

Committee: Cabinet	Date: 3 August 2011	Classification: Unrestricted	Report No: (CAB 017/112)
Report of: Corporate Director: Aman Dalvi Originating officer(s) Owen Whalley – Head of Building Control and Planning		Title: Bromley-by-Bow Masterplan Supplementary Planning Document (SPD) Wards Affected: Bromley-by-Bow	

Lead Member	Cllr Rabina Khan Cabinet Member for Housing
Community Plan Theme	A Great Place to Live
Strategic Priority	Core Strategy Local Development Framework (LDF) <ul style="list-style-type: none"> - Maximising the benefits of the Olympic Legacy. - Delivery of new homes and employment opportunities. - Creating thriving Town Centres. - Supporting population growth through new and improved social facilities and transport services.

1. SUMMARY

- 1.1 Over the last four years, considerable amount of work has been undertaken by a number of agencies to align planning policy and regeneration objectives, to support and facilitate the comprehensive redevelopment of the Bromley-by-Bow area. This has now been defined in the draft Bromley-by-Bow Masterplan Supplementary Planning Guidance (SPD), provided in Appendix C. A map showing the current extent of the Bromley-by-Bow Masterplan SPD area is attached in Appendix B.
- 1.2 The Bromley-by-Bow Masterplan will be a tool for delivering the objectives of the Core Strategy 2025 (Local Development Framework), and will be a material consideration in the determination of planning applications within the area. The Masterplan will strongly set out local priorities for the area, before the inception of the Mayoral Development Corporation (MDC) in spring 2012.
- 1.3 The key objectives for the Masterplan are as follows:
- Deliver approximately **1501-2500 new homes** in the Bromley-by-Bow area, and **promote affordable family housing**.

- Create a new district (town) centre, and flexible commercial space, providing new **job opportunities for existing and future communities**.
- Deliver a two form entry **primary school** and also potentially a thirteen form entry **secondary school**.
- Deliver **public green open space**.
- **Improve** access and capacity of **Bromley-by-Bow station** to support growth.
- **Improve connections** to mitigate the severance created by the **A12, railway** and the **River Lee Navigation**.
- Set clear **urban and housing design principles** for new development, and ensure **cultural standards** are achieved.
- Identify **public realm improvements** to improve the areas **permeability, security, and safety** of and pedestrian and cyclist environment, in particular CCTV in the subways.
- Recommend a schedule and **programme for infrastructure delivery**, which could be funded through a number of funding sources, **including S106**.

1.4 This report provides:

- A rationale for the progression of a Bromley-by-Bow Masterplan SPD.
- Progress on the work undertaken to date in the area.
- Seeks the approval of Cabinet to undertake statutory consultation of the draft Bromley-by-Bow Masterplan SPD.

1.5 It is anticipated that a final Bromley-by-Bow Masterplan SPD will be reported back to Cabinet in February 2012 for approval, post public consultation anticipated in September 2011.

2. **DECISIONS REQUIRED**

Cabinet is recommended to:-

- 2.1 Approve Option 3, finalisation of the Bromley-by-Bow Masterplan SPD, contained within section four of this report.
- 2.2 Approve the draft Bromley-by-Bow Masterplan SPD (Appendix C) for a six week period of statutory public consultation, with a view to Cabinet subsequently approving the final Bromley-by-Bow Masterplan as an SPD, following the public consultation.
- 2.3 Authorise the Corporate Director Development and Renewal, after consultation with the Lead Member of Housing, to make any appropriate and necessary minor amendments to the draft Bromley-by-Bow Masterplan SPD, prior to statutory consultation anticipated in September 2011.

