


<b>Health and Wellbeing Board</b> Tuesday 13 <sup>th</sup> December 2016	
<b>Report of the London Borough of Tower Hamlets</b>	<b>Classification:</b> Unrestricted
<b>The Tower Hamlets Draft Local Plan 2031 - <i>Managing Growth and Sharing Benefits</i></b>	

<b>Lead Officer</b>	Aman Dalvi, Corporate Director Development and Renewal
<b>Contact Officers</b>	Hong Chen, Team Leader, Local Plan Place Team and Adele Maher, Strategic Planning Manager
<b>Executive Key Decision?</b>	No

## Summary

The Local Plan is the Borough's most important planning document. It sets out a vision, strategic priorities, and planning policy framework that guides all development in the Borough. Its purpose is to help inform decision on planning applications and to meet the Council's national and regional planning policy duties.

The Council has identified the preparation of a new Local Plan as a priority for the Council, to help manage the future growth anticipated and to respond to major planning policy changes at a national and regional level that have taken place since the last Local plan was adopted in 2010 and 2013.

The content of the Draft Local Plan was informed by national and regional planning policy to which it must accord; available evidence; and responses received from informal consultation to date. This includes information gathered during the initial informal consultation held between 14 December 2015 and 8 February 2016 on a document titled "Our Borough, Our Plan: A New Local Plan First Steps.

The *Tower Hamlets Draft Local Plan 2031: Managing Growth and Sharing Benefits* for public consultation from 11 November 2016 to 2 January 2017. This document (from here on referred to as the Draft Local Plan) has been prepared in accordance with the Town and Country Planning (Local Planning) (England) Regulation 2012. It includes draft policies and potential site allocations and is supported by evidence

All representations made in response to the public consultation on the Draft Local Plan will be taken into account and where appropriate, amendments will be made to its content. This will be published in the next iteration of the document called the Proposed Submission Local Plan, which will be published in spring/summer 2017.

The Health and Wellbeing Board and its membership organisations are encouraged to read and consider the draft Local Plan and respond to the ongoing consultation.

## **Recommendations:**

The Health & Wellbeing Board is recommended to:

1. To consider the *Tower Hamlets Draft Local Plan 2031: Managing Growth and Sharing Benefits*.
2. Respond to the consultation with any comments on the current content of the draft plan.

## **1. REASONS FOR THE DECISIONS**

1.1 Item is for information and discussion, no decision required

## **2. ALTERNATIVE OPTIONS**

2.1 Item is for information and discussion, no decision required

## **3. DETAILS OF REPORT**

### **Introduction**

3.1 The Council has an existing Local Plan, consisting of a Core Strategy adopted in 2010 and a Managing Development Document adopted in 2013. These documents translate national and regional policy requirements into a local planning framework to guide development and decisions on planning applications in the Borough.

3.2 Tower Hamlets is anticipated to experience high levels of population growth and the London Plan annual housing target has been revised upwards from 2,885 units per year to 3,931 units per year since 2015. The Council is now positioned the highest with a requirement to deliver approximately 9% of the total annual housing target set for London. Compared to the neighbouring boroughs, the borough housing target is about 3% higher than London Borough of Hackney (6%), 6% higher than LLDC (3%) and 4% higher than London Borough of Newham (5%). This is far greater than DCLG's household projections (2014) and the borough's objectively assessed housing need of 2,428. However, given that London housing need is strategic, Tower Hamlets is required to not only meet its local need but also London's strategic housing need. Thus, the new target would mean that Tower Hamlets will need to absorb approximately 9% of Greater London's overall minimum housing target by 2025 within just 1.3% of the capital's geographical land area.

3.3 This will have a significant impact on the Borough's housing, employment, town centres, infrastructure and environment for the next 15 years. As a result the Council has committed to the preparation of a new Local Plan as a priority, to respond to these changes.

### **Draft Local Plan - Content**

3.4 The Draft Local Plan covers a period from 2016 to 2031, for 15 years. The content of the new Local Plan reflects and responds to the changes in national and regional planning policy, evidence including assessment of the communities' needs, the Council's corporate priorities and the Tower Hamlets Partnership Community Plan 2015. The Draft Local Plan incorporates the vision, objectives and strategic policies currently included in the Core Strategy and the development management policies and site allocations currently included in the Managing Development Document. Both the strategic and

development management policies are now included in one document the Draft Local Plan.

