers.co.uk) also carried out a study in February this year, based upon the interventions data of December 16 2016, supplied to the Food Hygiene Rating Scheme and operated by the Food Standards Agency.

## Appendix Two – Benchmarking

They assessed the data from Restaurants and Cafes and for Takeaways to check hygiene ratings in the Food Authorities in the UK. By region we were assessed to be the 5<sup>th</sup> highest in London for the percentage of well performing restaurants and cafes



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## EQUALITY ANALYSIS QUALITY ASSURANCE CHECKLIST

<b>Name of 'proposal' and how has it been implemented</b> (proposal can be a policy, service, function, strategy, project, procedure, restructure/savings proposal)	<b>Food Law Enforcement Service Plan 2017/2018</b>
<b>Directorate / Service</b>	<b>Place, Public Realm, Environmental Health and Trading Standards Service</b>
<b>Lead Officer</b>	<b>David Tolley, Environmental Health and Trading Standards Service</b>
<b>Signed Off By (inc date)</b>	<b>Roy Ormsby</b>
<b>Summary – to be completed at the end of completing the QA (using Appendix A)</b> (Please provide a summary of the findings of the Quality Assurance checklist. What has happened as a result of the QA? For example, based on the QA a Full EA will be undertaken or, based on the QA a Full EA will not be undertaken as due regard to the nine protected groups is embedded in the proposal and the proposal has low relevance to equalities)	<div style="display: flex; align-items: flex-start;"> <div style="width: 20px; height: 20px; background-color: green; margin-right: 10px;"></div> <div> <p><b>Proceed with implementation</b></p> <p>As a result of performing the QA checklist, the policy does not appear to have any adverse effects on people who share <i>Protected Characteristics</i> and no further actions are recommended at this stage.</p> </div> </div>

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Stage	Checklist Area / Question	Yes / No / Unsure	Comment (If the answer is no/unsure, please ask the question to the SPP Service Manager or nominated equality lead to clarify)
<b>1</b>	<b>Overview of Proposal</b>		
a	Are the outcomes of the proposals clear?	Yes	This proposal sets out the Council's annual plan for effective

			<p>enforcement of food safety legislation. It aims to ensure that food in the Borough is produced and sold under hygienic conditions, without risk to health and is of the quality expected by consumers.</p> <p>Once the plan is approved by Cabinet, effective enforcement of food safety legislation will be implemented to encourage businesses to maintain high standards and help protect customers.</p>
b	<p>Is it clear who will be or is likely to be affected by what is being proposed (inc service users and staff)? Is there information about the equality profile of those affected?</p>	<p>Partial</p>	<p>The Plan aims to ensure that a programme of food enforcement activity is carried out, providing public confidence that food is produced without risk and sold under hygienic and safe conditions in the Borough.</p> <p>All residents in the Borough and visitors to the Borough will be positively affected by this proposal through securing food safety in the Borough. All food related businesses in the Borough benefit as reputations are maintained and potential Business risks are minimised by engagement with the service. Due to the identified resource gap, the service had to reduce inspection activity in the lower risk food premises and carry out a lower level response into the service requests received. This may affect the effectiveness of the service, although this is unlikely.</p> <p>Among a number of food safety activities included in the Plan, enforcement activity potentially makes significant impact on businesses, especially those not being compliant with the requirements. In 2015/16, there were 4 premises closures.</p> <p>Whilst the profile of food law enforcement or compliance against equality strands is not known, the service believe that the make-up of food businesses reflects the borough's population profile in general, i.e. one third of the population is of Bangladeshi origin and over half of Tower Hamlets'</p>



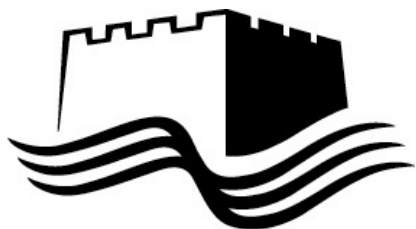
			<p>population are from ethnic minorities.</p> <p>The data picture is further complicated by the fact that the service engages with companies who may be owned by people in different equality strands from those who operate the business premises in the Borough.</p>
<b>2</b>	<b>Monitoring / Collecting Evidence / Data and Consultation</b>		
a	Is there reliable qualitative and quantitative data to support claims made about impacts?	NA	There is reliable data regarding the profile of residents who live and work in the Borough. There are basic assumptions made regarding equalities engagement based on this data. However, as explained above there is currently no data available to the Council on protected characteristics specific to borough businesses and no clear way of securing this accurately. This is a problem faced by all Local Authorities. D&R are reviewing this issue.
	Is there sufficient evidence of local/regional/national research that can inform the analysis?	No	
b	Has a reasonable attempt been made to ensure relevant knowledge and expertise (people, teams and partners) have been involved in the analysis?	Yes	
c	Is there clear evidence of consultation with stakeholders and users from groups affected by the proposal?	NA	This is a Technical Plan the format of which is guided by the FSA.
<b>3</b>	<b>Assessing Impact and Analysis</b>		
a	Are there clear links between the sources of evidence (information, data etc) and the interpretation of impact amongst the nine protected characteristics?	NA	
b	Is there a clear understanding of the way in which proposals applied in the same way can have unequal impact on different groups?	Yes	The key issues specific to this service relate to communication and education. Depending on protected characteristics of any specific business operative or owner the balance of effort specific to each varies. A range of targeted initiatives outlined in the plan address these issues within their design and application in the field.

<b>4</b>	<b>Mitigation and Improvement Action Plan</b>		
a	Is there an agreed action plan?	NA	There is no action plan to mitigate the impact on a particular group by the enforcement. However, the service undertakes a wide range of advice/training activities and food safety promotion for businesses in the Borough, which have helped them understand food safety and regulations and act accordingly.
b	Have alternative options been explored	NA	If the Council take no action the FSA have the power to remove food safety responsibilities and engage another authority to deliver the service.
<b>5</b>	<b>Quality Assurance and Monitoring</b>		
a	Are there arrangements in place to review or audit the implementation of the proposal?	Yes	The service, including the numbers of inspection ratings for food hygiene and food standards, has been monitored. Some of the monitoring results are included in a following year's annual Food Law Enforcement Service Plan.
b	Is it clear how the progress will be monitored to track impact across the protected characteristics??	NA	
<b>6</b>	<b>Reporting Outcomes and Action Plan</b>		
a	Does the executive summary contain sufficient information on the key findings arising from the assessment?	Yes	The summary identifies that the percentage of broadly compliant food premises in the Borough (80% currently) may drop slightly as the effect are felt of a change in the Food Hygiene Rating Scheme implementation.

# Agenda Item 5.15

## **Under Occupation of Housing: Promoting Housing Moves**

### **Scrutiny Review Report**



**TOWER HAMLETS**

### **APPENDIX - A**

**March 2017**

V.Final

## **Chair's Foreword**

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Access to good quality housing tops most people's priority - and allocation of it, remains a huge challenge for most local authorities. There are simply not enough houses to accommodate everyone and London Borough of Tower Hamlets is no different. Over the past 6 months, the Housing Scrutiny Sub Committee has been reviewing the council's under occupation plan. This review has taken a closer look at how other local authorities and similar organisations deal with this issue. By releasing under occupied properties, the council is able to transfer/rehouse tenants, who are in need of larger properties.

The purpose of the review was to:

- assess the level of under occupation in Tower Hamlets
- assess whether the council's under occupation action plan is delivering agreed outputs
- explore initiatives taken in other local authorities which, reduced the number of under occupied properties
- gather evidence from our partners about how they dealt with the issue
- derive a set of recommendations to encourage more tenants to take up downsizing.

With the Housing and Planning Act 2016 coming into force and the launch of Housing White Paper 'Fixing our broken housing market' - this timely review will provide an insight into under occupation and look to address some of its challenges. The recommendations of the report are based on lessons learnt from our own experience, partners and other local authorities – as well as research, guidance and feedback received from Members and residents.

I would like to thank all residents, RSL partners, Islington Council, Council officers and fellow Councillors - who made a significant contribution to this Scrutiny Review.

**Councillor Amina Ali**

Chair, Housing Scrutiny Sub-Committee

## **Contents**

Chair's foreword

Summary of recommendations

- 1.0 Background and Context
- 2.0 Evidence gathering and methodology
- 3.0 National and Local Context
- 4.0 The Current Position in Tower Hamlets
- 5.0 Findings and Recommendations

## **Appendices**

Appendix A: LBTH Under Occupation Action Plan 2015-18

Appendix B: Benchmarking

Appendix C: Evidence of Practices in Other Local Authorities

## **Summary of Recommendations**

### **Recommendation 1:**

Deliver targeted communication and events: Housing and Regeneration Division should further develop information and engagement with local people looking to downsize by:

- delivering targeted communication;
- develop clear and concise information;
- delivering events aimed at both registered and unregistered under occupiers.

The council's traditional media channels along with electronic and social media should be utilised

### **Recommendation 2:**

That the Housing and Regeneration Division proactively identify under occupiers and staff working across frontline service. And develop an information toolkit for frontline staff which will enable them to encourage and support tenants, wishing to downsize.

### **Recommendation 3:**

That the Housing Regeneration Division should consider creating a single integrated Housing Mobility Team.

### **Recommendation 4:**

That the Place Directorate consider the possibility of building bespoke downsizer homes, on council owned land or estates which are specifically aimed at under occupiers.

### **Recommendation 5:**

That the Housing and Regeneration Division should review the current Tenancy Strategy to agree under what circumstances fixed term tenancies would not be renewed.

### **Recommendation 6:**

That the Housing and Regeneration Division further enhance 'post move' service - to ensure tenants who are downsizing are supported through any difficulties e.g. settling in, providing information on local area and sign posting to local services etc.

### **Recommendation 7:**

That the Housing and Regeneration Division builds on the existing strategic partnership with its key partners and stakeholders. And, continue to develop the role of Tower Hamlets Housing Forum – especially the Common Housing Register Group as the main area for innovation and delivery of under occupation initiatives.

## 1. Background and context

1.1 As part of its work programme for 2016/17 the Housing Scrutiny Sub Committee agreed to form a working group - to review under occupation of housing within the borough. The working group was chaired by Councillor Amina Ali (Member for Bow East).

1.2 The scrutiny review group membership included:

<b>Cllr Amina Ali</b>	Chair, Housing Scrutiny Sub-Committee
<b>Cllr Helal Uddin</b>	Bromley South Ward
<b>Cllr Andrew Cregan</b>	Island Gardens Ward
<b>Cllr A Mukit MBE</b>	Weavers Ward
<b>Cllr Andrew Wood</b>	Canary Wharf Ward
<b>Cllr Rabina Khan</b>	Shadwell Ward
<b>Cllr Gulam Robbani</b>	Spitalfields & Banglatown Ward
<b>Moshin Hamim</b>	Leaseholder Representative, Co-opted Member
<b>Anne Ambrose</b>	Tenant Representative, Co-opted Member

1.3 The review was supported by:

<b>Ahmed Choudhury</b>	Senior Strategy, Policy and Performance Officer
<b>Muhibul Hoque</b>	Strategy, Policy and Performance Officer

1.4 The review group received evidence from members of the Executive, a range of officers and experts including:

### London Borough of Tower Hamlets:

<b>Councillor Sirajul Islam</b>	Deputy Mayor and Cabinet Member for Housing
<b>Martin Ling</b>	Housing Strategy Manager
<b>Rafiqul Hoque</b>	Lettings Services Manager
<b>Tom Scholes Fogg</b>	Housing Policy Officer

### Evidence from external sources:

<b>Susan Haire</b>	Mobility Manager, Housing Options Team, Islington LBC
<b>Jahmane Dolphy</b>	Under Occupation Officer, Islington LBC
<b>Sandra Gordon</b>	Trading Places, Lewisham LBC
<b>Pauline Evans</b>	Lettings Manager, Wolverhampton BC
<b>Lewisham LBC</b>	Telephone conversation with Sandra Gordon, Lewisham Council
<b>Wolverhampton Homes</b>	Telephone conversation with Pauline Evans, Lettings Manager
<b>Swan Housing</b>	Andrea O'Callaghan, Head of Business Improvement & Allocations
<b>Colchester BC</b>	Online
<b>Stockport Homes</b>	Online

1.5 The review considered the key issues around under occupancy in social rented housing in the borough, where tenants are occupying larger properties that are no longer suitable for their needs - which could be released and offered to families with children and those living in overcrowded households. Tackling this issue will relieve the pressure on the waiting list - currently there is no obligation for residents to do this, but there are a range of incentives (see Appendix A) provided by the council to assist with such moves.

## 2. Evidence gathering and methodology

2.1 The review specifically looked at:

- LBTH's under occupation policy and reviewed its action plan;
- other local authorities with similar demographics and considered their approach, to encouraging tenants to downsize;
- lessons learnt elsewhere and whether these are applicable to the circumstances of Tower Hamlets;
- whether some incentives available have been more successful than others and establish the reasons for this; and
- if some Registered Providers (RPs), operating inside or outside the borough – whether they have been more successful than others in reducing under occupancy and the reasons why this has happened.

2.2 The methodologies that were deployed during the review included the following:

Methodology	Date	Evidence
Review Group Meetings	November 2016 to March 2017	<ul style="list-style-type: none"> <li>• Lead Member for Housing</li> <li>• Islington LBC</li> <li>• Swan Housing</li> <li>• Tower Hamlets Homes</li> <li>• Lettings Manager - LBTH</li> <li>• Tenants</li> </ul>
Telephone discussion with other local authorities	December 2016	<ul style="list-style-type: none"> <li>• Wolverhampton BC</li> <li>• Lewisham LBC</li> </ul>
Desk based research/online	November 2016	<ul style="list-style-type: none"> <li>• Colchester BC</li> <li>• Stockport Homes</li> </ul>
Survey: online and postal	December 2017 to January 2017	<ul style="list-style-type: none"> <li>• Tenants who completed downsizing</li> <li>• Prospective downsizing tenants</li> </ul>



### **3.0 National & Local Context**

- 3.1 According to the Office of National Statistics (ONS) and based on the 2011 Census figures, the five local authorities (Newham, Tower Hamlets, Brent, Harrow and Hounslow) with the highest percentage of overcrowded households are all located in London.
- 3.2 For England and Wales as a whole, 4.5% of homes (including owner occupied and socially rented) have an occupancy rating of -1 or less and are therefore classified as overcrowded.
- 3.3 For London on average, more than 1 in 10 households (11.3%) are overcrowded. Newham is at the top of the local authority ranking with a quarter (25.2%) of its households overcrowded. Tower Hamlets is third highest in England and Wales, with 16.4% of households being overcrowded.
- 3.4 In terms of occupancy rating of +2 or more bedrooms, the figure for England and Wales is 34.6%. Rutland (East Midlands) is the highest with 53.1% and Tower Hamlets is the lowest with 8.0% indicating the limited availability of these homes.
- 3.5 Other London boroughs dominate the rankings in terms of those local authorities with the lowest levels of under occupation. For zero bedroom occupancy, the average rating is 26.4% across England and Wales. However, this figure is much higher in London, with almost 4 in 10 (39.3%) households in zero bedroom occupancy. The top five local authorities in terms of zero bedroom occupancy rating are all London councils. Tower Hamlets is the fifth highest in England and Wales, with over 4 in 10 households (41.7%) having no spare bedrooms.
- 3.6 The figures suggest that while Tower Hamlets has relatively few spare bedrooms compared to the average in England and Wales, the high levels of overcrowding means there is an extra incentive for all social homes providers in the borough to utilise as far as possible, any spare capacity available in their homes.
- 3.7 There is an imbalance between demand for housing, especially amongst perspective tenants with families, and the lack of supply to meet this; because of historic patterns of occupancy which are preventing a better alignment of tenants with the most suitable type of accommodation available.

### **4.0 The Current Position in Tower Hamlets**

- 4.1 Approximately 37% of those families on the Common Housing Register (CHR) are living in overcrowded accommodation, which represents approximately 70% of those applicants in housing need. The council's former housing Allocations policy prioritised families living in overcrowded accommodation based on the number of bedrooms lacking.
- 4.2 Tower Hamlets Homes (THH) and all the major RPs in the borough manage a Common Housing Register and Allocations scheme, which is a unique agreement within London. A single housing register and allocations scheme means there is a single housing waiting list for all perspective tenants and existing tenants can, if they want to move home, have potentially a far larger choice of alternative accommodation than would otherwise be available.

- 4.3 In 2010 the council changed its housing Allocations policy and placed families living in overcrowded accommodation on the same band 2 category as homeless families. This change proved effective in reducing both homelessness and increasing the number of families living in overcrowded conditions, who were rehoused through the waiting list rather than the homelessness route.
- 4.4 The council has traditionally had a generous policy, compared to many other London Boroughs, towards assessing space needs for housing. Unlike many councils - a family with two children, one of each sex under the age of 10, have been eligible for a three-bedroomed home, with a separate bedroom for each child. The council's policy is not aligned with the bedroom standard (for example, eligibility for a child having their own room, or not being eligible if they are under ten years old). In addition, it is not in line with recent welfare reform changes which introduced the 'bedroom tax' which means housing benefit will only cover bedrooms required and therefore some under occupiers will have a shortfall in their rent through housing benefit.
- 4.5 The Bedroom tax (spare room subsidy) is not the measure used for under occupancy under the allocations scheme, for example, a family with two children of opposite sex would be eligible for three bedrooms but may be affected by bedroom tax if not in work and both the children are under 10 years of age.
- 4.6 The bedroom tax reduces the level of Housing Benefit available to households who are under occupying their property. In December 2015, 2,106 households in the borough were affected, - 1,590 of these were RP tenants and 516 Tower Hamlets Homes tenants. Of these, 324 (15% of the total) were in receipt of Discretionary Housing Payment (DHP).
- 4.7 Those applying for DHP payments are now encouraged to join the Common Housing Register (CHR) and apply for a more suitable home which can better meet their needs and free up a larger property for another household.
- 4.8 The council also gives priority, to sons and daughters over 18 in their own right living in an overcrowded home. Under the Council's Allocations Scheme 'sons and daughters' of under-occupying tenants, and those tenants that are severely overcrowded could be given enhanced housing priority under the Priority Target Group scheme. This is to ensure larger size homes are released for allocation to overcrowded applicants and to relieve overcrowding in existing tenanted accommodation. In order to qualify, the son or daughter must be over 18 years of age and lived at the address as their only or principal home for more than 5 years. The enhanced priority will only apply if by rehousing the under occupying tenant and the son or daughter there is still a net bedroom gain e.g. a tenant and her daughter occupy a 3 bedroom property and by offering them 2x1 bedroom accommodation the council releases a 3 bedroom property which results in a net gain of 1 bedroom. For tenancies that are severely overcrowded the transferring tenant must still lack 2 or more bedrooms even though the son or daughter will be rehoused separately e.g. tenant occupies a 2 bedroom property and is assessed as needing at least 4 -bedroom or larger home.
- 4.9 The Under-occupation and overcrowding of social housing of both the council owned and Registered Provider (RPs) housing has always been a high-profile

issue within the borough. Consequently, the council and registered provider partners have developed policies and identified resources to addressing the problem of under-occupation.

4.10 Scale of the under-occupation (beds more than need), according to the 2015 Common Housing Register (CHR) figures:

Scale of the under-occupation (beds more than need), according to the 2016 Common Housing Register (CHR) figures:

- There are 1,333 (as at 1st April 2016) known socially rented under-occupied properties in LBTH of which:
  - 78% have one bedroom in excess of need;
  - 18% have two bedrooms in excess of need; and
  - 3% have three bedrooms in excess of need
- The council owns 45% of these under-occupied properties.
- For RPs, Poplar HARCA has the highest with 16% of the total.
- Tower Hamlets Community Housing, Eastend Homes and Old Circle Ford, all have around 6% of the total.
- The remaining properties are dispersed across the other RPs in the borough

4.11 A range of financial incentives are made available by landlords to encourage under- occupiers to move. These include:

- help with removing household contents
- the handy person service
- help towards advance rent payment
- payment for new white goods

4.12 There is great flexibility in terms of how the financial incentives (tailored to the individual needs of the tenants) are used, so it can be spent on removing possessions to the new address, or paying a rent instalment in advance on the new home, etc. It should be noted that different social landlords in the borough offer different packages due to financial constraints and ensuring a consistent approach across the partnership is proving challenging.

4.13 Under-occupied households are given the highest priority for move to more suitable properties and are included in the band 1 category of the Allocations Scheme. If a tenant lives in a home with three bedrooms and is assessed as needing only one bedroom, they may apply for a home with one or two bedrooms. The greater number of bedrooms a tenant is prepared to give up, the higher their priority will be to be re-housed.

4.14 If tenants apply to the Housing Register for a move, it does not necessarily have to be to a vacant home. It could involve a mutual exchange when two or more tenants agree to swap homes once they have the permission of the landlords involved. Given the shortage of available homes in the borough, for many tenants this is their best option to get a new home. All council and RP tenants who ask to move are encouraged to register for the mutual exchange scheme at [www.homeswapper.co.uk](http://www.homeswapper.co.uk), and [www.houseexchange.org.uk](http://www.houseexchange.org.uk). Landlords work with

tenants to find opportunities to facilitate a home swap and advertise details of those homes where tenants have subscribed to the scheme.

4.15 *Tower Hamlets Housing Strategy 2016-2021*

4.16 Tower Hamlets Housing Strategy seeks to ensure that:

- there are housing choices for all sections of our diverse community;
- the homes people live in are in a decent condition, warm, and weather tight;
- the most vulnerable people's housing needs are met in a fair and inclusive way;
- all homes are in safe, prosperous and thriving areas; and
- response to housing issues is measured and achieves value for money.

4.17 As part of its action plan, the Housing Strategy recognised that the existing Overcrowding and Under Occupation Plan needed to be reviewed – to ensure the plan was delivering and meeting the needs of residents.

4.18 *Overcrowding and Under Occupation Plan*

4.19 The scrutiny review recognises that the council already has an Overcrowding and Under Occupation Plan in place and that steps taken over recent years, working closely with partners in the RP sector through the Tower Hamlets Housing Forum Common Housing Register (CHR) Sub-Group, have already yielded positive results.

4.20 This has included developing and monitoring a shared action plan that has contributed towards significantly reducing household overcrowding, from 9,106 households in April 2013 that required more beds than they currently have, to 7,024 in December 2015 (an overall fall of 23%) This fall was also due in part to out of borough cases not being allowed on the housing list.

4.21 There are currently over 1,300 households registered as under occupied on the CHR. 139 under occupying households were rehoused in 2014/15 and the CHR Sub-Group has agreed to work towards a minimum of 600 under occupying moves over the next four years.

4.22 The council, and its RP partners, operates several initiatives to tackle the problem of under occupation which, is set out in Appendix A. Some of the activities include:

- Project 500 to target the top 500 under occupiers and focus on bespoke packages to meet their needs and incentivise them to move to another property;
- Enabling RPs to keep voids freed up by under occupiers to offer to their urgent transfer cases; package a set of practical incentives up to the value of £2,000 in order to encourage under occupiers to move;
- The plan is refreshed annually – to date a total of 685 under occupation transfers have been completed, which is approximately 137 moves a year; and

4.23 When comparing with other authorities, Tower Hamlets provide similar type of services (see Appendix B) such as: Access to a driver for the move; Re-direction of mail; pay travelling costs to view new property; handyman service or gardener for day, if over 60; Disconnections/ reconnections. However, Islington achieves more moves due to dedicated resource e.g. 2 FTE focuses just on under occupation – whereas in Tower Hamlets there is no specific post, but 10 lettings attainment staff are expected to work with under occupiers - as and when a tenant approaches the council. The Housing Option Team have utilised the support of apprentices and as part of detailed action planning this can be explored further.

#### 4.24 Benchmarking data

Figure 1. Comparable London benchmarking data for mutual exchange and under occupation moves

Mutual Exchange				
2012/13	2013/14	2014/15	2015/16	2016/17 (YTD)
<b>265</b>	296	211	187	127
Under Occupation				
<b>220</b>	301	169	184	112
Smart moves				
<b>41</b>	58	37	27	18

- Figure 1 above shows housing transfer data between 2012 and 2016 (mutual exchange and under occupation) from Islington council – which clearly shows the benefit of having dedicated resource (see Appendix A) to dealing with under occupation.
- Between 2012 – 2016 a total of 685 under occupation moves were completed in Tower Hamlets – approximately 137 per year (Appendix 1).

Figure 2. Comparable London benchmarking data for mutual exchange and under occupation moves

	Islington 12/13	Croydon 12/13	Haringey 12/13	Westminster 12/13	Southwark 12/13	Camden 12/13
Mutual exchanges	263	141	15	48	110	158
Under occupation moves	220	71	84	58	155	141
	13/14	13/14	13/14	13/14	13/14	13/14
Mutual exchanges	296	110	26	48	98	140
Under occupation moves	301	44	104	37	256	182

- Due to its high number of under occupied properties (approximately 5,000 properties), Islington LBC (Fig.1) have been successfully managing its allocation through a mixture of mutual exchange, targeted under occupation transfers and Smart Moves scheme.
- Mutual exchange is a popular scheme that have been utilised by many local authorities. Fig. 2 indicates the number of downsizing which have been

completed since 2012 - across Islington, Croydon, Haringey, Westminster and Camden.

## 5.0 Findings and Recommendations

5.1 The table below details the key findings and recommendations of the scrutiny review – based on evidence, research, comments from members and current performance.

### **Recommendation 1:**

**Deliver targeted communication and events: Housing and Regeneration Division should further develop information and engagement with local people looking to downsize by: delivering targeted communication; develop clear and concise information; delivering events aimed at both registered and unregistered under occupiers.**

**The council's traditional media channels along with electronic and social media should be utilised.**

#### *Findings:*

LBTH's Project 500 – a time bound scheme designed to target top 500 under occupiers in the borough. Once the target is achieved the scheme will come to an end. In order to continue with the take up, it is important to update the council's and its partners (RSLs) register regularly. This will help better target existing tenants and achieve a higher number of under occupiers willing to downsize. With a clear understanding of the population who could benefit from downsizing, the council can then target tenants in specific geographic area; certain age groups etc. and promote downsizing options to them. Promotional materials would need to be mindful of accessibility – as a significant number of tenants are likely to be either elderly and/or suffering from long term illnesses (as indicated by a recent on-line survey and historical transfers).

Targeted events to promote downsizing have been arranged by many councils – including the ones we researched and engaged during the review. Some are more successful than others. Islington LBC for instance, moved away from one big event every year - to 5 or 6 smaller ones which are more 'neighbourhood focused' which yielded a higher number of exchanges – as smaller events are more manageable. As staff were involved in more than one event, officers were continuously looking to refresh their data and capture it into their forward plan.

The Greater London Authority (GLA) has established a web portal for tenants (for all London boroughs) called 'Housing Moves' <http://www.housingmoves.org/> which is designed to support tenants to relocate/transfer to another property in another London borough. As part of the scheme priority is given to tenants who have more bedroom than they need (Band 1) – there are five bands. To this end, the council has a Mutual Exchange scheme/charter aimed to tackling both under occupation and overcrowding issues. Also, under the 'sons and daughters scheme' tenants are prioritised and fast tracked to Band 1b. The review panel felt though these schemes are addressing the issue, and supporting tenants - more needed to be done to publicise them.

The HomeSwapper (<http://homeswapper.co.uk/>) website can help tenants find an

exchange partner to swap anywhere in the UK and tenants do not have to be on the council's transfer list. Tenants must register with HomeSwapper on their website. HomeSwapper will search for possible new swaps and saves these matches so tenants can log in at any time to view them. Tenants can also arrange to be sent "match alerts" by email or text message on their mobile phone.

In Islington LBC, the under-occupiers property details are advertised in the Homeconnections website: <http://www.homeconnections.org.uk/?extra=9> advert, to try and find a suitable mutual exchange. The advert is available to view on the council's website, or tenants can collect a paper copy at their local area housing office.

Under occupation online survey: most of the respondents indicated that access to the right type of information was essential for them, to decide on downsizing.

*Tenants paying the bedroom tax could particularly be targeted. Key messages to include: a smaller home will be easier to clean and manage; actual examples of utility bills which prove the savings for a one bedroom flat over a three maisonette; tenants are paying for extra bedrooms they don't use or get any benefit from; they may feel more secure in a smaller home, specifically if it is designed to meet their needs, for example elderly tenants.*

*Relevant policies, such as the Mutual Exchange Scheme, GLA's Housing Moves, The national database at HomeSwapper and Homeconnections are all actively promoted to tenants, using proactive traditional and social media channels. A factsheet explaining the available sources will allow tenants to explore a range of different routes. The Mutual Exchange Policy itself is also slimmed down and simplified so it is tailored to meet the practical needs of tenants and is easily understood by them.*

*The council literature designed to promote the advantages of downsizing includes real life examples of individuals or families moving home, their reasons for doing so and the practical benefits they accrued as a result through producing a case study pack. The pack to emphasise the personal and specific circumstances experienced by the tenant creates a strong narrative and gives prospective downsizers a human story they are more likely to identify with and relate to. Other initiatives include establishing a bank of tenants who have downsized and who are happy to talk to others about their experiences and to meet other prospective downsizers to allay any fears they may have. As well as including messages about downsizing on quarterly rent statements sent to all tenants.*



## **Recommendation 2:**

**That the Housing and Regeneration Division proactively identify under occupiers and staff working across frontline service. And develop an information toolkit for frontline staff which will enable them to encourage and support tenants, wishing to downsize.**

### *Findings:*

The recent Welfare Reforms and changes to the under occupation rules (bedroom tax) have resulted an increased volume of queries, directed at the front line staff – the trend is expected to increase, as DHP for instance only provides a temporary solution. As the full scale of welfare reform starts to take effect, concerned residents are likely to inundate council's front line offices - such as the idea stores, with queries. Currently, LBTH front line staff provides sign posting and flag up potential downsizing option - on an ad-hoc basis.

In Islington's experience most tenants become interested in downsizing not because they directly register, but because of interventions such as home visits, from other services such as adult social services, environmental services, public health and housing benefits.

In Lewisham many tenants register for a transfer because of the involvement of other council services. For example, income advisors from the benefits service advice clients that their current homes are too expensive to remain there and they would financially be better off downsizing and moving to a property that is smaller and therefore more affordable. Once the referral has been made, the trading Places Team will then arrange a home visit to go into the benefits of downsizing in more detail and hopefully facilitate a move.

*All staff, regardless of service or location, receives the same briefing on what to do to flag up downsizing as an option for tenants, who are struggling financially or physically with maintaining a larger property than they need. The same promotional material advertising the benefits of downsizing is also used to communicate the message.*

*RPs leads should be briefed and feedback to their internal teams.*

*In order to achieve a consistent and higher take up, it may be useful to initially roll out a scheme within the idea stores. Identifying 'downsizing champions/ambassadors' may be an option – as it would be less resource intensive. Staff working in the front line service would need to have the appropriate knowledge e.g. under occupation allocation policy. Also, key messages in different community languages in the idea stores may trigger potential downsizer to approach a member of staff, for further details.*

### **Recommendation 3:**

**That the Housing Regeneration Division should consider creating a single integrated Housing Mobility Team.**

#### *Findings:*

In Tower Hamlets, allocation officers are instructed to prioritise any potential under occupation case – currently there is 0.5 FTE who deals with exchanges and numerous FTEs share this responsibility. At Islington there are six officers who cover all areas of housing mobility - housing moves, homefinder UK, Mobility Exchange, under occupation and overcrowding - and look to find joined up and holistic solutions to housing mobility issues. As well as speeding up the actual time taken to carry out moves. Establishing one integrated team also means a more personalised and tailored service. Islington's experience suggests that having a single point of contact is likely to alleviate concerns of vulnerable and elderly people – rather it reassured them.

Staff (dedicated for under occupation cases) in Islington team complete five to six localised option days a year and prepare regular briefings and deliver trainings for colleagues, other parts of the council (adult social services, tenancy management teams, etc.) and external organisations such as housing association partners.

### **Recommendation 4:**

**That the Place Directorate consider the possibility of building bespoke downsizer homes, on council owned land or estates which are specifically aimed at under occupiers.**

#### *Findings:*

The government has recently published the much awaited housing white paper 'Fixing our broken housing market' – in which they have stated that “offering older people a better choice of accommodation can help them to live independently for longer and help reduce costs to the social care and health systems”. A framework is already in place linking planning policy and building regulations to improve delivery of accessible housing. To ensure that there is more consistent delivery of accessible housing, the Government is introducing a new statutory duty through the Neighbourhood Planning Bill on the Secretary of State to produce guidance for local planning authorities on how their local development documents should meet the housing needs of older and disabled people” (Fixing our broken housing market, 2017, p63).

The Housing and Planning Act 2016 places duty on local authorities to continue to find innovative solutions, to improve and increase supply of housing.

The review learnt that a number of local authorities are tackling the issue of under occupation simply by developing schemes particularly aimed at tenants who fall in this category. In Islington, the council is building new homes designed for the over 50s, as part of its independent living policy designed to assist those tenants who want to live at home but with support. A three storey (consisting of 20 single bedroom

units), block "Lyon House" has been built in the Caledonian Road area. Islington operates a local lettings policy on new build schemes. So, tenancies have largely gone (70%) to people with a strong local connection who have largely downsized from another bigger local property. The council are planning to build two more housing blocks elsewhere in the borough and rent them to local tenants. Individual units are also being created on the sites of former council properties such as garages, public toilets and washrooms.

Lewisham council are now building one housing scheme specifically earmarked for under occupying tenants, who have agreed to vacate their current property and move into a smaller home in the new development.

Although Tower Hamlets does not have any plans for building properties just to deal with downsizing, it does however, consider any new development with under occupiers in mind.

*The Council is considering developing a new build scheme aimed at under-occupying tenants and Right to Buy Leaseholders and has made a bid to DCLG for funding from their Community Support Fund. The intention would be to develop a community alongside the new building with a possibility of a community management scheme also being developed.*

#### **Recommendation 5:**

**That the Housing and Regeneration Division should review the current Tenancy Strategy to agree under what circumstances fixed term tenancies would not be renewed.**

#### *Findings:*

Housing and Planning Act 2016 legislates for the phasing out of tenancies for life for Local Authority tenants. The legislation recognised the overcrowding and under occupation issue and is expected to provide much more fluidity in housing moves. The measures are expected to be introduced in 2017.

*Consider including under occupation clauses in new tenancy agreements to reduce the possibility of issuing long term tenancies to tenants who may downsize in the future. Review and update the council's tenancy succession policy to reduce under occupation.*

### **Recommendation 6:**

**That the Housing and Regeneration Division further enhance ‘post move’ service - to ensure tenants who are downsizing are supported through any difficulties e.g. settling in, providing information on local area and sign posting to local services etc.**

#### *Findings:*

Sometime properties can become available at a short notice and the expectation is to complete the transfer very quickly – this can be difficult and burdensome for tenants who have mobility or other issues. Therefore, any transfer or exchange would need to take into account the tenants personal circumstances. When a tenant agrees to downsize, it is important to have a seamless process in place – so that s/he can have a good experience of the journey and potentially influence others.

As part of this review an online survey was carried out amongst tenants who have already downsized, and those who were planning to downsize in the future. Though the response rate was very low, one of the respondents highlighted difficulties during the move including the cost and timescale of the transfer. Also, most of the tenants in under occupied properties are elderly people – having a period of regular checks and liaison will make the transition easier for them.

*Develop a stronger “post move” service to tenants who have downsized. For example, by making follow-up visits, or providing floating support to check that they are settling in and coping in their new home.*

*Explore uniform set of questions which are asked to all tenants that have downsized regardless if they are THH or RP tenants.*

### **Recommendation 7:**

**That the Housing and Regeneration Division builds on the existing strategic partnership with its key partners and stakeholders. And, continue to develop the role of Tower Hamlets Housing Forum – especially the Common Housing Register Group as the main area for innovation and delivery of under occupation initiatives.**

#### *Findings:*

The issue of under occupation cannot be resolved by working in silo, - more joined up work with our partners and providers would yield a higher number of tenants - willing up to downsize. The existing Tower Hamlets Housing Forum (THF) provides an excellent network, to work collaboratively and agree an approach that builds on the current good work and provides a strategic direction – to addressing under occupation effectively and efficiently.

During the course of the review, discussions were held with other local authorities about their approach – most have indicated that some form of strategic partnership with key stakeholders as successful critical factors.



## Appendix A. LBTH Under Occupation Action Plan 2015-18

Ref	Action	Status	Progress
4.1	Implement Project 500 to target the top 500 under occupiers and focus on bespoke packages to meet their needs.	Retained from 2013/15 Statement	Work is ongoing with under occupiers by all providers which has resulted in 685 under occupation moves in the last 5 years.  Resource: 0.5 FTE
4.2	Enable Registered Providers to keep voids freed up by under occupiers to offer to their urgent transfer cases.	Retained from 2013/15 Statement	This has been implemented.
4.3	Explore the feasibility of identifying and ring fencing desirable properties to meet the needs of under occupiers.	Retained from 2013/15 Statement	Not yet actioned. Under consideration for latter stages of Mayor's 1000 home Council home programme
4.4	Package a set of practical incentives up to the value of £2,000 in order to encourage under occupiers to consider moving.	Retained from 2013/15 Statement – Incentives to include: <ul style="list-style-type: none"> <li>• Access to a driver for the move</li> <li>• Re-direction of mail</li> <li>• Pay travelling costs to view new property</li> <li>• Handyperson service or gardener for day, if over 60</li> <li>• Clear any arrears or have a rent free period</li> <li>• Disconnections/ reconnections</li> <li>• New curtains or blinds purchased</li> <li>• Help with bidding for homes</li> </ul>	Implemented and assisting with positive annual lettings to under occupiers.

