

Meeting of the

CABINET

Wednesday, 8 September 2010 at 5.30 p.m.

SUPPLEMENTAL AGENDA 1– SECTION ONE

Agenda Item 6.1 LDF Core Strategy: Adoption of the Plan
Appendix 1 – Volume 1

VENUE

Main Hall, Stepney Green Maths and Computing College, Ben Jonson
Road, London E1 4SD

Members:

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Councillor Joshua Peck (Vice-Chair)	– (Deputy Leader of the Council)
Councillor Shahed Ali	– (Lead Member, Environment)
Councillor David Edgar	– (Lead Member, Resources)
Councillor Marc Francis	– (Lead Member, Housing, Heritage and Planning)
Councillor Sirajul Islam	– (Lead Member, Regeneration and Employment)
Councillor Denise Jones	– (Lead Member, Culture and Creative Industries)
Councillor Shiria Khatun	– (Lead Member, Children's Services)
Councillor Rachael Saunders	– (Lead Member, Health and Wellbeing)
Councillor Abdal Ullah	– (Lead Member, Community Safety)

[Note: The quorum for this body is 3 Members].

If you require any further information relating to this meeting, would like to request a large print, Braille or audio version of this document, or would like to discuss access arrangements or any other special requirements, please contact:

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LONDON BOROUGH OF TOWER HAMLETS

CABINET

WEDNESDAY, 8 SEPTEMBER 2010

5.30 p.m.

6 .1 LDF Core Strategy: Adoption of the plan (CAB 029/101)

Appendix 1 to the report has been circulated in conjunction with this agenda (as a hardcopy colour booklet) to all members of the Council, put on deposit at Town Hall Mulberry Place (Reception), made available on the Council Website. A hardcopy is also held by Democratic Services 1st Floor, Town Hall Mulberry Place, should members of the Council or members of the public wish to view it.

Please note this is Volume 1 of Appendix 1 to the report



LDF
TOWER
HAMLETS

CORE STRATEGY 2025

DEVELOPMENT PLAN DOCUMENT

Adopted xxxx

Page 1



Agenda Item 6.1

Production

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Tower Hamlets Partnership



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Foreword

The Community Plan sets out an ambitious vision for the borough; but it is achievable. The Core Strategy is one of the key tools to realise the vision of the Community Plan. It provides us with a 15 year plan which will shape what our borough looks like in the future.

At the heart of the Core Strategy's vision is the concept of reinventing the hamlets. The East End's historic hamlets, or places, are what makes our borough unique and strong. From the Victorian terraces of Bow to the modern high rise offices of Canary Wharf, and from the hustle and bustle of Spitalfields and Brick Lane to the peace and tranquillity of Victoria Park, these places all come together to create One Tower Hamlets.

Despite the ongoing successes of Tower Hamlets, we still face some difficult challenges. Foremost among them is the need to ensure there are sufficient good quality affordable homes for families in places that encourage healthy and sustainable living. We are also striving to ensure our streets and open spaces are safe and attractive for everyone to use and enjoy. Continuing to improve education and skills as well as provide opportunities for employment and enterprise remains another high priority.

The Core Strategy will also enable us to harness the opportunities available to us. The growth in the City and Canary Wharf, the Thames Gateway development and the 2012 Olympics puts Tower Hamlets firmly at the heart of London's future growth and success.

Taking its lead from our Community Plan, the Core Strategy recognises the importance of working in partnership. Together, we will seek to build on the existing qualities and strengths of each place to make Tower Hamlets a truly great place to live.

This Strategy has been shaped by ongoing consultation and engagement involving local people, businesses and communities, as well as service providers and key stakeholders.

I would like to thank everyone who has inputted into Core Strategy so far and look forward to your comments.



Moz

Councillor Marc Francis
Lead Member,
Housing and Development

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How to use this document

The Core Strategy is the key spatial planning document for Tower Hamlets, setting out the spatial vision for the borough and how it will be achieved.

To understand the overall vision and how the Core Strategy aims to achieve it, the document needs to be understood in its entirety. However, the document has also been structured for ease of use.

The five spatial themes form the bulk of the document.

- Refocusing on our town centres
- Strengthening neighbourhood well-being
- Enabling prosperous communities
- Designing a high-quality city
- Delivering placemaking

These are grouped into two parts containing the borough-wide strategies (Chapters 3 to 6) and delivering placemaking (Chapter 7).