3. REASONS FOR THE DECISIONS

- 3.1 In 2006, the Council in partnership with key public sector agencies, prepared a Bromley-by-Bow Masterplan (2006). Following officer recommendations, Cabinet agreed to delay the adoption of the Bromley-by-Bow Masterplan (2006) as Interim Planning Guidance (IPG). Cabinet agreed that further development work was required with key stakeholders and agencies. This was due to the Bromley-by-Bow area being subject to development interest and wider pressure for change. Cabinet was keen to ensure that these opportunities were explored and incorporated into the revised Masterplan.
- 3.2 Over the last three years the following key detailed workstreams have influenced the timing of finalising the draft Bromley-by-Bow Masterplan (2006):
- Bromley-by-Bow Land Use and Design Brief, IPG, (2009)
 - Bromley-by-Bow Station Study, Draft (2009)
 - South East Quadrant Accessibility Strategy (2010)
 - A12 Study (2010)
 - Pre-application/planning application on key sites, such as the new District Centre and the proposed secondary school at Bow Locks.
- 3.3 All of the above workstreams have been produced collaboratively across a number of organisations, including the Council, LTGDC (LTGDC), LDA (LDA) and Transport for London (TfL). Further information on other key workstreams is provided in Appendix B.
- 3.4 The LTGDC are the (planning) decision making authority to the east of the A12 and also have capital funding to invest in infrastructure. The Bromley-by-Bow Masterplan SPD will provide the basis for ensuring their priorities are aligned with those of the Council. LTGDC also has powers for land assembly to support regeneration, and they have already demonstrated their powers with the current Compulsory Purchase Order (CPO) inquiry to support the delivery of the new district (town) centre.
- 3.5 Given the commitment and resources from key agencies the timing is right to finalise the draft Bromley-by-Bow Masterplan (2006). The LDA and LTGDC will no longer exist in their current form, as the emergence of the Mayoral Development Corporation (MDC) is currently being proposed. The London Mayor published for public consultation his proposals, and a map showing the proposed boundary of the Corporation, which will re-form the Olympic Park Legacy Company (OPLC) as a Mayoral Development Corporation, centred on the Olympic Park, but also incorporating a large part of the surrounding area, including elements of Bromley-by-Bow (see Appendix A for proposed boundary map).
- 3.6 As it is currently proposed, the MDC will have planning powers, assets and

responsibilities of the existing OPLC, as well as taking on some of the work of other existing regeneration agencies in the area. If the Bromley-by-Bow Masterplan SPD is approved prior to the MDCs inception, (which is anticipated in April 2012), the Bromley-by-Bow Masterplan SPD would also influence the new MDC, and decisions made in the area, to ensure that development proposals benefit the local community.

4. ALTERNATIVE OPTIONS

- 4.1 For taking this forward, there are three options. Option 1 and 2 are the alternative option to the preferred Option 3. These are outlined below.

Option 1 – No action

- 4.2 The LDF Core Strategy and emerging Development Plan Documents (DPD) provide a vision and strategic development principles for Bromley-by-Bow, including identification of sites for key infrastructure. These documents, together with the existing draft Bromley-by-Bow Masterplan (2006) and additional workstreams, such as the Bromley-by-Bow Land Use and Design Brief, IPG (2009), could be used to support and guide development in the area.
- 4.3 However, this option was considered inadequate in terms of providing a robust and comprehensive framework to support the regeneration of Bromley-by-Bow. The Bromley-by-Bow Masterplan in draft form will continue to have little weight to guide and support development and unlikely to provide a strong enough basis for negotiations with developers and landowners to secure key infrastructure interventions, such as improvements to Bromley-by-Bow Station and connections over the A12 and River Lea Navigation, which are considered essential to support growth.
- 4.4 If no action is taken, redevelopment of the area will not be able to achieve maximum benefits for the local community and the opportunity to direct S106 to key priorities in the in area could be lost. Without the additional guidance provided by a Masterplan with SPD status, the DPDs do not in themselves provide the necessary level of detail to coordinate the scale of redevelopment envisaged in the area.

Option 2 – Smaller Masterplan Boundary

- 4.5 The London Mayor is currently consulting on his proposals to re-form the Olympic Park Legacy Company as a MDC, which incorporates some of the area north of Bromley-by-Bow station and railway line. The MDC is modelled on the existing planning powers, assets and responsibilities of Urban Development Corporations, such as the LTGDC, and would allow the Mayor to designate areas of the strategic importance to drive regeneration.

- 4.6 Officers could finalise the draft Bromley-by-Bow Masterplan (2006), but exclude the proposed area within the MDC, and let the MDC provide the detail policy for that area. However, it is recognised that this approach would not be adequate for the regeneration of Bromley-by-Bow. A comprehensive approach is required to facilitate redevelopment and deliver a new neighbourhood in Bromley-by-Bow.