## Appendix B: Benchmarking

Comparable London benchmarking information on incentive payments

	Tower Hamlets	Islington	Croydon	Haringey	Westminster	Southwark	Camden	Lewisham
£ per bedroom	1 bed – non monetary incentives only  2 bed £500  3 bed £1K  4 bed+ £1.5K	1 bed – £500  £750 for a mutual exchange	1 bed – £2K (max £8,000)	£2,000 or £5,000	1 bed – £3K per bedroom if above the pension credit age. £1,000 for every bedroom for those below pension age	1 bed – £1K	1 bed - £1K  2>1 - £3K	£300 per bedroom
Additional payments	£500 towards removal costs	£400 towards removal costs	Pay removal costs if the tenant uses the council's nominated removal contractor	Pay a flat rate and the cost of any service such as removals are deducted from this payment	£2,000 towards removal and decorating costs	Pay one off moving allowance, disconnecting and reconnecting utility services and a decoration allowance	Cost deducted from tenant incentive payment	Full cost of removals, refitting white goods, post office redirections and phone connection
No of staff managing the under occupation scheme	10 Lettings Attainment Officers work with under occupiers within their patch and 1 x Housing Officer	2 under occupation officers, 2 overcrowding officers, 2 mutual exchange officers	1 officer manages the incentives scheme for under occupiers	One officer	2 officers in the Housing Options Service	One officer	5 full time advisers	6 dedicated officers and a project officer

**Appendix C: Examples of Practices in Other Local Authorities and Local Partners:**

Local authority	Size of under occupation	Key activities to encourage downsizing and outcome	Resource
<p><b>Islington Borough Council</b></p>	<ul style="list-style-type: none"> <li>• 528 are Islington council tenants</li> <li>• 124 are housing association tenants</li> </ul>	<ul style="list-style-type: none"> <li>✓ The council's Smart Move Scheme operated successfully over the last 16 years</li> <li>✓ Quarterly promotion of all schemes.</li> <li>✓ Targeted advertising of specific properties to specific under occupiers</li> <li>✓ Online app that is used to register interest</li> <li>✓ Quarterly catalogue posted to prospective tenants</li> <li>✓ Tailored customer service -dealing on a case by case basis.</li> <li>✓ Property repairs/improvement up to £1k</li> <li>✓ Housing Option Days – Used to have one big event but that hasn't been successful. Now they run 5 to 6 smaller events in a smaller geographical area of the borough with moves negotiated in those areas. (This has been quite successful).</li> <li>✓ Key customer facing staff/team training – so they are aware of the councils main offers</li> </ul>	<p>Smart Move has a budget of £250K</p> <p>3 under occupation officers, 2 mutual exchange officers and 1 mobility admin officer who deals with the forms etc.</p>



Local authority	Size of under occupation	Key activities to encourage downsizing and outcome	Resource
		<p>in relation to under-occupation moves.</p> <ul style="list-style-type: none"> <li>✓ Offer of £750 for each bedroom a tenant gives up</li> <li>✓ If they apply for a void property from bidding they give £500.</li> <li>✓ Arrange removal and pay for costs.</li> <li>✓ Prioritised banding under allocations scheme for downsizers.</li> <li>✓ Availability of using a void property for one of the tenants to keep exchanges alive, if they are under threat of breaking down</li> <li>✓ Building properties for over 50s</li> <li>✓ Favourable allocations policy .for those who wishes to downsize</li> <li>✓ Actively promotes The HomeSwapper website amongst tenants to secure mutual exchanges etc.</li> </ul>	
<b>RSL – Swan Housing</b>	1500 are in tower hamlets. 900 on the waiting list waiting to move	<ul style="list-style-type: none"> <li>✓ Ring fence properties for U/O only</li> <li>✓ Payments between £500 and £2000</li> <li>✓ Mutual exchange between £500</li> </ul>	<ul style="list-style-type: none"> <li>• <b>2015-16</b> – Budget £13.5k (£6.5k paid out)</li> </ul>

Local authority	Size of under occupation	Key activities to encourage downsizing and outcome	Resource
	<p>of this 136 under occupying.</p> <ul style="list-style-type: none"> <li>• 4 transfers and 39 mutual exchanges.</li> </ul>	<ul style="list-style-type: none"> <li>✓ £1000 if other household overcrowded</li> <li>✓ Arrange removals</li> <li>✓ Carpets fitted</li> <li>✓ Face to face interviews, hand-holding</li> </ul>	
<b>Stockport Homes</b>	<p>'Big Exchange' event organised to match tenants who are living in under occupied or overcrowded accommodation</p>	<ul style="list-style-type: none"> <li>✓ Affected tenants registered on mutual exchange register and those registered on CBL were invited</li> <li>✓ A branding pack was designed included logos, press release, web contents, posters and leaflets</li> <li>✓ Invitation letter included a property information template for tenants to complete</li> <li>✓ A £50 prize draw</li> <li>✓ Tenants wrote down their interest in a card, provided as part of the pack</li> <li>✓ During the event 165 properties were advertised</li> <li>✓ 15 exchanges were completed</li> </ul>	<p>Marketing materials</p> <p>Staff time during the event</p> <p>£50 Prize draw</p>

Local authority	Size of under occupation	Key activities to encourage downsizing and outcome	Resource																							
		<ul style="list-style-type: none"> <li>✓ Over 50% of the attendees found one property that interested them</li> </ul>																								
<b>Colchester Borough Council</b>	Transfer Incentive Scheme: <ul style="list-style-type: none"> <li>• Release of high demand family homes</li> <li>• Tenants wishing to move to smaller units</li> <li>• Release of properties for those who are in priority need</li> </ul>	<ul style="list-style-type: none"> <li>✓ A high priority on the housing register band A for giving up two spare bedroom or moving from a three or four bedroom or band B for one spare bedroom</li> <li>✓ A payment to support cost of moving</li> <li>✓ Practical help and support with the process of moving</li> <li>✓ swapping arrangement with neighbouring councils</li> <li>✓ The council can help arrange removals, property, garden clearance or the provision of a skip. Payment for these services is taken from the removal costs or incentive payment.</li> <li>✓ The council can facilitate tenants bidding for an alternative home if they so wish.</li> <li>✓ A Handyperson scheme is available to help with odd jobs such as putting up curtain rails, assembling flat pack furniture or fitting</li> </ul>	<table border="1"> <tbody> <tr> <td>Housing register band change</td> <td>Band B</td> </tr> <tr> <td>Payment to help with moving costs</td> <td>£750</td> </tr> <tr> <td>Payment for giving up one bedroom</td> <td>£500</td> </tr> <tr> <td>Payment for leaving the property clean, cleared and in a good condition</td> <td>£500</td> </tr> <tr> <td>Maximum payment</td> <td>£1750</td> </tr> <tr> <td colspan="2"> </td> </tr> <tr> <td>Housing register band change</td> <td>Band A</td> </tr> <tr> <td>Payment to help with moving costs</td> <td>£750</td> </tr> <tr> <td>Payment for giving up two bedrooms</td> <td>£750</td> </tr> <tr> <td>Payment for leaving the property clean, cleared and in a good condition</td> <td>£500</td> </tr> <tr> <td>Maximum payment</td> <td>£2000</td> </tr> </tbody> </table>		Housing register band change	Band B	Payment to help with moving costs	£750	Payment for giving up one bedroom	£500	Payment for leaving the property clean, cleared and in a good condition	£500	Maximum payment	£1750			Housing register band change	Band A	Payment to help with moving costs	£750	Payment for giving up two bedrooms	£750	Payment for leaving the property clean, cleared and in a good condition	£500	Maximum payment	£2000
Housing register band change	Band B																									
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Maximum payment	£2000																									

Local authority	Size of under occupation	Key activities to encourage downsizing and outcome	Resource
		<p>security and safety measures. Payment for this service is taken from the removal costs or incentive payment.</p> <ul style="list-style-type: none"> <li>✓ The council can make a part payment to tenants' bank account within 14 days of their move. Followed by any additional payments once the tenancy given up has been inspected and the tenants accounts have been checked for any outstanding debt</li> </ul> <p>Other non-monetary incentives include:</p> <ul style="list-style-type: none"> <li>✓ Assistance towards removal</li> <li>✓ Assistance with bidding for alternative option</li> <li>✓ A handyperson help</li> </ul>	
<b>Lewisham LBC</b>	130 under occupation moves were completed in 2015/16	<ul style="list-style-type: none"> <li>✓ Cash incentive payment of £300 per bedroom plus all removal costs</li> <li>✓ Financial contribution is made towards connection and disconnection of service</li> <li>✓ Contribution towards reconnection and disconnection plus post redirection</li> <li>✓ Flagging up by front line staff and benefits of downsizing explained to the tenant</li> <li>✓ Council is building a designated scheme to</li> </ul>	<p>Monetary incentives e.g. £300 per bedrooms</p> <p>Cost of removals and reconnection etc.</p>

Local authority	Size of under occupation	Key activities to encourage downsizing and outcome	Resource
		<p>support under occupying tenants to downsize</p> <ul style="list-style-type: none"> <li>✓ Allows tenants who have accrued arrears upto £800 to be eligible for transfer/exchange</li> </ul>	
<b>Wolverhampton BC</b>	116 under occupation moves completed in 2015/16	<ul style="list-style-type: none"> <li>✓ Actively promotes mutual exchanges</li> <li>✓ Allocation Policy permits under occupation tenants to move to a flat, maisonette or non-adopted bungalow</li> <li>✓ Through the allocation policy - allows tenants who have accrued arrears to be eligible for transfer/exchange</li> <li>✓ Online support</li> <li>✓ Featuring property of the week</li> <li>✓ To tips for swappers</li> <li>✓ Speeding up processes and by managing process end to end</li> </ul>	Created a team of officers dealing with mutual exchanges

Local authority	Size of under occupation	Key activities to encourage downsizing and outcome	Resource
<b>Eastend Homes</b>	<p>Dedicated under occupation project</p> <p>75 mutual exchanges in the last year</p>	<ul style="list-style-type: none"> <li>✓ Contacted all “registered transfer under-occupiers”</li> <li>✓ Door knocking exercise</li> <li>✓ Provided information to potential downsizer on mutual exchanges etc.</li> <li>✓ Offered 1-2-1 meeting with the tenant to discuss options</li> <li>✓ Those who wanted to mutually exchange, had their details uploaded on to a web portal – ensuring anonymity at all times</li> </ul>	One off project
<b>Tower Hamlets Homes</b>	<p>General needs stock is 11,819.</p> <p>Number of under occupiers: 328</p> <p>Number of under-occupier downsized: 40 2016/17</p>	<ul style="list-style-type: none"> <li>✓ Help registering for HomeSeekers (for Tower Hamlets) and Help register for Homeswapper (for nationwide MEX)</li> <li>✓ Help registering for Housing Moves (for out of borough)</li> <li>✓ Help register for Housing Exchange (for nationwide MEX)</li> <li>✓ Help with bidding support /Auto-bid</li> <li>✓ Case management (organising removals,</li> </ul>	Dedicated officer dealing with under occupation.

Local authority	Size of under occupation	Key activities to encourage downsizing and outcome	Resource
		<p>disconnection/reconnections, financial incentives)</p> <ul style="list-style-type: none"><li>✓ 2 bed cases to receive a maximum package of £1,000 in total – with a maximum of £500 cash</li><li>✓ 3 bed cases to receive a maximum package of £1,500 in total – with a maximum of £1,000 cash</li><li>✓ 4 bed cases and larger to receive a maximum package of £2,000 in total – with a maximum of £1,500 cash</li></ul>	

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## Appendix B: Under Occupation Review Action Plan

**Recommendation 1:** Deliver targeted communication and events: Housing and Regeneration Division should further develop information and engagement with local people looking to downsize by:

- delivering targeted communication;
- develop clear and concise information;
- delivering events aimed at both registered and unregistered under occupiers.

The council's traditional media channels (e.g. community languages) along with electronic and social media should be utilised.

### Comments from Service:

The Council will work with its Common Housing Register partners to enhance existing leaflets and literature to promote the current policy and incentives available to social tenants wishing to downsize. A more targeted approach will be taken to publicise and encourage more moves from existing and new tenants registered on the Housing Register.

	Responsible Officer	Deadline
1. Revise current leaflets and produce details of new build schemes and other Housing Options and communicate on a regular basis through all channels including newsletters, social media and quarterly rent statements.	Rafiqul Hoque	31 August 2017
2. Promote new build schemes with opportunities for under occupiers through direct mailshots/text messages/social media.	Rafiqul Hoque	On-going
3. Hold a series of Under Occupation surgeries in more localised areas in addition to the annual Lettings Open day.	Rafiqul Hoque	31 March 2018
4. Obtain regular update list of under occupying tenants on Discretionary Housing Payments from the Welfare Reform and Housing Benefit Team. Engage with those tenants to discuss housing options and help with the bidding and rehousing process.	Rafiqul Hoque	On-going

**Recommendation 2:** That the Housing and Regeneration Division proactively identify under occupiers and staff working across frontline service. And develop an information toolkit for frontline staff which will enable them to encourage and support tenants, wishing to downsize.

**Comments from Service:**

The Housing Options Lettings service will work in partnership with Registered Providers to devise information toolkit to help front line staff across the council, RP partnership and third party organisations such as GP surgeries providing them with relevant and adequate information on current policy, incentives and housing options available to social tenants wishing to downsize to maximise registration and rehousing opportunities for tenants.

Actions	Responsible Officer	Deadline
1. Hold lunchtime briefing session with staff and partners on the toolkit in order to help maximise interest in downsizing	Rafiqul Hoque/Sandra Fawcett	December 2017
2. Maximise distribution of leaflets including a policy summary and information on 'sons & daughters' scheme.	Rafiqul Hoque/Sandra Fawcett	December 2017
3. Devise a referral form for other colleagues and agencies to use for making referrals e.g. Social Services to refer new cases.	Rafiqul Hoque/Sandra Fawcett	December 2017
<ul style="list-style-type: none"> <li>• In addition, toolkit should including the following information:</li> <li>• Provide up to date list of landlords and appropriate contact person/s</li> <li>• Information on other Housing Options e.g. Housing Moves/Seaside and Country Homes Scheme</li> <li>• Post move help/settling in visit(s)</li> <li>• Advice for tenants in Rent Arrears (rent pro-forma)</li> </ul>		

**Recommendation 3:** That the Housing Regeneration Division should consider creating a single integrated Housing Mobility Team.

**Comments from Service:**

The Housing Options Service improve the CHR partnership working and maximising housing opportunities for under occupying tenants including their sons and daughters who are eligible for enhanced priority under the Allocations policy.

Actions	Responsible Officer	Deadline
1. In discussion with CHR partners explore the feasibility of setting up a cross Partnership Team to work specifically and actively with under occupiers and their sons and daughters to maximise rehousing.	Rafiqul Hoque/Sandra Fawcett	31 December 2017
2. Explore additional resources to help set this cross partnership team and publicise the work of the team, if it is possible to set up.	Rafiqul Hoque/Sandra Fawcett	31 December 2017
3. Survey/interview tenants to get a better idea of where they want to move and those existing tenants registered on the housing list who are keen to downsize and are flexible in their preferences and actively work with them to help them downsize.	Rafiqul Hoque/Christine Foley	On-going
4. Maximise reciprocal moves within the partnership with RPs who have stock in other boroughs - especially in Essex.	Rafiqul Hoque	On-going

**Recommendation 4:** That the Place Directorate consider the possibility of building bespoke downsizer homes, on council owned land or estates which are specifically aimed at under occupiers.

**Comments from Service:**

As part of the new build Housing Revenue Account programme to build new Council homes, enhanced opportunities for both developing smaller properties aimed at downsizers and Local Lettings policies to give local residents access will be considered. The programme will be built out over a number of years with the aim to provide 1000 new Council homes with a range of bedroom sizes.

The Council is also considering the development of a bespoke community housing scheme on HRA land aimed at under occupiers which will benefit from government funding through the DCLG Community Housing Fund.

<b>Actions</b>	<b>Responsible Officer</b>	<b>Deadline</b>
Implement clause 78 of the Allocations policy and make direct offers to under occupiers	Rafiqul Hoque	Ongoing
Explore the potential to develop community housing scheme with funding through the DCLG Community Housing Fund	Martin Ling	December 2017

**Recommendation 5:** That the Housing and Regeneration Division should review the current Tenancy Strategy to agree under what circumstances fixed term tenancies would not be renewed.

**Comments from Service:**

The Housing and Planning Act 2016 will require all Local Authorities to introduce Fixed Term Tenancies. However the Secretary of State has yet to set out the detail through Regulations. The DCLG is working with a number of Local Authorities to draw up a workable scheme and the Regulations are expected this Autumn.

<b>Actions</b>	<b>Responsible Officer</b>	<b>Deadline</b>
Respond to DCLG Regulations and draw up new Tenancy Strategy in consultation with partners	Martin Ling	April 2018

**Recommendation 6:** That the Housing and Regeneration Division further enhance 'post move' service - to ensure tenants who are downsizing are supported through any difficulties e.g. settling in, providing information on local area and sign posting to local services etc.

**Comments from Service:**

Most landlords provide a post move service to ensure that tenants have settled in, receive advice on local amenities and benefits entitlements etc.

<b>Actions</b>	<b>Responsible Officer</b>	<b>Deadline</b>
Review current offer from landlords through the CHR group and place an emphasis on ensuring downsizing tenants have received the necessary support, particularly older or more vulnerable tenants	Rafiqul Hoque/CHR	December 2017

**Recommendation 7:** That the Housing and Regeneration Division builds on the existing strategic partnership with its key partners and stakeholders. And, continue to develop the role of Tower Hamlets Housing Forum – especially the Common Housing Register Group as the main area for innovation and delivery of under occupation initiatives.

**Comments from Service:**

The Council with its partners through Tower Hamlets Housing Forum Common Housing Register Group will continue to maximise the opportunities for downsizing and continue to work in innovative ways to encourage best use of social housing.

<b>Actions</b>	<b>Responsible Officer</b>	<b>Deadline</b>
The CHR will monitor the Under Occupation Review Plan to ensure it is effective and to consider other ways to facilitate and encourage downsizing.	Rafiqul Hoque/CHR	Ongoing

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## EQUALITY ANALYSIS QUALITY ASSURANCE CHECKLIST

<b>Name of 'proposal' and how has it been implemented</b> (proposal can be a policy, service, function, strategy, project, procedure, restructure/savings proposal)	<b>Leisure Services Contract Fee Waiver Negotiations</b>
<b>Directorate / Service</b>	Children's Services
<b>Lead Officer</b>	Debbie Jones, Corporate Director, Children's Services
<b>Signed Off By (inc date)</b>	
<b>Summary – to be completed at the end of completing the QA (using Appendix A)</b> (Please provide a summary of the findings of the Quality Assurance checklist. What has happened as a result of the QA? For example, based on the QA a Full EA will be undertaken or, based on the QA a Full EA will not be undertaken as due regard to the nine protected groups is embedded in the proposal and the proposal has low relevance to equalities)	<div style="display: flex; align-items: center; margin-bottom: 10px;"> <div style="width: 20px; height: 20px; background-color: #008000; margin-right: 10px;"></div> <p><b>Proceed with implementation</b></p> </div> <p>As a result of performing the QA checklist, the proposal does not appear to have any adverse effects on people who share <i>Protected Characteristics</i> and no further actions are recommended at this stage.</p>

Stage	Checklist Area / Question	Yes / No / Unsure	Comment (If the answer is no/unsure, please ask the question to the SPP Service Manager or nominated equality lead to clarify)
<b>1</b>	<b>Overview of Proposal</b>		
a	Are the outcomes of the proposals clear?	Yes	The current leisure service contract provides GLL, the contractor, a management fee payment of up to £2.3m annually. There is also a profit share arrangement for the

			<p>allocation of the surplus at the end of the financial year (currently £1.05m p.a.).</p> <p>This report proposes that both the management fee and profit share arrangement cease for the remainder of the contract period (3 years and 1 month from April 2016) and a three year contract extension be awarded to GLL.</p> <p>This arrangement will allow the Council to deliver a total savings over the Medium Term Financial Plan of £3.82m. It is also expected that the three year extension will enable GLL to recover the loss. GLL will be in a position which is no better or no worse than under the unaltered contract.</p> <p>The Mayor in Cabinet is recommended to:</p> <ol style="list-style-type: none"> <li>1. Agree and approve the fee waiver arrangements and three year contract extension to the current contract due to expire on 30<sup>th</sup> April 2019. This will be on the existing terms for the current Leisure Services Contract for the period up to April 2022.</li> <li>2. Authorise the appropriate officers to execute the necessary contract extension agreement</li> <li>3. Approve the use of Section 106 funds for investment in the Leisure facilities.</li> </ol>
b	Is it clear who will be or is likely to be affected by what is being proposed (inc service users and staff)? Is there information about the equality profile of those affected?	Yes	<p>GLL will be in a position which is no better no worse than under the unaltered contract. Also, the agreement does not propose any changes to the current fees and changes structure. Therefore, there will be no/very little impact on the service provision and service users.</p> <p>It is also proposed that capital funding is to be provided from the shared development pot (£847k) and S106 resources (up to £1.4m) for investment into the facilities. This will positively affect the service users. Impact on various equality groups</p>



			by the capital development will be examined in due course.
<b>2</b>	<b>Monitoring / Collecting Evidence / Data and Consultation</b>		
a	Is there reliable qualitative and quantitative data to support claims made about impacts?	Yes	A financial model was developed. It informed the length of time (three year contract extension) necessary for GLL to recover the loss of income.
	Is there sufficient evidence of local/regional/national research that can inform the analysis?	Yes	The contents of the proposal have been agreed with GLL.
b	Has a reasonable attempt been made to ensure relevant knowledge and expertise (people, teams and partners) have been involved in the analysis?	Yes	A financial model was developed. The Council and GLL reached the agreement after detailed discussions.
c	Is there clear evidence of consultation with stakeholders and users from groups affected by the proposal?	Yes	See above.
<b>3</b>	<b>Assessing Impact and Analysis</b>		
a	Are there clear links between the sources of evidence (information, data etc) and the interpretation of impact amongst the nine protected characteristics?	Yes	An open book accounting will take place regularly to identify the point when recovery is actually achieved.
b	Is there a clear understanding of the way in which proposals applied in the same way can have unequal impact on different groups?	Yes	This proposal is to change the management fee provision and shared profit arrangement and to extend the contract three years.  The service regularly monitors the service take-up by different groups.
<b>4</b>	<b>Mitigation and Improvement Action Plan</b>		
a	Is there an agreed action plan?	Yes	The agreement between the Council and GLL is identified in the report (3.6).
b	Have alternative options been explored	Yes	The report includes an option that the Mayor in Cabinet could choose not to accept the recommendations (2.1).
<b>5</b>	<b>Quality Assurance and Monitoring</b>		
a	Are there arrangements in place to review or audit the implementation of the proposal?	Yes	An open book accounting will take place regularly to identify the point when recovery is actually achieved.  The service take-up by service users is regularly monitored.
b	Is it clear how the progress will be monitored to track	Yes	An open book accounting will take place regularly to identify

	impact across the protected characteristics??		the point when recovery is actually achieved.  The service take-up by the protected characteristics is regularly monitored.
<b>6</b>	<b>Reporting Outcomes and Action Plan</b>		
<b>a</b>	Does the executive summary contain sufficient information on the key findings arising from the assessment?	Yes	

# CONTROL BUDGET 2017-18

## Agenda Item 5.17

	Total General Fund	Health, Adults & Community	Children's Services	Place	Governance	Resources	Corporate Costs and Central Financing
<b>Original Budget 2017-18</b>	<b>338,895,605</b>	<b>130,962,901</b>	<b>98,424,858</b>	<b>70,292,015</b>	<b>11,761,988</b>	<b>15,067,990</b>	<b>12,385,853</b>
Reversal of Approved Public Health Savings	0	678,000					(678,000)
Transfer of Young People Contracts Budget HAC to CHI	0	(1,115,890)	1,115,890				
Transfer of Free School Meals Allocation from HAC to CHI	0	(2,000,000)	2,000,000				
Transfer of PMO and SPP Budgets from CHI to GOV & RES	0		(1,186,170)		916,053	270,117	
Transfer of Parking Control Account budgeted income from CEN to PLA	0			(9,104,000)			9,104,000
Transfer of Kemnal Park from GOV to PLA	0			100,000	(100,000)		
Smarter Together Transformation Programme budget	0					5,780,032	(5,780,032)
Growth agreed -To award	0	1,369,292	946,000	480,000			(2,795,292)
Improved Better Care Fund	7,017,000	7,017,000					
IT Transformation	0					3,100,000	(3,100,000)
Transformation							
Initiatives Agreed	0	1,923,000	371,000				(2,294,000)
<b>Total Adjustments</b>	<b>7,017,000</b>	<b>7,871,402</b>	<b>3,246,720</b>	<b>(8,524,000)</b>	<b>816,053</b>	<b>9,150,149</b>	<b>(5,543,324)</b>
<b>Revised Latest Budget 2017-18</b>	<b>345,912,605</b>	<b>138,834,303</b>	<b>101,671,578</b>	<b>61,768,015</b>	<b>12,578,041</b>	<b>24,218,139</b>	<b>6,842,529</b>

**Capital Control Budget 2017-18**

	Total	Health, Adults & Children's Community	Health, Adults & Children's Services	Place	Resources	Corporate	Housing Revenue Account
	£	£	£	£	£	£	£
<b>Original Budget (Council, February 2017)</b>	<b>216,269,172</b>	<b>3,729,500</b>	<b>36,215,294</b>	<b>50,770,176</b>	<b>1,259,202</b>	<b>14,600,000</b>	<b>109,695,000</b>
<b>Slippage from 2016-17</b>	<b>17,377,769</b>	<b>1,580,169</b>	<b>2,715,957</b>	<b>1,112,084</b>	<b>103,702</b>	<b>4,158,932</b>	<b>7,706,936</b>
<b>Cabinet Approvals</b>							
S106 Schemes - Brick Lane Regeneration (December 2016) - IDB	985,280			985,280			
S106 Schemes - Roman Road Regeneration Programme (March 2017) - IDB	327,000			327,000			
Section 106 Passported Funding - Hackney Wick (December 2016) - IDB	500,000			500,000			
Section 106 Passported Funding - Commercial Road A13 (December 2016)	55,500			55,500			
<b>Decisions Delegated to Corporate Directors</b>							
Parks - Tree planting - Isle of Dogs (January 2017) - IDSG	32,400		32,400				
Parks - Cavell Street Gardens (February 2017) - IDSG	200,000		200,000				
Culture - Langdon Park BMX (January 2017) - IDSG	50,000		50,000				
Culture - Wapping Dock Realm Improvements (March 2017) - IDSG	46,478		46,478				
Culture - Victoria Park - Pools Playground Improvement (May 2017) - IDSG	73,500		73,500				
S106 Schemes - Stepmey City Farm Water Efficiency Project (January 2017) - IDSG	25,000		25,000				
Section 106 Passported Funding - Langdon Park DLR Station Improvement (January 2017) - IDSG	50,200		50,200				
Public Realm Improvements - Silvertown Planning Performance (February 2017)	30,000		30,000				
Transport S106 Funded Schemes - Bus Improvement - 21 Wapping Lane (November 2016)	21,292		21,292				
Transport S106 Funded Schemes - 32-42 Bethnal Green Road (November 2016)	25,000		25,000				
Transport S106 Funded Schemes - 397-411 Westferry Road (November 2016)	10,000		10,000				
Transport S106 Funded Schemes - 16-23 Salter Street (January 2017)	11,329		11,329				
Transport S106 Funded Schemes - Limehouse Cut / St Annes Row (January 2017)	26,243		26,243				
Transport S106 Funded Schemes - North West Corner of Christy Street and Carmen Street (January 2017)	20,421		20,421				
<b>Budgets Re-profiled</b>							
Basic Need / Expansion - St Paul's Way Trust School	325,801		325,801				
TFL Schemes - Cycle Strategy 2017	375,000			375,000			
Eval Pavement Works	150,000						150,000
<b>Other Adjustments / Approvals</b>							
Public Health - William Cotton Place - Fit out (Reduction in estimate)	(335,028)	(335,028)					
Public Health - Various sites improvement works (Reduction in estimate)	(1,495,928)	(1,495,928)					
Basic Need / Expansion - Cayley School (Complete)	(9,283)		(9,283)				
Basic Need / Expansion - Phoenix - Satellite classrooms (Complete)	(33,186)		(33,186)				
Basic Need / Expansion - Neptune Wharf - Feasibility (Complete)	(7,900)		(7,900)				
Basic Need / Expansion - Provision of bulge classes (No longer required)	(250,000)		(250,000)				
Basic Need / Expansion - Children's House Nursery School - Feasibility (No longer required)	(6,000)		(6,000)				
Basic Need / Expansion - Bangabandhu Primary School - Feasibility (No longer required)	(6,000)		(6,000)				
Basic Need / Expansion - Various - Scheme development (Adjustment to slippage as project aborted)	(39,670)		(39,670)				
Basic Need / Expansion - Bromley Hall - Expansion (Adjustment to slippage as project aborted)	(220,847)		(220,847)				
Basic Need / Expansion - London Dock - Feasibility (Adjustment to slippage (overspend))	3,316		3,316				
Basic Need / Expansion - Various - Primary sites review (Adjustment to slippage (overspend))	5,688		5,688				
Conditions and Improvement - Canon Barnett Primary School - Accessibility Works (Complete)	(6,754)		(6,754)				
Conditions and Improvement - Cubitt Town Juniors - Structural Works Phase 1 & 2 (Complete)	(32,818)		(32,818)				
Conditions and Improvement - Gorsefield Residential Centre - Security Improvements Phase 1 & 2 (Complete)	(29,383)		(29,383)				
Conditions and Improvement - Gorsefield - Replace Main Water Pipework (Complete)	(5,741)		(5,741)				
Conditions and Improvement - John Scurr - Structural Works Phase 1 & 2 (Complete)	(2,478)		(2,478)				
Conditions and Improvement - Kobi Nazrul Primary - Replace Boiler & Plant (Complete)	(33,426)		(33,426)				
Conditions and Improvement - Bangabandhu, Blue Gate Fields & Kobi Nazrul - Urgent Electrical Works (Complete)	(65,385)		(65,385)				
Conditions and Improvement - Cubitt Town Junior School - Relocate Dismountable & Create New Fire Escape (Complete)	(7,337)		(7,337)				
Conditions and Improvement - Mowlem Primary School - Replace Guttering (Complete)	(12,943)		(12,943)				
Conditions and Improvement - Old Palace Primary School - Roof Repairs (Complete)	(28,728)		(28,728)				
Conditions and Improvement - Columbia School - Flooring (Complete)	(14,614)		(14,614)				
Conditions and Improvement - Haque Primary - Replace Hot & Cold Water System (Complete)	(885)		(885)				
Conditions and Improvement - Anhem Wharf Primary School - Heating Works (Complete)	(75,807)		(75,807)				
Conditions and Improvement - Bangabandhu Primary School - Re-roofing Phase 1 (Complete)	(78,575)		(78,575)				
Conditions and Improvement - Hermitage Primary School - Upgrade Doors - Fire Regulations (Complete)	(6,089)		(6,089)				
Conditions and Improvement - John Scurr Primary School - Re-roofing (Complete)	(21,897)		(21,897)				
Conditions and Improvement - Lawdale Junior School - Re-roofing (Complete)	(43,008)		(43,008)				
Conditions and Improvement - Mayflower Primary School - Replace Dormer Roof Covering (Complete)	(61,996)		(61,996)				
Conditions and Improvement - Old Palace Primary School - Concrete Repairs (Complete)	(18,672)		(18,672)				
Conditions and Improvement - Elizabeth Selby Infants & Nursery School - Replace Hot and Cold Water Systems (Complete)	(6,942)		(6,942)				
Conditions and Improvement - Langdon Park - 6th Form Accommodation (Complete)	(11,125)		(11,125)				
Conditions and Improvement - Mowlem Primary School - Access Works (Complete)	(13)		(13)				
Conditions and Improvement - Cherry Tree School - Urgent Heating Works (Complete)	(1,428)		(1,428)				
Conditions and Improvement - Globe Primary - Urgent Structural Work (Complete)	(53,000)		(53,000)				
Conditions and Improvement - Smitty Street Primary - Upgrade Lighting Protection (No longer required)	(177,946)		(177,946)				
Conditions and Improvement - Programme Development (Adjustment to slippage as new allocation in 2017-18)	(200,000)		(200,000)				
Conditions and Improvement - Warner Primary School - Re-roofing (Duplicate project code)	24,295		24,295				
Conditions and Improvement - Various Kitchens - Upgrade Kitchen Ventilation (Adjustment to slippage (overspend))	9,250		9,250				
Conditions and Improvement - Match Funding for Schools (Adjustment to slippage (overspend))	9,354		9,354				
Conditions and Improvement - Halley Primary - Replace Boiler & Plant (Adjustment to slippage (overspend))	34,781		34,781				
Conditions and Improvement - Oaklands School - Kitchen Dining (Adjustment to slippage (overspend))	(3,500,000)		(3,500,000)				
Blue Gate Fields Infants School - Roofing Phase 1	495,000		495,000				
Globe Primary School - Replace Heating & Hot Water Boiler	165,000		165,000				
Halley Primary School - Replace Distribution Boards	30,000		30,000				
Hermitage Primary School - Replace Hot Water Boilers	90,000		90,000				
Jan Mikardo High Special Needs School - Roofing	52,000		52,000				
Jan Mikardo High Special Needs School - Roofing	118,000		118,000				
Morpeth Secondary School - Structural Works to Wessex Centre	40,000		40,000				
Oaklands Secondary School - Works and Upgrade to Passenger Lift	125,000		125,000				
Cherry Tree Special Needs Primary School - Replace hot and cold water system	210,000		210,000				
Warner - Re-roofing Phase 2	260,000		260,000				
Bangabandhu Primary School - Re-roofing Phase 2	70,000		70,000				
Canon Barnett - Boiler Replacement Phase 2	25,000		25,000				
Hague Primary - Replace Gas fired hot water boilers	80,000		80,000				
Halley Primary - Replace boilers							

**Capital Control Budget 2017-18**

	Total		Health, Adults & Children's Services Community		Place	Resources		Corporate		Housing Revenue Account	
	£	£	£	£		£	£	£	£		
- Hermitage Primary School - Re-roofing Phase 2	180,000			180,000							
- PH Schools - Asbestos Removal	260,000			260,000							
- Programme Development 2017-18	250,000			250,000							
- PH schools - Various - Urgent Works	544,600			544,600							
- Harry Gosling - Feasibility	5,000			5,000							
- Osmant - Structural Works	35,000			35,000							
- Bow Secondary School - 6th Form Extension	200,000			200,000							
- Smithy Street School - Lead Pipework Replacement	30,000			30,000							
- Warner Primary - Foul Snell Invoice	22,400			22,400							
- John Scour Primary - Hygiene Rooms	32,000			32,000							
- Hermitage Primary - Hygiene Room	31,000			31,000							
- Ben Jonson - Phoenix Classes	150,000			150,000							
Primary Capital Programme - Malmebury Remodelling (Complete)	(26,962)			(26,962)							
Parks - Cemetery Lodge (Adjustment to slippage (overspend))	430			430							
Parks - Mile End Hedge (Adjustment to slippage (overspend))	730			730							
Parks - Schoolhouse Multi Use Gym Area (Adjustment to slippage (overspend))	1,478			1,478							
Parks - Ropewalk Gardens (Adjustment to slippage (overspend))	1,771			1,771							
Parks - Mile End Children's Park (Adjustment to slippage (overspend))	14,725			14,725							
Culture - Banplatown Art Trail & Arches (Complete)	(5,037)			(5,037)							
Culture - Mile End Play Pavilion Air Conditioning (Complete)	(23,917)			(23,917)							
Culture - St John's Gardens Tennis Courts (Adjustment to slippage (overspend))	3,459			3,459							
Culture - St John's Gardens Park - Floodlighting of Tennis Courts (Adjustment to slippage (overspend))	370			370							
Culture - Bancroft Library Phase 2 / 2b (Adjustment to slippage (overspend))	6,206			6,206							
Culture - Mile End Park Capital Works (Adjustment to slippage (overspend))	27,267			27,267							
Community Hubs / Buildings - Schemes Identified	(100,000)			(100,000)							
Grandy Hall Community Hub	100,000			100,000							
Section 106 Resporated Funding - Commercial Road A13 (Complete)	(630)			(630)							
Section 106 Resporated Funding (Adjustment to slippage (overspend))	70,497			70,497							
Conversion of council buildings to temporary accommodation - Schemes Identified	(45,000)			(45,000)							
2. The Phoenix PMU Cottage	45,000			45,000							
BST M/B Build - Bowden House (Adjustment to slippage (overspend))	1,389			1,389							
BST M/B Build - Central Foundation (Adjustment to slippage (overspend))	1,389			1,389							
BST M/B Build - Langdon Park (Adjustment to slippage (overspend))	1,388			1,388							
BST M/B Build - Phoenix (Adjustment to slippage (overspend))	1,388			1,388							
BST M/B Build - Stepien Green (Adjustment to slippage (overspend))	1,388			1,388							
BST M/B Build - Stepien Green (Adjustment to slippage (overspend))	(326)			(326)							
TIL Schemes - Major Scheme Feasibility - Bethnal Green (Complete)	(278)			(278)							
TIL Schemes - Bow Common Lane (Complete)	2,000			2,000							
TIL Schemes - Belgrave Street (Adjustment to slippage (overspend))	2,000			2,000							
TIL Schemes - Bethnal Green Town Centre (Adjustment to slippage (overspend))	3,075			3,075							
TIL Schemes - Boroughwide Road Safety (Adjustment to slippage (overspend))	6,655			6,655							
TIL Schemes - Marshwall / Limehouse / Eastferry (Adjustment to slippage (overspend))	845			845							
TIL Schemes - St Paul's Way - Streets for People (Adjustment to slippage (overspend))	2,000			2,000							
TIL Schemes - TIL Local Transport - Various (Adjustment to slippage (overspend))	18,893			18,893							
TIL Schemes - Manchester Road - Section between Pier St and Marshfield St (Adjustment to slippage (overspend))	36,014			36,014							
TIL Schemes - Mitford Bridge (Adjustment to slippage (overspend))	2,909			2,909							
TIL Schemes - Quietway 6, Bancroft Road / Aldemey Road (Adjustment to slippage (overspend))	14,188			14,188							
TIL Schemes - Abbott Road / Aberfeldy Estate (Adjustment to slippage (overspend))	10,609			10,609							
TIL Schemes - Cycle Hire Infrastructure Improvements (Adjustment to slippage (overspend))	596			596							
TIL Schemes - Wapping Wall (Adjustment to slippage (overspend))	1,667			1,667							
TIL Schemes - Boroughwide Cycle routes (Adjustment to slippage (overspend))	2,000			2,000							
Highways Improvement Programme - Bartlett Park Masterplan - Highways (Complete)	(29,685)			(29,685)							
Transport S106 Funded Schemes - Gunmakers Lane (Adjustment to slippage (overspend))	11,693			11,693							
Transport S106 Funded Schemes - Morris Road & Rifle Street Footbridge (Adjustment to slippage (overspend))	10,632			10,632							
Transport S106 Funded Schemes - Selsley Street Footbridge (Adjustment to slippage (overspend))	279			279							
Transport S106 Funded Schemes - St Andrews Hospital (Adjustment to slippage (overspend))	29,168			29,168							
Transport S106 Funded Schemes - Construction of a pedestrian crossing on East Ferry Road, located near school entrance (Adjustment to slippage (overspend))	4,637			4,637							
Transport S106 Funded Schemes - Gascogne Estate - Public improvements on Virginia Road (Adjustment to slippage (overspend))	28,552			28,552							
OPTEMS - A12 Mick Lane Junction (Adjustment to slippage (overspend))	20,169			20,169							
Culture - Bethnal Green Library (Adjustment to slippage (overspend))	4,457			4,457				(2,289,858)			
Infrastructure Delivery Budgetary Provision - Allocations made by DSG and ID8 (see 'Cabinet Approvals' and 'Decisions Delegated to Corporate Directors' above)	(2,289,858)			(2,289,858)							
Ocean Regeneration - Ocean New Deal for Communities (Adjustment to slippage (overspend))	59,417			59,417						59,417	
New Supply - Pre construction - Locksley Estate - Housing Covenant (Site D) (Adjustment to slippage (overspend))	81,192			81,192						81,192	
<b>Quarter 1 Total Adjustments</b>	<b>(1,901,378)</b>			<b>(1,820,456)</b>					<b>(802,096)</b>		<b>(802,096)</b>
<b>Quarter 2 Total Adjustments</b>	-			-					-		-
<b>Quarter 3 Total Adjustments</b>	-			-					-		-
<b>Quarter 4 Total Adjustments</b>	-			-					-		-
<b>Revised Budget</b>	<b>231,744,962</b>			<b>3,489,213</b>					<b>1,367,360</b>		<b>16,469,064</b>
											<b>117,692,545</b>