Whilst the borough-wide strategies set out the objectives and policies for the entire borough, the placemaking chapter illustrates how these strategies will shape the 24 individual places.

Each borough-wide strategy is formed of strategic objectives (SO), a map showing the spatial representation of the strategy, a spatial policy (SP) and justification for the strategy. The placemaking chapter consists of a vision for the place, a map - illustrating the vision, details of opportunities and growth - and strategic priorities and principles.

This document is high-level and spatial, hence maps, drawings and diagrams are provided throughout to express the vision and show where things will happen. These are for indicative and illustrative purposes only and are not intended to be site specific.

The next page shows how each borough-wide strategy and the placemaking chapter is structured.

Setting the scene

Outlines the global, national, regional and local context for spatial planning in the borough. Also sets out the role and relationship of the Core Strategy with the Community Plan 2020.

The Big Spatial Vision

Sets out the spatial vision for the borough along with the key diagram and principles underpinning this vision. The chapter also sets out the strategic objectives of how we will deliver our regional role, maximise the Olympics and achieve wider sustainability.

Refocusing on our town centres

Strengthening neighbourhood well-being

Enabling prosperous communities

Designing a high-quality city

These four chapters detail the borough wide strategies.

Delivering placemaking

Presents for each place the vision, the priorities and principles that will assist in delivering place making across Tower Hamlets.

Delivery and monitoring

Sets out how the Core Strategy will be delivered and monitored.

Appendices

Contains the Glossary of terms; Programme of delivery; Monitoring framework; Town centre hierarchy; List of superseded policies; Key challenges and objectives matrix; and Endnotes.

Structure of borough-wide strategies

Where we want to be

SO01

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What it will look like

Shows an illustrative spatial
representation of the strategy
on a map

How we are going to get there SP01

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How we are going to get there

Sets out the spatial policies which
will guide development through-
out the borough.

Why we have taken this approach

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Why we have taken this approach

Explains and justifies the approach
taken and links it to the relevant
evidence base that supports it.

Where we want to be

Sets out the borough wide strategic
objectives that will enable
us to get where we want to be

Structure of delivering placemaking

Vision

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Vision diagram

Provides an annotated and
illustrative diagram of the
vision

Opportunities and growth

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Opportunities and growth

Indicates the opportunities for
change and growth likely to arise

How we are going to get there

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How we are going to get there

Sets out the priorities and wider
principles that will guide devel-
opment towards the vision.

Vision

Describes what the place will
be like

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Setting the scene

1

Building a spatial strategy

Local Development Framework

1.1 The primary purpose of the Local Development Framework is to assist in the regeneration and sustainable development of Tower Hamlets by implementing the spatial aspects of building One Tower Hamlets (see p.19). The Core Strategy is the principal document in the LDF as it sets the borough's spatial strategy to 2025.

Other Development Plan Documents that will support the Core Strategy are:

- **Development Management DPD** - setting out detailed policies to support development decisions
- **Sites and Placemaking DPD** - setting out place and site specific proposals for the borough, including key site allocations.
- **Proposals Map** - setting out specific boundaries within which particular policies apply.
- Any **Area Actions Plans** that are required
- In addition, any **Supplementary Planning Documents** required to help support and add further detail to the DPD policies.