Option 3 (Preferred Option)

- 4.7 The finalisation of the draft Bromley-by-Bow Masterplan (2006) will deliver a comprehensive Masterplan SPD, which consolidates the work undertaken in the area, by the Council and partner agencies to support regeneration, as agreed by Cabinet in 2007. It will ensure the vision and strategic development principles set out in the LDF Core Strategy are delivered, including the provision of the necessary supporting infrastructure.
- 4.8 Given the adoption of the Council's Core Strategy in September 2010, the final Masterplan can be formally approved by the Council as a Supplementary Planning Document (SPD) and will form part of the Council's Local Development Framework.
- 4.9 The Bromley-by-Bow Masterplan SPD, will set a clear framework, as agreed by key stakeholders such as LDA, LTGDC and Greater London Authority (GLA) and will be used to influence MDC decisions in the area.

5. BACKGROUND TO THE DRAFT BROMLEY-BY-BOW MASTERPLAN (2006)

- 5.1 The Council, working closely with its public sector partners prepared a draft Bromley-by-Bow Masterplan in 2006. Following Cabinet's decision to delay the approval of the draft Bromley-by-Bow Masterplan as IPG, Council officers established the Bromley-by-Bow Implementation Group, comprising representatives from key public sector agencies, to coordinate and deliver detailed and complementary work for the Bromley-by-Bow Masterplan area. The Implementation Group aimed to ensure delivery of workstreams, whilst the work of the draft Bromley-by-Bow Masterplan (2006) was evolving. This further work was considered necessary to progress the development principles established by the Bromley-by-Bow Masterplan (2006) and improve its weight as a planning policy document in the future.
- 5.2 A fundamental worksteam in the area was the Bromley-by-Bow Land Use and Design Brief, which was endorsed by Cabinet in February 2009, as IPG. The Brief provides clear guidance for new development within the defined boundary for the determination of planning applications, and where necessary, support the case for public sector land assembly and delivery.
- 5.3 A summary of the key workstreams are provided in Appendix B.

6. THE BROMLEY-BY-BOW MASTERPLAN SPD

Process and Preparation of the Bromley-by-Bow Masterplan SPD

- 6.1 The Council, in partnership with LTGDC and LDA appointed consultants Urban Practitioners in October 2010, to review and consolidate the work undertaken to date in the area (Appendix B) into a final Masterplan SPD.
- 6.2 The consultants have prepared a draft Bromley-by-Bow Masterplan SPD which has been reviewed by internal officers, key stakeholders and the Mayors Advisors. Members and Officers can make comments on the draft Bromley-by-Bow Masterplan SPD, ahead of consultation anticipated in September 2011.

Bromley-by-Bow Masterplan SPD Policy Context

- 6.3 The Council's Core Strategy 2025, was formally adopted by the Council in September 2010. In summary, the Core Strategy's vision for the Bromley-by-Bow area is;

"a prosperous neighbourhood offering a place to live, shop and play, set against the River Lea and Fat Walk and transformed A12, providing better east-west connections with the existing and new communities"

- 6.4 Bromley-by-Bow is one of the twenty-four 'places', that collectively come together to form a diverse borough. Bromley-by-Bow is located east of the borough, set alongside the River Lea Navigation, Three Mills Park and A12. Bromley-by-Bow is in close proximity to the Olympic Park and has a clear distinct identity and function from the other 'places' in the borough.
- 6.5 Given the adoption of the Council's Core Strategy 2025 (Local Development Framework), this vision is now the context for the Bromley-by-Bow Masterplan SPD going forward. The Bromley-by-Bow Masterplan SPD is required to be consistent with the vision and objectives set out in the Core Strategy.
- 6.6 The Bromley-by-Bow Masterplan SPD will provide a clear vision with supporting guiding principles and objectives. The Bromley-by-Bow Masterplan SPD will be of assistance to investors, developers and the community as they make their development decisions, in the knowledge that the Council will be generally supportive of proposals that are consistent with the planning documents that collectively form the Council's LDF planning policy. The Bromley-by-Bow Masterplan SPD will also be a material consideration and will be used to determine planning applications, within the defined boundary.
- 6.7 The key Bromley-by-Bow Masterplan SPD objectives are contained within section 1.3 of this report.