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	Budget		Outturn		expected contribution [to/(from)]		Revised Balance	
	31-03-2017 £m	31-03-2017 £m	31-03-2017 £m	2017-18 £m	31-03-2018 £m			
<b>General Fund Reserve</b>	31.1	31.7	31.7		31.7			
<b>Earmarked Reserves</b>	-	20.8	20.8		20.8			
Insurance	22.1	-	-		-			
Decent Homes - Capital schemes	11.6	-	-		-			
Replacement Social Housing Reserve (Capital)	7.5	-	-		-			
Main Stream Grants Fund	0.4	-	-		-			
New Civic Centre	20.8	20.0	20.0		20.0			
Parking Control	3.3	3.3	3.3		3.3			
Transformation Reserve	25.0	25.0	25.0	6.0	19.0			
ICT Reserve	25.0	23.1	23.1	2.1	21.0			
Mayor Tackling Poverty Reserve	5.0	5.0	5.0	1.0	4.0			
Free School Meals Reserve	6.0	6.0	6.0		6.0			
Mayor's Priority Investment Reserve	10.0	10.0	10.0		10.0			
Risk Reserve	15.0	10.5	10.5		10.5			
New Homes Bonus	-	7.3	7.3		7.3			
Services Reserve	7.3	1.0	1.0		1.0			
Building Control	-	0.4	0.4		0.4			
Land charges	-	0.7	0.7		0.7			
Unused Revenue grants	-	1.6	1.6		1.6			
<b>Other Reserves</b>								
Housing Revenue Account	32.1	39.1	39.1		39.1			
Schools	31.8	24.7	24.7		24.7			
<b>Capital</b>								
Capital grants unapplied	86.4	82.0	82.0		82.0			
Capital Receipts reserve	56.2	156.8	156.8		156.8			
Major Repairs Reserve	9.2	9.5	9.5		9.5			
	<b>405.8</b>	<b>478.5</b>	<b>478.5</b>	<b>9.1</b>	<b>469.4</b>			

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Green – Low or no risk to delivering forecast savings (clear delivery plans in place / no risks to delivery / project running to timescale or is complete)  
 Amber – Medium / some risk to delivering forecast savings with potential for slippage (project plans agreed but not progressing / project delayed / lack of ownership / resourcing issues / project is still ongoing)  
 Red – High risk to delivering forecast savings, with potential for slippage and / or non delivery (project not started and no clear plans / project plans not agreed / project complete but full target will not be realised / project cannot be delivered)

Reference	Description	Directorate	Year	Base budget £'000	2017-18					2018-19			2019-20			All years					
					Savings target £'000	Delivered/cashed £'000	Forecast savings £'000	Slippage £'000	Variance Under/Over delivery £'000	Forecast savings RAG	Variance narrative	Actions	Name of Action owner	Forecast savings target £'000	Variance £'000		Forecast savings £'000	Variance £'000	Forecast savings target £'000	Variance £'000	Forecast savings £'000
GLC004/17-18	Stamer Working – Parking, Mobility & Transport Services Efficiencies	Place	2017-18	719	-	-	-	-	600	Red	The agreed business case identified that realisation of the savings would be dependent upon: - further work and engagement with relevant services - redesign of business processes and organisational structures - implementation of enabling technologies Whilst this work has commenced it is not yet at the stage to be able to confirm the appointment of savings realisation across services that will enable the delivery of cashable savings. Q1 - Further management actions	Who owns the actions	300	300	300	300	300	300	300	300	
ALU006/17-18	Local Presence / Contact Centre Review	All	2017-18	18,543	600	-	-	184	600	Red				650	650	650	650	650	650	650	
<b>Customer Access</b>				<b>19,262</b>	<b>600</b>	-	-	<b>600</b>	<b>600</b>	<b>Red</b>				<b>950</b>	<b>950</b>	<b>950</b>	<b>950</b>	<b>950</b>	<b>950</b>	<b>950</b>	<b>950</b>
ADU001/17-18	Social Care Services for Older People	Health, Adults & Community	2017-18	22,320	200	-	-	200	-	Green	Uncertainty over project budget for resettlement team, and delay in recruiting project management staff in the PMO, means that service users will not be resettled as quickly as planned. The shortfall represents slippage into future years.	Carrie Kilpatrick	300	300	300	300	300	300	300	300	
ADU003/17-18	Helping People with Learning Disability live Independently	Health, Adults & Community	2017-18	587	736	-	184	552	184	Amber			766	766	766	766	766	766	766	766	
ADU004/17-18	Rehabbing Reablement Services	Health, Adults & Community	2017-18	1,245	64	-	64	64	-	Green			467	467	467	467	467	467	467	467	
ADU006/17-18	Substance Misuse	Health, Adults & Community	2017-18	8,286	950	-	950	950	-	Green			50	50	50	50	50	50	50	50	
ADU009/17-18	Public Health - 0-19 Public Health Programme Savings	Health, Adults & Community	2017-18	9,684	-	-	-	409	387	Amber			387	387	387	387	387	387	387	387	
ADU010/17-18	Public Health - Adult Weight Management	Health, Adults & Community	2017-18	416	48	-	39	9	39	Amber			87	87	87	87	87	87	87	87	
ADU013/17-18	Public Health - Community Development Programme	Health, Adults & Community	2017-18	1,555	205	-	234	234	(29)	Green			11	11	11	11	11	11	11	11	
ADU014/17-18	Public Health - Primary Care Prevention Programme	Health, Adults & Community	2017-18	1,013	62	-	71	71	(9)	Green			53	53	53	53	53	53	53	53	
ADU018/17-18	Public Health - Sexual Health Services	Health, Adults & Community	2017-18	6,200	267	-	246	246	21	Amber			179	179	179	179	179	179	179	179	
ADU014/17-18	Public Health - Specialist Smoking Programme	Health, Adults & Community	2017-18	460	96	-	103	103	(7)	Green			47	47	47	47	47	47	47	47	
CHI001/17-18	Youth Service Transformation	Children's Services	2017-18	5,800	1,800	-	1,800	1,800	-	Green			-	-	-	-	-	-	-	-	
CHI002/17-18	Better support for families through early help and reduction in social care demand	Children's Services	2017-18	-	-	-	-	-	-	Green			-	-	-	-	-	-	-	-	
CHI003/17-18	Increasing the involvement of partners in Early Years services	Children's Services	2017-18	3,446	125	-	125	-	125	Amber			1,329	1,329	1,329	1,329	1,329	1,329	1,329	1,329	
CHI005/17-18	Better targeting of services for children with special educational need and	Children's Services	2017-18	767	100	-	100	100	-	Green			300	300	300	300	300	300	300	300	
GLC001/17-18	Waste Management Contract Efficiencies	Place	2017-18	27,066	1,030	-	1,030	1,030	-	Green			208	208	208	208	208	208	208	208	
<b>Demand Management</b>				<b>88,554</b>	<b>5,683</b>	-	<b>5,359</b>	<b>369</b>	<b>(45)</b>	<b>Amber</b>			<b>4,184</b>	<b>4,184</b>	<b>4,184</b>	<b>4,184</b>	<b>4,184</b>	<b>4,184</b>	<b>4,184</b>	<b>4,184</b>	
ADU002/17-18	Community Equipment Service	Health, Adults & Community	2017-18	2,005	179	-	91	88	-	Amber			-	-	-	-	-	-	-	-	
CHI004/17-18	Integrating Employment Services for Young People	Children's Services	2017-18	-	-	-	-	-	-	Red			-	-	-	-	-	-	-	-	
CHI006/17-18	Regional Adoption Agency	Children's Services	2017-18	-	-	-	-	-	-	Red			-	-	-	-	-	-	-	-	
ADU005/17-18	Workforce Efficiencies in Adults Social Care	Health, Adults & Community	2017-18	11,261	220	-	110	110	-	Amber			220	220	220	220	220	220	220	220	
ADU007/17-18	Improving Employment Support for Adults with Disabilities	Health, Adults & Community	2017-18	348	164	-	36	128	(0)	Amber			55	55	55	55	55	55	55	55	
ADU008/17-18	Day Opportunities Provision	Health, Adults & Community	2017-18	10,000	50	-	50	-	-	Amber			310	310	310	310	310	310	310	310	

Reference	Description	Year	Base budget £'000	Savings target £'000	Delivered/cashed £'000	Forecast savings £'000	Slippage £'000	Variance Under/Over delivery £'000	Forecast savings RAG	Variance narrative	Actions	Name of Action owner	Forecast savings target £'000	Variance	Forecast savings £'000	Variance	Savings target £'000	Year end position	
CLC002/17-18	Income Optimisation Opportunities	Children's Services	3,198	40	-	-	40	-	Amber	Properties are being prepared to be rented out, service does not anticipate income will be generated in this financial year.	Identify new project sponsor	Judith St John	300	-	300	-	300	Year end position	
CLC003/17-18	Service Redesign - Safer Communities	Health, Adults & Community	2,967	848	448	848	-	0	Green	E448K savings confirmed. Awaiting confirmation from Finance Business Partner that one off £400K savings in relation to SEARS CCTV upgrade work has been delivered.	Finance business partner to provide evidence of savings for CCTV	Stephen Adams	-	-	255	255	255	Year end position	
CLC005/17-18	Culture, Learning & Leisure Service Efficiencies	Children's Services	3,054	160	-	139	21	-	Amber	E21K relates to income from Duke of Edinburgh awards, the fees and charges proposal is to be prepared and implemented which may not be complete in 2017/18 to deliver the savings target.	Progress fees & charges for DOE awards.	Judith St John	250	-	250	-	250	Year end position	
D8000/17-18	Responding to Competition in Planning	Place	2,700	68	-	68	-	-	Green	Finance business partner to confirm value of savings delivered to date. Forecast to deliver savings this year.	Finance business partner to provide evidence of savings	Paul Leeson	72	-	72	76	76	Year end position	
D8002/17-18	Maximising use of technology in Housing Options Service	Place	2,983	-	-	-	-	-	-	-	-	-	-	-	-	-	-	Year end position	
D8003/17-18	Purchase of Private Sector Units within the General Fund for use as Temporary Accommodation	Place	1,909	-	-	-	-	-	Green	-	-	-	200	-	200	300	300	Year end position	
RES002/17-18	Benefits Service Admin Savings	Resources	-	450	450	450	-	-	Green	Finance business partner to provide evidence of savings	Finance business partner to provide evidence of savings	Ekoal Husain	525	-	525	525	525	Year end position	
ADU001/16-17	Review of Day Services for Older People	Health, Adults & Community	-	241	-	-	-	241	Amber	Savings slipped. Consultation at Mayfield Court launched June 2017. Work required to identify slippage	Savings slipped. Consultation at Mayfield Court launched June 2017. Work required to identify slippage	-	-	-	-	-	-	-	Year end position
ADU006/16-17	Charging for community Social Care services	Health, Adults & Community	-	540	-	-	-	540	Amber	Savings slipped. Work required to estimate 17-18 assessments. No invoices set out as at July 17	Savings slipped. Work required to estimate 17-18 assessments. No invoices set out as at July 17	-	-	-	-	-	-	-	Year end position
ADU007/16-17	Sharing Services with NHS Partners	Health, Adults & Community	-	521	-	-	-	521	Red	Further work required to identify saving. Risk of duplication with 17-18 restructure savings	Further work required to identify saving. Risk of duplication with 17-18 restructure savings	-	-	-	-	-	-	-	Year end position
ADU008/16-17	Improving focus on enablement for social care users	Health, Adults & Community	-	322	-	-	-	322	Amber	Further work required to identify delivery risk. Reablement services funded through BCF in 17-18	Further work required to identify delivery risk. Reablement services funded through BCF in 17-18	-	-	-	-	-	-	-	Year end position
ADU012/16-17	Working with the NHS to deliver jointly funded care packages	Health, Adults & Community	-	1,000	-	-	-	1,000	Amber	Further work required to identify slippage. Policy in development	Further work required to identify slippage. Policy in development	-	-	-	-	-	-	-	Year end position
ESC006/15-16	Additional restructure Adults OOH. To be linked to 3 other service challenges - ESCW17, 65 866	Health, Adults & Community	-	62	-	-	-	62	Amber	Service risk to OOH service. Saving being included in wider adult social care restructure. As at June 17 restructure has not started	Service risk to OOH service. Saving being included in wider adult social care restructure. As at June 17 restructure has not started	-	-	-	-	-	-	-	Year end position
ESC005/15-16	Additional restructure Adults OOH. To be linked to 3 other service challenges - ESCW17, 65 866	Health, Adults & Community	-	62	-	-	-	62	Amber	Service risk to OOH service. Saving being included in wider adult social care restructure. As at June 17 restructure has not started	Service risk to OOH service. Saving being included in wider adult social care restructure. As at June 17 restructure has not started	-	-	-	-	-	-	-	Year end position
ESCW	One-offs to carry forward	Health, Adults & Community	-	593	-	-	-	593	Red	Pre 16-17 saving proposal that this is reversed	Pre 16-17 saving proposal that this is reversed	-	-	-	-	-	-	-	Year end position
CH003/16-17	Undergraduate & PGCE bursaries	Children's Services	-	33	-	-	-	33	-	Work is being undertaken to put in mitigating actions to address this such as management action to maintain vacancies, one off funding streams, contract efficiencies.	Work is being undertaken to put in mitigating actions to address this such as management action to maintain vacancies, one off funding streams, contract efficiencies.	-	-	-	-	-	-	-	Year end position
CH000/16-17	Review of Child and Adolescent Mental Health services (CAMHS)	Children's Services	-	50	-	-	-	50	-	Children service review is ongoing. Not known if this saving will be fully achieved in 2017/18	Children service review is ongoing. Not known if this saving will be fully achieved in 2017/18	-	-	-	-	-	-	-	Year end position
ESC006/15-16	Extension of day service to incorporate out of hours work. To be linked to 3 other service challenges - ESCW17, 63 865	Children's Services	-	51	-	-	-	51	-	Service is currently under review - Challenge to achieve savings with lack of permanent staff and significant agency cost	Service is currently under review - Challenge to achieve savings with lack of permanent staff and significant agency cost	-	-	-	-	-	-	-	Year end position
CLC035/15-16	Review of Arts Parks & Events Team	Children's Services	-	110	-	-	-	110	-	Recently transferred to Childrens. Work is on going to see if the savings is achievable	Recently transferred to Childrens. Work is on going to see if the savings is achievable	-	-	-	-	-	-	-	Year end position
CLC005/16-17	Alternative Service Delivery Model for Animal Warden Service	Place	-	160	-	-	-	160	-	Work has been undertaken with Hackney on agreeing an SLA, however, the proposal needs to be reviewed in terms of the increased costs which will reduce/ have an impact on the savings to be delivered.	Work has been undertaken with Hackney on agreeing an SLA, however, the proposal needs to be reviewed in terms of the increased costs which will reduce/ have an impact on the savings to be delivered.	-	-	-	-	-	-	-	Year end position
CLC006/16-17	Income Generation Opportunity from CCTV Network	Place	-	200	-	-	-	200	-	Based on the latest consultants report, they have identified income of £200k can be achieved, however the current market shows that generating a constant income stream is unlikely.	Based on the latest consultants report, they have identified income of £200k can be achieved, however the current market shows that generating a constant income stream is unlikely.	-	-	-	-	-	-	-	Year end position
CLC007/16-17	Review of Enforcement Function- More Generic Working	Place	-	451	-	-	-	451	-	It is anticipated this savings will be achieved through the restructuring of the enforcement service to be undertaken in 2017/18	It is anticipated this savings will be achieved through the restructuring of the enforcement service to be undertaken in 2017/18	-	-	-	-	-	-	-	Year end position
CLC008/16-17	School Crossing Patrols to be delivered by Schools	Place	-	89	-	-	-	89	-	Delays in sending notification to schools has meant that savings will slip to 2018/19. This savings will be covered off from one off funding streams in 2017/18	Delays in sending notification to schools has meant that savings will slip to 2018/19. This savings will be covered off from one off funding streams in 2017/18	-	-	-	-	-	-	-	Year end position
CLC	One-offs to carry forward	Place	-	200	-	-	-	200	-	Linked to CCTV (CLC006/16-17) Based on the latest consultants report, they have identified income of £200k can	Linked to CCTV (CLC006/16-17) Based on the latest consultants report, they have identified income of £200k can	-	-	-	-	-	-	-	Year end position
D8008/16-17	Generating more income from council assets	Place	-	50	-	-	-	50	-	The council is currently looking into ways of generating income from its assets such as the borough Wifi initiative	The council is currently looking into ways of generating income from its assets such as the borough Wifi initiative	-	-	-	-	-	-	-	Year end position
IPG002/15-16	Implementation of Registration Service new business model	Governance	-	80	-	-	-	80	Amber	The new registrars service model was implemented towards the end of 2015/16. However additional income that needed to be generated through some increases in existing fees and new charges introduced as part of the new model has not materialised and the service is currently reviewing options to	The new registrars service model was implemented towards the end of 2015/16. However additional income that needed to be generated through some increases in existing fees and new charges introduced as part of the new model has not materialised and the service is currently reviewing options to	-	-	-	-	-	-	-	Year end position

Reference	Description	Directorate	Year	Base budget £'000	Savings target £'000	Delivered/ cashied £'000	Forecast savings £'000	Slippage £'000	Variance (over / under) £'000	Forecast savings RAG	Variance narrative	Actions	Name of Action owner	Forecast savings target £'000	Variance £'000	Forecast savings £'000	Variance £'000	Savings target £'000	Forecast savings £'000	Variance £'000	Project end date	Project status	Comment			
IPG001/15-16	Staffing and associated efficiencies	Governance	Historic		7,073	898	1,792	387	4,894	Green	Part of employment options process and has been absorbed by the service. The overall budget monitoring forecast for the service indicates that the target has been delivered.	What will be done to address variance	Who owns the actions	2,182	1,932	250	2,187	1,887	300	2,187	1,887	300	6,548	5,611	937	Any additional comments relating to savings targets in 2018-19 and 2019-20
<b>Service Design</b>					<b>41,325</b>									<b>6,548</b>	<b>5,611</b>	<b>937</b>							Part of employment options process and has been absorbed by the service. The overall budget monitoring forecast for the service indicates that the target has been delivered.			
RES003/17-18	Review Local Council Tax Reduction Scheme	Resources	2017-18	85,837	1,400	350	1,400	-	-	Amber	Delivery & final forecast - baseline TBC (Hence Amber). No delivery issues reported. Provisional Q1 element is banked.	Meeting to be set-up with Steve Hill, Rob Stanley	Rob Stanley	1,400	-	1,400	-	1,400	-	1,400	-	Active	31/03/2018	Active	Part of employment options process and has been absorbed by the service. The overall budget monitoring forecast for the service indicates that the target has been delivered.	
RES004/17-18	Fund DHP through the Tackling Poverty Fund	Resources	2017-18	725	725	725	725	-	-	Green	Project decision confirms full saving as cashable. Any overruns have mitigation funds. No issues reported.	Meeting to be set-up with Steve Hill, Rob Stanley	Rob Stanley	725	-	725	-	725	-	725	-	Active	31/03/2018	Active		
RES005/17-18	Review and Revise Risk Management Service	Resources	2017-18	1,200	90	-	90	-	-	Amber	No issues identified. Amber due to lack of start. Options appraisal to be undertaken	Meet with PM and start.	Rob Stanley	90	-	90	-	90	-	90	-	Not Started	31/03/2017	Not Started		
RES006/17-18	Functional Consolidation of Procurement	Resources	2017-18	TIC through project treasury	250	-	250	-	-	Amber	To Be blueprinting not yet complete or signed-off. this will be completed as part of the Business Support Programme	Confirm blueprint and savings profile by end July.	Rob Stanley	250	-	250	-	250	-	250	-	Active	30/09/2018	Active		
ALLO01/17-18	Review of Printing/ Scanning/ Use of Multi-Functional Devices (MFDs)	All	2017-18	TIC through project treasury	500	-	200	300	-	Amber	Options appraisal to be undertaken - preferred option to be presented for approval and implementation - staff resource breakdown is £500k parking (in part from previous underrepresentation) and £49k other fees uplift - tbc.	Confirm preferred option and resources by 7th July.	Roger Jones/ Rob Stanley	500	650	1,500	(150)	1,500	1,500	(150)	Not Started	31/03/2020	Not Started	As shown in the figures, it is anticipated (subject to decisions and resources) that slippage from 17-18 (£300k) is made up of the following: - £150k (staff resource) - £150k (parking) - £50k (other fees uplift) - tbc.		
ALLO02/17-18	Fees & Charges	All	2017-18	36,000	919	500	919	-	-	Green	Breakdown is £500k parking (in part from previous underrepresentation) and £49k other fees uplift - tbc.	Resources by 7th July.	Stanley	419	-	419	-	1,757	1,757	-	Active	31/03/2020	Active	Future years forecasts are based on 17-18 savings, but most be set via 18-19 and 19-20 re-setting Cabinet reports and		
ALLO03/17-18	Debt Management & Income Optimisation	All	2017-18		3,000	-	3,000	-	-	Amber	No reported slippage/under delivery. However currently classed as Amber pending confirmation of the individual To Be blueprinting not yet complete or signed-off. this will be completed as part of the Business Support Programme	Projects defined by 6th July. Clear line on eligible benefits and profile by end July.	Roger Jones/ Rob Stanley	3,000	3,000	9,000	-	9,000	9,000	-	Active	31/03/2020	Active	Multiple work streams to finalise sub-projects, eligible benefits breakdown and monitoring regime.		
ALLO04/17-18	Centralisation of Finance	All	2017-18	4,900	700	-	500	200	-	Amber	To Be blueprinting not yet complete or signed-off. this will be completed as part of the Business Support Programme	Confirm blueprint and savings profile by end July.	Rob Stanley	300	500	1,000	-	1,000	1,000	-	Active	30/09/2018	Active	18-19 forecast accounts for 17-18 slippage. Review of viability of project lifetime forecast savings needed.		
ALLO05/17-18	Consolidation of Strategy, Policy & Performance Functions	All	2017-18	4,200	600	-	300	300	-	Amber	To Be blueprinting not yet complete or signed-off. this will be completed as part of the Business Support Programme	Confirm blueprint and savings profile by end July.	Rob Stanley	300	300	600	-	600	600	-	Active	31/03/2019	Active	18-19 forecast accounts for 17-18 slippage. Review of viability of project lifetime forecast savings needed.		
ALLO07/17-18	Corporate Management Review	All	2017-18	N/A	500	500	500	-	-	Green	Completed as part of the Business Support Programme	Completed by end July.		-	-	500	-	500	500	-	Complete	31/05/2017	Complete			
ALLO08/17-18	Treasury Management Efficiencies	All	2017-18	18,960	1,500	250	1,300	-	200	Amber	Pension Fund Payments element of the project is delivered according to profile (£0.5m Q1 of £1m 17-18). However, this is Amber rated pending a review of the savings profile since the original business case	Determine Pension Fund profile. Market engagement for Early	Rob Stanley/ Kevin Miles	500	300	200	-	2,000	1,600	400	Active	31/03/2019	Active	Early Payments System is likely to produce circa less saving than forecast across 17-18 and 18-19 collectively.		
ALLO09/17-18	Consolidation of Business Support and Administration Functions	All	2017-18		-	-	500	-	(500)	Amber	This is Amber rated pending a review of the savings profile since the original business case	Check MTF savings profile.	Rob Stanley	1,000	500	500	-	1,000	1,000	-	Active	31/03/2018	Active	Need to check 17-18 Savings Target as this should be realising (majority) savings within 17-18. To be reviewed and programmed in.		
ALLO10/17-18	ICT Centralisation	All	2017-18	2,000	-	-	-	-	-	Green	Future years check with ICT	Future years check with ICT	Rob Stanley	400	-	400	-	400	400	-	Not Started	31/03/2017	Not Started			
RES001/17-18	Human Resources	Resources	2017-18	6,100	1,750	-	1,200	550	-	Amber	This is Amber pending resolution of the HR restructure blueprint. As wider HR savings are being tracked via	Determine HR structure blueprint. Examine and confirm wider One HR	Rob Stanley/ Corinne Hargreaves	2,750	2,300	450	-	2,000	2,000	-	Active	31/03/2017	Active	£1m lifetime under-delivery forecast on a provisional basis. Under-delivery is frontloaded in 17-18 and 18-19.		
CH005/16-17	Directorate support services- more efficient working	Children's Services	2016-17		160	-	160	-	-	Amber	Note: agreed at CLT that this is reported via BS in 17-18. Amber due to lack of current year profile definition. Work is on going to determine efficiencies within services	Ascertain issues and new profile	Rob Stanley	-	-	160	-	160	160	-	Active	TBC	Active	Note: agreed at CLT that this is reported via BS in 17-18. Amber due to lack of current year profile definition. Work is on going to determine efficiencies within services		
ESC006-17	Directorate administration review	Children's Services	2016-17		317	-	317	-	-	Amber	Note: agreed at CLT that this is reported via BS in 17-18. Amber due to lack of current year profile definition. Work is on going to determine efficiencies within services	Ascertain issues and new profile	Rob Stanley	-	-	317	-	317	317	-	Active	TBC	Active	Note: agreed at CLT that this is reported via BS in 17-18. Amber due to lack of current year profile definition. Work is on going to determine efficiencies within services		
CSF 4 (2012)	Consolidation of information systems- Single View of a Child	Children's Services	Historic		255	-	255	-	-	Amber	Review of children service systems is currently on going. Difficult to determine if the full savings will be achieved this year	Liaise with Shirley Hamilton to understand previous B.Case	Rob Stanley	-	-	255	-	255	255	-	Active	TBC	Active	Review of children service systems is currently on going. Difficult to determine if the full savings will be achieved this year		
RES024/16	More efficient working across Central Service (HR) and Payroll	Resources	Historic		78	-	78	-	-	Amber	Part of historic employment options process and has been absorbed by the service. The overall budget monitoring	Ascertain issues and new profile	Rob Stanley	-	-	78	-	78	78	-	Active	TBC	Active	Part of historic employment options process and has been absorbed by the service. The overall budget monitoring		
<b>Business Support</b>					<b>12,744</b>	<b>2,325</b>	<b>11,694</b>	<b>800</b>	<b>250</b>					<b>8,469</b>	<b>7,969</b>	<b>500</b>	<b>6,319</b>	<b>6,469</b>	<b>(150)</b>	<b>6,319</b>	<b>6,469</b>	<b>(150)</b>	<b>27,532</b>	<b>26,132</b>	<b>1,400</b>	
<b>Total</b>					<b>26,100</b>	<b>3,223</b>	<b>18,845</b>	<b>1,556</b>	<b>5,699</b>					<b>15,461</b>	<b>14,085</b>	<b>1,376</b>	<b>15,774</b>	<b>14,824</b>	<b>950</b>	<b>15,774</b>	<b>14,824</b>	<b>950</b>	<b>52,441</b>	<b>47,754</b>	<b>4,687</b>	

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**2017-18 MTFS Savings Tracker as at 30 June 2017**

**Green** – Low or no risk to delivering forecast savings (clear delivery plans in place / no risks to delivery / project running to timescale or is complete)  
**Amber** – Medium / some risk to delivering forecast savings, with potential for slippage (project plans agreed but not progressing / project delayed / lack of ownership / resourcing issues / project is still ongoing)  
**Red** – High risk to delivering forecast savings, with potential for slippage and / or non delivery (project not started and no clear plans / project plans not agreed / project complete but full target will not be realised / project cannot be delivered)

**Total 2017-18 Savings (Approved 2017-18 savings £20.396m & Historic savings carried forward £5.704m)**

**Summary by Smarter Together Programme**

Smarter Together Programme	Base budget £'000	2017-18					2018-19			2019-20			All years		
		Savings target £'000	Delivered/ cash £'000	Forecast savings RAG Green £'000	Forecast savings RAG Amber £'000	Variance Slippage £'000	Forecast savings £'000	Forecast savings £'000	Savings target £'000	Forecast savings £'000	Forecast savings £'000	Savings target £'000	Forecast savings £'000	Forecast savings £'000	Variance
Customer Access	19,262	600	-	-	-	-	950	800	2,350	-	-	2,350	-	2,350	
Smarter Working	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
Defend Management	88,554	5,683	-	4,552	807	369	4,184	6,468	16,011	6,468	16,011	16,011	16,011	(0)	
Service Design	41,325	7,073	898	1,366	426	387	1,932	1,887	11,442	1,887	5,611	5,611	5,611	5,831	
Business Support	159,922	12,744	2,325	2,144	9,550	800	7,969	6,319	27,532	6,469	26,132	26,132	26,132	1,400	
<b>Total</b>	<b>309,063</b>	<b>26,100</b>	<b>3,223</b>	<b>8,062</b>	<b>10,783</b>	<b>1,556</b>	<b>14,085</b>	<b>14,824</b>	<b>57,335</b>	<b>14,824</b>	<b>47,754</b>	<b>47,754</b>	<b>47,754</b>	<b>9,581</b>	

**Summary by Directorate**

Smarter Together Programme	Base budget £'000	2017-18					2018-19			2019-20			All years		
		Savings target £'000	Delivered/ cash £'000	Forecast savings RAG Green £'000	Forecast savings RAG Amber £'000	Variance Slippage £'000	Forecast savings £'000	Forecast savings £'000	Savings target £'000	Forecast savings £'000	Forecast savings £'000	Savings target £'000	Forecast savings £'000	Forecast savings £'000	Variance
Health, Adults & Community	78,956	7,430	448	2,470	1,094	570	2,932	2,652	12,815	2,652	9,148	9,148	9,148	3,667	
Children's Services	16,265	3,201	-	1,900	871	186	2,179	3,002	8,507	3,002	7,952	7,952	7,952	555	
Place	35,377	2,248	-	1,098	-	-	480	2,176	5,504	2,176	3,754	3,754	3,754	1,750	
Resources	93,862	4,743	1,525	1,175	3,018	-	2,825	2,525	10,543	2,525	9,543	9,543	9,543	1,000	
Governance	-	159	-	-	-	-	-	-	159	-	-	-	-	159	
All	84,603	8,319	1,250	1,419	5,800	800	5,669	4,469	19,807	4,469	17,357	17,357	17,357	2,450	
<b>Total</b>	<b>309,063</b>	<b>26,100</b>	<b>3,223</b>	<b>8,062</b>	<b>10,783</b>	<b>1,556</b>	<b>14,085</b>	<b>14,824</b>	<b>57,335</b>	<b>14,824</b>	<b>47,754</b>	<b>47,754</b>	<b>47,754</b>	<b>9,581</b>	

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Directorate	Programme	Current Year						Future Years			All Years (inc Future and Past)			
		Latest Budget 2017/18 (£m)	Spend to Q1 2017/18 (£m)	Spend to date as % of annual budget	Projected Spend to 31/3/2018 (£m)	Projected Variance for 2017/18 (£m)	Projected Variance for 2017/18 (%)	Explanations for Projected Variance and for % Spend to Date	2018/19 Budget (£m)	2019/20 and Future Years Budget (£m)	Total Future Years Budget (£m)	Spend in previous years (£m)	Total Budget - All Years (£m)	Total Projection - All Years (£m)
Children's Services	Culture (Children's)	2.144	0.012	1%	1.994	-0.150	-7%	Client instructions awaited. Projects profiled to spend from quarter 2 onwards.	0.120	0.000	0.120	1.050	3.313	3.313
Children's Services	CCTV	0.135	0.000	0%	0.000	-0.135	-100%	Funding has not been received	0.000	0.000	0.000	0.175	0.310	0.310
Children's Services	Parks	5.079	-0.037	-1%	1.195	-3.884	-76%	Scope of works identification and project plan development are underway. Projects profiled to spend from quarter 2 onwards.	2.294	1.500	3.794	2.628	11.500	11.500
Children's Services	Conditions and Improvement	8.579	0.678	8%	7.748	-0.831	-10%	Majority of works to commence during school summer holidays while the schools are closed, therefore spend should occur from Q2 onwards.	5.500	3.000	8.500	4.602	21.681	21.681
Children's Services	Bishop Challoner	0.590	0.000	0%	0.000	-0.590	-100%	Project closed. S106 funding to be allocated to a new scheme.	0.000	0.000	0.000	0.010	0.600	0.600
Children's Services	Basic Need/Expansion	20.174	2.903	14%	20.174	0.000	0%	Expansion schemes are on programme.	18.869	14.250	33.119	42.513	95.806	95.806
Children's Services	Primary Capital Programme	0.000	0.000	0%	0.000	0.000	0%	Project closed.	0.000	0.000	0.000	0.094	0.094	0.094
Children's Services	Provision for 2 year olds	1.428	0.026	2%	0.390	-1.037	-73%	No new programme for 17/18 identified as yet. Some 16/17 programme schemes are still awaiting Final Accounts to be verified and then settled.	0.750	0.000	0.750	1.512	3.690	3.690
<b>Children's Services Total</b>		<b>38.129</b>	<b>3.582</b>	<b>9%</b>	<b>31.502</b>	<b>-6.627</b>	<b>-17%</b>		<b>27.532</b>	<b>18.750</b>	<b>46.282</b>	<b>52.582</b>	<b>136.993</b>	<b>136.993</b>
Corporate	Corporate Indicative Schemes	1.500	0.000	0%	2.570	1.070	71%	<b>229 Bethnal Green Rd</b> - Mayor's Executive decision on the 22nd May 2017 to pay the negotiated sum of £1.67m to New City College further Education Corporation (formerly known as Tower Hamlets College) to secure the unencumbered freehold of 229 Bethnal Green Road. <b>Underground refuse service</b> - Procurement process underway. Delivery of vehicles due in 2018/19. Staged payments once order placed.	0.000	0.000	0.000	0.000	1.500	1.500
Corporate	Infrastructure Delivery Budgetary Provision	11.199	0.000	0%	0.000	-11.199	-100%	This relates to budget provision for allocations made under the Infrastructure Delivery Framework (IDF) Process. Amounts will be moved to Directorates as allocations are approved, and spend projections will be added accordingly. Sessions have been scheduled to agree allocations in the year. It is anticipated any amounts unspent in the current year will be rolled forward to future years.	8.000	7.000	15.000	0.000	26.199	26.199
Corporate	Whitechapel Civic Centre	3.770	0.551	15%	3.770	-0.000	0%	Spend profile currently under review - but moving to procurement during Q2	0.000	0.000	0.000	1.377	5.147	5.147
<b>Corporate Total</b>		<b>16.469</b>	<b>0.551</b>	<b>3%</b>	<b>6.340</b>	<b>-10.129</b>	<b>-62%</b>		<b>8.000</b>	<b>7.000</b>	<b>15.000</b>	<b>1.377</b>	<b>32.846</b>	<b>32.846</b>
HAC	Mental health services	0.000	0.000	0%	0.000	0.000	0%		0.000	0.000	0.000	0.021	0.021	0.021
HAC	Tele Care/Telehealth Equipment	0.097	0.000	0%	0.000	-0.097	-100%		0.000	0.000	0.000	0.275	0.372	0.372
HAC	Public Health	3.387	0.392	12%	3.387	0.000	0%		2.638	6.092	8.730	1.948	14.065	14.065
HAC	Occupational Therapy Suite	0.001	0.000	0%	0.000	-0.001	-100%		0.000	0.000	0.000	0.139	0.140	0.140
HAC	Condition	0.004	0.004	97%	0.004	-0.004	-3%		0.000	0.000	0.000	0.091	0.095	0.095
<b>HAC Total</b>		<b>3.489</b>	<b>0.397</b>	<b>11%</b>	<b>3.392</b>	<b>-0.098</b>	<b>-3%</b>		<b>2.638</b>	<b>6.092</b>	<b>8.730</b>	<b>2.474</b>	<b>14.693</b>	<b>14.693</b>
HRA	Decent Homes Backlog	0.000	0.066	0%	0.000	0.000	0%		0.000	0.000	0.000	117.388	117.388	117.388
HRA	Housing Capital Programme	41.724	0.239	1%	41.724	0.000	0%		32.815	95.258	128.073	16.693	186.490	186.490
HRA	Ocean Estate Regeneration	0.866	0.104	12%	1.116	0.250	29%		0.000	0.000	0.000	1.866	2.731	2.731
HRA	Blackwall Reach	2.748	0.032	1%	1.000	-1.748	-64%	Spend to be re-profiled to 2023/24	1.152	0.000	1.152	2.367	6.267	6.267
HRA	Fuel Poverty Works	0.040	-0.035	-89%	0.040	0.000	0%		0.400	0.000	0.400	3.867	4.307	4.307
HRA	Short Life Properties	0.176	0.000	0%	0.176	0.000	0%		0.000	0.000	0.000	0.176	0.176	0.176
HRA	New Supply - Budget Provision	0.000	0.000	0%	0.000	0.000	0%		0.000	26.392	26.392	0.000	26.392	26.392
HRA	Buybacks 1-4-1 Receipts	26.270	3.727	14%	0.000	-26.270	-100%	Buyback scheme to re-profile buybacks under GF.	0.000	0.000	0.000	0.455	26.725	26.725
HRA	New Supply - On site	4.239	0.550	13%	4.239	0.000	0%		0.000	0.000	0.000	29.039	33.278	33.278
HRA	New Supply - Pre construction	37.130	-0.012	0%	31.008	-6.122	-16%	Hereford Estate currently under review	51.257	12.436	63.693	7.348	108.172	108.172
HRA	Community Benefit Society - 1-4-1 receipts	4.500	0.000	0%	4.500	0.000	0%		4.500	0.000	4.500	0.000	9.000	9.000