- 3.5 The Draft Local Plan vision and policies is focused on collectively aiming to achieving the following through new development in the Borough to 2031:
  - Objective 1: Managing growth and shaping change; and
  - Objective 2: Spreading the benefits of growth
- 3.6 The structure and content of the Draft Local Plan can be viewed in Appendix 1. Chapters 1, 2, and 3 provide details on consultation, followed by an introduction, context and vision and objectives. It also notes the importance of the Borough's existing 24 places to the character and identity of Tower Hamlets and strategically considers how future growth will take place at a sub area level, in four identified areas: City Fringe, Central, Lower Lea Valley and Isle of Dogs and South Poplar Sub-Areas. This is expanded on in greater detail in Chapter 5.
- 3.7 Chapter four of the Draft Local Plan includes a range of strategic and development management policies, including the delivery of new affordable housing, as well as additional jobs and workspaces, improvements to public transport and walking and cycling infrastructure to meet the needs of both existing and new communities. It also includes design, heritage and environmental sustainability which are essential to the creation of sustainable and liveable places, of which all our residents will be proud.
- 3.8 Chapter five links to the spatial approach introduced in the beginning of the document, and elaborates on the approach by providing further details for each of the sub-areas and includes relevant site allocations.

### **Draft Local Plan and Health Priorities**

- 3.9 The important role planning, and the Local Plan, can play in improving public health has been recognised in both the preparation and contents of the new draft Local Plan.
- 3.10 The Plan Making Team has worked closely with the LBTH Public Health Team to identify the key public health areas the Local Plan can influence. The Health and Wellbeing workshop in January 2016, also helped identify key health priorities the Local Plan could help deliver. These priorities are supported by a new evidence base: 'Joint Strategic Needs Assessment: Strategic Planning and Health' which provides a summary of relevant health evidence base and resulting policy recommendations for the Local Plan.
- 3.11 The outcome of these discussions and evidence base has been to embed health improvements at the centre of the new Local Plan. One of the key Objectives for the new Local Plan is 'Sharing the Benefits of Growth', one of the key principles of which, is that 'growth must bring health benefits and reduce health inequalities'. This will be implemented through 'delivering healthy neighbourhoods that promote active and healthy lifestyles and recreation and enhances people's wider health and wellbeing.

3.12 This is a cross-cutting theme throughout the draft Local Plan, but has particularly shaped the following areas:

- A requirement for all major developments or those in particular areas or containing particular uses to complete a Health Impact Assessment.
- A strengthened policy on hot food take-ways.
- A new policy to limit over-concentration of Betting Shops.
- A strengthened policy on the provision and standards of child play space in new developments.
- A new approach to the provision of Open Space to ensure we maximise provision.
- A new focus on active travel and promoting walking and cycling.
- A strengthened policy on air quality to reduce the impact on air quality of new developments and to better protect users of new developments from existing poor air quality.
- Site allocations for health facilities, to ensure new provision in areas of growth.

### **Draft Local Plan – Preparation**

3.13 The preparation of a new Local Plan must follow nationally set legal and procedural requirements that dictate: the stages of the plan preparation; who should be consulted and when; and what information is required to support the Local Plan. In particular, the new Local Plan must be prepared in accordance with the National Planning Policy Framework and must seek to meet the requirements of the London Plan.

3.14 The regulations also include the criteria against which the new Local Plan will be independently tested to ensure it is fit for purpose and ‘sound’ in planning terms. To be sound the new Local Plan must be:

- **Positively prepared:** for example that it positively seeks to meet the requirements of the London Plan;
- **Justified:** that the policies in the Local Plan are supported by evidence and are reasonable justified;
- **Effective:** that the policies in the plan can be delivered and have been formulated on the basis of effective joint working with partners; and
- **Consistent with national policy:** that it has been prepared in accordance with the National Planning Policy Framework (NPPF)

3.15 The Council considers that the Draft Local Plan has been ‘soundly’ prepared in accordance with the appropriate legal and procedural requirements, including the requirements of the National Planning Policy Framework (NPPF 2012) and the Town and Country Planning (England) Regulations 2012.

3.16 The development of the Draft Local Plan also builds on a substantial body of existing work, in particular the content of the Tower Hamlets Partnership Community Plan 2015 which identifies the main pressures and priorities for

the Borough and the policies in the existing Local Plan Core Strategy and Managing Development Document - the latter was examined, found sound and adopted relatively recently in 2013.