Consultation

- 6.8 In order to satisfy the objectives of the planning process, a draft Consultation and Engagement Strategy has been prepared to provide a engagement framework that describes the main consultation methods that will be used to ensure the most effective community engagement, (see Appendix D). The draft Consultation and Engagement Strategy is an evolving document, and will be updated as the Bromley-by-Bow Masterplan SPD emerges, to accommodate the community and key stakeholders feedback and comments, arising from consultation events and activities.

Previous Consultation

- 6.9 Council officers have previously carried out extensive informal and statutory consultation with Members, the community, public sector agencies and landowners on the previous draft Bromley-by-Bow Masterplan in 2006/7, and again the Bromley-by-Bow Land Use and Design Brief in 2008/9. The consultation outcomes influenced the evolution of these documents, which in turn have informed the production of the draft Bromley-by-Bow Masterplan SPD.
- 6.10 There has also been extensive consultation on the LDF Programme, including the Core Strategy and emerging Development Plan Documents – Site and Place Making and Development Management, which will also be subject to public consultation in April – July 2011. The key issues that have emerged from previous engagement exercises are provided in the draft Bromley-by-Bow Masterplan SPD, (Appendix C, page 16).

Informal Consultation

- 6.11 With the current iteration of the Bromley-by-Bow Masterplan SPD, Council officers have also undertaken informal consultation with key public sector agencies, landowners and relevant Council departments to feed into the evolution of the document. This information is provided in the Consultation and Engagement Strategy, (Appendix D).

Statutory Consultation

- 6.12 A six week period of public consultation will commence in September 2011. This will include detailed consultation with statutory consultees, the local community and key stakeholders. Consultation will be undertaken in accordance with the adopted Statement of Community Involvement (SCI) requirements for the production of SPD's. The Consultation and Engagement Strategy identifies consultation methods that will be applied during the six week period of public consultation. A summary is provided below:

- Placing an article in local newspaper(s), including East End Life

- Displaying publicity material in suitable locations throughout the area.
- Holding consultation events/workshop/meetings.
- Engaging with the 'hard to reach' community, and ensuring the right methods are in place to encourage participation.
- Consulting established community groups and partnerships.
- Provide a hotline and email address for queries on the SPD.
- Briefing and engaging with Members to get involve through the process.

6.13 Following cabinet approval, officers will include consultation questions in the Bromley-by-Bow Masterplan SPD, to help readers focus on key issues in the area. These questions will reflect on the key issues that have emerged from previous engagement exercises to ascertain whether we have addressed them through the Bromley-by-Bow Masterplan SPD.

7 COMMENTS OF THE CHIEF FINANCIAL OFFICER

7.1 This report requests that Cabinet give approval for the finalisation of the Bromley-By-Bow Masterplan.

7.2 In July 2007 Cabinet agreed that the Bromley-By-Bow Masterplan (2006) would be delayed to enable further detailed and complementary work to be undertaken. The additional work has been carried out and, to ensure that redevelopment is comprehensive, that work now needs to be consolidated into a final masterplan.

7.3 The updated Bromley-By-Bow Masterplan will be taken forward as a Supplementary Planning Document (SPD) and will provide a framework to guide development and a programme for infrastructure delivery. The masterplan itself will provide evidence to inform and assist future decisions on resource allocation in this part of the Borough.

7.4 The cost of the preparation of the Masterplan is estimated to be in the region of £70,000 and will be part-funded by contributions from both the London Development Agency (£20,000) and the London Thames Gateway Development Corporation (£25,000). The balance of £25,000 will be funded from a Section 106 contribution agreed by Planning Contributions Overview Panel (PCOP) in July 2010.