Directorate	Programme	Current Year						Future Years			All Years (inc Future and Past)			
		Latest Budget 2017/18 (£m)	Spend to O1 2017/18 (£m)	Spend to date as % of annual budget	Projected Spend to 31/3/2018 (£m)	Projected Variance for 2017/18 (£m)	Projected Variance for 2017/18 (%)	Explanations for Projected Variance and for % Spend to Date	2018/19 Budget (£m)	2019/20 and Future Years Budget (£m)	Total Future Years Budget (£m)	Spend in previous years (£m)	Total Budget - All Years (£m)	Total Projection - All Years (£m)
<b>HRA Total</b>		<b>117.693</b>	<b>4.670</b>	<b>4%</b>	<b>83.803</b>	<b>-33.890</b>	<b>-29%</b>		<b>90.124</b>	<b>134.086</b>	<b>224.210</b>	<b>179.023</b>	<b>520.925</b>	<b>520.925</b>
Place	Contaminated Land Works	0.148	0.000	0%	0.098	-0.050	-34%	Awaiting results of site investigations to determine if any further works are required.	0.106	0.106	0.212	0.144	0.504	0.504
Place	ICT Solution - Handheld Devices	0.424	0.000	0%	0.424	-0.000	0%	Phase 2 now commissioned	0.000	0.000	0.000	0.126	0.550	0.550
Place	Mayoral Priority Growth 2017-18 to 2019-20	1.450	0.000	0%	1.200	-0.250	-17%	Project plans to be developed and agreed.	2.150	3.000	5.150	0.000	6.600	6.600
Place	TfL Schemes	5.835	-0.002	0%	4.703	-1.132	-19%	Scope of works under review. Schemes currently in design stage and profiled to spend from quarter 3.	3.520	2.030	5.550	8.879	20.264	20.264
Place	Public Realm Improvements	2.244	0.050	2%	1.787	-0.457	-20%	Brick Lane Toilet scheme is no longer considered a priority. Reallocation of funds to be considered.	5.397	8.500	13.897	2.657	18.797	18.797
Place	Transport S106 Funded Schemes	2.338	0.023	1%	1.724	-0.614	-26%	Some schemes will run concurrent with other funding; some are subject to further approval from Infrastructure Development Group.	0.230	1.712	1.942	1.732	6.013	6.254
Place	OPTEMS	0.079	-0.000	0%	0.079	0.000	0%	Spend profiled for quarter 3 onwards.	0.030	0.000	0.030	0.423	0.532	0.532
Place	Regional Housing Pot. Targeted Funding	0.350	0.000	0%	0.350	0.000	0%		0.321	0.000	0.321	0.005	0.676	0.676
Place	Private Sector Improvement Grants	0.500	0.008	2%	0.200	-0.300	-60%	Scheme under review	0.450	0.000	0.450	0.000	0.950	0.950
Place	Disabled Facilities Grants	1.417	0.170	12%	1.417	0.000	0%		1.257	1.257	2.514	0.798	4.729	4.729
Place	Bishop's Square (D&R)	0.064	0.000	0%	0.000	-0.064	-100%		0.000	0.000	0.000	0.000	0.064	0.064
Place	Facilities Management - DDA works	0.052	0.000	0%	0.052	0.000	0%		0.000	0.000	0.000	0.000	0.052	0.052
Place	Section 106 Passport Funding	4.178	0.000	0%	4.119	-0.059	-1%		0.000	0.000	0.000	1.689	5.867	5.867
Place	S106 Schemes	3.811	0.000	0%	1.540	-2.271	-60%	The projected slippage relates to a budget provision for indicative schemes. Projects are currently being developed and further information will be available once PIDs have been completed.	0.000	0.000	0.000	0.159	3.970	3.970
Place	Conversion of council buildings to temporary accommodation	2.250	0.002	0%	2.250	0.000	0%		0.000	0.000	0.000	0.000	2.250	2.250
Place	Community Hubs/Buildings	2.485	0.301	12%	2.500	0.015	1%		0.500	0.000	0.500	0.541	3.526	3.526
Place	Registered Provider Grant Scheme (from 1-4-1)	3.990	0.000	0%	3.714	-0.276	-7%	Grant scheme dependant on external build programmes	2.140	0.000	2.140	0.935	7.065	7.065
Place	Purchase of Properties for use as temporary accommodation	12.505	4.180	33%	14.995	2.490	20%	Cabinet report to be written to move funds to General Fund from HRA	15.000	0.000	15.000	0.000	27.505	27.505
Place	Thriving High Streets Pilot Programme	1.000	0.000	0%	1.000	0.000	0%		0.000	0.000	0.000	0.000	1.000	1.000
Place	Establish a Wholly Owned Company	6.000	0.000	0%	6.000	0.000	0%	Company to be established	0.000	0.000	0.000	0.000	6.000	6.000
Place	Establish a Community Benefit Society	2.500	0.000	0%	2.500	0.000	0%	Company to be established	0.000	0.000	0.000	0.000	2.500	2.500
Place	BSF ICT Infrastructure	0.978	0.000	0%	0.977	-0.001	0%		0.000	0.000	0.000	2.900	3.878	3.878
<b>Place Total</b>		<b>54.598</b>	<b>4.732</b>	<b>9%</b>	<b>51.629</b>	<b>-2.969</b>	<b>-5%</b>		<b>31.101</b>	<b>16.605</b>	<b>47.706</b>	<b>20.988</b>	<b>123.291</b>	<b>123.532</b>
Resources	Culture (Resources)	0.367	0.000	0%	0.367	-0.000	0%	Development of specifications prior to purchasing equipment.	0.000	0.000	0.000	0.365	0.732	0.732
Resources	Providing free Wi-Fi in Tower Hamlets for all	1.000	0.000	0%	1.000	0.000	0%		0.500	0.000	0.500	0.000	1.500	1.500
<b>Resources Total</b>		<b>1.367</b>	<b>0.000</b>	<b>0%</b>	<b>1.367</b>	<b>-0.000</b>	<b>0%</b>		<b>0.500</b>	<b>0.000</b>	<b>0.500</b>	<b>0.365</b>	<b>2.232</b>	<b>2.232</b>
<b>Grand Total</b>		<b>231.745</b>	<b>13.932</b>	<b>6%</b>	<b>178.033</b>	<b>-53.712</b>	<b>-23%</b>		<b>159.895</b>	<b>182.533</b>	<b>342.428</b>	<b>256.808</b>	<b>830.981</b>	<b>831.222</b>



RefNo.	Growth Bids Description	Directorate	Strategic Priority Area	Revenue				Capital				HRA
				Ongoing	One Off			Capital				
2017-18 £000	2018-19 £000	2019-20 £000	TOTAL £000	2017-18 £000	2018-19 £000	2019-20 £000	TOTAL £000	2017-18 £000	2018-19 £000	2019-20 £000	TOTAL £000	
MGRO ADU 1-17	Implementation of the Ethical Care Charter	Health, Adults and Community	1.4 More people living healthily and independently for longer	1,413	-	-	1,413	-	-	-	-	Implemented in Sept/Oct 2016 - Full year impact in 2017/18.
<b>Health, Adults and Communities</b>				<b>1,413</b>	-	-	<b>1,413</b>	-	-	-	-	
MGRO ADU 2-17	Continuing to provide universal free school meals	Health, Adults and Community	1.4 More people living healthily and independently for longer	-	2,000	2,000	6,000	-	-	-	-	Budget Transferred to CHI to deliver the FSM programme
MGRO CHI 1-17	Supporting our Care Leavers to find work opportunities through employment initiatives	Children's Services	1.3 Young people realising their potential	472	-	-	472	-	-	-	-	This is likely to be implemented in Sept/Oct, therefore slippage for 17/18. Service Manager is working on commissioning of services. Awaiting further discussion following draft Ofsted action plan
MGRO CHI 2-17	Children's Centre commissioning of voluntary and community sector (VCS) organisations	Children's Services	1.3 Young people realising their potential	-	120	120	360	-	-	-	-	Possibly will be commissioned in Jan 18 - £30k may be required for 17/18
MGRO CLC 5-17	Provision of four new outdoor gyms to improve health outcomes to all parts of the community	Children's Services	1.4 More people living healthily and independently for longer	90	-	-	90	200	-	200	200	The sites have been identified for the Gym investment programme. This is currently being reviewed and works will commence following consultation in the 3rd Quarter 2017/18.
<b>Children's Services</b>				<b>562</b>	<b>2,120</b>	<b>2,120</b>	<b>6,360</b>	<b>200</b>	<b>200</b>	<b>200</b>	<b>200</b>	
MGRO D&R 1-17	Creating community hubs and regularising the usage of community buildings to provide high quality, low cost space for community groups	Place	1.5 Reducing inequality and embracing diversity	-	60	-	120	2,500	500	-	3,000	A programme is underway to deliver community hubs investment programme. These works are supported by the asset management and facilities management teams.
MGRO D&R 2-17	Enhancing services to support people in overcoming the barriers to accessing skills and toward employment	Place	1.5 Reducing inequality and embracing diversity	-	185	185	555	-	-	-	-	Currently in recruitment phase. JD gradings approved by HR and unions and approvals to recruit now underway. ESOL needs analysis being completed alongside Ideas Stores provision. Complemented by S106 funded provision to undertake additional and sector specific ESOL training through Ideas Store Adult Learning framework.
MGRO D&R 3-17	Introducing new off-street parking arrangements in our housing estates due to changes in national legislation	Place	2.1 An improved local environment	-	90	(80)	-	200	1,100	2,000	3,300	Report to be considered at Cabinet in October 2017; this recommends the introduction of Traffic management orders to be implemented on all HRA land as a means of enforcing parking control.
MGRO D&R 4-17	Supporting young people realise their potential through the Mayor's Apprenticeship Fund	Place	1.3 Young people realising their potential	-	228	169	611	-	-	-	-	Steering group in place and procurement process underway - identified three providers including the successful Southwark provider. September contract award, with 10 day cooling off period required. Contract start and official launch on schedule for first week in October
MGRO D&R 5-17	Supporting residents aged 50 and above through training and support to help them access employment opportunities	Place	1.2 More residents in good-quality, well-paid jobs	-	112	112	336	-	-	-	-	<ul style="list-style-type: none"> <li>Recruitment to employment adviser post complete - existing staff member now assigned to take up project (AB)</li> <li>Visit conducted at The Careers Centre on the 6.7.17</li> <li>Agreed to attend a day w/c 10.07.17 for Careers week 10-14.07.17 to generate interest. Day TBC</li> <li>Had meeting with Apasen on 4.7.17 to explore apprenticeships- visit to be arranged to attend their premises- date tbc</li> <li>Meeting with Age UK- Larissa to be confirmed</li> <li>Attended Skills for Care Event on Health &amp; Social Care opportunities for 50+.</li> </ul>
MGRO D&R 6-17	Helping women to progress from unemployment into health care careers.	Place	1.2 More residents in good-quality, well-paid jobs	-	692	692	2,076	-	-	-	-	<ul style="list-style-type: none"> <li>18 women for Cohort 3</li> <li>2 unsatisfactory DBS which prevent HCA roles. 1 withdrawn as secured employment</li> <li>15 women currently on pre NHS training which will complete 21st July 2017.</li> <li>Potential Delay due to NHS carrying OH medicals with ladies. All of TH requirements are completed.</li> <li>5 positions identified and being offered as opportunities through current client groups of women and ethnic minority women, through jobs fairs and joint work with DHP clients.</li> <li>Still waiting for the NHS to give us a date for the OH checks- email chase up done. Awaiting meeting dates from Public Health to discuss further promotion and opportunities within Barts NHS</li> <li>Recruitment underway for PO1 Project Officer to support the programme. Still awaiting 3 DBS checks to come back.</li> </ul>

Ref No.	Growth Bids Description	Directorate	Strategic Priority Area	Revenue			Capital					HRA						
				Ongoing		One Off		Capital					HRA					
				2017-18 £000	2018-19 £000	2019-20 £000	TOTAL £000	2017-18 £000	2018-19 £000	2019-20 £000	TOTAL £000	2017-18 £000	2018-19 £000	2019-20 £000	TOTAL £000			
MIGRO D&R 7-17	Planning Enforcement	Place	2.1 An improved local environment	151	-	-	151	-	-	-	-	-	-	-	-	-	-	-
HRA Budget report	HRA funding set aside for ASB initiatives	Place	2.3 Less crime and anti-social behaviour	-	-	-	-	-	-	-	-	-	-	886	836	736	2,458	-
MIGRO CLC 1-17	Investing in public realm to improve the local environment for residents	Place	2.1 An improved local environment	-	-	-	-	1,000	1,000	1,000	3,000	-	-	-	-	-	-	-
MIGRO CLC 2-17	Improving the quality of living environment for our residents through re-deployment of enforcement officers	Place	2.3 Less crime and anti-social behaviour	150	-	-	150	-	-	-	-	-	-	-	-	-	-	-
MIGRO CLC 3-17	Improving Air quality in Tower Hamlets	Place	2.1 An improved local environment	-	50	50	100	50	50	50	100	-	-	-	-	-	-	-
MIGRO CLC 4-17	Incentivising better waste collection arrangements on housing estates	Place	2.1 An improved local environment	-	520	520	1,040	-	-	-	-	-	-	-	-	-	-	-
<b>Place</b>				<b>301</b>	<b>1,937</b>	<b>1,823</b>	<b>5,358</b>	<b>3,750</b>	<b>2,650</b>	<b>3,000</b>	<b>9,400</b>	<b>536</b>	<b>536</b>	<b>486</b>	<b>1,558</b>			
MIGRO RES 1-17	Providing free Wi-Fi in Tower Hamlets for all	Resources	1.5 Reducing inequality and embracing diversity	250	-	-	250	1,000	500	-	1,500	-	-	-	-	-	-	-
MIGRO RES 2-17	Tackling Poverty Fund - Tackling poverty in Tower Hamlets by creating a Welfare Support Scheme to support residents	Resources	1.4 More people living healthily and independently for longer	-	1,667	1,666	3,333	-	-	-	-	-	-	-	-	-	-	-
<b>Resources</b>				<b>250</b>	<b>1,667</b>	<b>1,666</b>	<b>5,000</b>	<b>1,000</b>	<b>500</b>	<b>1,500</b>	<b>11,100</b>	<b>536</b>	<b>536</b>	<b>486</b>	<b>1,558</b>			
<b>Total Mayoral Priority Growth</b>				<b>2,526</b>	<b>5,724</b>	<b>5,384</b>	<b>16,718</b>	<b>4,950</b>	<b>3,150</b>	<b>3,000</b>	<b>11,100</b>	<b>536</b>	<b>536</b>	<b>486</b>	<b>1,558</b>			
<b>Total Mayoral Priority Growth Bids (All Directorates)</b>				<b>2,526</b>	<b>5,724</b>	<b>5,384</b>	<b>16,718</b>	<b>4,950</b>	<b>3,150</b>	<b>3,000</b>	<b>11,100</b>	<b>536</b>	<b>536</b>	<b>486</b>	<b>1,558</b>			

**Progress/Update**

Two new posts have been created and recruited to within the Planning Enforcement team. Officers expected to start in post this quarter. In the meantime two agency members of staff are covering the posts. Consideration is being given to the use of the remaining element of the growth bid in a way that complements the existing functions and resources in the team. The preferred option is to create a new type of enforcement/compliance post focussing on investigative work and evidence collection. This has proved effective in other central London boroughs where there is a busy enforcement caseload, allowing compliance officers to achieve a better balance between investigating new cases and progressing action/resolution of existing. A new job description is being developed and subject to evaluation and necessary HR approvals, we will be in a position to recruit during quarter 3.

A need has been identified to expand services to address a rising number of Anti-Social Behaviour cases on estates. A range of options is being explored, including security, front line staff, a partnership with the police and enhanced legal support and advice. Detailed service arrangements will be agreed with the Mayor and Deputy Mayor and put in place during the next few months. As part of the evaluation process the opportunity for possibly match-funding schemes with the council's partners will be investigated.

In terms of the resources, these are currently earmarked within the HRA Client budget pending the decision on the specific options to be implemented (see the Overview and Scrutiny response). They will be moved to the Delegated budget or THH management fee as necessary when the use is agreed.

This is being incorporated into the Highways programme for investment in the environment. 8 areas have been identified for the capital investment in conjunction with Mayors office, consultation will be carried out in quarter 2 and 3, with implementation commencing in quarter 3 onwards.

Current restructure of the enforcement service taking place, due for completion early Autumn. This will enable resources to focus on tackling environmental improvements to cleanliness and achieve a reduction in flytipping within the borough


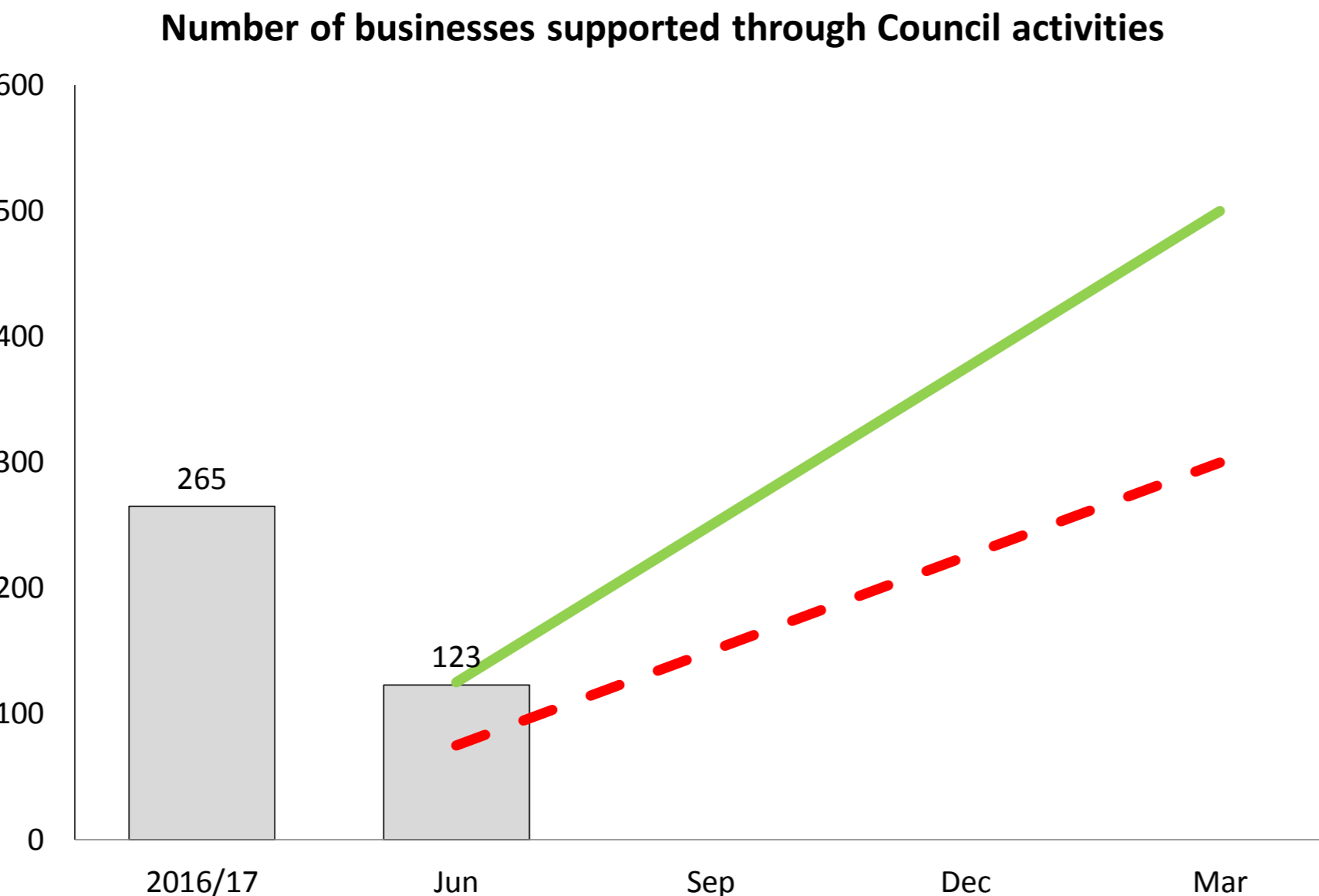
This will be developed through the Air Quality Action Plan due to be presented at Cabinet in September


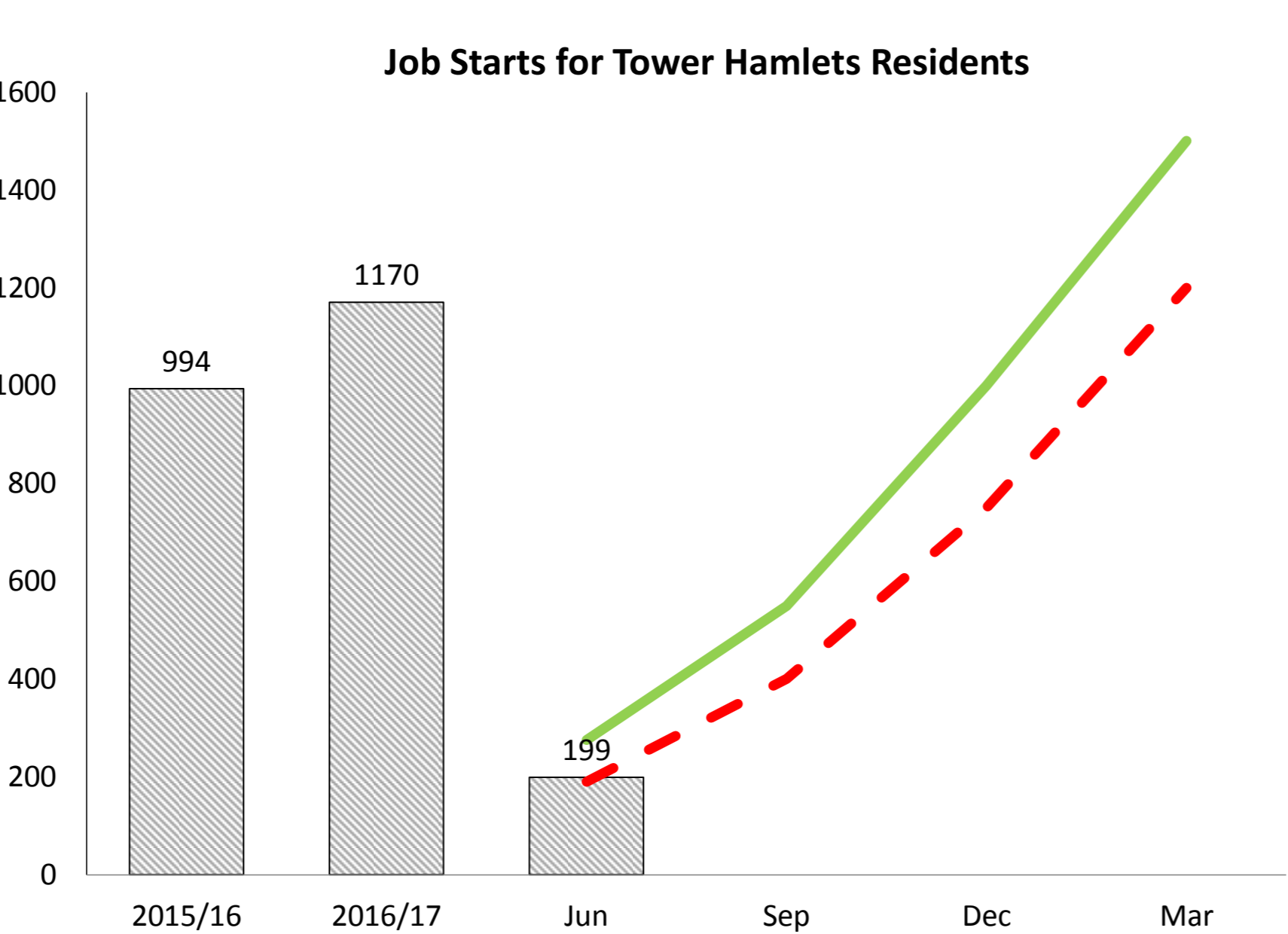
Work is progressing with registered providers (THH, POPLAR HARCA, etc) and a project plan is being developed.


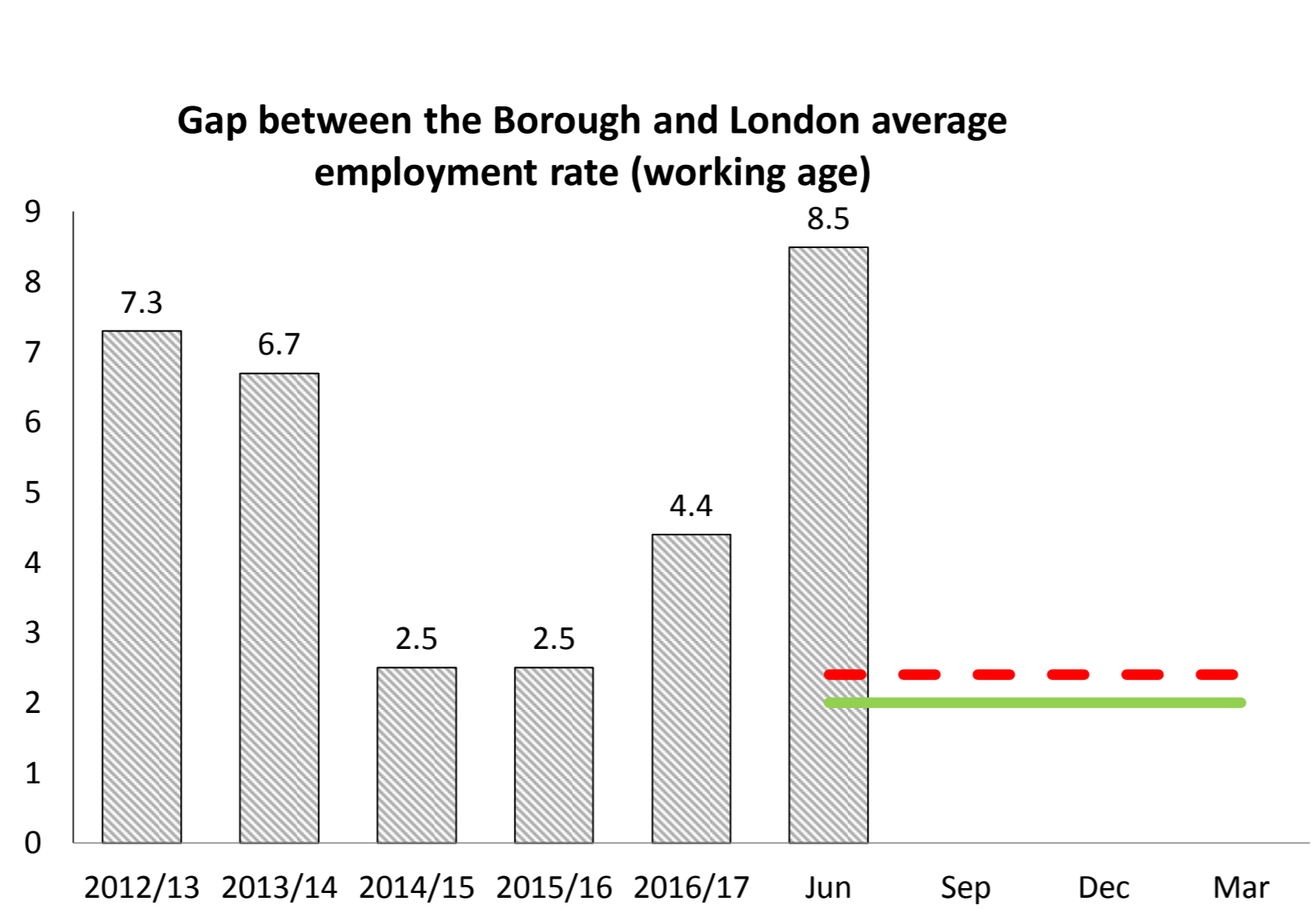
On 27th June 2017 Cabinet approved a two phased approach to securing free public wifi across the borough and improving connectivity. See link - <https://democracy.towerhamlets.gov.uk/documents/s101719/54%20Public%20Wifi%20for%20All.pdf>


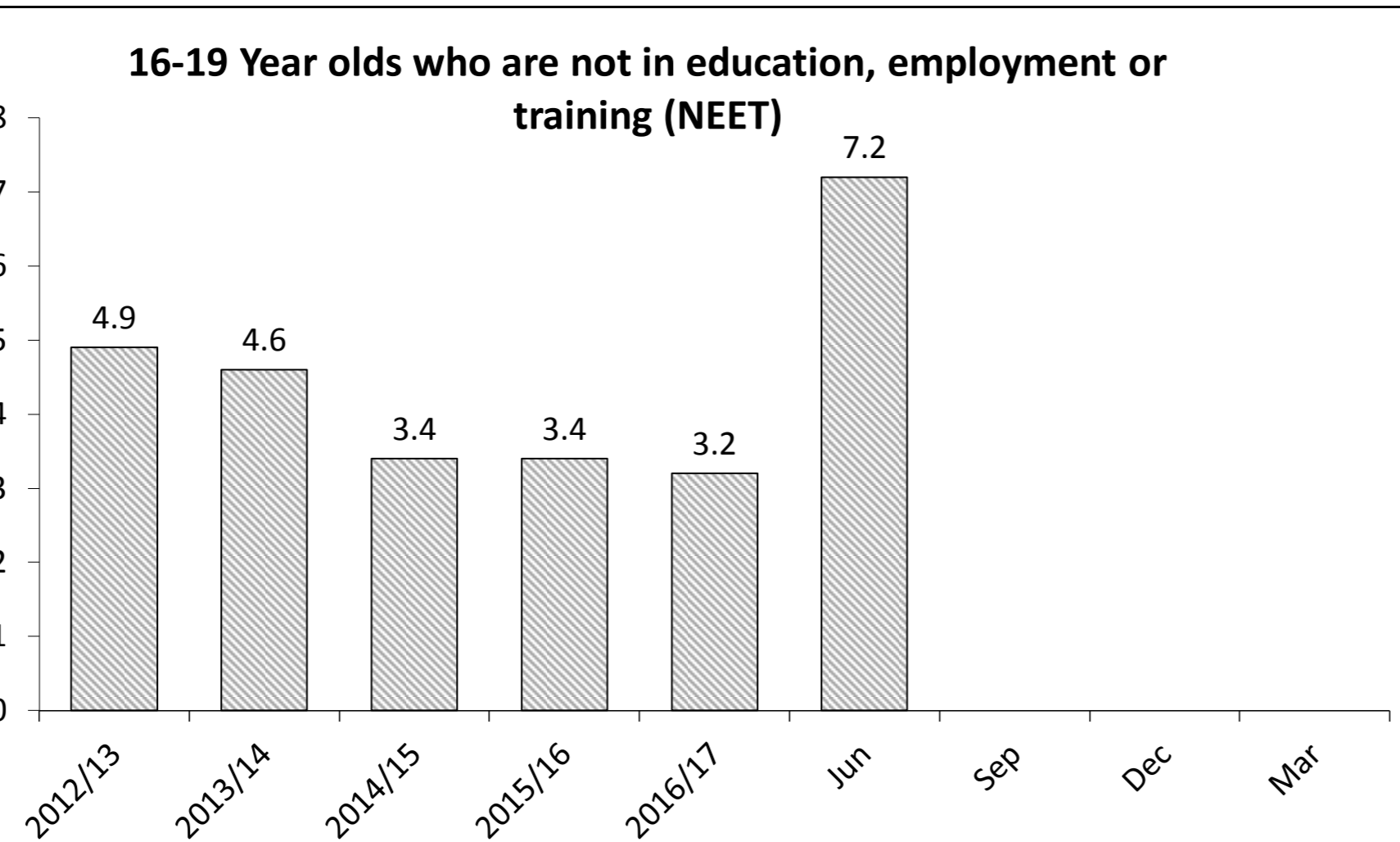
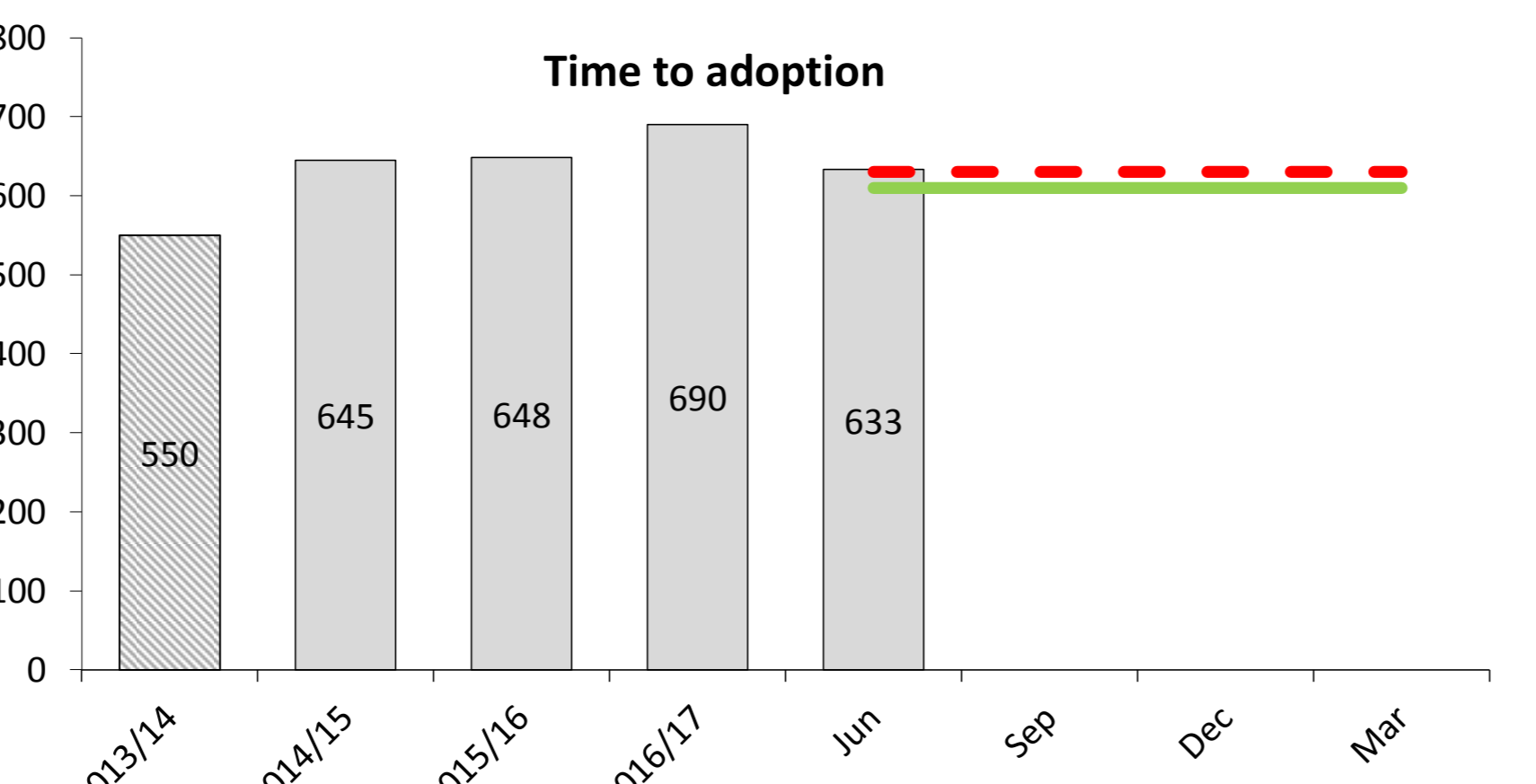
On 11 July a procurement process was launched inviting Providers to bid to secure permission to attach their small cell and wifi technology to Council-owned street lighting and CCTV columns. We will appoint a Provider by end of September and launch our first public wifi offer by March 2018.