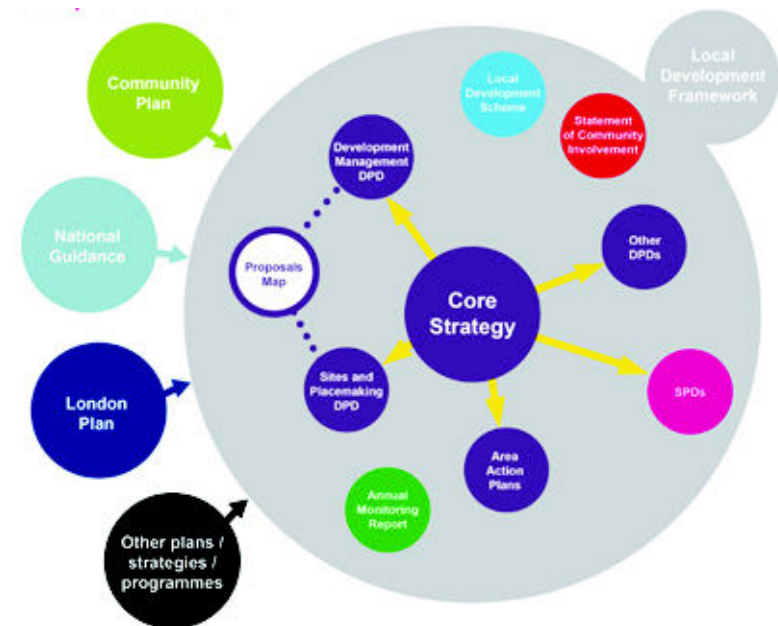
The Core Strategy 2025

1.2 The Core Strategy is not a stand-alone document; it is one piece of a wider spatial framework for the borough. The Core Strategy sets out an ambitious and long-term spatial strategy to deliver the aspirations set out in the Community Plan. It sets out broad areas and principles, and where, how and when development should be delivered across the borough until 2025. It is also outcome-focused, and does not solely relate to development decisions.

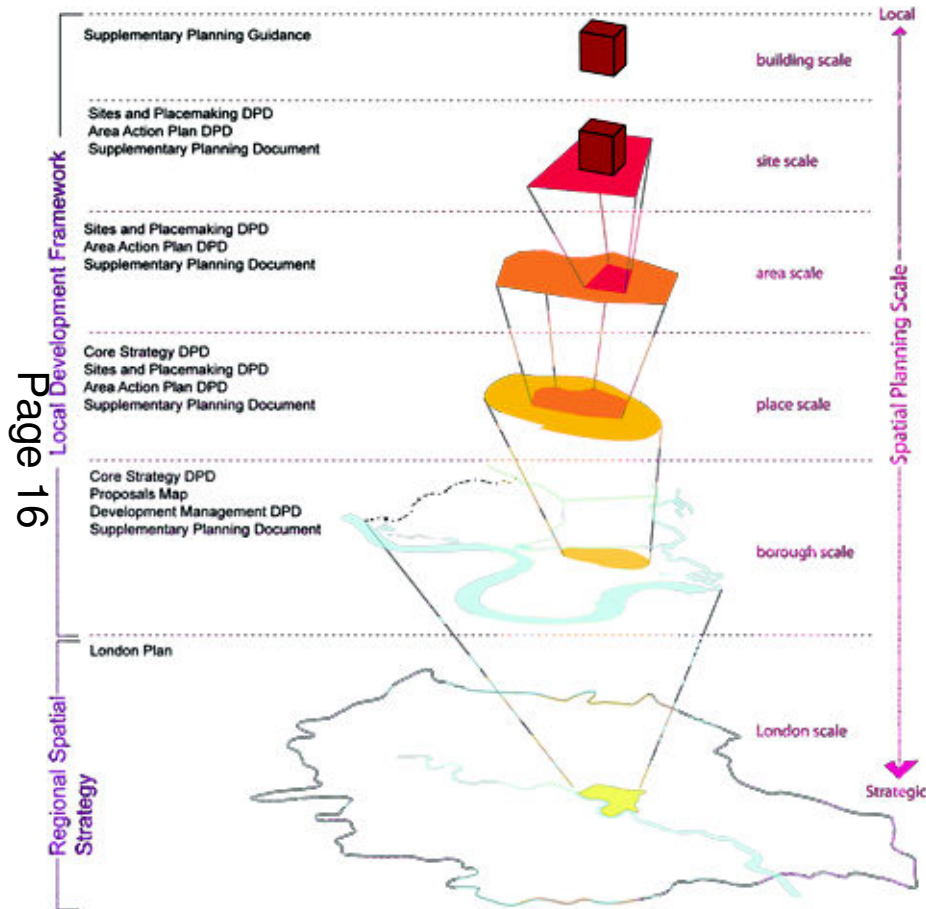
It is **not** the role of the Core Strategy to:

- set out detailed policies in relation to planning applications
- set out site specific policies and allocations
- set out defined boundaries on an OS-based map

▶ See Planning Policy Statement 12



▲ Fig 1. The Local Development Framework



▲ Fig 2. A diagram showing the inter-relationship between spatial scale and LDF spatial planning tools