8 CONCURRENT REPORT OF THE ASSISTANT CHIEF EXECUTIVE (LEGAL)

8.1 The Bromley-By-Bow Masterplan will ultimately be adopted as a Supplementary Planning Document in accordance with Regulation 19 of the Town and Country Planning (Local Development) (England) Regulations 2004 ("the 2004 Regs"). Before the draft Bromley-By-Bow Masterplan is formally adopted, the Council is required to carry out public consultation in accordance with Regulations 17 & 18

of the 2004 Regs. Supplementary Planning Documents provide greater detail on the policies contained in the Council's development plan documents.

- 8.2 Following the formal public consultation the Council will need to consider any representations made during the consultation period. The Council are then required to prepare a statement setting out a summary of the main issues raised in the representations and how these main issues have been addressed in the SPD that the Council intends to adopt. Following consultation and once any necessary amendments have been made the SPD can be adopted by resolution. Once the SPD is adopted it can be considered to be a material consideration to be taken into account in the development control process.

9 ONE TOWER HAMLETS CONSIDERATIONS

Reduce Inequalities

- 9.1 A full Equalities Impact Assessment (EqIA) was undertaken for the Council's Core Strategy 2025. As such, in accordance with the Corporate Guidance on EqIA assessments, the Bromley-By-Bow Masterplan SPD (and other emerging LDF documents) will be subject only to a Scoping Equality Impact Assessment (EqIA) (see Appendix E).

Ensure Strong Community Cohesion

- 9.2 Strong community cohesion is a key objective of the Bromley-By-Bow Masterplan SPD and is central to the Borough's approach to promoting sustainable communities. Increase contact between groups from different backgrounds will be developed through consultation events and activities.
- 9.3 The impacts of community cohesion has been fully tested through the Core Strategy EqIA, and through the Scoping EqIA for the Bromley-By-Bow Masterplan SPD. Similarly, the consultation exercises will provide the opportunity for the community to identify any Community Cohesion issues that they feel important in the development of the Bromley-By-Bow Masterplan SPD. These will be considered and addressed in the production of the final Bromley-By-Bow Masterplan SPD.

Strengthen Community Leadership

- 9.4 Council Officers are committed to actively engaging communities by providing opportunities for participation and involvement, through consultation, as well as encouraging the community to actively take the lead in organising consultation events and activities to feed into the preparation of the Bromley-By-Bow Masterplan SPD.

9.5 Officers will also ensure that Members are engaged through the process to ensure community issues are considered.

10 SUSTAINABLE ACTION FOR A GREENER ENVIRONMENT

10.1 A Sustainability Appraisal (SA) has been prepared for the Core Strategy, in line with statutory requirements. The appraisal has informed the preparation of the Bromley-By-Bow Masterplan SPD, to ensure it is robust and will achieve sustainable development objectives.

10.2 As part of the development of the Bromley-By-Bow Masterplan SPD, an SA Review (see Appendix F) was undertaken using the objectives within the SA for the Core Strategy, to ensure that the Masterplan conforms to the Core Strategy. Mitigation measures have also be identified where objectives are not in conformity.

11 RISK MANAGEMENT IMPLICATIONS

11.1 The key risks identified for this project are as follows:

- Conforming with emerging DPD documents – Site and Place Making DPD and Development Management
- Poor quality of the final document.
- Lack of LDA and LTGDC commitment and resources
- Emergence of the MDC and potential development plan making powers

11.2 These key risks will be mitigated by:

- Project management
- Reporting to LDF Programme Board
- Communication with LDA and LTGDC
- Feeding into the MDC Consultation Document (Mayor of London)

12 EFFICIENCY STATEMENT

12.1 To date, with the draft Bromley-by-Bow Masterplan (2006), officers have negotiated, approximately £5m from the St Andrews development towards, Bromley-by-Bow station, education, and highway improvements in the area. In partnership with LTGDC, officers have also secured open space, primary school, IDEA Store and key connections improvements over the A12, through the Tesco-led redevelopment.

12.2 The finalisation of the Masterplan SPD will also enable the redevelopment of underused land to maximise the full potential of development opportunities for the area. Redevelopment will facilitate further S106 from forthcoming

development sites, as well as the guide where LTGDC should direct their funds and S106 from their Planning Obligations Community Benefit pot.