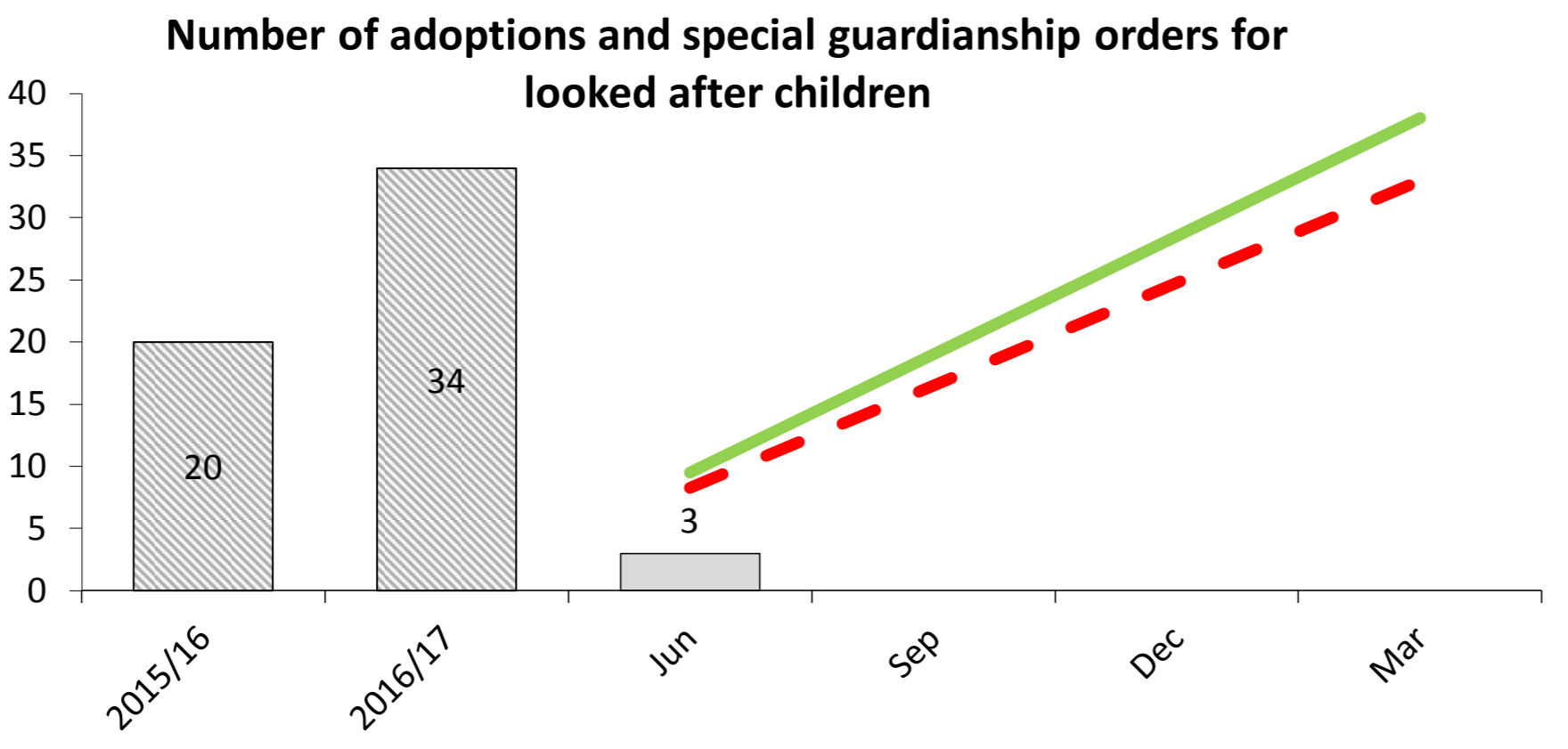
The second phase of our programme will be taken forward in autumn 2017. But before we progress with Phase 2 we need to prepare an options paper and recommend a way forward for the future of the Council's CCTV Infrastructure Service and how this links with our Corporate IT development needs. We will appoint a consultant to support this development work and set out the recommended way forward. The scope of this consultancy role will be discussed with and include joint working with Corporate IT and CCTV etc. These consultancy works and the removal of council fibre and ducting assets are a tackling poverty co-ordinator has been recruited and will be in post from mid-August. The fund will include meeting the cost of a new Local Welfare Support Scheme and will also fund the current Crisis and Support Service which is estimated to cost in the region of £400k to £500k in 2017/18. New projects and initiatives are being developed to address poverty related issues for children and their families and older people and include working with Age UK and the Child Poverty Action Group. The projects and initiatives will be presented to the Mayor in Cabinet for consideration and approval from September 2017.


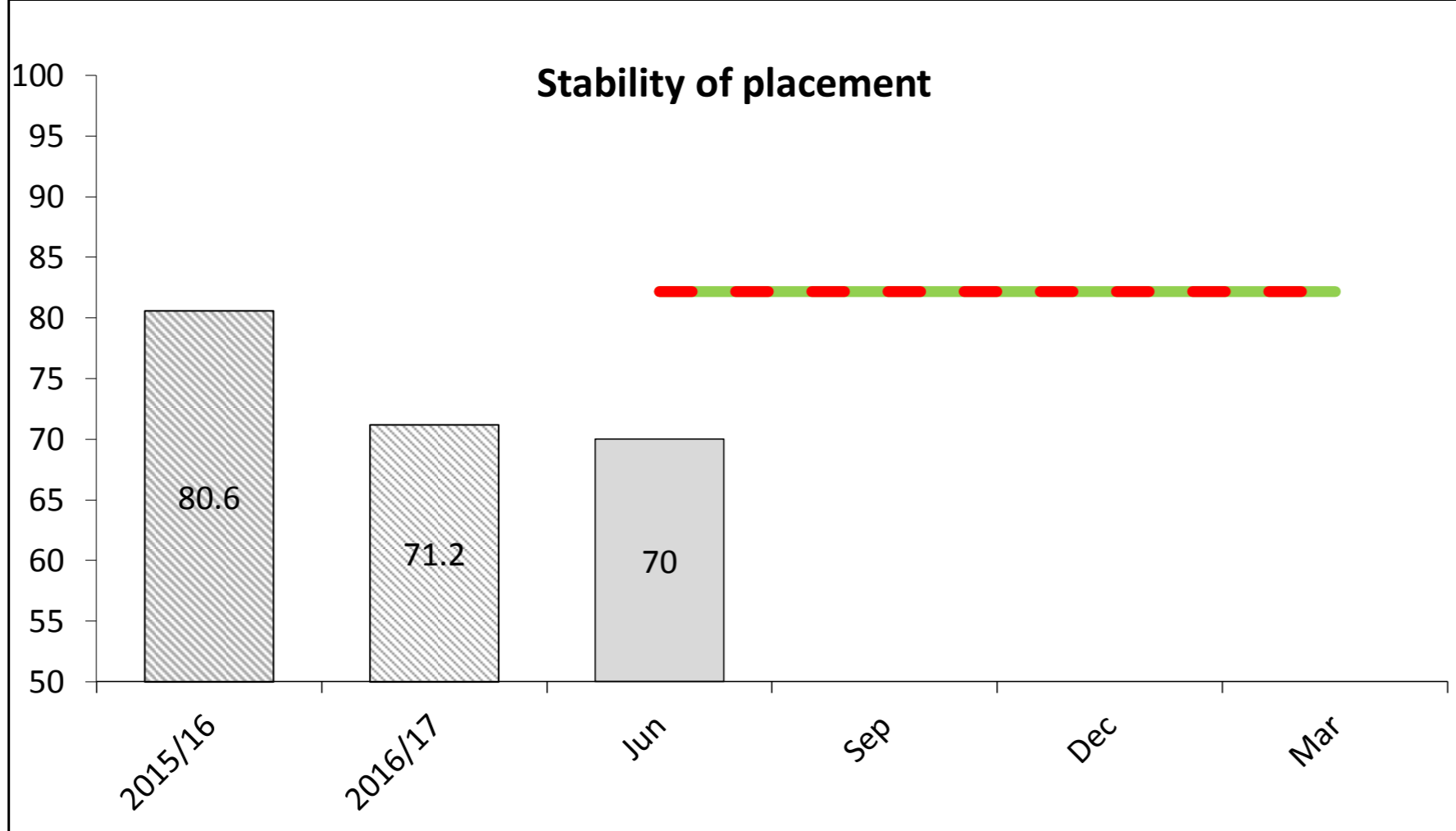
Description		Annual Actual (2016/17)	Q1 Minimum Expectation	Q1 Target	Q1 Actual	Variance (performance against target)	Direction of Travel (comparing current outturn with this time last year)	
<b>Creating opportunity by supporting aspiration and tackling poverty</b>								
<b>A dynamic local economy with high levels of growth benefiting us</b>								
<p><b>Number of businesses supported through Council activities</b></p> <p>Measured in: Number Good Performance: Higher</p>	<p>Strategic Plan activity to support this measure: 1.1b: Implement a programme of business support for Tower Hamlets businesses and entrepreneurs</p>		265	75	125	123	AMBER	↑
	<p>Commentary for June 2017: The Enterprise Team has been actively engaging and supporting start-up businesses with partner support organisations. Additionally the business desk assists businesses to access local markets through supply chain work and where appropriate supports them to locate suitable property to start or move to the borough. There is now a new package of 'Business Ready' projects in New Start up, Retail marketing, Supply Chain and Growth which will assist more businesses to develop and grow, thus creating further local opportunity Created an launched the New Entrepreneurship programme which will accelerate output comparative to the previous financial year.</p> <p>Supply Tower Hamlets - Businesses have been fully supported on fully engaged with the programme. 66 businesses have had two hours support through 1:2:1 support and attending workshops. 11 businesses have had 8 hours support and are proactively sending out proposals and selling their services to other private businesses and tendering to the public sector. This quarter 8 businesses have become fit to supply. There is a good cross pollination of referrals from other programmes from the Enterprise team. The portfolio of programmes are evolving as the programme develops this quarter there have been 10 workshops on varying aspects of the procurement procedures, buyer supplier relationships, contracts etc. This quarter has seen a greater demand generation for the project, through the workshops provided, clients referring businesses and the delivery partner marketing to the local area and now that the programme has begun to gain visibility.</p> <p>Business support activities have commenced, and the first pilot project is due to be completed before the end of Q2. Social Streets was appointed to deliver Digital training for Market Traders and Retailers in Whitechapel. This pilot project covered Social Media, basic website development and apps, through a series of training sessions, networking events and mentoring. Through this pilot project, 40 businesses including traders were supported in the Whitechapel area alone. Mentoring sessions are still taking place and evaluation of this project will be completed by the end of Q2.</p> <p>The Partnership Development Support project has started and Oxford House has been appointed as the organisation covering the work in Bethnal Green, and Roman Road Trust will be responsible for Roman Road West District Centre. The appointed organisations will be supporting the consultation of the town centre strategy, business support activities in their respective areas and will facilitate the introduction of shop front and vacant unit's project, working with appointed suppliers to secure participation from businesses in the area as part of the agreed actions in Q2 and Q3. Balik Arts has been appointed to deliver a Pop up Cinema pilot project covering the areas of Bethnal Green, Brick Lane and Roman Road West. This pilot project aims to support young people in the borough, promote our High Streets and Town Centres, increase footfall and improve the relationship between businesses and their local community. Movie Screenings are expected during Q2 and Q3 and will be part of the calendar of events and Place Promotion activities.</p> <p>Working with the Environmental Health team, a food hygiene officer has been appointed to provide advice and work with businesses to improve their food rating. A work plan is being developed and visits will commence before the end of Q2. An RFQ has been prepared to appoint a supplier to deliver a Shopfront improvement project in Roman Road West. Work is progressing to set up the actions plans to commence projects around addressing vacant units in the centres starting with Roman Road West District Centre. Work has commenced in Watney Market to improve physical aspects of the market area, improving the residents experience and addressing ASB. Working with teams across the Council, work is progressing and a quote has been received to secure the car park in Watney Market and a supplier will be appointed to complete this work in the beginning of Q2.</p>							

Description		Annual Actual (2016/17)	Q1 Minimum Expectation	Q1 Target	Q1 Actual	Variance (performance against target)	Direction of Travel (comparing current outturn with this time last year)
<b>More residents in good-quality, well-paid jobs</b>							
<p><b>Tower Hamlets residents supported into work by the Council's Workpath partnership provision</b></p> <p>Measured in: Number Good Performance: Higher</p>	<p>Strategic Plan activity to support this measure: 1.2a Expand the Raising Aspirations programme across the borough, to provide intensive support to get long-term unemployed and economically inactive residents into work 1.2b Develop an Integrated Employment Service to support higher volumes of local people into work, including graduates into higher skilled jobs</p> 	1170	190	275	199	AMBER	↑
<p>Commentary for June 2017: The WorkPath Partnership has reported 199 Job Outputs that satisfy the definition of this measure, 93 more than the same period last financial year, an increase of 87%. An additional 62 Job Starts were also recorded but have not satisfied the definition (16 hours a week) or achieved the 4 weeks sustained/evidenced at the time of reporting.</p> <p>Quarterly target split has been adjusted, to reflect historical trends and the anticipation of the expansion of the WorkPath partnership leading to higher outputs recorded in Q3 &amp; Q4. As WorkPath partners' processes, definitions and methods of recording are aligned with the WorkPath delivery model.</p> <p>The WorkPath Service continues to work with Key Council services and external partners including the Supporting Stronger Families, Job Centre Plus, Poplar HARCA, Housing Options, the Careers Service, Drug and Alcohol Team, Integrated Offender Management project (Probation service) and Ideas Stores to identify those residents who would benefit most from support, maximising engagement of women, disabled and BAME residents.</p> <p>The WorkPath service remains focused on supporting economically inactive and long-term unemployed groups of residents (Residents furthest from the Labour Market, potentially with multiple barriers to employment), those that require extensive support over a longer period of time to get them job ready and into employment.</p> <p>The WorkPath service has seen 33 more jobs recorded in Q1 2017/18, 27 more reported Job Starts for BME residents, 15 more reported for female residents, 18 more for BME female and 9 more Lone Parents compared to the same period in 2016/17. 33 of the 125 (26.4%) jobs recorded by the WorkPath service that satisfied this measure's definition were 12 months + unemployed/economically inactive at the point of registering with the service compared to 10 out of 92 (10.9%) in Q1 2016/17. 16 reported Jobs (12%) were of residents who had been underemployed (working part-time i.e. less than 16 hours a week) at the point of registration and supported in gaining new or additional employment, 7 of the 16 had been working less than 8 hours a week are now averaging 32 hours per week. WorkPath has also seen an increase in recorded Jobs achieving a salary between £16,001 and £28,000 from 36 reported Q1 2016/7 to 52 this quarter.</p> <p>A Training Provider has been appointed to deliver construction training which is due to begin delivery in Q2 which will further equip TH residents in gaining employment in the industry. We are currently awaiting approval for Pre-employment training funding to continue previous sector specific and generic training i.e. Teaching Assistant, Mid Meal supervisor training, SIA (security industry) etc. Growth and Economic Development service have secured funding to increase the capacity of ESOL training delivered by the IDEA Stores and also tying in sector specific ESOL piloting a Construction specific ESOL programme in Q2 as well as conversational ESOL programmes.</p>							

Description		Annual Actual (2016/17)	Q1 Minimum Expectation	Q1 Target	Q1 Actual	Variance (performance against target)	Direction of Travel (comparing current outturn with this time last year)																				
<p><b>Overall employment rate - gap</b> between the Borough and London average rate (working age) (ppts)</p> <p>Measured in: percentage points Good Performance: Gap - Lower</p>	<p>Strategic Plan activity to support this measure: 2.1a Expand the Raising Aspirations programme across the borough, to provide intensive support to get long-term unemployed and economically inactive residents into work 2.1b Develop an Integrated Employment Service to support higher volumes of local people into work, including graduates into higher skilled jobs</p> <div data-bbox="638 499 1528 1123">  <table border="1"> <caption>Gap between the Borough and London average employment rate (working age)</caption> <thead> <tr> <th>Year/Quarter</th> <th>Gap (ppts)</th> </tr> </thead> <tbody> <tr> <td>2012/13</td> <td>7.3</td> </tr> <tr> <td>2013/14</td> <td>6.7</td> </tr> <tr> <td>2014/15</td> <td>2.5</td> </tr> <tr> <td>2015/16</td> <td>2.5</td> </tr> <tr> <td>2016/17</td> <td>4.4</td> </tr> <tr> <td>Jun</td> <td>8.5</td> </tr> <tr> <td>Sep</td> <td>-</td> </tr> <tr> <td>Dec</td> <td>-</td> </tr> <tr> <td>Mar</td> <td>-</td> </tr> </tbody> </table> </div>	Year/Quarter	Gap (ppts)	2012/13	7.3	2013/14	6.7	2014/15	2.5	2015/16	2.5	2016/17	4.4	Jun	8.5	Sep	-	Dec	-	Mar	-	4.40	2.40	2.00	8.50	RED	↓
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<p>According to the figures published by NOMIS the Tower Hamlets (TH) employment rate has decreased 4.1ppts since last quarter's reporting, whilst the London average has remained the same. The Gap between TH and London has widened by 6ppts to 8.5ppts compared to last quarter. The TH employment rate is 65.3% whilst the London average rate is 73.8%. The total numbers in employment for TH is 147,400, which is a net decrease of 7,100 since last quarters reporting. These results are survey based estimates with large confidence intervals, therefore also subject to significant variations in outturns from one reporting period to the next.</p> <p>The data for the employment rate is taken from the Annual Population Survey (APS). The APS is the largest regular household survey in the United Kingdom. It includes data from the Labour Force Survey (LFS), plus further sample boosts in England, Wales and Scotland. The survey includes data from a sample of around 256,000 people aged 16 and over.</p> <p>As APS estimates are based on samples, they are subject to sampling variability. This means that if another sample for the same period were drawn, a different estimate might be produced. In general, the larger the number of people in a sample, the smaller the variation between estimates. Estimates for smaller areas such as local authorities are therefore less reliable than those for larger areas such as regions.</p> <p>This provides survey based estimates, the methodology of which means that there may be significant variations in outturn from one quarter to the next. Furthermore, it is important to note that the confidence interval on the TH employment rate is 4.3% compared to 0.7% for London which means that the actual rate for TH could in fact be much higher.</p> <p>The WorkPath service and wider WorkPath partnership continue to support residents into employment and has seen an 87% increase 93 more jobs recorded compared to this time last year.</p>																											


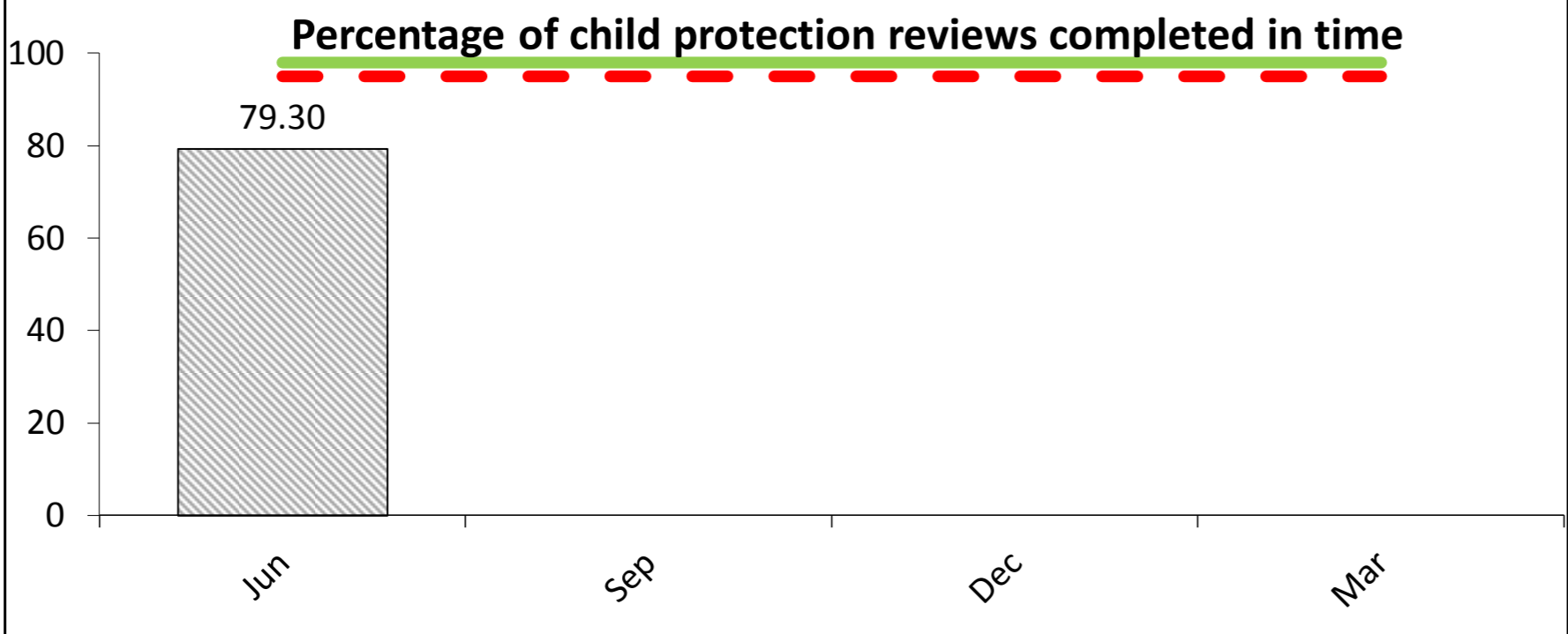
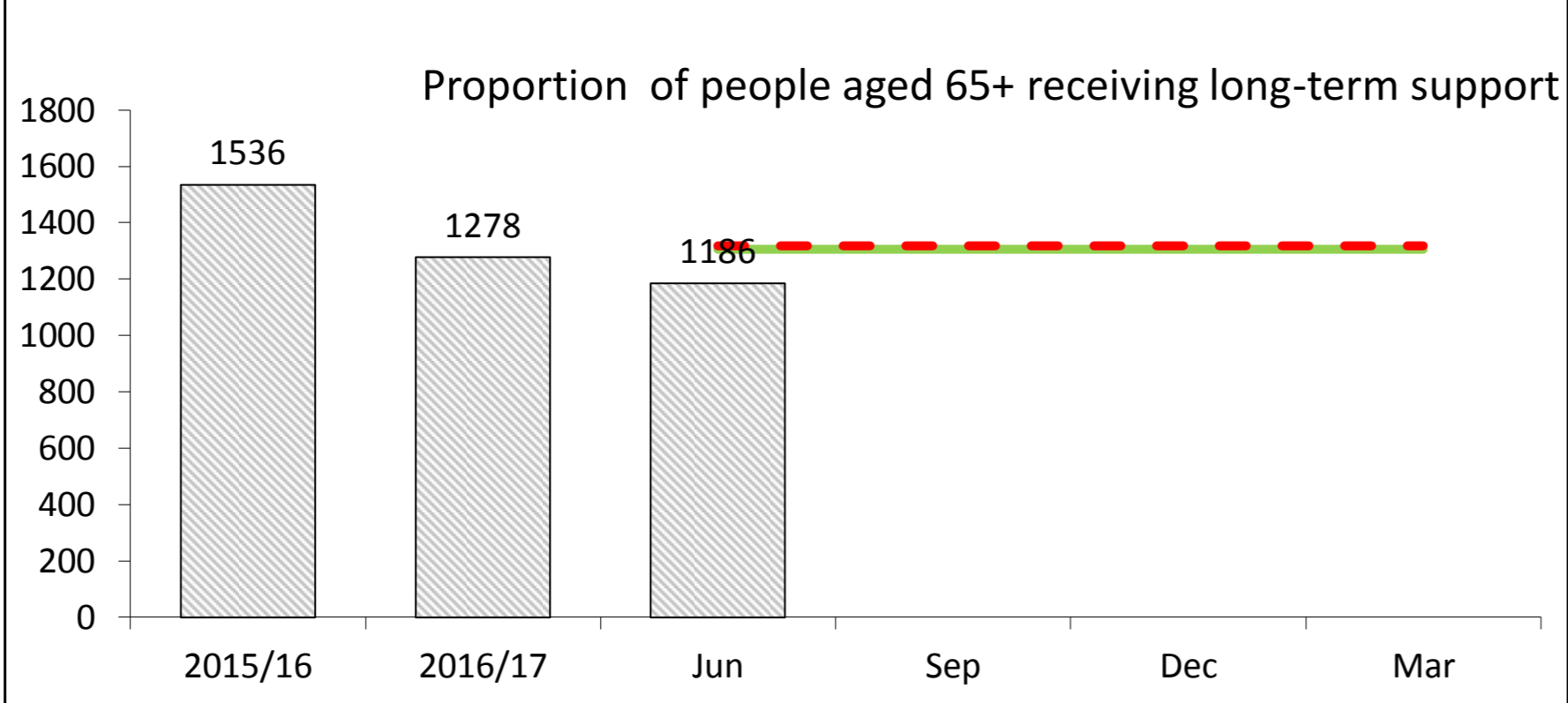
Description		Annual Actual (2016/17)	Q1 Minimum Expectation	Q1 Target	Q1 Actual	Variance (performance against target)	Direction of Travel (comparing current outturn with this time last year)
<b>Young people realising their potential</b>							
<p>16 to 19 year olds who are not in education, employment or training (<b>NEET</b>) (%)</p> <p>Measured in: % Good Performance: Lower</p>	<p>Strategic Plan activity to support this measure: 1.3e Improve educational and vocational provision at post-16</p> 	3.20	7.50	6.00	7.2	AMBER	↓
<p>The definition of this measure has been changed nationally, and the numerator now includes any 16-19 year olds whose status is "unknown" therefore increasing the apparent percentage of NEETs. Our 2017/18 targets are based on recalculated 16/17 performance with this definition. In Q1, the percentage of 16-19 year olds who were NEET was 7.2%, slightly better than the minimum target of 7.5%</p>							
<p>Average time between a child entering care and moving in with adoptive family (<b>Time to adoption</b>)</p> <p>Measured in: Days Good Performance: Lower</p>	<p>Strategic Plan activity to support this measure: 1.3d Ensure better outcomes for looked after children and young people</p> 	690.00	630.00	610.00	633	RED	↑
<p>For the 2015-2018 three year period, so far 24 adoptions have been recorded, taking on average 633 days to complete. This figure is just short of the minimum target. None of these adoptions have been completed within the current financial year period. 15 adoptions are forecasted to be completed during this financial year.</p> <p>During 2016-17 10 adoptions were made, taking an average of 496 days, which was above target for that year.</p>							


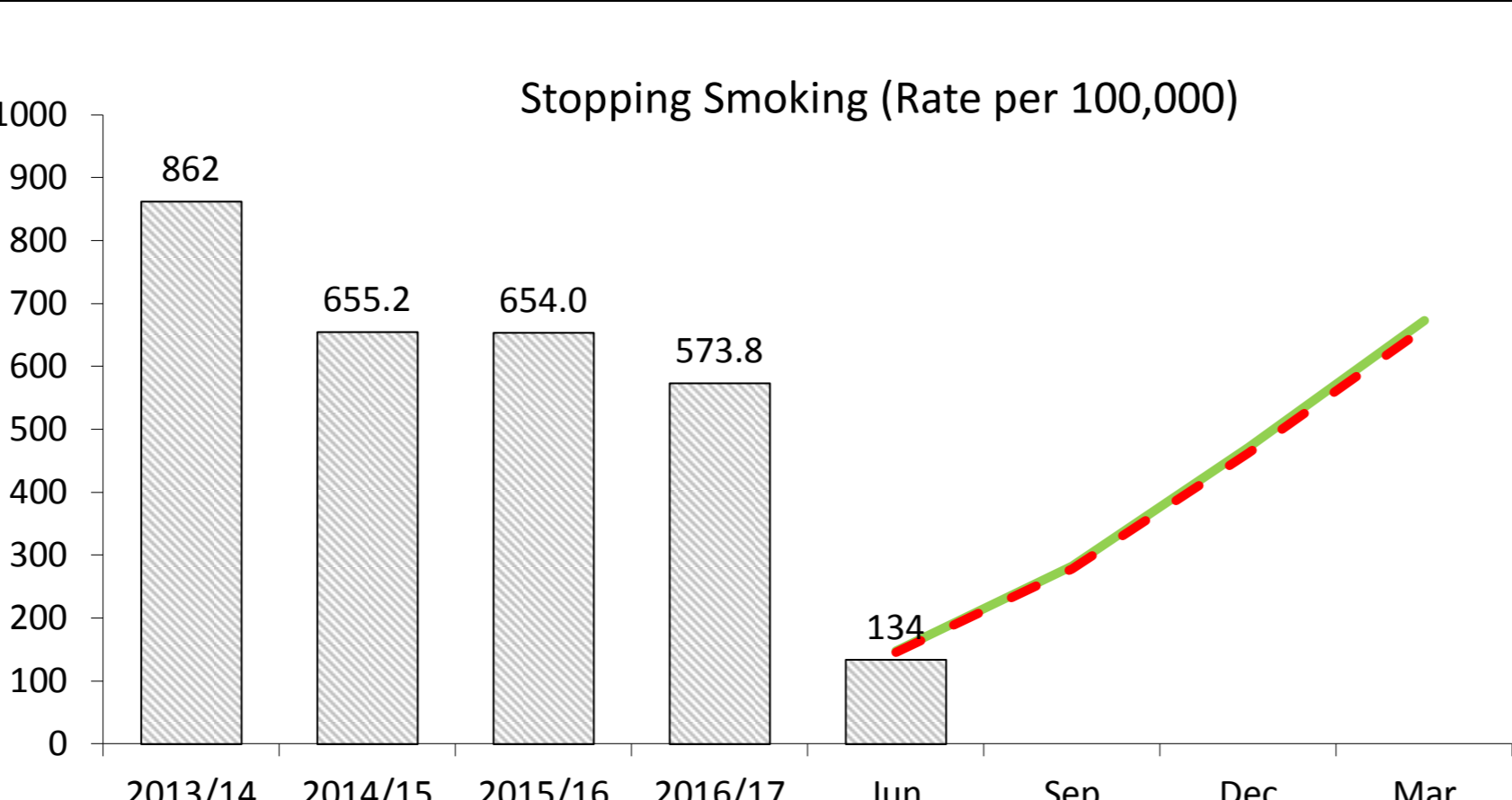
Description		Annual Actual (2016/17)	Q1 Minimum Expectation	Q1 Target	Q1 Actual	Variance (performance against target)	Direction of Travel (comparing current outturn with this time last year)
<p><b>Number of adoptions and special guardianship orders granted for looked after children</b></p> <p>Measured in: Number Good Performance: Higher</p>	<p>Strategic Plan activity to support this measure: 1.3d Ensure better outcomes for looked after children and young people</p> 	34	8.00	10.00	3.00	RED	↓
<p>We are below the approximate quarterly target of 8 SGOs/adoptions per quarter needed to reach the minimum annual target. A number of cases are progressing through the court process currently and we anticipate c.15 adoptions to be completed this financial year. SGOs are harder to forecast as the system used to track these cases needs updating. There is a continuing focus on identifying appropriate permanency options for Looked After Children.</p>							


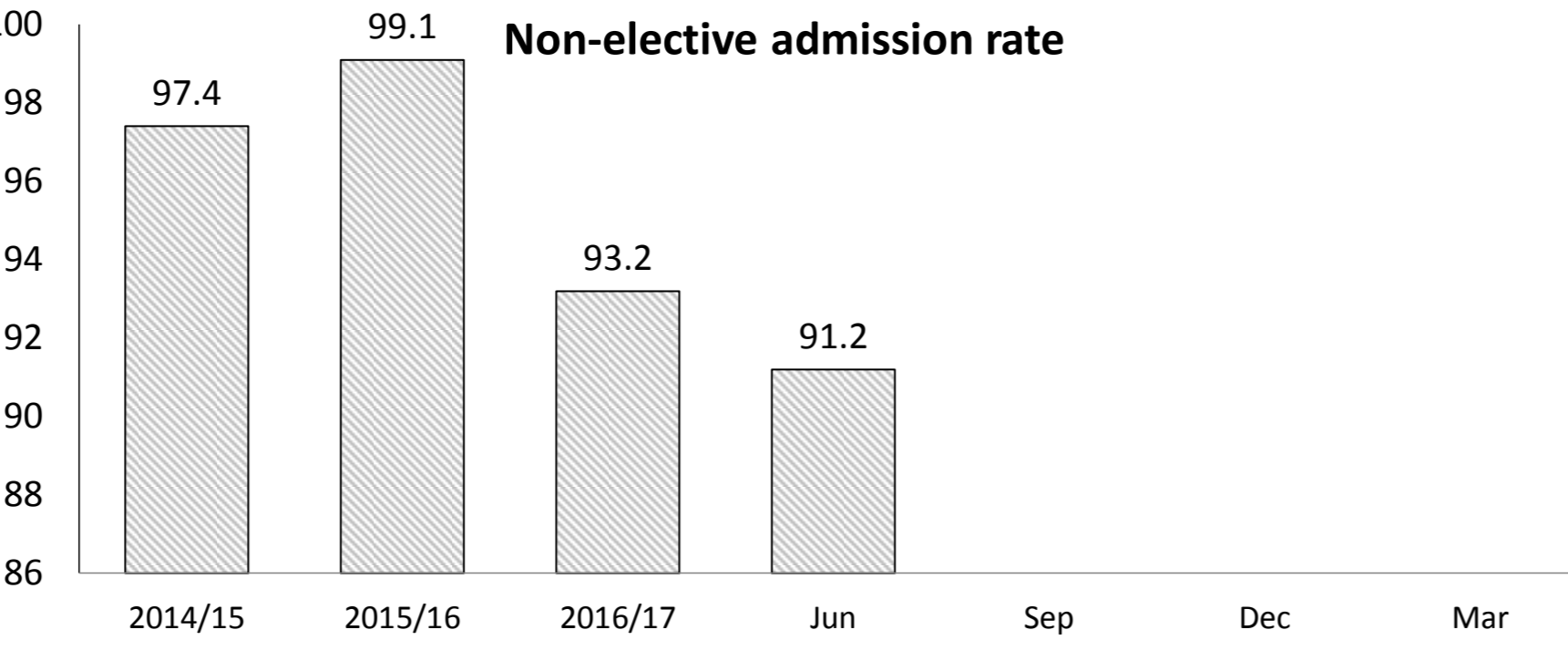
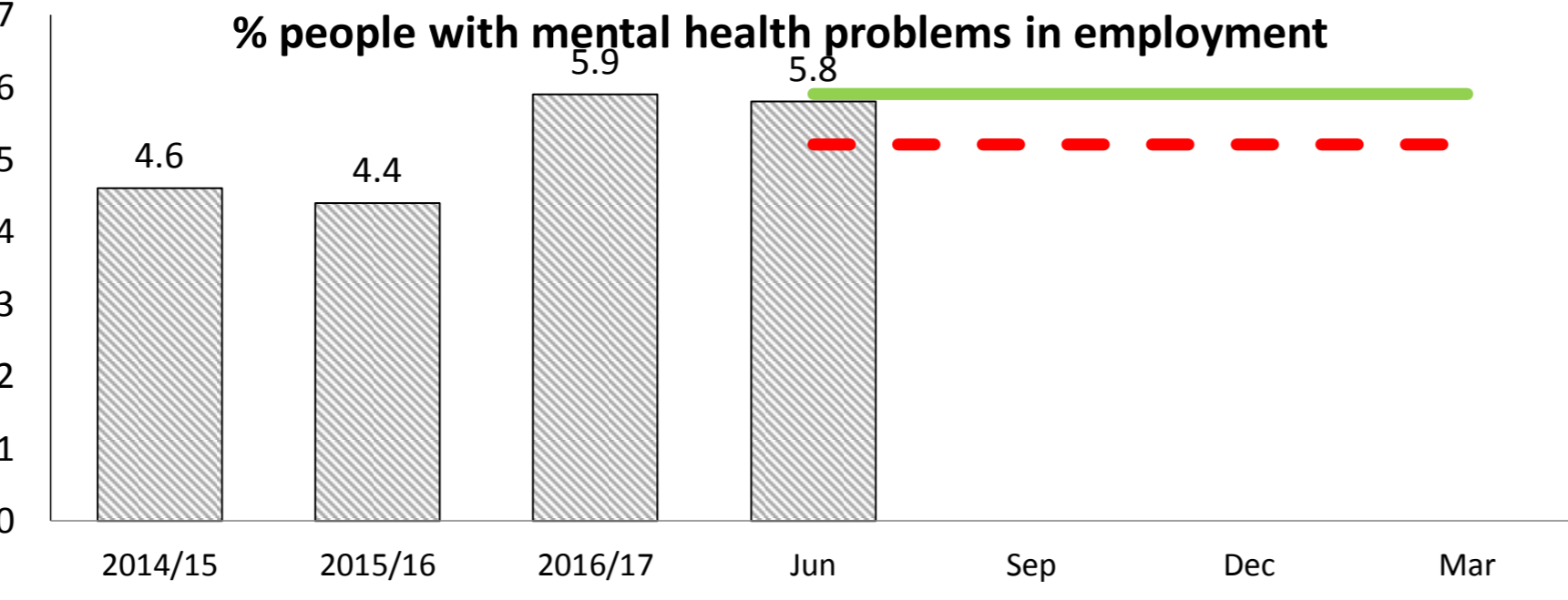
Description		Annual Actual (2016/17)	Q1 Minimum Expectation	Q1 Target	Q1 Actual	Variance (performance against target)	Direction of Travel (comparing current outturn with this time last year)														
<p><b>Percentage of looked after children in the same placement for two years or more</b></p> <p>Measured in: Percentage Good Performance: Higher</p>	<p>Strategic Plan activity to support this measure: 1.3d Ensure better outcomes for looked after children and young people</p>  <table border="1"> <caption>Stability of placement</caption> <thead> <tr> <th>Period</th> <th>Percentage</th> </tr> </thead> <tbody> <tr> <td>2015/16</td> <td>80.6</td> </tr> <tr> <td>2016/17</td> <td>71.2</td> </tr> <tr> <td>Jun</td> <td>70</td> </tr> <tr> <td>Sep</td> <td>-</td> </tr> <tr> <td>Dec</td> <td>-</td> </tr> <tr> <td>Mar</td> <td>-</td> </tr> </tbody> </table>	Period	Percentage	2015/16	80.6	2016/17	71.2	Jun	70	Sep	-	Dec	-	Mar	-	71.20	82.20	82.20	70.00	RED	↓
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<p>When reviewing this measure to address queries about the impact of Data Quality work on historic performance, a discrepancy was identified with the reporting being used for year-end performance. Re-calculating 2016/17 performance using a method consistent with current reporting shows performance was lower than reported at 71.6%.</p> <p>Children's Social Care service are taking a number of steps to help support and improve placement stability:</p> <ol style="list-style-type: none"> <li>1. CISC Team consultation rota 9am -5pm. The Child &amp; Adolescent Mental Health Service in Social Care (CISC) team are a co-located and integrated team providing direct work and consultation on LAC cases that need additional support.</li> <li>2. A placement stability forum meets monthly to discuss cases where social workers, carer support workers and managers reflect on practice to ensure the carer is supported to meet the needs of the child.</li> <li>3. The cohort of children looked after for two years or more is available to managers through child-level data reports and utilised to enable CSC to prioritise, prevent disruption and track practice, be it during staff supervision, disruption meeting process or reflective forums.</li> <li>4. Independent Reviewing Officer alerts have undergone increased quality assurance so that the child's experience of care is brought to the attention of social workers and managers to address in a timely way.</li> </ol>																					