3.17 The Draft Local Plan has been informed by an informal consultation that was held from December 2015 to February 2016 on “Our Borough, Our Plan: A New Local Plan First Steps”. In addition, on-going discussions also took place with both internal and external colleagues through individual meetings, and regular Internal/External Stakeholder Group meetings, including:

- **Externally** - including Canal and River Trust, Network Rail, Environment Agency, Health and Wellbeing Board London Gypsy and Traveller Unit, Greater London Authority, Transport for London and neighbouring boroughs through the established Local Plan External Stakeholders Group
- **Internally** - through the input of colleagues across the Council at the regular Local Plan and Opportunity Areas Framework (OAPF) Officer Steering Group Meeting. These discussions were followed by presentations to the Directorate DMT’s and CMT’s over recent months, followed by separate engagement with specific officers; Mayor, the Cabinet lead for Strategic Development and Councillors.

3.18 The policies contained in the Draft Local Plan have been informed by findings from an updated and relevant evidence base to ensure that they are sound and justified, and able to be robustly defended at Examination in Public (EiP). The list of evidence is included below in Table 1. This will be published on 11 November for public information, alongside the Draft Local Plan. The list below is not exhaustive and only includes newly commissioned Local Plan specific reports. The content of the Draft Local Plan is also informed by existing and emerging strategies and evidence produced by the Council and its partners including the LBTH Housing Strategy and the GLA’s developing work on Isle of Dogs and South Poplar Opportunity Area Planning Framework (OAPF).

**Table 1: A list of Evidence supporting the Draft Local Plan**

Project	Details
Integrated Impact Assessment (IIA)	Meets the requirements of the EU Directive on Strategic Environmental Assessment and Habitats Assessment, and also covers health and equality.
Tower Hamlets Growth Model	This is based on the London Plan Strategic Housing Land Availability Assessment (SHLAA) and updated Borough SHLAA information can be found in the Draft Local Plan site allocations.
Employment Land Review (ELR)	Assesses supply and demand of employment land or floor space to inform Local Plan policies. All strategic sites put forward for inclusion as part of the Call for Sites have been included.

Project	Details
Town Centre Retail Capacity Study	Incorporates retail and leisure capacity study to inform Local Plan policies.
Waste Management Evidence	Identifies waste sites and assesses existing safeguarded waste sites.
Open Space Strategy	This reviews the quantity and quality of the Borough's existing open spaces. It also identifies the need for new open spaces.
Strategic Housing Market Assessment	This adds detail to the London Plan SHMA and identifies specific local housing need, in relation to market and affordable housing types, tenures and house size and the accommodation needs of specialist housing such as student housing
Gypsies and Travellers Accommodation Assessment	Assesses the local accommodation need to identify whether or not site allocations are required
Strategic Flood Risk Assessment	Assesses the flood risk of our allocated sites, likely significant effects to certain sites in the Borough and what mitigation may be required in line with the requirements of the National Planning Policy Framework (NPPF)
Viability Assessment	Assesses the combined impact of Local Plan policies on development viability, to ensure the policies do not prevent development coming forward
Infrastructure Delivery Framework	Identifies the infrastructure required to support growth, potential funding sources and timeframes for delivery
Transport Strategy	Considers the impact of the growth planned for in the new Local Plan on the transport network, taking into account investment to improvements secured
Green Grid Strategy Update	This assesses the Borough's green grid network and identifies a Strategy for making the most of opportunities to improve the network in line with the London Plan's requirement
Tall Buildings Study	Identifies the most appropriate location for tall buildings in the Borough
Carbon Policy Evidence Base	To compare the cost of the GLA's zero carbon policy (which requires 35% reduction onsite) and the Tower Hamlets current zero carbon policy (which requires 45% reduction onsite).
Joint Strategic Needs Assessment Strategic Planning and Health	To ensure health and wellbeing considerations are embedded within the Local Plan and ensure planning contributes towards delivering a healthier borough.
Conservation Strategy	Provides a positive strategy for the management of the historic environment in line with the requirements of the

Project	Details
	NPPF

### **Draft Local Plan - Public Consultation 11 November 2016 to 2 January 2017**

- 3.14 The regulation requires a six-week consultation period. However, officers recommend starting the consultation earlier and extending the total period to almost eight-weeks to account for the Christmas and New Year period.
- 3.15 The Draft Local Plan (Appendix 1), the Integrated Impact Assessment (IIA) and other supporting documents will be published on the Council's website from 5pm on Friday 11 November 2016. The public and stakeholders will be able to make comments online, via an online consultation portal, email or by post. The website will contain details of the consultation activities, as far in advance as possible. It should be noted that the Integrated Impact Assessment (IIA) at Appendix 1 is currently in draft, as minor changes to the draft Local Plan have been on-going. An addendum to the IIA will be provided prior to the Cabinet meeting with a final consolidated version then being provided for public consultation.
- 3.16 During this consultation period, a series of consultation events will be held to encourage public participation in the new Local Plan preparation process. Details of confirmed events are given below:

**Table 2 Consultation events for Draft Local Plan**

<b>Drop-in Events</b>			
<b>Date</b>	<b>Location</b>	<b>Time</b>	<b>Address</b>
Thursday 24/11	Idea Store, Chrisp Street	12:30 – 15:30	1 Vesey Path East India Dock Road, E14 6BT
Saturday 26/11	Idea Store, Bow,	10:00 – 13:00	1 Gladstone Place, Roman Road, Bow, E3 5ES
Saturday 03/12	V & A Museum of Childhood, Bethnal Green	10:00 - 13:00	Cambridge Heath Road, London E2 9PA
Wednesday 07/12	Alpha Grove Community Centre	17:30 – 20:30	Alpha Grove, London, E14 8LH
Wednesday 14/12	Idea Store, Whitechapel	17:30 – 20:30	321 Whitechapel Road, London, E1 1BU
<b>Area Based Workshops</b>			



Event	Date	Time	
Workshop 1: Central and City Fringe	Tuesday 13 December 2016,	18:00 – 20:00	Tickets can be booked via the Council Website
Workshop 2: Isle of Dogs and Lower Lea Valley	Monday 19 December 2016	18:00 – 20:00	Tickets can be booked via the Council Website

### Timetable and next steps

3.17 A summary of the indicative Local Plan preparation timetable is set out below:

**Table 3 Indicative Timetable for Local Plan**

	Local Plan Key Stages	
1	Consult on the Draft Local Plan (Regulation 18)	Nov 2016 – January 2017
2	Publish the Proposed Submission Local Plan (regulation 19)	April/May 2017
3	Submission to the Planning Inspectorate	June 2017
4	Examination in Public	Autumn 2017
5	Adopt the new Local Plan	Winter 2017/18

3.18 New Local Plans take on average two to three years to produce. Notwithstanding, at a national and regional level, planning policy is currently in a state of transition and flux, as the Government considers how it implements the Housing and Planning Act and the new Mayor of London considers a new Housing Supplementary Planning Guidance (SPG) and new London Plan, to be adopted in 2019.

3.19 The policies in the Draft Local Plan have been prepared to be adaptive and flexible where appropriate and possible, to respond to changes that may come forward. Officers are working closely with GLA colleagues to make sure that the policies contained in the Draft Local Plan respond to the overall thrust of the emerging new London Plan.

## 4. **COMMENTS OF THE CHIEF FINANCE OFFICER**

4.1 This report recommends that the Health & Wellbeing Board consider the *Tower Hamlets Draft Local Plan 2031: Managing Growth and Sharing Benefits*, and to respond to the consultation with any comments on the current content of the draft plan.

- 4.2 Whilst there are no specific financial consequences arising directly from the recommendations in the report, ultimately the Local Plan will underpin key decisions in relation to the allocation of the limited resources available within the Borough, and will influence the shaping of the Council's Medium Term Financial Strategy and Capital Strategy. In particular it will provide the basis for estimating the need for and cost of providing Council services based on changes to the boroughs 'population' together with the additional revenue generated from locally generated funding sources – Council Tax and increasingly Business rates.
- 4.3 The compilation of the various studies and evidence required to support the plan will set out some of the challenges that the Authority and its partners may face over coming years as a result of demographic and economic growth. Individual infrastructure developments will need to be subject to detailed planning at the appropriate time, including consideration of the financial impact on both partner organisations and on the Council. The Local Plan and supporting data will also provide evidence to determine the charging schedules in relation to Section 106 obligations and the newly introduced Community Infrastructure Levy, and to inform decisions concerning the appropriate use of the resources secured.
- 4.4 The main costs associated with the development of the Local Plan are staffing related and are financed from within existing resources. The consultation process will lead to expenditure on items such as advertising, printing, hiring venues and facilitating public meetings for which there is existing budgetary provision.