Local Government Act, 1972 Section 100D (As amended)
List of “Background Papers” used in the preparation of this report

Brief description of “back ground papers”	Name and telephone number of holder and address where open to inspection.
<ul style="list-style-type: none">• LB Tower Hamlets Local Development Framework, Core Strategy (LB Tower Hamlets), Submission Document 2009.• Draft Bromley-by-Bow Masterplan, 2006• Bromley-by-Bow Land Use and Design Brief, 2009	Simone Williams Development Implementation Ext. 3515

APPENDICES

Appendix A – Site Plan

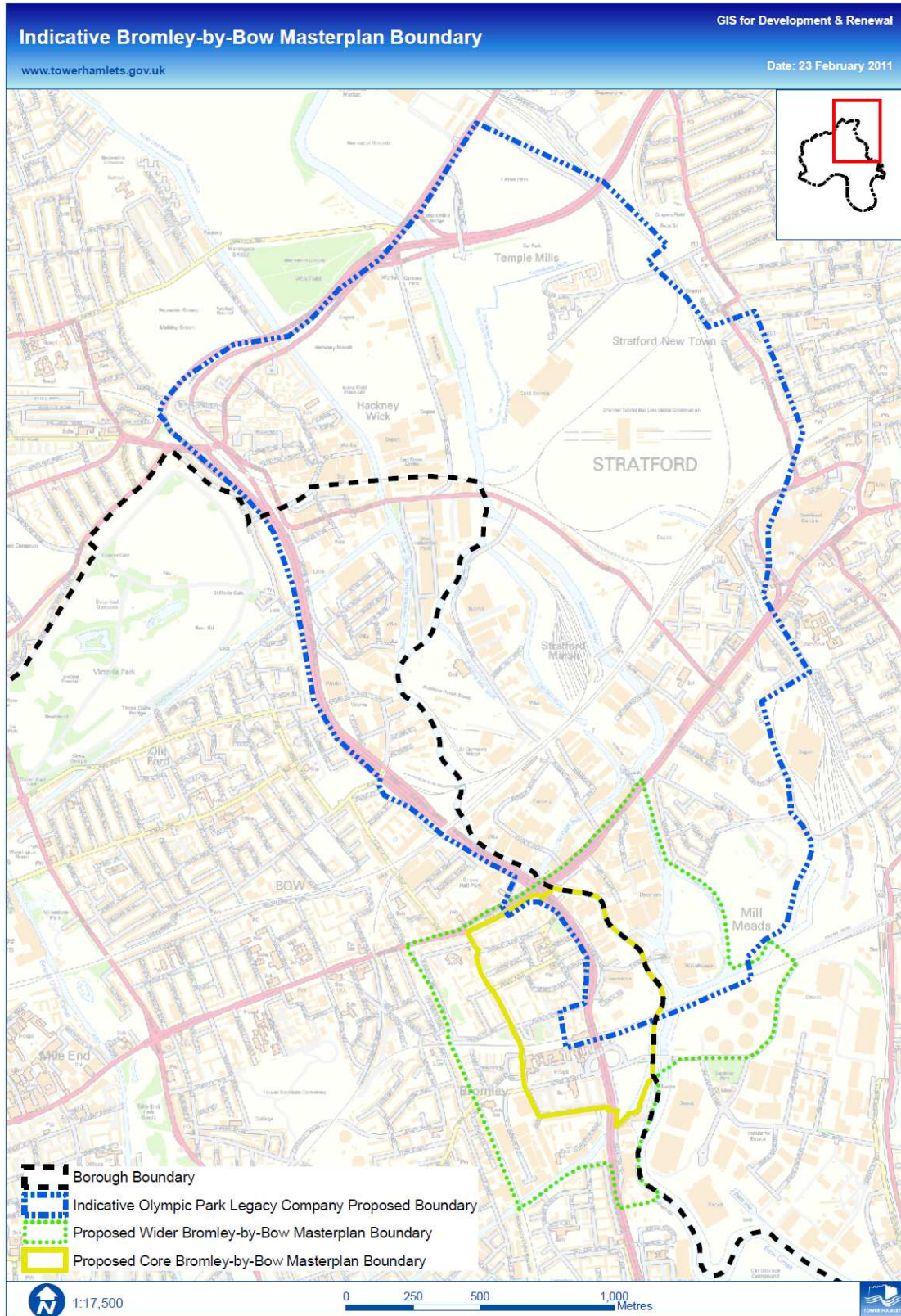
Appendix B – Bromley-by-Bow Masterplan
Delivery Workstreams