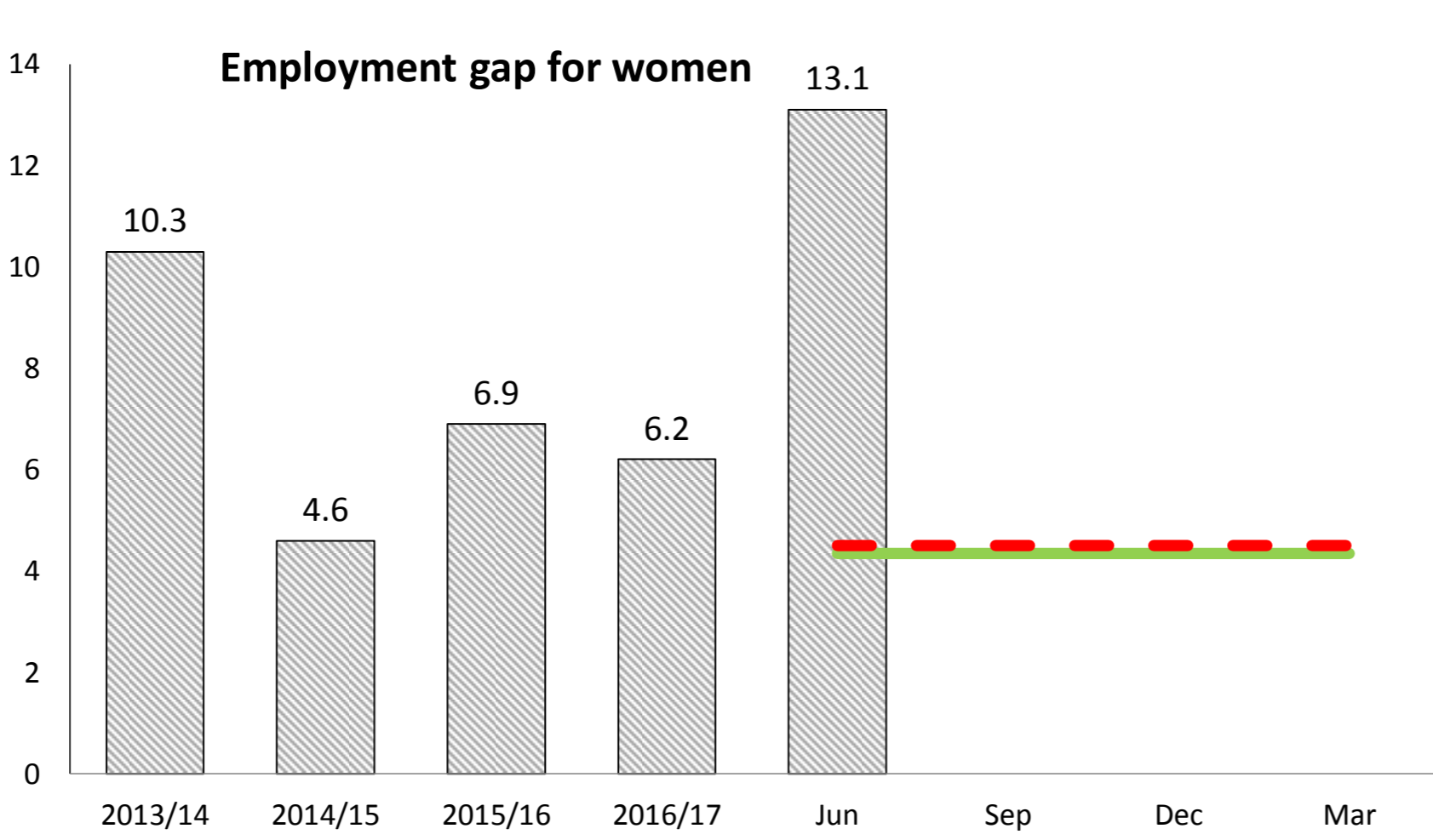



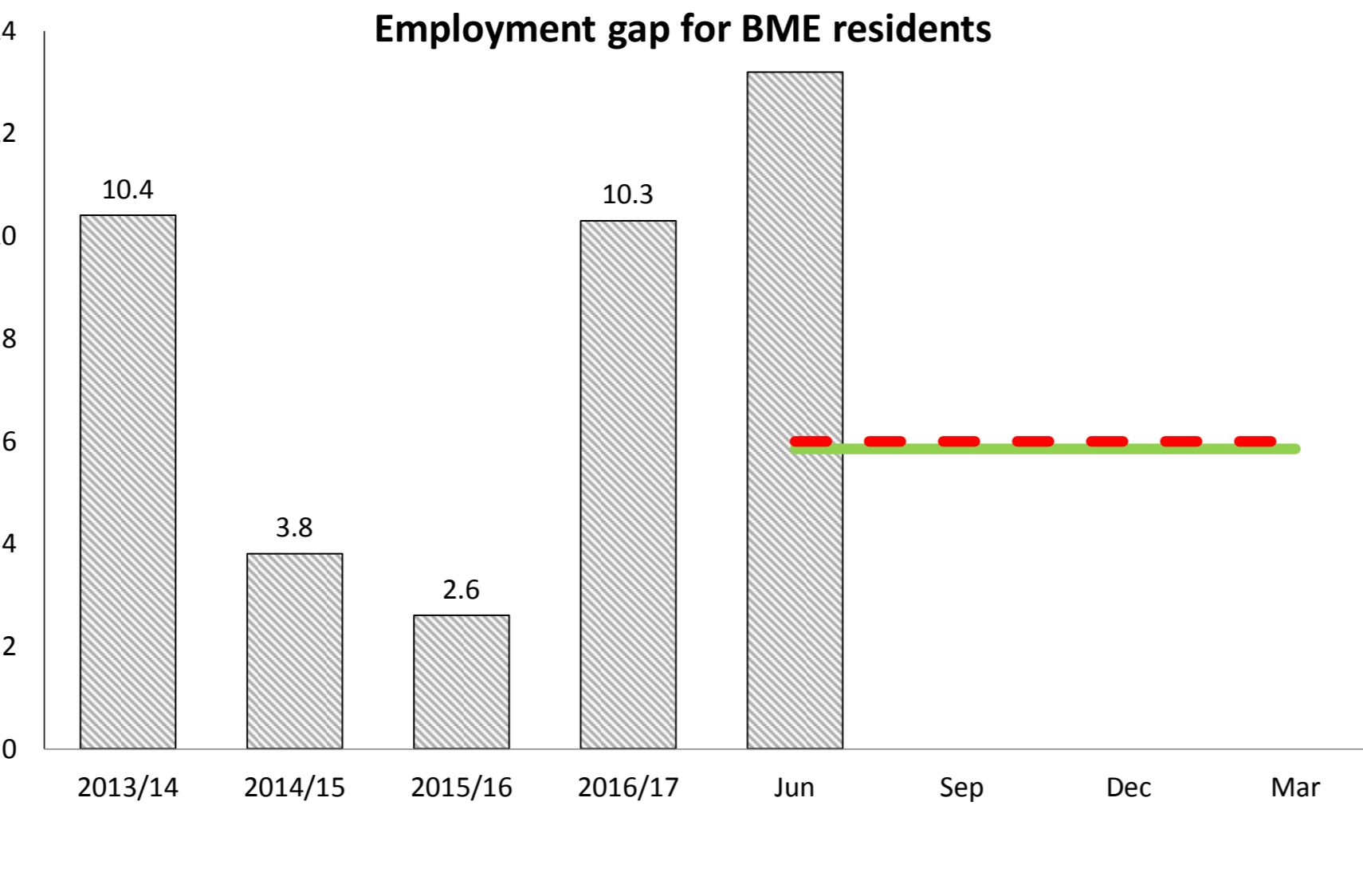
Description		Annual Actual (2016/17)	Q1 Minimum Expectation	Q1 Target	Q1 Actual	Variance (performance against target)	Direction of Travel (comparing current outturn with this time last year)
<p><b>Percentage of childrens social care contacts completed within 24 hours</b></p> <p>Measured in: Percentage Good Performance: Higher</p>	<p>Strategic Plan activity to support this measure:</p> 	N/A	90.00	95.00	42.50	RED	N/A
<p>The % contacts completed within 24 hours is currently 46.6%. A review of processes in the MASH (Multi-Agency Safeguarding Team) post-Ofsted inspection identified that the way contacts were being processed and recorded had led to unreliable data. There has been a significant data cleansing exercise in April combined with changes in the way that contacts are processed and this resulted in a backlog of work being pushed through the system. In June the team experienced staffing issues, and this combined with periodic IT problems, has proved problematic. There is an increased focus by the 2 MASH managers to complete contact decisions within 24 hours and we will start to evidence a % increase as we go forward this year.</p>							
<p><b>Percentage of childrens social care assessments completed within 45 days</b></p> <p>Measured in: Percentage Good Performance: Higher</p>	<p>Strategic Plan activity to support this measure:</p> 	N/A	90	95	68.70	RED	N/A
<p>Assessments completed within 45 working days is currently 68.6%. There has been a pressure with the backlog of assessments being pushed through the system as a result of the data cleansing exercise. At the same time the workforce within MASH and A&amp;I (Assessments and Intervention Team) are 80% agency social workers. There continues to be a turnover of social workers within A&amp;I some of which have been asked to leave due to poor performance and throughput of assessments. New team managers are now in post who will be monitoring assessment timescales to improve performance. In turn, the ongoing recruitment drive should result in a steady increase of permanent staff which will bring some stability to the workforce.</p>							
<p><b>Percentage of children on a child protection order visited within the last 4 weeks</b></p> <p>Measured in: Percentage Good Performance: Higher</p>	<p>Strategic Plan activity to support this measure:</p> 	N/A	90	95	85.00	RED	N/A
<p>Timely recording of visits is continuing to impact on apparent performance i.e. visits have happened but have not been recorded quickly enough. Additionally, some decisions to step down from CP to CIN are not recorded on the system quickly enough, therefore cases appear to require visits that they do not in fact need. These recording delays are in part linked to increasing complex cases loads and high staff turnover impacting on performance – issues around pay, recruitment and retention. Currently Family Support &amp; Protection teams range between 20 - 90% agency staff, with four of the five being at 50% or above.</p> <p>Action is being taken to improve: All managers using available child-level reports and performance meetings to understand child level data and highlight specific issues e.g. performance of particular social workers; FSP Service Manager is having one-to-ones with managers to look at the data; Service Manager addressing in supervision and asking Team Managers to set out planned admin time for social workers; using one Team Manager to lead on recruiting agency SWs to reduce duplication; setting individual deadlines for SWs; Service Manager having weekly meetings with TMs group to address performance.</p>							


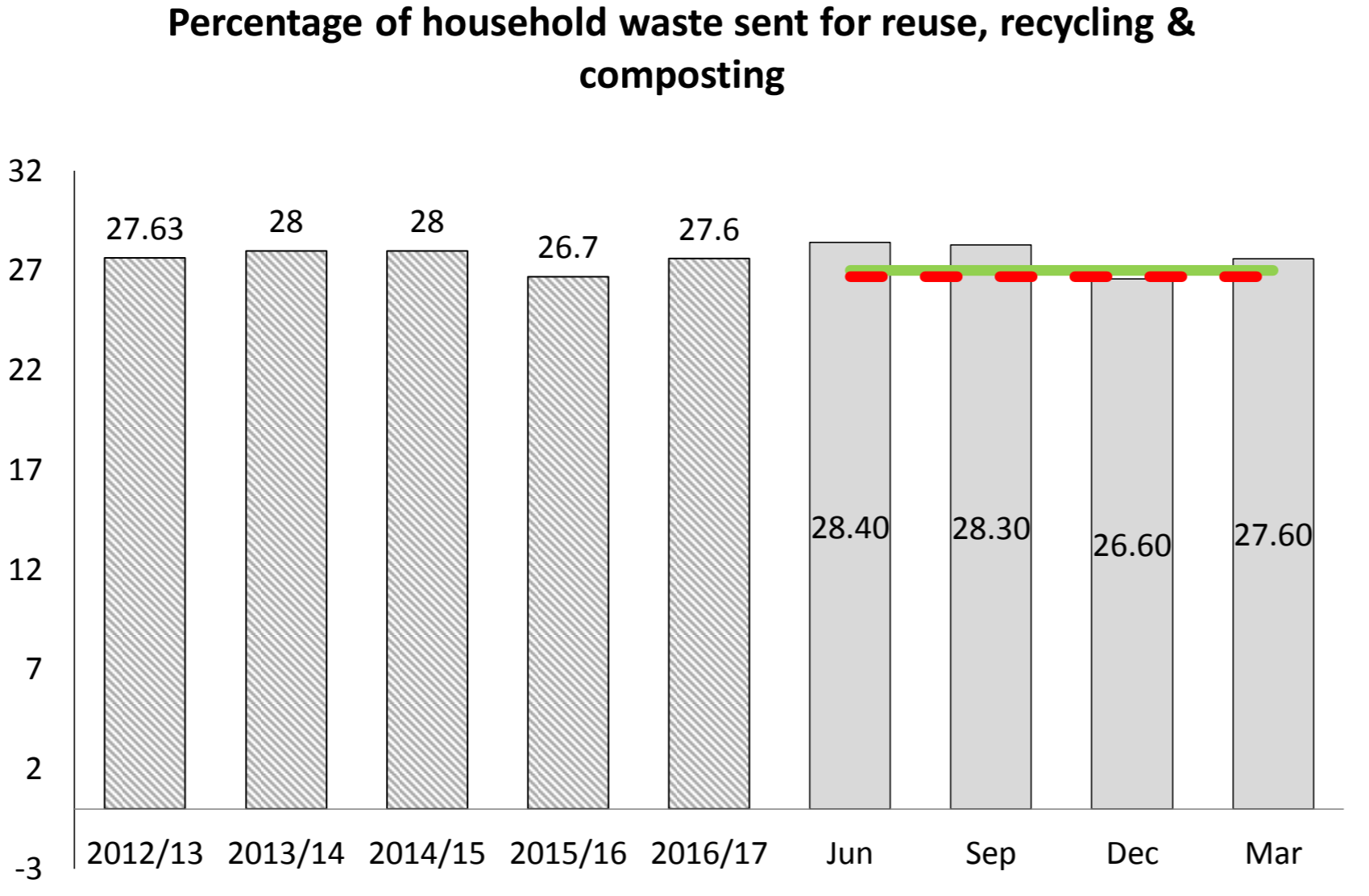
Description		Annual Actual (2016/17)	Q1 Minimum Expectation	Q1 Target	Q1 Actual	Variance (performance against target)	Direction of Travel (comparing current outturn with this time last year)
<p><b>Percentage of child protection reviews completed in time</b></p> <p>Measured in: Percentage Good Performance: Higher</p>	<p>Strategic Plan activity to support this measure:</p> 	N/A	95	98	79.3	RED	N/A
<p>The Child Protection and Reviewing Service have been down by one CIN Independent Reviewing Officer, for the past 6 weeks due to staff member taking over another role at short notice. There have been delays in recruiting temporary replacement.</p> <p>CPRS expect that once fully staffed performance against this measure will increase. Also, changes to the recording process in FWi are being made which should support timely recording.</p>							
<p><b>Proportion of people over 65 receiving long term support, per 10,000 population</b></p> <p>Measured in: Percentage Good Performance: Lower</p>	<p>Strategic Plan activity to support this measure: 1.4b Improve care and support for vulnerable adults and their carers, integrating with health and promoting independence and keeping people safe from all forms of abuse</p> 	1278	1318	1305	1186	GREEN	↑
<p>Performance continues to be on target. It is likely that performance will deteriorate against this measure over the coming year as clients receiving short-term services are assessed/reviewed and potentially moved to long-term services.</p>							


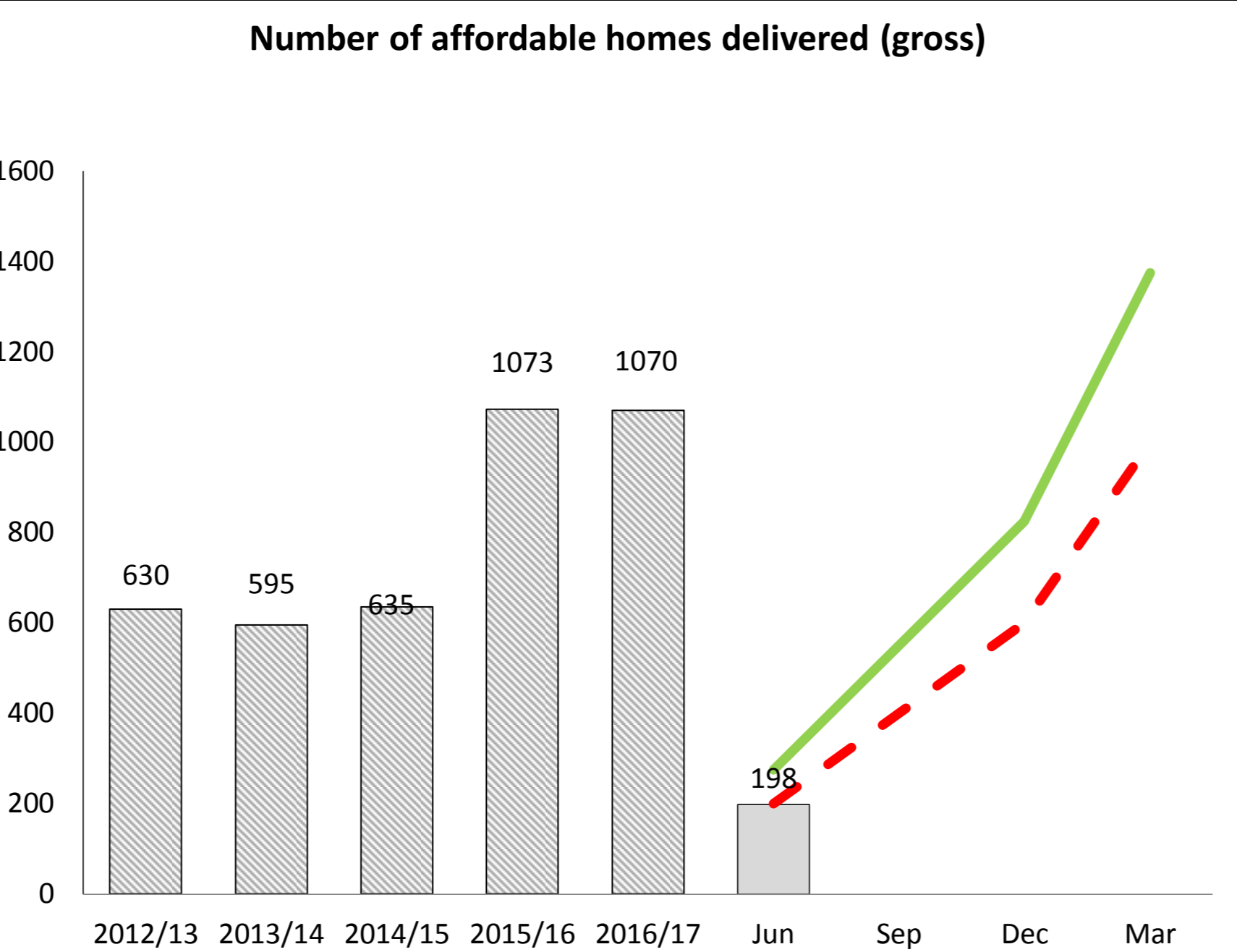
Description		Annual Actual (2016/17)	Q1 Minimum Expectation	Q1 Target	Q1 Actual	Variance (performance against target)	Direction of Travel (comparing current outturn with this time last year)
<p><b>Smoking Quitters</b></p> <p>Measured in: rate per 100,000 of population (aged 16+) of four-week smoking quitters who have attended NHS Stop Smoking Services . Good Performance: Higher</p>	<p>Strategic Plan activity to support this measure: 1.4a Promote healthy lifestyles and address the wider causes of ill health, through a refreshed Health and Wellbeing Strategy, which commits all sections of the council to actively promote the health and wellbeing of all our communities</p> 	573.8 per 100,000	135.5per 100,000 / 330 (actual)	138 per 100,000 / 336 (actual)	134 per 100,000 / 327 (actual)	RED	↑
<p>The Q1 minimum target was 330 actual quits and upper target 336 actual quits. Compared to Q1 16/17 there has been an additional 103 quits in Q1 17/18. The improvements we have made to the smoking cessation system are starting to take effect and the small increase in the successful quit rate is a good indicator of success. The newly commissioned and refocused cessation service is now only just starting to come on stream and this along with the continued investment into stop smoking in pregnancy services should give us confidence that next quarter we will recover the 3-9 quits and be on track for the year.</p>							
<p>Dates for 2017/18 data releases: Q2 - 24th Nov, Q3- 26th Feb, Q4 - 25th May</p>							

Description		Annual Actual (2016/17)	Q1 Minimum Expectation	Q1 Target	Q1 Actual	Variance (performance against target)	Direction of Travel (comparing current outturn with this time last year)
<p><b>Non-Elective Admissions (Better Care Fund)</b></p> <p>Measured in: Percentage Good Performance: Lower</p>	<p>Strategic Plan activity to support this measure: 1.4b Improve care and support for vulnerable adults and their carers, integrating with health and promoting independence and keeping people safe from all forms of abuse</p> 	93.20	tbc	tbc	91.2	N/A	N/A
<p>Performance has improved since year end 2016/17(93.2), and also compared to the same time last year (92.8). This measure is linked to the Better Care Fund and final targets for 2017/18 will be included in the Q2 reporting cycle</p>							
<p><b>Reducing inequality and embracing diversity</b></p>							
<p><b>Proportion of people with mental health problems in employment</b></p> <p>Measured in: Percentage Good Performance: Higher</p>	<p>Strategic Plan activity to support milestone: 1.4d Deliver the council commitment to the Mental Health Challenge and work with local employers to tackle mental health stigma</p> 	5.9	5.2	5.9	5.8	AMBER	↑
<p>Figure represents 50 out of 858 adults (18-69 years old) with an open CPA (care pathway approach) between April 2017-June 2017.</p>							


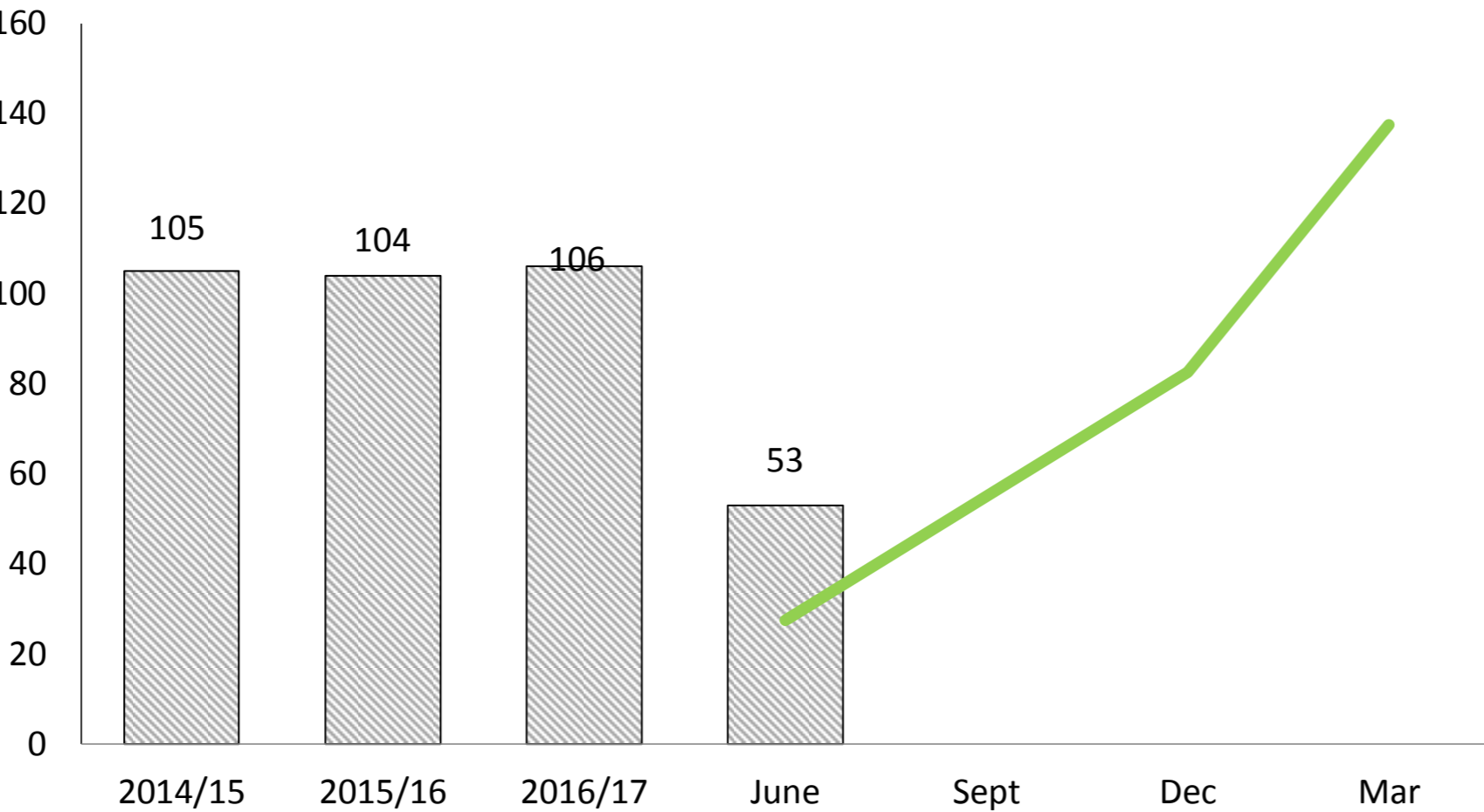
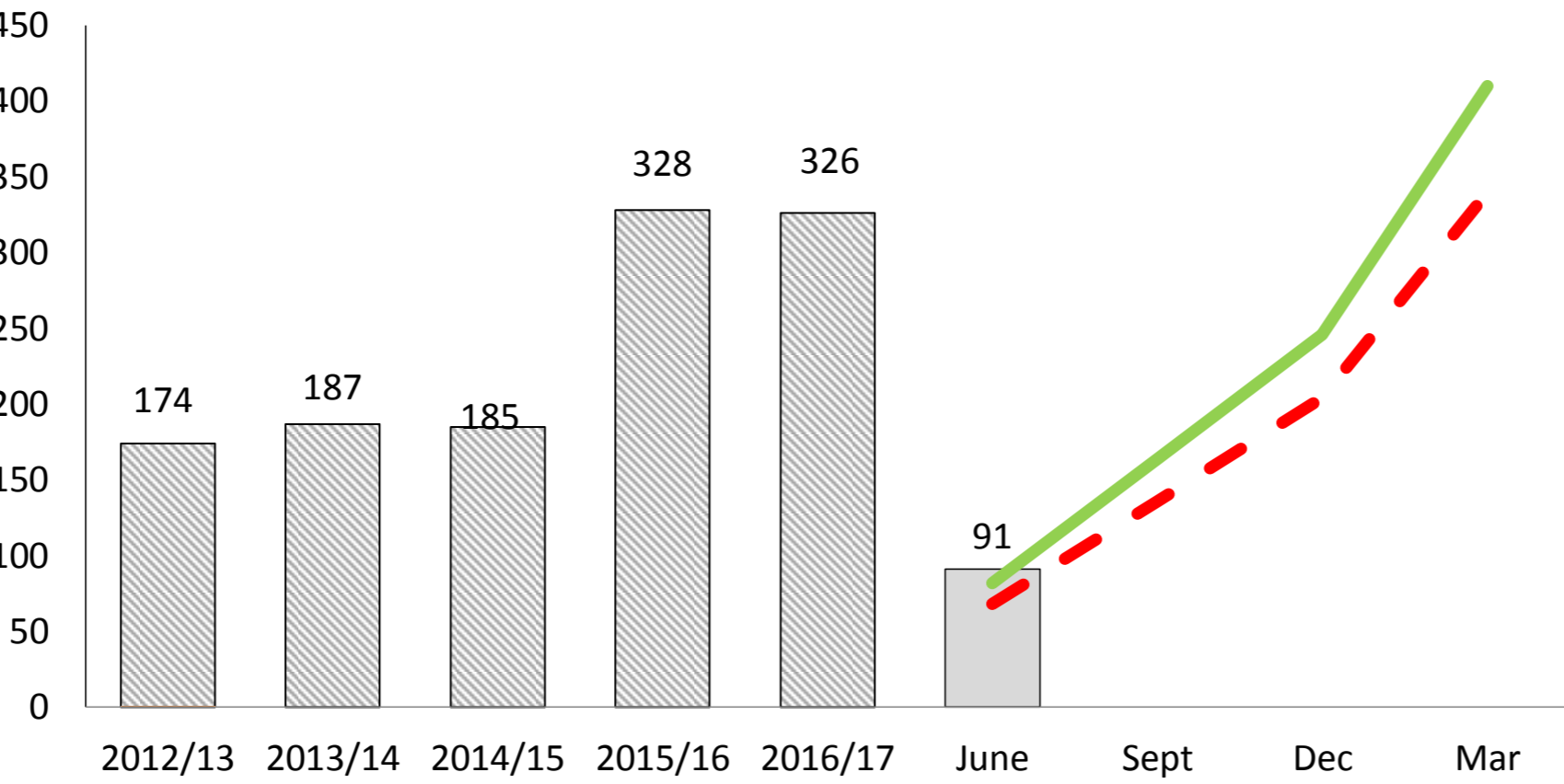
Description		Annual Actual (2016/17)	Q1 Minimum Expectation	Q1 Target	Q1 Actual	Variance (performance against target)	Direction of Travel (comparing current outturn with this time last year)												
<p><b>Employment gap for women:</b> reducing the gap between the Borough employment rate and employment rate for women</p> <p>Measured in: percentage points Good Performance: Gap - Lower</p>	<p>Strategic Plan activity to support these employment gap measures: 1.5b Support more women and black and minority ethnic and disabled residents into employment</p>  <table border="1"> <caption>Employment gap for women</caption> <thead> <tr> <th>Year</th> <th>Value</th> </tr> </thead> <tbody> <tr> <td>2013/14</td> <td>10.3</td> </tr> <tr> <td>2014/15</td> <td>4.6</td> </tr> <tr> <td>2015/16</td> <td>6.9</td> </tr> <tr> <td>2016/17</td> <td>6.2</td> </tr> <tr> <td>Jun</td> <td>13.1</td> </tr> </tbody> </table>	Year	Value	2013/14	10.3	2014/15	4.6	2015/16	6.9	2016/17	6.2	Jun	13.1	6.2	4.5	4.35	13.1	RED	↓
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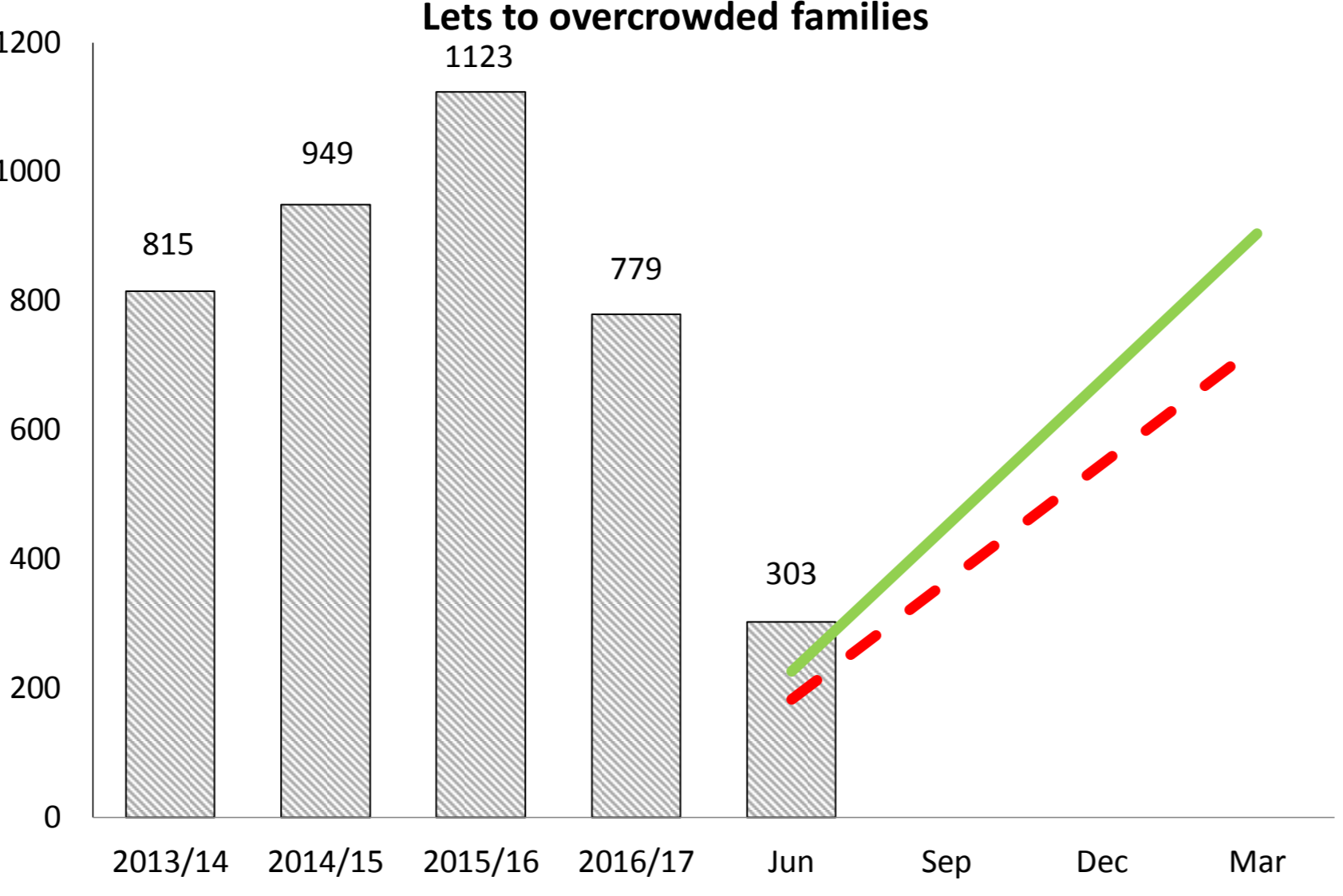
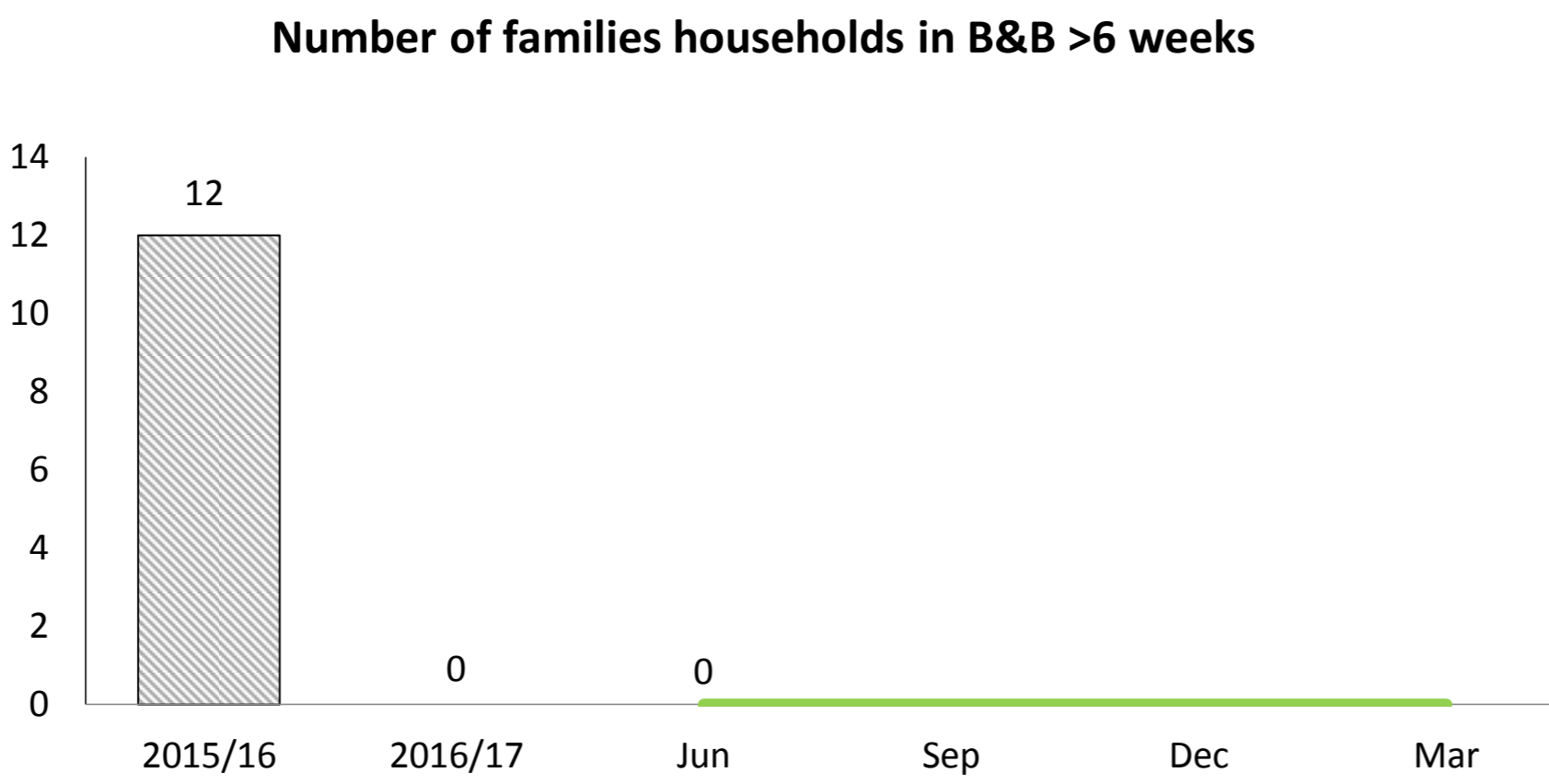
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		<p>Commentary for June 2017: According to the figures published by NOMIS the Tower Hamlets employment rate has decreased 3.4ppts since last quarter's reporting, whilst the London average has also decreased but only by 0.5ppts. The Gap between TH and London has widened by 2.9ppts to 13.2ppts compared to last quarter. The TH employment rate BME is 52.7% whilst the London average rate is 65.9%. The total number of BME people in employment for TH is 63,800, which is a net decrease of 2,300 since last quarters reporting. These results are survey based estimates with large confidence intervals, therefore also subject to significant variations in outturns from one reporting period to the next.</p> <p>The data for the employment rate is taken from the Annual Population Survey (APS). The APS is the largest regular household survey in the United Kingdom. It includes data from the Labour Force Survey (LFS), plus further sample boosts in England, Wales and Scotland. The survey includes data from a sample of around 256,000 people aged 16 and over.</p> <p>As APS estimates are based on samples, they are subject to sampling variability. This means that if another sample for the same period were drawn, a different estimate might be produced. In general, the larger the number of people in a sample, the smaller the variation between estimates. Estimates for smaller areas such as local authorities are therefore less reliable than those for larger areas such as regions.</p> <p>This provides survey based estimates, the methodology of which means that there may be significant variations in outturn from one quarter to the next. Furthermore, it is important to note that the confidence interval on the TH employment rate is 9.7% compared to 1.9% for London which means that the actual rate for TH could in fact be much higher.</p> <p>The WorkPath service and wider WorkPath partnership continue to support residents into employment and has seen an 87% increase 93 more jobs recorded compared to this time last year. 133 of the 156 (85.3%) Job Starts recorded by the WorkPath service were for BME residents. 150 of which satisfied the Strategic Performance measure Strategic7017 definition. 361 of the 420 (86%) residents engaging with WorkPath were from the BME community. We are currently in the process of procuring a provider to specifically target Somali Graduates and support them in finding and securing graduate opportunities.</p>																							