## **5. LEGAL COMMENTS**

- 5.1 This report recommends that the Health and Wellbeing Board consider the Council's draft Local Plan and respond to the current consultation with any comments on its contents.
- 5.2 The Local Plan is the Borough's primary planning document and along with the London Plan will form the Council's development plan. The Council are required to determine planning applications in accordance with the development plan unless material considerations indicate otherwise (Section 38(6) of the Planning and Compulsory Purchase Act 2004).
- 5.3 In preparing the Local Plan the Council are required to have regard to *inter alia* national policies, advice contained in guidance issued by the Secretary of State and the London Plan, and the plan must be in general accordance with the latter.
- 5.4 The process which needs to be followed before the plan can be adopted is set out in this report, along with a summary of some of the ways in which health considerations have been taken into account in preparing the draft Local Plan.
- 5.5 The Health and Wellbeing Board are required to lead, steer and advise on strategies to improve the health and wellbeing of the population of Tower

Hamlets. They are to seek to do this through joint work across services in the Borough and the greater integration of health and social care as well as with those accessing services that can help to address the wider determinants of Health. Further, the Board are charged with supporting the ambitions of the Tower Hamlets Partnership outlined within the Tower Hamlets Community Plan. Pursuant to these roles, they also have an important role to play in providing comments on the Local Plan so far as these are relevant to these functions.

## **6. ONE TOWER HAMLETS CONSIDERATIONS**

- 6.1 A full equalities screening and if required Equalities Assessment has been prepared alongside the Draft Local Plan. This is included as part of the Integrated Impact Assessment. Officers will continue to work with the Equalities team to make sure that actions are undertaken to mitigate the likely impacts on the equality profile of those affected by the Draft Local Plan.

## **7. BEST VALUE (BV) IMPLICATIONS**

- 7.1 A new Local Plan will enable the Council to continue to ensure that the delivery of housing and infrastructure is optimised, and that benefits continue to be secured for the wider community. The development of sites following the policies and guidance of the new Local Plan will generate section 106 and Community Infrastructure Levy (CIL) contributions where relevant. This may include the delivery of new affordable housing, local enterprise and employment opportunities, public realm enhancements and infrastructure.
- 7.2 Undertaking a range of consultations with council services and partners, as well as residents, will ensure the new Local Plan incorporates a full range of local priorities and is underpinned by a full and thorough evidence base. This will improve the likelihood of the plan being found sound when examined.

## **8. SUSTAINABLE ACTION FOR A GREENER ENVIRONMENT**

- 8.1 A Sustainability Appraisal (SA) is a legal requirement for the preparation and development of the Local Plan. Under the Planning and Compulsory Purchase Act 2004, a Sustainability Appraisal must comply with the requirements of a Strategic Environmental Assessment (SEA). A SEA ensures that environmental issues are incorporated and assessed in decision-making throughout the entire plan making process. The SA report is prepared alongside the draft of the new Local Plan and submitted to the Secretary of State alongside the new Local Plan.

## **9. RISK MANAGEMENT IMPLICATIONS**

9.1 Progress on the new Local Plan is being regularly reported through a number of internal groups that consider risk management issues and mitigation measures. These include:

- Local Plan Internal Stakeholders Group
- Development and Renewal Directorate Management Team
- Corporate Management Team

9.2 A Project Initiation Document (PID) was approved by Corporate Management Team in May 2015. Officers are working collaboratively across the relevant Services on the development of the new Local Plan and its evidence base through Corporate Management Team and the Local Plan Internal Stakeholder Group. The Mayor of Tower Hamlets and Lead Member for Strategic Development has been briefed on the new Local Plan on a regular basis and they have provided significant input into the development of the Draft Local Plan.

## **10. CRIME AND DISORDER REDUCTION IMPLICATIONS**

10.1 The Draft Local Plan is not considered to have any implications for crime and disorder reduction at this stage. However the next draft of the new Local Plan will contain policies that will seek to ensure that the design of developments minimise opportunities for crime and create a safer and more secure environment.

---

### **Linked Reports, Appendices and Background Documents**

#### **Linked Report**

- NONE

#### **Appendices**

1. Tower Hamlets Draft Local Plan 2031: Managing Growth and Sharing Benefits. Please see link [here](#)
2. Tower Hamlets Draft Local Plan 2031: Integrated Impact Assessment (IIA). Please note this includes a Health Impact Assessment. Please see links [here](#) and [here](#).

#### **Local Government Act, 1972 Section 100D (As amended)**

#### **List of “Background Papers” used in the preparation of this report**

- NONE

#### **Officer contact details for documents:**

- Adele Maher, Strategic Planning Manager E: [Adele.Maher@towerhamlets.gov.uk](mailto:Adele.Maher@towerhamlets.gov.uk)
- Hong Chen, Local Plan Place Team Leader E: [Hong.Chen@towerhamlets.gov.uk](mailto:Hong.Chen@towerhamlets.gov.uk)