Appendix C – Draft Masterplan
Appendix D – Consultation and
Engagement Strategy

Appendix E – Equality Impact Assessment

Appendix F – Sustainability Appraisal
Review

APPENDIX A - Bromley-by-Bow Masterplan area – including MDC boundary



APPENDIX B - Bromley-by-Bow Masterplan Delivery Workstreams

1. Since the preparation of the draft Bromley-by-Bow Masterplan (2006), a significant amount of further valuable work has been undertaken. A summary of the completed and ongoing workstreams within the Masterplan area are provided below.

Key Development Sites

In response to the ongoing development pressure in the area, officers have undertaken work on a number of key sites in the area, these development sites are as follows:

- **Bow Locks** – The Council's Building Schools for the Future (BSF) team, is currently assessing the potential to redevelop the site (in Council ownership) to provide a new secondary school for up to 1600 students. The main issue for Bow Locks is providing safe pedestrian and vehicular access to the Bow Lock site given the A12 constraint. As part of the design process, a transport consultant has been engaged to assess the highways and transport issues affecting the site, and determine an access strategy capable of being supported by both the planning and highway authorities. The London Mayor's support is being sought to enable the crossing (or preferred solution) to be implemented, through Transport for London (TfL), LTGDC and other key partners. The Mayor's support is needed to ensure a solution can be provided as well as funding. Otherwise the site will remain undeveloped and there will be an issue around how the Council meets its statutory obligation on the provision of school places.
- **Bromley-by-Bow South** – In accordance with the Land Use and Design Brief (2009), planning permission was granted in July 2010 for a comprehensive redevelopment to provide a new district centre including a superstore and independent shop units, IDEA store, primary school, housing, open space and associated transport and townscape improvements.
- **St Andrews Hospital Redevelopment (Won 3 Design Housing Awards July 2011)** – Proposal includes 974 new dwellings, health facilities and community centre. Phase 1 and 2 is complete, with phases 3 and 4 to follow. Approximately, £5m was secured through S106 for education, highways and Bromley-by-Bow Station improvements.
- **Bromley-by-Bow North** - Initial Pre-application discussions on redevelopment options in accordance with the Bromley-by-Bow Land Use and Design Brief.
- **Twelve Trees Crescent roundabout site** – Live planning application for a 100 room hotel. Decision pending by LTGDC.

- **William Guy Gardens and Capulet Square** - Officers have drafted an Options Report (Sep 2009) which outlines conceptual plans which show how the private car parking spaces attached to Capulet Square development could be re-provided on the William Guy Gardens site, to improve access and connections to Bromley-by-Bow station and the town centre. There are also ongoing discussions with landowners of William Guy Gardens to ascertain development site aspirations.
- **Stroudley Walk** – Officers are currently in discussion with Poplar Harca to redevelop an existing local neighbourhood centre.

Transport and Connectivity Studies and Proposals

In response to the projected increase in the number of people in the area, the Council, LTGDC and LDA have commissioned transport and connectivity studies, to help inform negotiations with landowners about the design of future development proposals. These studies are outlined below, and have been considered in the development of the Bromley-by-Bow Masterplan SPD.

- Bromley-by-Bow Station Improvement and Integration Study 2010 (draft) (LTGDC)
- Bromley-by- Bow Station Study (work in progress - phase 2) (LTGDC)
- South East Quadrant Development Framework and Accessibility Strategy 2010 (LTGDC)
- A12 Transport Capacity and Access Study 2010 (LTGDC)
- Lea River Park – Planning Approvals 2010 (LTGDC)
- Olympic Fringe Wayfinding Strategy 2010 (LDA)
- Bromley-by-Bow Land Use and Design Brief Interim Planning Guidance 2009 (LTGDC/LTBTH)
- Sugar House Lane and Three Mills Land Use and Design Brief 2010 (draft) (LTGDC)