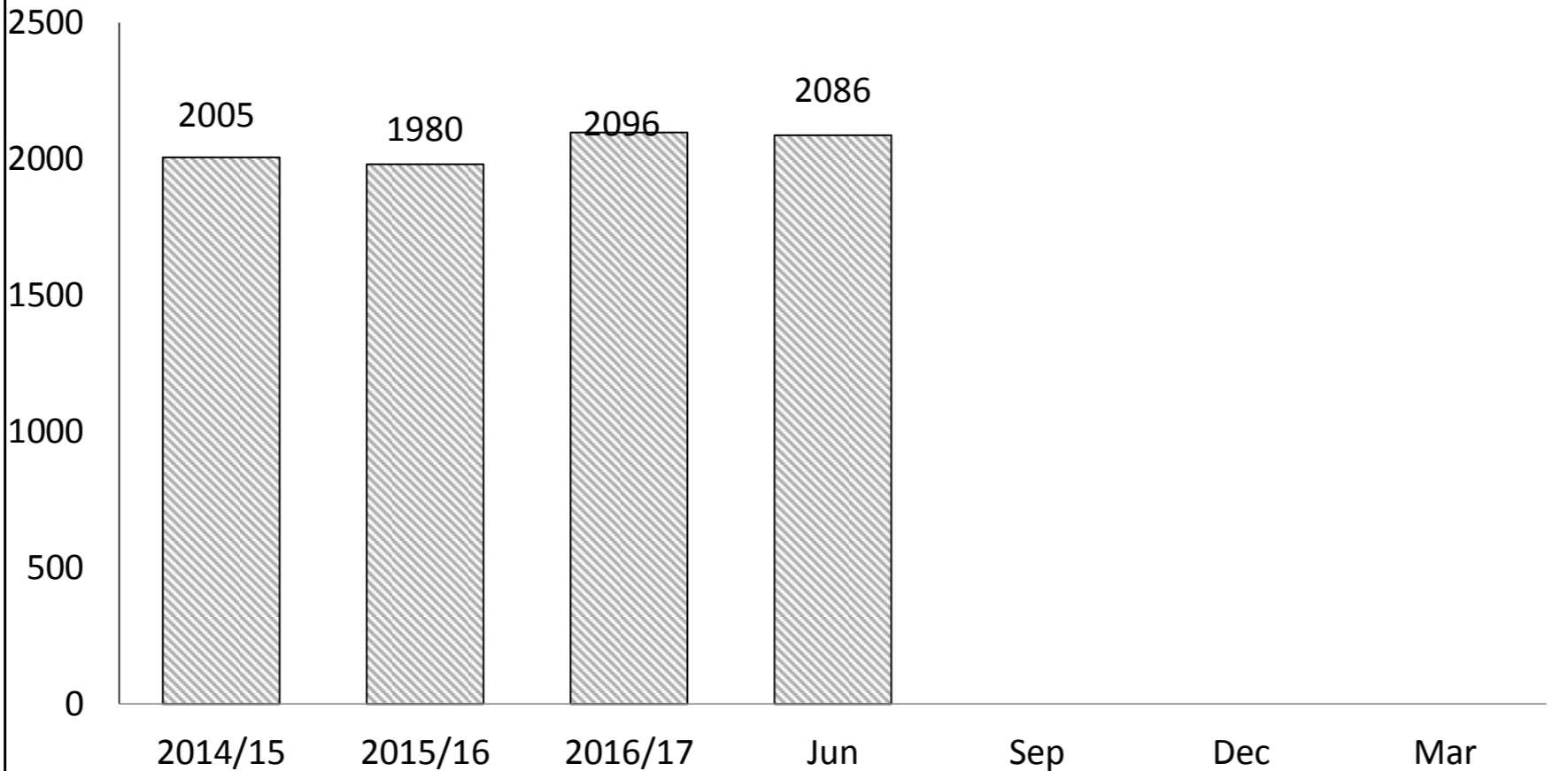
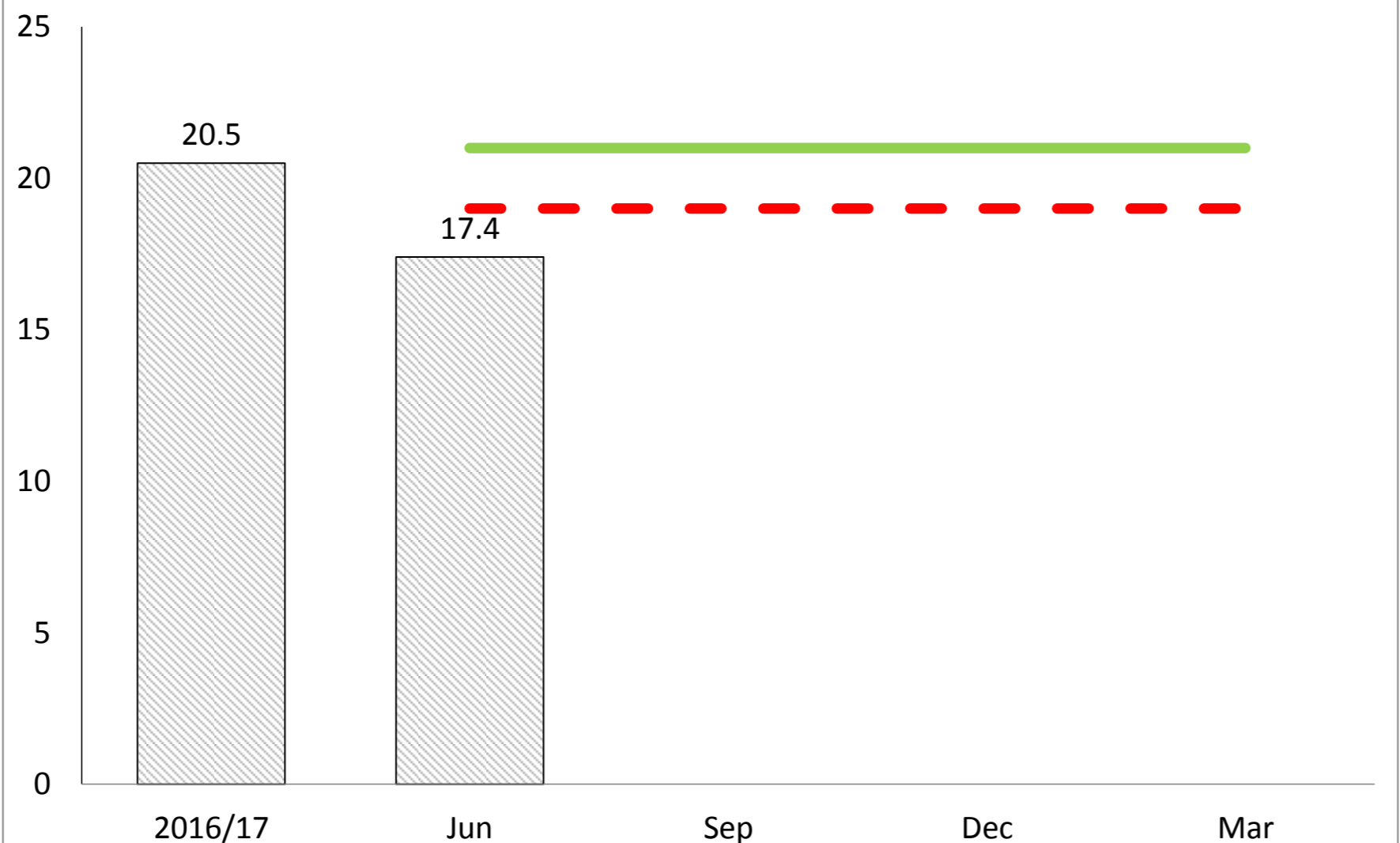
Description		Annual Actual (2016/17)	Q1 Minimum Expectation □	Q1 Target	Q1 Actual	Variance (performance against target)	Direction of Travel (comparing current outturn with this time last year)
<b>Creating and maintaining a vibrant successful place</b>							
<b>An improved local environment</b>							
Percentage of household waste sent for reuse, <b>recycling</b> and composting	Strategic Plan activity to support measure: 2.1b Improve waste management and recycling performance						
Measured in % Good performance: Higher	<b>Note - This Measure is reported three months in arrears - this graph and associated comments relate to April 2016 to March 2017 Performance</b>						
		Annual Actual (2015/16) <b>26.70</b>	2016/17 Minimum Expectation □ <b>26.70</b>	2016/17 Target <b>27.00</b>	2016/17 Actual <b>27.60</b>	<b>GREEN</b>	Direction of Travel (comparing current outturn with this time last year) <b>↑</b>
	<p>REPORTED 3 MONTHS IN ARREARS - THE ABOVE FIGURES REFLECT THE END OF YEAR 2016/17 POSITION</p> <p>The overall recycling rate in 2016/17 was 27.6% which is one point increase from previous year's figure. The waste services a/e currently working together with the corporate communications team on a borough-wide waste minimization campaign. The main purpose of this campaign is to reduce waste generated in households by encouraging residents to reuse their items and making compost schemes more accessible to them among other activities. This will also have a further effect on our recycling rates and more waste will be diverted from landfill.</p> <p>There has been investment in the public recycling sites across the borough. This has made the sites look tidier and there is improved information at each site regarding what items to recycle, making this clearer for residents. The council is also introducing centralised recycling sites on estates in collaboration with Registered Providers. The expectation is that these measures together will help to increase the total amount of recycling collected as well as reducing contamination levels.</p> <p>The council has also signed up to a three year London-wide project to improve communications related to food waste recycling.</p>						


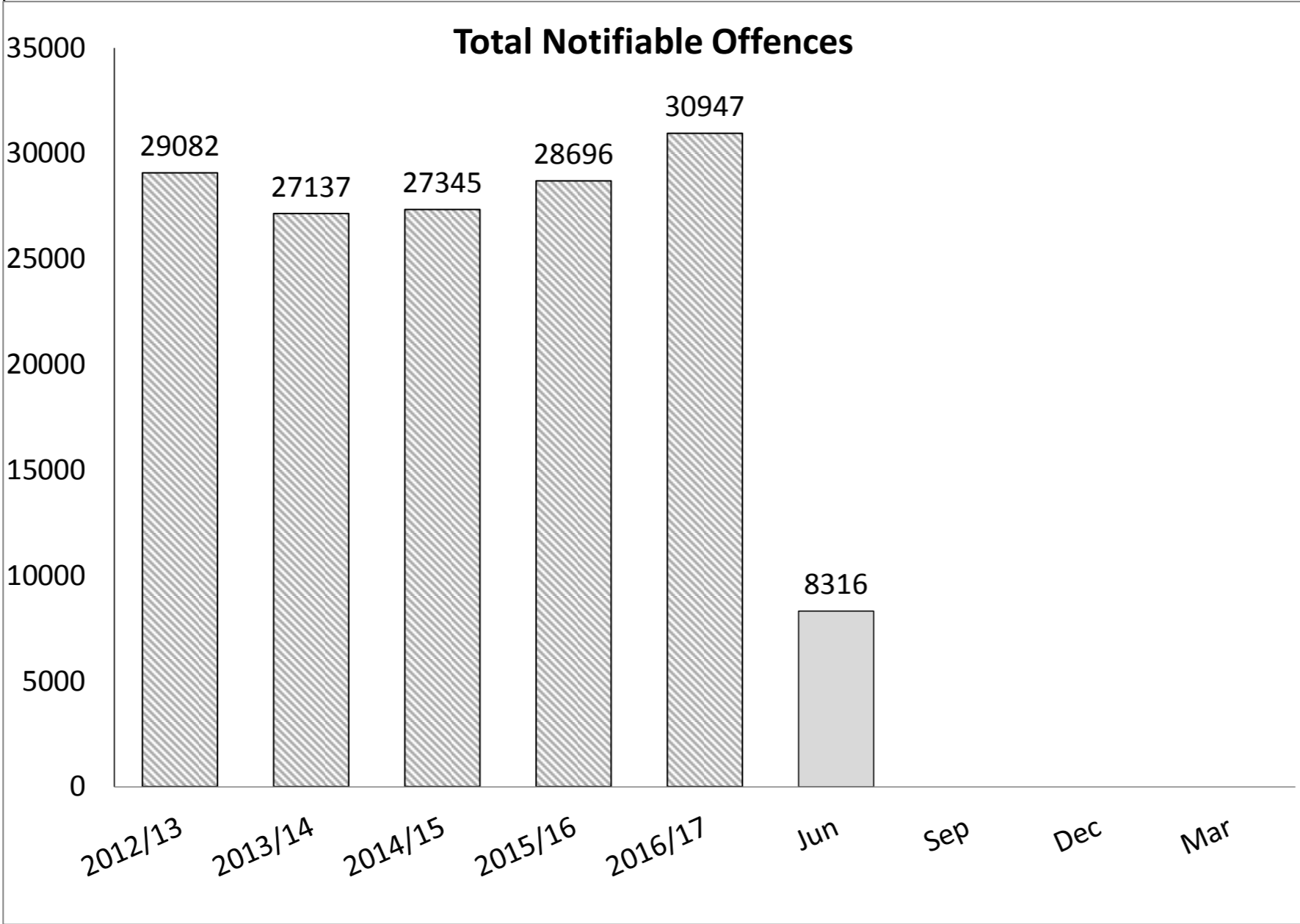
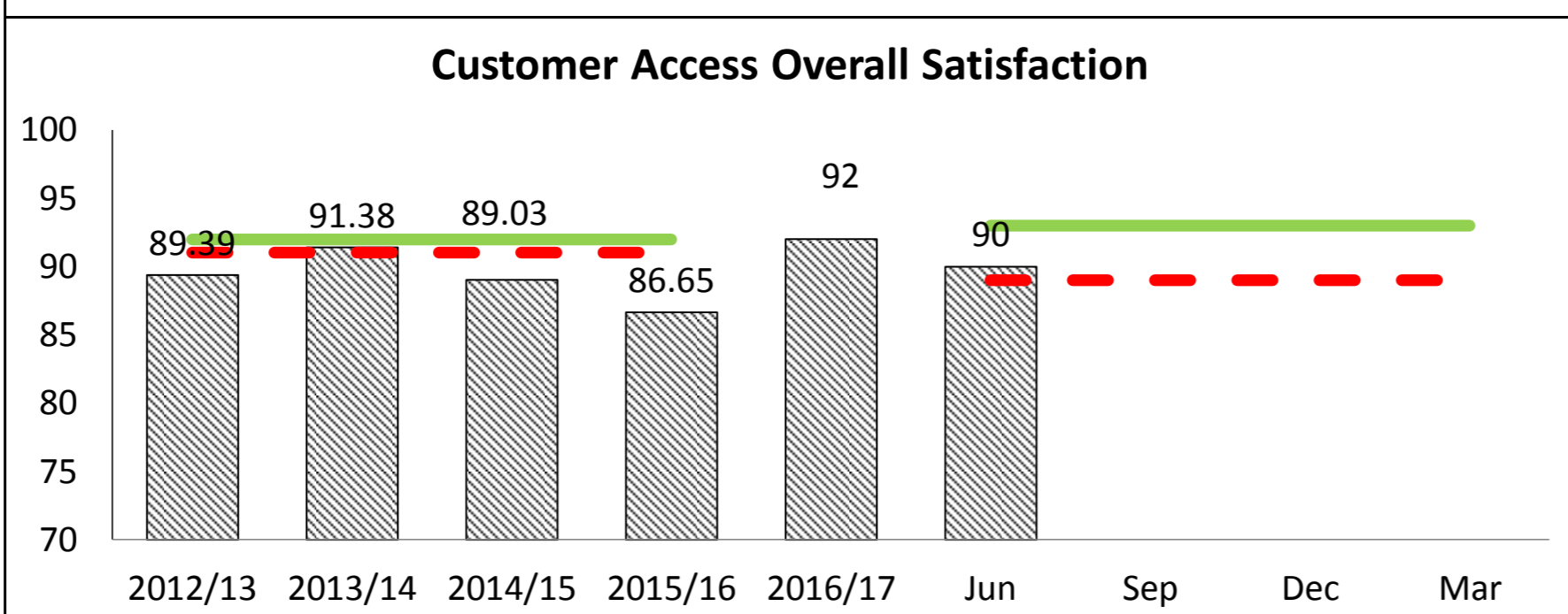
Description		Annual Actual (2016/17)	Q1 Minimum Expectation	Q1 Target	Q1 Actual	Variance (performance against target)	Direction of Travel (comparing current outturn with this time last year)
<b>Better quality homes for all</b>							
<p><b>Number of affordable homes delivered (gross)</b></p> <p>Measured in: Number (the sum of social rent housing and intermediate housing - low cost home ownership and intermediate rent)</p> <p>Good Performance: Higher</p>	<p>Strategic Plan activity to support these housing delivery measures: 2.2a Increase the availability of good quality housing, including family sized across all tenures</p> 	1070	200	275	198	RED	↑
<p>Commentary for Jun 2017: 198 affordable units have been delivered at the end of Q1 against a quarterly target of between 200 – 275 units. Whilst below target for the quarter, delivery is 39.4% above this time last year (142). The predicted annual figure is within our target range, currently standing at 1033 units against a target of between 1000 – 1375 units delivered, so the measure is expected to be back on track by the end of the quarter 4. The failure of the quarterly target is due to the unequal distribution of completions, with many schemes (27 on site this year) of different sizes, with several multi-phase developments completing in different months, as dictated by the practicalities of construction programmes. There are no actions that the council team can take to influence these construction programme issues or to influence the actual date of handovers, which rely on the progress of final building works and often on unpredictable timing of connections to utilities. Delivery of completed units also depends on action taken several years earlier, and the council is not able to influence the number of developments that either submit satisfactory planning permissions, or then start on site.</p> <p>Tower Hamlets does however have a strong track record of housing delivery and continues to provide among the highest numbers of affordable homes in the country. The Council is also on track to meet the Mayor's target of 1,000 new Council Homes by 2018 all of which will be at social / affordable rent. In addition, Cabinet has also agreed alternative housing delivery vehicles to maximise the numbers of affordable homes delivered. In 2016 the Council also assessed funding applications from Registered Providers (RPs) to the council's own resources, known as the Right To Buy (RTB) Receipts Programme. This process determined the best schemes to enable additional new build affordable housing to be built within the available timetable for expenditure of this funding. Two RPs have signed their grant agreements and spend will be achieved in 2017/18. The Council has re-launched the scheme and is encouraging RPs to apply for grants under Continuous Market Engagement. Delivery of housing and in particular affordable homes, will be progressed through a number of regeneration programmes which includes the Poplar Riverside Housing Zone</p> <p>Of the 198 units delivered, 167 were rented units which have all been let to people on the common housing register. This has made a major positive impact on the lives of those families; especially on families with children who are likely to have previously been housed in over-crowded or unsuitable accommodation.</p>							


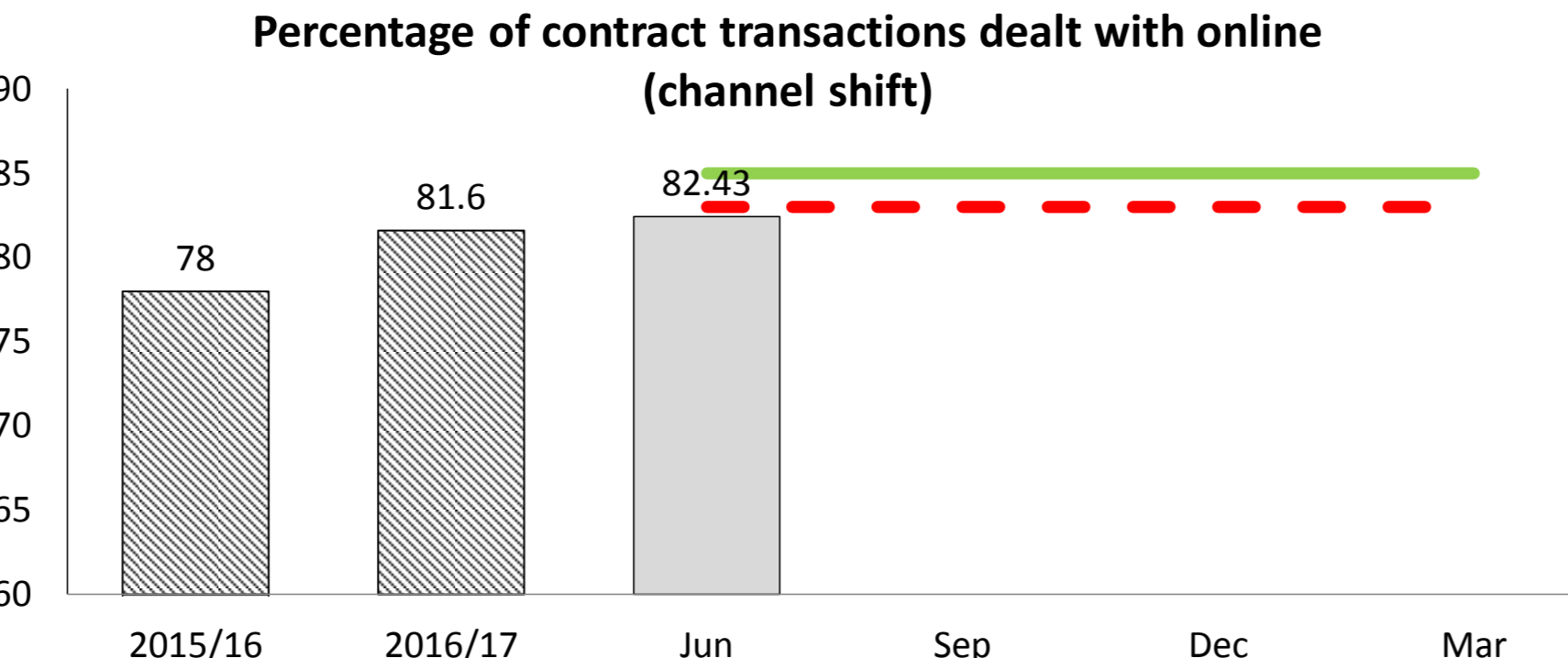
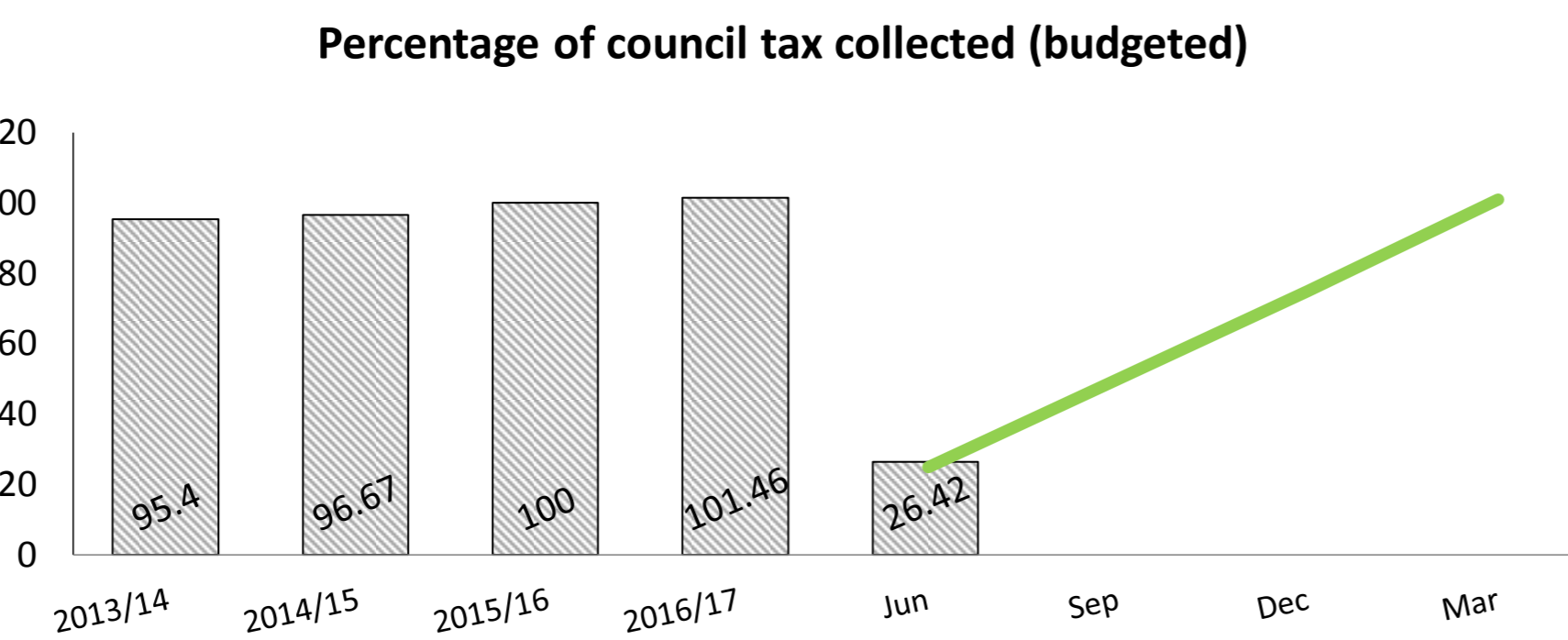
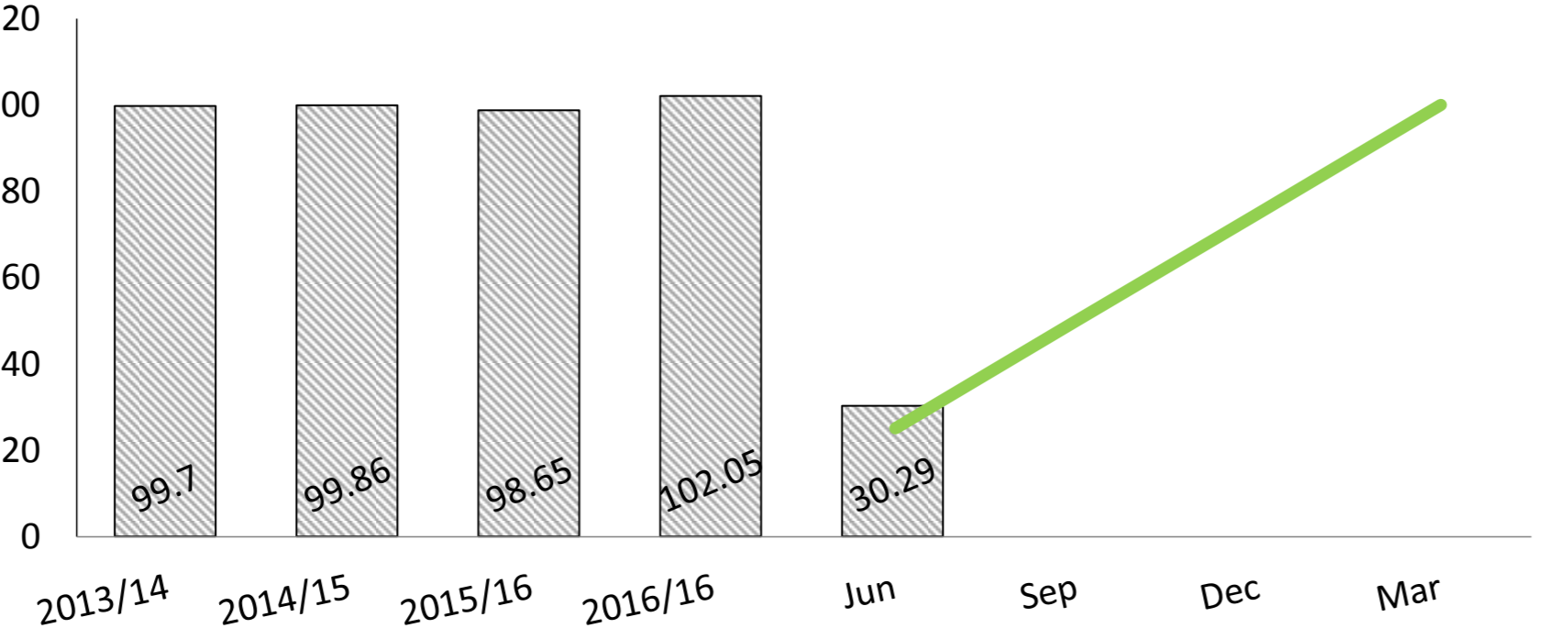



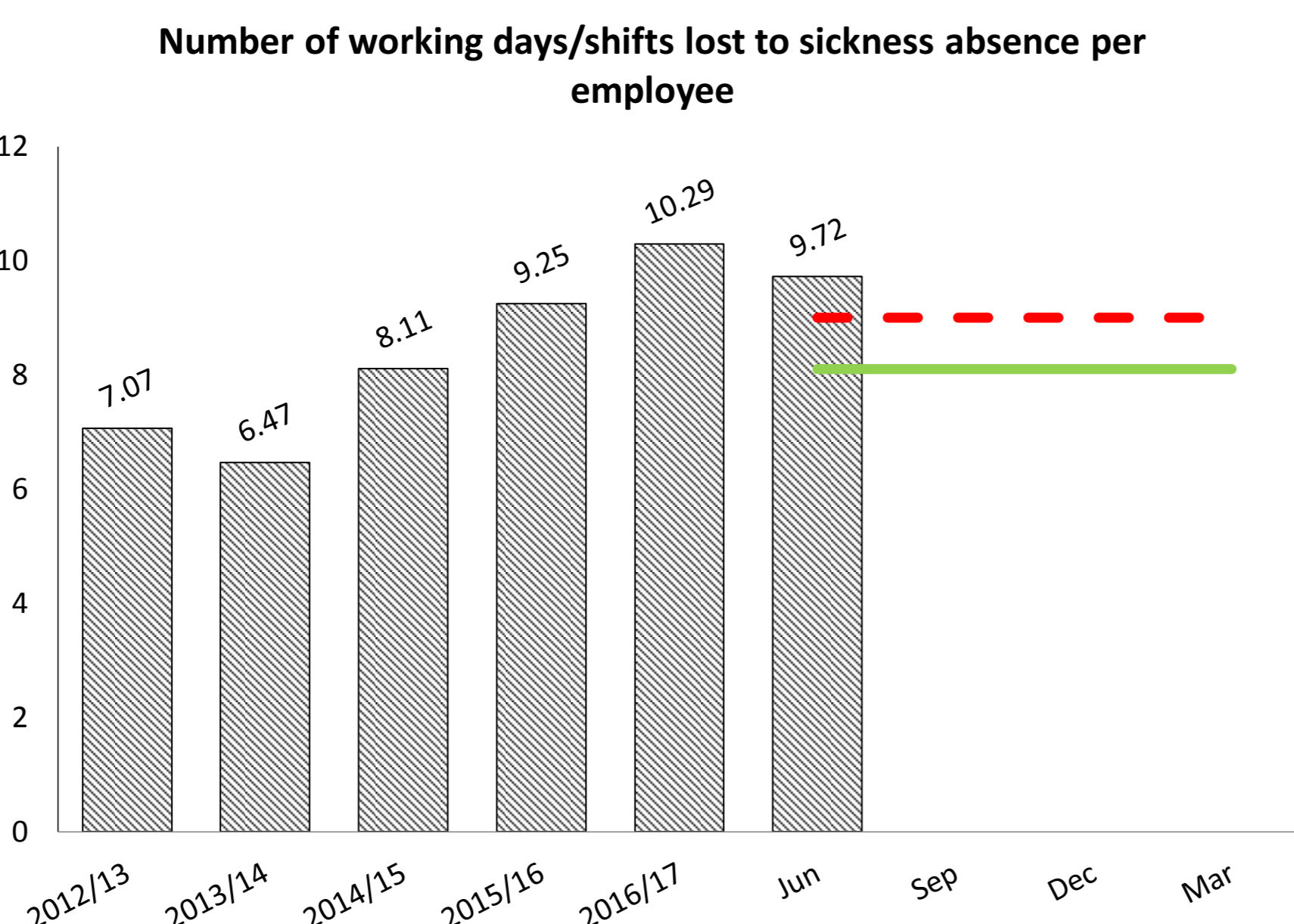
Description		Annual Actual (2016/17)	Q1 Minimum Expectation	Q1 Target	Q1 Actual	Variance (performance against target)	Direction of Travel (comparing current outturn with this time last year)																				
<p>Number of affordable units provided as <b>wheelchair accessible</b> or adaptable (10% of affordable homes delivered)</p> <p>Measured in: Number Good Performance: Higher</p>	<p><b>Number of affordable homes provided as wheelchair accessible / adaptable</b></p>  <table border="1"> <caption>Wheelchair Accessible Units</caption> <thead> <tr> <th>Year</th> <th>Units</th> </tr> </thead> <tbody> <tr> <td>2014/15</td> <td>105</td> </tr> <tr> <td>2015/16</td> <td>104</td> </tr> <tr> <td>2016/17</td> <td>106</td> </tr> <tr> <td>June</td> <td>53</td> </tr> <tr> <td>Sept</td> <td>-</td> </tr> <tr> <td>Dec</td> <td>-</td> </tr> <tr> <td>Mar</td> <td>-</td> </tr> </tbody> </table>	Year	Units	2014/15	105	2015/16	104	2016/17	106	June	53	Sept	-	Dec	-	Mar	-	106	N/A	28	53	GREEN	↑				
Year	Units																										
2014/15	105																										
2015/16	104																										
2016/17	106																										
June	53																										
Sept	-																										
Dec	-																										
Mar	-																										
<p>Commentary for Jun 2017: 53 wheelchair adaptable homes were delivered (27% against a target of 10%). The outturn of 53 units is 279% greater than this time last year (14 units). Of the 53 units delivered, only 12 were fully adapted to meet the needs of those on the project 120 list. The majority of units produced this quarter are future-adaptable units constructed under the old wheelchair standard, and therefore not likely to feature in the performance Indicator on the number of units let to people on the common housing register requiring Category A or B accommodation. This is because one scheme (Baltimore Wharf) which was granted planning permission almost ten years ago, only required wheelchair units to be easily adaptable rather than wheelchair accessible, so the units produced were unsuitable for the needs of many families currently on the project 120 list. The properties offered were at high floor levels, with irregular room shapes (circular tower) and no available parking and there is a reluctance amongst families with wheelchair users to bid for properties above the 5th floor in car free developments. Project 120 was initiated to tackle problems in the development of suitable wheelchair properties and the Council and its RP partners are actively working with developers to ensure that future wheelchair units are more suitable to meet the needs of those on the project 120 list. Officers are also trying to address this situation by exploring the possibility of taking 'commuted sums' from developers on sites which are demonstrably unable to deliver suitable wheelchair units. This is to be addressed as a new policy in the Local Plan which will be considered by Cabinet in September 2017 (Reg 19 version) and then subject to independent examination under the authority of the Secretary of State.</p>																											
<p>Number of affordable social rented housing completions for <b>family housing</b> (gross)</p> <p>Measured in: Number (a count of the number of affordable housing - local authority, housing associations, and co-operative tenants. Family housing is 3 bedrooms or more) Good Performance: Higher</p>	<p><b>Social rented housing completions for family housing (gross figures only)</b></p>  <table border="1"> <caption>Social Rented Housing Completions for Family Housing</caption> <thead> <tr> <th>Year</th> <th>Units</th> </tr> </thead> <tbody> <tr> <td>2012/13</td> <td>174</td> </tr> <tr> <td>2013/14</td> <td>187</td> </tr> <tr> <td>2014/15</td> <td>185</td> </tr> <tr> <td>2015/16</td> <td>328</td> </tr> <tr> <td>2016/17</td> <td>326</td> </tr> <tr> <td>June</td> <td>91</td> </tr> <tr> <td>Sept</td> <td>-</td> </tr> <tr> <td>Dec</td> <td>-</td> </tr> <tr> <td>Mar</td> <td>-</td> </tr> </tbody> </table>	Year	Units	2012/13	174	2013/14	187	2014/15	185	2015/16	328	2016/17	326	June	91	Sept	-	Dec	-	Mar	-	326	68	82	91	GREEN	↑
Year	Units																										
2012/13	174																										
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<p>Commentary for Jun 2017: 91 new social / affordable rented family homes have been delivered in Q1, which is 107% more than this time last year (44 homes). The Q1 outturn is comfortably over the quarterly target figure of 82. This is due to the completion of a large scheme at Baltimore Wharf, which contained 53 rented family units. 55% of the rented accommodation delivered in Q1 (167) was family sized, which also exceeds the council's policy target of 45%. All of the 167 rented units delivered in Q1 have been let to families on the common housing register, waiting for suitable homes. Registered Providers (RPs) and developers continue to cooperate in using the borough's recommended levels of Affordable Rents. These rent levels will be phased out for future schemes and replaced with London Affordable Rents and Tower Hamlets Living Rents, which were agreed by Cabinet in May 17. The next grant programme for RPs is currently being negotiated with partners and the GLA. Residents moving into RP properties in the 2016/21 programme will benefit from lower rents where RPs comply with the council's new guidance on rents.</p> <p>The first scheme to come forward on these new rents will however be the Council's own Watts Grove development delivering 148 affordable units, 67 of which will be family sized. 7 units will be 'top sliced' for the Pan London Housing Moves Scheme due to it being grant funded by the GLA. The 142 remaining units will be let to families on the Council's Common Housing Register in Q2, thereby rehousing families often living in overcrowded unsuitable homes, into more suitable accommodation.</p>																											

Description		Annual Actual (2016/17)	Q1 Minimum Expectation	Q1 Target	Q1 Actual	Variance (performance against target)	Direction of Travel (comparing current outturn with this time last year)
<p>The number of overcrowded families rehoused, <b>lets to overcrowded households</b></p> <p>Measured in: Number (count of lets to overcrowded housing applicants and tenants of CHR partner landlords lacking one or more bedrooms) Good Performance: Higher</p>	<p>Strategic Plan activity to support these housing delivery measures: 2.2a Increase the availability of good quality housing, including family sized across all tenures</p> 	779	183	226	303	GREEN	↑
<p>Number of <b>homeless families</b> in B&amp;B &gt;6 weeks</p> <p>Measured in: Number Good Performance: Lower</p>		0	N/A	0	0.00	GREEN	↑


Description		Annual Actual (2016/17)	Q1 Minimum Expectation	Q1 Target	Q1 Actual	Variance (performance against target)	Direction of Travel (comparing current outturn with this time last year)
<p><b>Number of households living in temporary accommodation</b></p> <p>Measured in: Number owed a statutory duty Good Performance: Lower</p>	<p><b>Households in temporary accommodation</b></p> 	2096	N/A	N/A	2086	N/A	↔
<p>Commentary for Jun 2017: The number of households owed a statutory duty and living in temporary accommodation has decreased, from 2096 in March 2017 to 2086 in June 2017. However, the numbers owed a duty has increased 4% since this time last year, with 2086 households housed in TA compared to 2009 in June 2016. Total numbers accommodated is 2196, which includes those housed under the Council's discretionary powers, a small reduction from 2210 in March 2017. Total numbers accommodated on a discretionary basis has reduced by 10%, 110 (June 2017) compared to 121 in Jun 2016. Steps have been taken to increase the rate of permanent offers to homeless households so as to reduce the total number in temporary accommodation.</p> <p>In Jun 2017, 46% of those living in temporary accommodation were housed in Tower Hamlets, and 29% in other east London boroughs. In order to meet demands, deliver statutory duties and achieve legal compliance in the use of B&amp;B accommodation, the Council has had to obtain properties over a wider geographical area to house homeless families. This is against a backdrop of an increasingly short supply of affordable properties available locally, for use as Temporary Accommodation. The Council however is actively working to increase its stock of temporary accommodation within the borough. Overall, the number of households in temporary accommodation and the number of homeless applications is increasing more slowly than most other areas of inner and east London.</p>							
<p>The proportion of households who considered themselves as <b>homeless</b>, who approached the local authority's housing advice service(s), and for whom housing advice casework <b>intervention</b> resolved their situation.</p> <p>Measured in: The percentage of cases assisted through successful casework intervention as a proportion of all those who approached the local authority Good Performance: Higher</p>	<p>Strategic Plan activity to support this measure: 2.2e Tackle homelessness, including through improved prevention and a reduction in families in temporary accommodation</p> <p><b>Homelessness Prevention</b></p> 	20.50	19.00	21.00	17.40	RED	N/A
<p>Commentary for Jun 2017: Homelessness was prevented in 17.4% of new approaches to the Service of households homeless or threatened with homelessness, which is not within the minimum range. One of the reasons for this is that there has been a decrease in the number of households approaching the families' team for assistance; a contributing factor could be the prospect of being placed in temporary accommodation outside of Tower Hamlets. The number of approaches to the Housing Advice team has remained steady and the actual number of preventions has increased 6% on Q4 of 2016/17. Homelessness was prevented in a total of 125 cases, 67 of those provided discretionary supported hostel accommodation for single homeless people.</p> <p>The number of negotiations or legal advocacy to remain in the private rented sector increased on last quarter (+25%). This is despite evidence that private landlords are increasingly reluctant to let to benefit-dependent tenants and those on low to medium incomes because:</p> <ul style="list-style-type: none"> <li>• Market rents are far above the LHA in Tower Hamlets, which has been frozen for the last four years.</li> <li>• The reduction in the benefit cap to £23,000 in London from November 2016</li> <li>• Research by Sheffield Hallam University found that only 20% of landlords indicated a willingness to let to HB claimants due to concerns about the gap between LHA rates and market level rents, uncertainty around the roll out and implications of universal credit and the payment of HB 6 weeks in arrears under UC</li> </ul> <p>Despite this, the Options Service and Housing Strategy are nurturing good landlords and developing good working relations.</p> <p>In addition, the commissioned supported hostel provision has reduced leaving fewer options available for prevention. For example, the revised hostel commissioning plan will result in fewer places and there is an increase in the use of beds for emergencies and assessments prior to move, neither of which can be counted as preventions.</p>							

Description		Annual Actual (2016/17)	Q1 Minimum Expectation	Q1 Target	Q1 Actual	Variance (performance against target)	Direction of Travel (comparing current outturn with this time last year)
<b>Less crime and ASB</b>							
<p><b>Total Notifiable Offences (number)</b></p> <p>Measured in: Number Good Performance: Lower</p>	<p>Strategic Plan activity to support this measure: 2.3a Work with our partners to target resources to reduce crime</p> 	30,947	Not Set	Not Set	8,316	N/A	N/A
<p>Total Notifiable Offences: are all offences under United Kingdom law where the police must inform the Home Office by completing a crime report form for statistical purposes. There are strict rules regarding the recording of crime which is outlined in the Home office counting rules for recorded crime.</p> <p>TNO is used as a general marker for total crime in the borough, although the Metropolitan Police prefer to measure key/priority crime types related to the MOPAC Police and Crime Plan 2017-20 rather than TNO.</p> <p>Whilst the responsibility to tackle and reduce crime lies with the Metropolitan Police Service, the Council has for a considerable amount of time been supplementing the local Police in the borough, by funding an additional number of Police officers to address key crime and disorder priorities (Drugs, ASB and Prostitution) for the Council and in turn residents.</p> <p>When comparing with neighbouring boroughs and the Met Police Total, in this quarter there has been a general increase in crime and Tower Hamlets is no exception. 4 out of 6 of neighbouring boroughs have experienced an increase [Greenwich, Hackney, Newham and Tower hamlets].</p> <p>The Council continues to fund a team of 5 PC's and 1 Police Sergeant, known as the Partnership Task Force, to tackle key crime and ASB hotspots within the borough. These officers are tasked via the Partnership ASB Operations Group, along with other partnership resources to address the current and emerging community safety issues in the borough. This team also contributes to the wider activity of borough policing and aims to reduce the fear of crime and increase public confidence in both the Police and partner agencies including the Council.</p>							
<b>Working smarter together as one team with our partners and community</b>							
<p><b>Customer Access Overall Satisfaction (telephone contact)</b></p> <p>Measured in: % Good Performance: Higher</p>	<p>Strategic Plan activity to support these customer access measures: EOc Deliver an organisational transformation programme to ensure effective responsive front line services and efficient cost-effective support services, enabled by ICT and including a new Civic Centre</p> 	92.00	89.00	93.00	90.00	AMBER	↑
<p>The proposed centralisation/rationalisation of contact centres planned for 2017/18 as part of the Smarter Customer Services programme will bring new services into the contact centre which represents a risk to performance in terms of (a) maintaining call queue/wait times while new staff and services are integrated into the contact centre working environment and (b) evaluating the impact of those services in terms of their existing use satisfaction. Satisfaction has dipped slightly in Q1 along with call queue times in response to further redistribution of staff resources to other services to alleviate budget pressures following termination of the THH SLA for repairs calls.</p>							

Description		Annual Actual (2016/17)	Q1 Minimum Expectation	Q1 Target	Q1 Actual	Variance (performance against target)	Direction of Travel (comparing current outturn with this time last year)
<p>Percentage of contact transactions dealt with online (channel shift)</p> <p>Measured in: Percentage Good Performance: Higher</p>		81.60	83.00	85.00	82.43	RED	↑
<p>Although slightly below the minimum expectation of 83%, the Quarter 1 performance of 82.43% shows an improvement of 4.31 percentage points over performance during Quarter 1 last year, and 0.83 percentage points over the previous quarter.</p>							
<p>Percentage of Council Tax Collected (budgeted)</p> <p>Measured in: % Good Performance: Higher</p>	<p>Strategic Plan activity to support these financial measures: EOc Deliver an organisational transformation programme to ensure effective responsive front line services and efficient cost-effective support services, enabled by ICT and including a new Civic Centre</p> 	101.46	25.00	25.25	26.42	GREEN	↑
<p>Performance is on course to exceed the stretch target</p>							
<p>Percentage of Non-Domestic Rates Collected (budgeted)</p> <p>Measured in: % Good Performance: Higher</p>		102.05	25.00	25.00	30.29	GREEN	↑
<p>Performance is on course to exceed the stretch target</p>							

Description		Annual Actual (2016/17)	Q1 Minimum Expectation	Q1 Target	Q1 Actual	Variance (performance against target)	Direction of Travel (comparing current outturn with this time last year)																		
<p>Number of working days/shifts lost to <b>sickness absence</b> per employee</p> <p>Measured in: Number (the aggregate of working days lost due to sickness absence divided by the average number of FTE staff) Good Performance: Lower</p>	<p>Strategic Plan activity to support this measure: EOe Develop an effective workforce strategy, with appropriate skills and representative of the community</p>  <table border="1"> <caption>Number of working days/shifts lost to sickness absence per employee</caption> <thead> <tr> <th>Year</th> <th>Value</th> </tr> </thead> <tbody> <tr> <td>2012/13</td> <td>7.07</td> </tr> <tr> <td>2013/14</td> <td>6.47</td> </tr> <tr> <td>2014/15</td> <td>8.11</td> </tr> <tr> <td>2015/16</td> <td>9.25</td> </tr> <tr> <td>2016/17</td> <td>10.29</td> </tr> <tr> <td>Jun</td> <td>9.72</td> </tr> <tr> <td>Target</td> <td>8.10</td> </tr> <tr> <td>Minimum</td> <td>9.00</td> </tr> </tbody> </table>	Year	Value	2012/13	7.07	2013/14	6.47	2014/15	8.11	2015/16	9.25	2016/17	10.29	Jun	9.72	Target	8.10	Minimum	9.00	10.29	9.00	8.10	9.72	RED	↓
Year	Value																								
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Target	8.10																								
Minimum	9.00																								
<p>Sickness performance at the end of the first quarter 17/18 is 9.72 days. This represents a reduction of 0.57 days against the 10.29 days reported at the end of Q4 of 16/17. This figure is 0.72 days above the higher 9 day target set earlier this year and 1.62 days above the 8.1 day target, which had been based on the 2nd Quartile performance figure across all London Boroughs.</p> <p>HR Business Partners continue to support managers in terms of managing sickness cases and attend SMT and DMT's on a regular basis to update on sickness performance generally and discuss strategies for reducing absence. Additionally sickness performance is regularly reported to the Corporate Director for Resources. Performance Improvement Board (PIB) have held two meetings with Divisional Directors in Place and Adults Social Care. PIB will be inviting other Divisional Directors on a rota basis, to discuss underlying reasons for sickness in their areas and to explore whether any additional measures can be considered which would impact to reduce sickness absence, and agree realistic target reductions in their absence levels.</p> <p>There is a recognition that the measures in place currently are not sufficiently achieving the outcomes expected i.e. sustained reduction in sickness absence, and that a different approach may yield better results. Consequently, sickness management has been selected as a pilot area for review using Outcomes Based Accountability methodology and this work is presently underway. Alongside this, a review of the Council's sickness management procedure is ongoing along with the development of a refreshed Employee Wellbeing strategy and plan.</p>																									

# Agenda Item 5.20

<b>Individual Mayoral Decision Proforma</b> Decision Log No: <u>164</u>	 <b>TOWER HAMLETS</b>
<b>Report of:</b> Ann Sutcliffe, Acting Corporate Director, Place	<b>Classification:</b> Unrestricted
<b>229 Bethnal Green Road, E2 6AB, Professional Development Centre – Property Transaction</b>	

<b>Is this a Key Decision?</b>	<b>Yes</b>
<b>Decision Notice Publication Date:</b>	22 May 2017
<b>General Exception or Urgency Notice published?</b>	<b>Not required</b>
<b>Restrictions:</b>	Not applicable
<b>Reason for seeking an Individual Mayoral Decision</b>	Property transactional matter under an existing contract

## EXECUTIVE SUMMARY

The Mayor is asked to agree to a payment of £1.67m being made by the Council to Tower Hamlets College in order to extinguish the remaining property interest held by the College in the property, which is the location for the Council's Professional Development Centre (PDC). The mechanism for this is within an existing contract between the parties.

## DECISION

The Mayor is recommended to;

1. Agree to a payment of £1.67m being made by the Council to Tower Hamlets College (now New City College Further Education Corporation) in order to extinguish the remaining property interest held by the College in the PDC property in accordance with the mechanism within the existing contract.
2. Adopt a revised capital estimate of £1.67 million for inclusion within the capital programme and approve funding from capital reserves.

**APPROVALS**

**1. (If applicable) Corporate Director proposing the decision or his/her deputy**

I approve the attached report and proposed decision above for submission to the Mayor.

Signed .....  ..... Date ..... 14/7/2017 .....

**2. Chief Finance Officer or his/her deputy**

I have been consulted on the content of the attached report which includes my comments

Signed  , Date 14/07/2017

**3. Monitoring Officer or his/her deputy**

I have been consulted on the content of the attached report which includes my comments.

(For Key Decision only – delete as applicable)

I confirm that this decision:-

(a) has been published in advance on the Council's Forward Plan OR  
(b) is urgent and subject to the 'General Exception' or 'Special Urgency' provision at paragraph 18 or 19 respectively of the Access to Information Procedure Rules.

Signed .....  ..... Date ..... 14/7/2017 .....

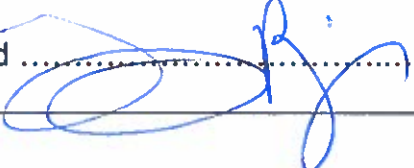
**4. Chief Executive**

I have been consulted on the content of the attached report which includes my comments where necessary.


Signed  Date 14/7/2017.

**5. Mayor**

I agree the decision proposed in the recommendations above for the reasons set out in paragraph 1.1-1.3 in the attached report.

Signed .....  ..... Date ..... 14/7/17 .....



<b>Individual Mayoral Decision Proforma</b>  Decision Log No: 165__	 <b>TOWER HAMLETS</b>
<b>Report of:</b> Ann Sutcliffe Interim Corporate Director Place Directorate	<b>Classification:</b> Unrestricted
<b>Fire Safety - Detailed proposals for additional resources and urgent works</b>	

<b>Is this a Key Decision?</b>	<b>No</b>
<b>Decision Notice Publication Date:</b>	20/07/17
<b>General Exception or Urgency Notice published?</b>	<b>Yes</b> In the public interest – The report details urgent fire safety works that must be addressed immediately.
<b>Restrictions:</b>	Unrestricted
<b>Reason for seeking an Individual Mayoral Decision</b>	The report details urgent fire safety works that must be addressed immediately.

## EXECUTIVE SUMMARY

This report seeks the Mayor's agreement for the waiver of the council's procurement procedures in relation to urgent works needed to address fire safety concerns following the Dickenson House fire on the Avebury Estate.

This report also seeks Mayoral authority to increase the management fee payable to Tower Hamlets Homes (THH) in order to fund the appointment of additional staff to undertake fire safety related work

## DECISION

### Recommendations:

The Mayor is recommended to:

1. Agree to waive the council's procurement procedures to allow the appointment of Chigwell to carry out fire stopping works on the Avebury estate;
2. Authorise the Corporate Director to award a works contract to Chigwell estimated at a cost of £500,000 subject to the following:

- Site surveys are carried out to identify the scope of works
  - The authority extends only in as far as the works in the works contract have been identified in the site surveys
  - The works contract value is reported back to the Mayor at the first cabinet following agreement of the contract value or as otherwise directed by the Mayor”
3. Authorise the Corporate Director of Place to determine the final contract award sum based upon the works identified following the completion of site surveys;
  4. Agree to increase the Tower Hamlets Homes management fee by £425,000;
  5. Authorise the Corporate Director of Place, after consultation with the Corporate Director and Monitoring Officer, Governance, to agree the final terms and conditions of any agreement to implement these decision; and
  6. Authorise the Corporate Director and Monitoring Officer, Governance, to execute all necessary contract and ancillary documents to implement these decision in accordance with the Council’s constitution.

- Site surveys are carried out to identify the scope of works
  - The authority extends only in as far as the works in the works contract have been identified in the site surveys
  - The works contract value is reported back to the Mayor at the first cabinet following agreement of the contract value or as otherwise directed by the Mayor”
3. Authorise the Corporate Director of Place to determine the final contract award sum based upon the works identified following the completion of site surveys;
  4. Agree to increase the Tower Hamlets Homes management fee by £425,000;
  5. Authorise the Corporate Director of Place, after consultation with the Corporate Director and Monitoring Officer, Governance, to agree the final terms and conditions of any agreement to implement these decision; and
  6. Authorise the Corporate Director and Monitoring Officer, Governance, to execute all necessary contract and ancillary documents to implement these decision in accordance with the Council's constitution.

**APPROVALS**

**1. Corporate Director proposing the decision**

I approve the attached report and proposed decision above for submission to the Mayor.

Signed ..... *AS Hutchings* ..... Date *20/07/17*

**2. Chief Finance Officer or his/her deputy**

I have been consulted on the content of the attached report which includes my comments.

Signed ..... *ZCE* ..... Date *21/07/17*

**3. Monitoring Officer or his/her deputy**

I have been consulted on the content of the attached report which includes my comments.

(For Key Decision only – delete as applicable)

I confirm that this decision:-

- (a) has been published in advance on the Council's Forward Plan OR
- (b) is urgent and subject to the 'General Exception' or 'Special Urgency' provision at paragraph 18 or 19 respectively of the Access to Information Procedure Rules

Signed ..... *Wine* ..... Date *20/7/17*

**4. Chief Executive**


I have been consulted on the content of the attached report which includes my comments where necessary.

Signed ..... *Wine* ..... Date *24/07/17*

**5. Mayor**

I agree the decision proposed in the recommendations above for the reasons set out in the attached report.

Signed ..... *[Signature]* ..... Date *24/7/17*

<b>Individual Mayoral Decision</b>  Decision Log No: 168	 <b>TOWER HAMLETS</b>
<b>Report of:</b> Ann Sutcliffe - Acting Corporate Director - Place	<b>Classification:</b> Unrestricted
<b>Agreement with London Mayor's Office for Police and Crime to provide additional Police resources on LBTH housing estates</b>	

<b>Is this a Key decision?</b>	No
<b>Decision Notice publication date</b>	N/A
<b>General Exception or Urgency Notice published?</b>	Not required
<b>Restrictions</b>	No
<b>Reason for seeking an individual Mayoral decision</b>	A Mayoral decision is required to authorise the grant funding agreement that will create an additional Police team to counter act anti-social behaviour on LBTH estates

## 1. Executive Summary

Feedback from both tenants and leaseholders repeatedly placed the management of antisocial behaviour (ASB) as amongst the highest priorities for those living in LBTH accommodation. Despite slight reductions in the number of overall reported cases since 2015, concern about antisocial activities caused by gangs or drug dealing has risen.

In recognition of these issues in February 2017 Cabinet approved the provision of £2.458 million to fund initiatives to reduce ASB on Council estates over a three year period.

The purpose of this report is to seek Mayoral approval to commit £1.4 million of the above sum to grant fund an additional Police team (as set out below) under Section 92 of the Police Act. This grant funding will provide the resources needed for police action that targets ASB and will provide significant additional resources to existing Police commitments on LBTH estates.

Under this proposal, through utilisation of Section 92 of the Police Act 1996, the Council will benefit from the MetPatrol Plus scheme available through the (London) Mayor's Office for Police and Crime (MOPAC). This will mean that each police constable funded by LBTH, will be matched by MOPAC. The table below sets out the proposed team including the additional numbers that will result from entering into this agreement.

Officer	Cost per annum	Number	Annual cost	<i>Additional Match-funded Posts at no cost</i>
Constable	£66,500	5	332,500	7
Sergeant	£79,000	2	158,000	
<b>Total Cost</b>			<b>490,500</b>	

LBTH submitted a Letter of Intent to MOPAC on 12<sup>th</sup> May 2017 agreeing to grant fund on the basis set out above and a draft agreement was submitted on 22<sup>nd</sup> May 2017. Following further discussions, a finalised agreement was submitted to LBTH on the 21<sup>st</sup> July for which Mayoral approval is now requested

### **Recommendations**

That the Mayor:

- Agrees that the Council enter into a grant agreement with MOPAC under which MOPAC will provide THH 14 officers of which the Council will fund 5 constables and 2 sergeants a draft of which is at Appendix 1 to this report.
- Authorise the Acting Corporate Director, Place to approve the draft agreement after consultation with the Corporate Director, Governance.
- Authorise the payment of the grant of £1,471,500 as set out in the second column of the table at paragraph 3.3.3 of the report to fund the two Sergeants and five Constables referred to above.
- Authorise the Corporate Director, Governance to execute the grant agreement on behalf of the Council

**APPROVALS**

**1 Corporate Director proposing this decision or his/her deputy**

I approve the attached report and proposed decision for submission to the Mayor

Signed .....  ..... Date 02/08/17

**2 Chief Finance Officer or his/ her deputy**

I have been consulted on the content of the attached report which includes my comments

Signed.....  ..... Date 02/08/17

**3 Monitoring Officer on his/her deputy** Date

I have been consulted on the contents of the attached report which includes my comments

Signed.....  ..... Date


**4 Mayor**

I agree the decision proposed in the paragraph above for the reasons set out in paragraph of the attached report

Signed.....  ..... Date 02/08/17

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<b>Individual Mayoral Decision Proforma</b>  Decision Log No: 167	 <b>TOWER HAMLETS</b>
<b>Report of:</b> Matthew Mannion, Committees Manager, Democratic Services	<b>Classification:</b> Unrestricted
<b>Nomination to the Norton Folgate Almshouses Charity for 2017/18 – 2020/21</b>	

<b>Is this a Key Decision?</b>	<b>No</b>
<b>Decision Notice Publication Date:</b>	N/A
<b>General Exception or Urgency Notice published?</b>	<b>Not required</b>
<b>Restrictions:</b>	None

### EXECUTIVE SUMMARY

It is the responsibility of the Mayor to appoint representatives to certain external bodies on behalf of Tower Hamlets Council. This report sets out the appointment to the Norton Folgate Almshouses Charity, which is for four years, until 2020/21.

Full details of the decision sought, including setting out the reasons for the recommendations and/or all the options put forward; other options considered; background information; the comments of the Chief Finance Officer; the concurrent report of the Head of Legal Services; implications for One Tower Hamlets; Risk Assessment; Background documents; and other relevant matters are set out in the attached report.

### DECISION

The Mayor is recommended:

1. To agree to the nomination of Mr Dean Jones to serve on the Board of the Norton Folgate Almshouses Charity as set out in the attached report to serve until 31<sup>st</sup> May 2021.

**APPROVALS**

**1. (if applicable) Corporate Director proposing the decision or his/her deputy**

I approve the attached report and proposed decision above for submission to the Mayor

Signed  ..... Date 1/8/2017

**2. Chief Finance Officer or his/her deputy**

I have been consulted on the content of the attached report which includes my comments.

Signed  ..... Date 1/8/2017

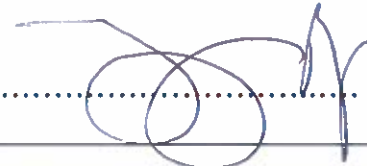
**3. Monitoring Officer or his/her deputy**


I have been consulted on the content of the attached report which includes my comments.

Signed  ..... Date 1/8/17

**4. Mayor**

I agree the decision proposed in paragraph above for the reasons set out in paragraphs 3.3. and 3.4 in the attached report.

Signed  ..... Date 4/8/17

<b>Individual Mayoral Decision Proforma</b>  Decision Log No: <u>170</u>	 <b>TOWER HAMLETS</b>
<b>Report of:</b> Ann Sutcliffe - Acting Corporate Director of Place Directorate	<b>Classification:</b> Unrestricted
<b>Tower Hamlets Affordable Housing Grant 2016-19</b>	

<b>Is this a Key Decision?</b>	<b>Yes</b>
<b>Decision Notice Publication Date:</b>	28 July 2017
<b>General Exception or Urgency Notice published?</b>	<b>Not required</b>
<b>Restrictions:</b>	Unrestricted

#### **EXECUTIVE SUMMARY**

Commissioners agreed to approve a grant allocation to a Registered Provider on 12<sup>th</sup> April 2016 to deliver 10 new housing units, 8 of which were to be rented, now 7 will be rented.

Due to the scheme changing through the planning process this has affected its viability. This is a request to vary the numbers of units and note change in rents to the original grant approval to ensure the scheme gets delivered.

The original grant allocation approved by the Commissioners was £547,631, ARHAG will now claim up to £428,605 as this represents 30% of the new scheme costs relating to the 7 rented units.

The original grant approval had a completion date of December 2017. However, this scheme cannot meet the original deadline, as it only received planning permission summer 2017. It is therefore necessary to deliver these affordable units to extend the deadline for spend to December 2020.

#### **Recommendations:**

##### **The Mayor is recommended to:**

1. Approve the changes to the scheme;
2. Authorise the Corporate Director of Governance following consultation with the Corporate Director of Place to give effect to the changes and execute and enter into all necessary agreements; and
3. Direct that a noting report is provided to the forthcoming Grants Determination Sub-Committee meeting in respect of the changes.
4. Approve the extension of time.

**APPROVALS**

**1. Acting Corporate Director proposing the decision or his/her deputy**

I approve the attached report and proposed decision above for submission to the Mayor.

Signed AK Sweeney Date 10/8/17

**2. Chief Finance Officer or his/her deputy**

I have been consulted on the content of the attached report which includes my comments.

Signed [Signature] Date 09/08/17

**3. Monitoring Officer or his/her deputy**

I have been consulted on the content of the attached report which includes my comments.

(For Key Decision only – delete as applicable)

I confirm that this decision:-


- (a) Has been published in advance on the Council's Forward Plan OR
- (b) is urgent and subject to the 'General Exception' or 'Special Urgency' provision at paragraph 18 or 19 respectively of the Access to Information Procedure Rules.

Signed [Signature] Date 10/8/17

**4. Mayor**

I agree the decision proposed in paragraph above for the reasons set out in Executive Summary in the report.

Name [Signature] Signed [Signature]  
Date 11/8/17

<b>Individual Mayoral Decision Proforma</b>  Decision Log No: <u>171</u>	 <b>TOWER HAMLETS</b>
<b>Report of:</b> Ann Sutcliffe, Divisional Director, Property & Major Programmes (Acting Corporate Director of Place)	<b>Classification:</b> Unrestricted
Neighbourhood Planning: Determination of Roman Road Bow Neighbourhood Forum Application	

<b>Is this a Key Decision?</b>	<b>Yes</b>
<b>Decision Notice Publication Date:</b>	21 <sup>st</sup> June 2016
<b>General Exception or Urgency Notice published?</b>	<b>Not required</b>
<b>Restrictions:</b>	N/A
<b>Reason for seeking an Individual Mayoral Decision:</b>	Government regulations require the decision to be made within 13 weeks of publication for consultation. The Cabinet timetable does not allow the decision to be taken at Cabinet within this statutory timeframe.

## EXECUTIVE SUMMARY

Neighbourhood planning was introduced by the Localism Act 2011 and allows communities to help shape their local area by preparing Neighbourhood Development Plans (NDP), or Neighbourhood Development Orders (NDOs), provided they meet a number of basic conditions, including being in general conformity with the strategic policies of a development plan prepared and adopted by the local planning authority (LPA). In parished areas neighbourhood planning processes are led by parish or town councils; in other areas Neighbourhood Forums must apply to the LPA to be designated as the lead (qualifying body).

As LPA, the Council is required to determine applications for Neighbourhood Area designation in accordance with the Town and County Planning Act 1990 (as amended) (TCPA 1990) and the Neighbourhood Planning (General) Regulations 2012.

Following the designation of the Roman Road Bow Neighbourhood Area on the 6<sup>th</sup> of February 2017. The Council has received an application by the community group 'the Roman Road Bow Neighbourhood Forum' to be designated as the Neighbourhood Forum for the Roman Road Bow Neighbourhood Area. This report assesses the application for the Roman Road Bow Neighbourhood Forum against the relevant legislation and guidance.

Full details of the decision sought, including setting out the reasons for the recommendations and/or all the options put forward; other options considered; background information; the comments of the Chief Finance Officer; the concurrent report of the Head of Legal Services; implications for One Tower Hamlets; Risk Assessment; Background Documents; and other relevant matters are set out in the attached report.

**DECISION**

1. Approve the application for the designation of the Roman Road Bow Neighbourhood Forum.

**APPROVALS**

1. **(If applicable) Corporate Director proposing the decision or his/her deputy**

I approve the attached report and proposed decision above for submission to the Mayor.

Signed .....  ..... Date 10/8/2017

2. **Chief Finance Officer or his/her deputy**

I have been consulted on the content of the attached report which includes my comments.

Signed  ..... Date 14/08/17

3. **Monitoring Officer or his/her deputy**

I have been consulted on the content of the attached report which includes my comments.

I confirm that this decision:-


- (a) has been published in advance on the Council's Forward Plan OR
- (b) is urgent and subject to the 'General Exception' or 'Special Urgency' provision at paragraph 18 or 19 respectively of the Access to Information Procedure Rules.

Signed  ..... Date 14/8/2017

4. **Mayor**

I agree the decision proposed in the recommendations above for the reasons set out in paragraph 1 in the attached report.

Signed  ..... Date 15/8/17

<b>Individual Mayoral Decision</b>  Decision Log No: 163	 <b>TOWER HAMLETS</b>
<b>Report of:</b> Corporate Director, Place	<b>Classification:</b> Unrestricted
<b>Acquisition of arches 89 and 89a Hemming Street, London, E2 6JG</b>	

<b>Is this a Key Decision?</b>	No
<b>Decision Notice Publication Date:</b>	N/A
<b>General Exception or Urgency Notice published?</b>	Not required
<b>Restrictions:</b>	None
<b>Reason for seeking an Individual Mayoral Decision:</b>	Operational matter (lettings would normally be entered into under delegated authority but in this case, the cumulative value of the lease is in excess of the £250,000 delegated limit)

### Executive Summary

This report relates to the acquisition of two leases by the Council for Arches 89 and 89a Hemming Street, London, E2 6JG, as part of the Tent Street redevelopment scheme.

The lease term for arch 89 will be for a three year term at a rental of £120,000 per annum plus VAT. There will be a break clause for any reason at any time upon 3 months' notice by the Council or 6 months' notice by the landlord.

The terms for 89a are for a three year term at a rental of £62,400 per annum plus VAT. There will be a break clause for any reason at any time upon 3 months' notice by the Council or 6 months' notice by the landlord.

### Recommendations:

The Mayor is recommended to:

1. Authorise the acquisition of a lease for Arch 89 Hemming Street, London E2 6JG for a three-year term at a rental of £120,000 per annum;
2. Authorise the acquisition of a lease for Arch 89a Hemming Street,

London E2 6JG for a three-year term at a rental of £62,400 per annum;

3. Authorise the Corporate Director of Place, following consultation with the Corporate Director, Governance, to agree the terms and conditions of any agreements required to implement the recommendations above.
4. Authorise the Corporate Director, Governance, to execute all necessary agreements to implement this decision

#### APPROVALS

**1. (If applicable) Corporate Director proposing the decision or his/her deputy**

I approve the attached report and proposed decision above for submission to the Mayor.

Signed .....  ..... Date 14/08/17

**2. Chief Finance Officer or his/her deputy**

I have been consulted on the content of the attached report which includes my comments.

Signed .....  ..... Date 14/08/17

**3. Monitoring Officer or his/her deputy**

I have been consulted on the content of the attached report which includes my comments.

~~(For Key Decision only - delete as applicable)~~

~~I confirm that this decision:-~~

~~(a) has been published in advance on the Council's Forward Plan OR~~

~~(b) is urgent and subject to the 'General Exception' or 'Special~~

~~Urgency' provision at paragraph 18 or 19 respectively of the Access to Information Procedure Rules.~~


Signed .....  ..... Date 16/08/17

**4. Mayor**

I agree the decision proposed in paragraph above for the reasons set out in section 1 in the attached report.

Signed .....  ..... Date 17/08/17



<b>Individual Mayoral Decision Proforma</b>  Decision Log No: <u>172</u>	 <b>TOWER HAMLETS</b>
<b>Report of:</b> Corporate Director Resources	<b>Classification:</b> Unrestricted
<b>Smarter Together Programme – Grant Thornton Consortia Contract</b>	

<b>Is this a Key Decision?</b>	Yes
<b>Decision Notice Publication Date:</b>	18 <sup>th</sup> August 2017
<b>General Exception or Urgency Notice published?</b>	Yes
<b>Restrictions:</b>	N/A
<b>Reason for seeking an Individual Mayoral Decision:</b>	The contract is a key part of delivering the Council's transformation programme and a swift decision is critical to ensure priority projects can be delivered.

## EXECUTIVE SUMMARY

In July 2016 Cabinet approved £1.1m for the Council to work with a strategic partner to deliver change in its services.

The Council's Medium Term Financial Strategy (MTFS) identified the need to review services to achieve efficiencies in the light of Government cuts to the Borough's budget, so it has to save £58m over the period 2017-2020.

To assist in the delivery of what are a diverse range of proposals the Council undertook a legally compliant procurement exercise using a Framework of suppliers in order to identify and contract with a strategic partner who would support the Council in all aspects of the delivery of those savings proposals. The procurement exercise was won by Grant Thornton LLP. Their bid also included the ability to sub-contract to a number of other organisations which created a broad portfolio of skills which might prove necessary for the Council to achieve its objectives.

The original budget for the work was estimated by the Council by considering the types of work required and drawing upon the work previously undertaken with Members on an Outcomes Based Budgeting approach.

The budget was estimated on the best information available at the time, but additional budget is now required, in order to continue to achieve the transformation of Council services.

## DECISION

The Mayor is asked to approve an extension to the original contract with a revised estimated budget increased over the original 3 years of the contract to £3.5m.

### APPROVALS

**1. Chief Finance Officer or his/her deputy**

I have been consulted on the content of the attached report which includes my comments.

Signed  Date 18/08/17

**2. Monitoring Officer or his/her deputy**

I have been consulted on the content of the attached report which includes my comments.

I confirm that this decision:-

is urgent and subject to the 'General Exception' or 'Special Urgency' provision at paragraph 18 or 19 respectively of the Access to Information Procedure Rules.


Signed  Date 18/8/17

**4. Mayor**


I agree the decision proposed in the recommendations above for the reasons set out in paragraph 1.1 in the attached report.

Signed  Date 18/8/17

| Am on balance happy to sign, but each deployment needs to be carefully justified and scrutinised, by management with a parallel strategy that reduces the call on this contract. I expect to see regular update reports.



I am on balance happy to sign, but each deployment needs to be carefully justified and scrutinised, by management with a parallel strategy that reduces the call on this contract. I expect to see regular update reports.

<b>Individual Mayoral Decision Proforma</b>  Decision Log No: 173	 <b>TOWER HAMLETS</b>
<b>Report of:</b> Ann Sutcliffe, Acting Corporate Director, Place	<b>Classification:</b> Unrestricted
<b>Capital Investment Programme – Urgent Works to Council Owned Assets</b>	

<b>Is this a Key Decision?</b>	No
<b>Decision Notice Publication Date:</b>	N/A
<b>General Exception or Urgency Notice published?</b>	N/A
<b>Restrictions:</b>	N/A
<b>Reason for seeking an Individual Mayoral Decision</b>	The decision is being sought to allow the Council to keep its key buildings open and serviceable and to ensure that it remains compliant with building regulations.

### EXECUTIVE SUMMARY

The purpose of this report is to seek approval to undertake urgent capital works to three libraries owned by the Council.

This report sets out the background to the issues and seeks Mayoral approval to incur the capital expenditure necessary to bring the assets up to a good basic standard of functionality.

A further set of projects will be brought to Cabinet shortly which will seek approval for capital funding for essential works to other Council properties.

### RECOMMENDATIONS:

The Mayor is recommended to:

1. Adopt capital estimates totalling £745,000 to enable urgent works to be undertaken to Bancroft, Cubitt Town and Bethnal Green libraries and include the projects within the Council's capital programme.
2. Authorise the Corporate Director of Place to proceed with the delivery of this programme of work.
3. Note that a report will be submitted to Cabinet in the autumn seeking approval for a programme of essential works to other assets managed as part of the Council's Corporate Landlord model.

**APPROVALS**

**1. (If applicable) Corporate Director proposing the decision or his/her deputy**

I approve the attached report and proposed decision above for submission to the Mayor.

Signed  Date 18/8/17

**2. Chief Finance Officer or his/her deputy**

I have been consulted on the content of the attached report which includes my comments.

Signed  Date 18/08/17

**3. Monitoring Officer or his/her deputy**

I have been consulted on the content of the attached report which includes my comments.

(For Key Decision only – delete as applicable)


I confirm that this decision:-

- (a) has been published in advance on the Council's Forward Plan OR
- (b) is urgent and subject to the 'General Exception' or 'Special Urgency' provision at paragraph 18 or 19 respectively of the Access to Information Procedure Rules.

Signed  Date 18/8/17

**4. Mayor**

I agree the decision proposed in the recommendations above for the reasons set out in paragraph 1.1 in the attached report.

Signed  Date 18/8/17