Produced in partnership

- 1.3 The Core Strategy has been produced after extensive stakeholder engagement and wider consultation, adhering to the principles set out in the Tower Hamlets Statement of Community Involvement.
- 1.4 This document has been prepared in accordance with the Planning Act 2008, The Town and Country Planning Regulations 2008 and Planning Policy Statement 12. This document is the final submission Core Strategy informed by the two previous option consultation papers* and from previous research and engagement prior to the 2008 Act.
- 1.5 The first round of consultation identified within the Options and Alternatives Consultation Document two potential overarching strategies. One strategy was looked to refocus on our town centres, and the other advocated for organic growth across the borough. This Consultation Document also looked at options for each of the borough wide policies coming forward.
- 1.6 In selecting the overarching strategy, consultation findings and further evidence base suggested a combined approach which sought to refocus on town centres, while still recognising the organic nature of growth in the areas adjacent to the City Fringe and Canary Wharf. This preferred approach for the overarching strategy, along with the preferred approach for the borough-wide policies, was tested as part of the second consultation phase – Options and Alternatives for Places. This phase also tested options for how the borough-wide policies would affect the 24 identified individual places of Tower Hamlets. It also tested the vision for each place, which included engagement with the community and stakeholders about what each place would look like in the future and how that might be delivered.
- 1.7 The preferred approach for the overarching strategy is stated within chapter 3 “Refocusing on our town centres”.
- 1.8 The Core Strategy seeks to provide a robust spatial strategy for Tower Hamlets. It has been developed in line with national and regional planning policy, and while not repeating, it does seek to interpret this guidance locally, to the particular needs and characteristics of Tower Hamlets.

Putting it into perspective

- 1.9 The Core Strategy looks at guiding and delivering strategic growth on a local scale. But this is significantly affected by a variety of factors on global, national and regional scales.



Global challenges

Climate change

- 1.10 There is a consensus among experts that human activities are contributing to climate change through the release of greenhouse gases into the atmosphere¹. The built environment contributes to greenhouse gas emissions and therefore sustainable development plays a critical role in tackling climate change².

Global economy

- 1.11 The global economy is currently experiencing a significant downturn that is impacting on the UK's and London's economic activities³.

Health equality and well-being

- 1.12 Urban living provides many benefits but can place stresses and strains on the health and well-being of those who live and work in cities. Urban planning can play a significant role in creating healthy cities that contribute towards healthier communities⁴. The important role of planning and health is recognised by the World Health Organisation (WHO) in its Healthy Cities and urban governance programme⁵.

International migration

- 1.13 Migration is a major factor in shaping the population distribution. As the global population becomes increasingly urbanised and populations move due to the effects of climate change this creates a wide range of positive and negative issues.



▲ Fig 3. London continues to be one of the worlds global cities



UK issues & responses

1.14 Global issues have a significant impact on the UK and are shown to have the following influences:

Impacts of climate change

1.15 The impact of climate change on the UK is likely to be in the form of more extreme weather events with effects on the natural environment, national prosperity and social cohesion⁶. As such, the UK Government has committed to mitigate and adapt to the impacts of climate change by meeting international and national targets⁷.

National economy

1.16 The UK is currently experiencing the effects of the global economic crisis which is limiting the country's economic growth and is expected to continue for the next two to three years⁸. The Core Strategy through the Plan-Monitor-Manage approach, is well placed to adapt to changing economic circumstances.

Health equality and well-being

1.17 Lifestyle factors and the wider determinants of health have an impact on health equality in the UK⁹. The built environment can play an important part in helping to address ill health and promote healthy and sustainable communities¹⁰. It can also provide appropriate locations for healthcare services by considering human health and well-being¹¹.

Population migration

1.18 The UK has always attracted new people for many varied reasons and this is expected to continue as the mobile global workforce seeks employment opportunities. London sits as the spatial and economic centre of the UK, it is also the Gateway to mainland Europe (see diagram to the right). Within the UK, the population of London and South-east is expanding as people move to these areas.

Spatial Planning

1.19 The UK Government responds to the preceding issues by developing and implementing national policies and guidance. One such response has been the development of new national guidance to modernise the UK planning system through spatial planning. Spatial planning is a process of placemaking and delivery which aims to streamline the planning process through a flexible, proactive and spatial approach¹².

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◀ Fig 4. National context - London sits as the centre of the UK, spatially and economically.



Regional challenges

London and climate change

1.20 The effects of the increase in carbon emissions since industrialisation can already be felt in London, with milder winters and hotter summers being experienced. Some other effects of climate change on London which can be expected include¹³:

- Heat waves and other extreme weather events
- An increase in the “urban heat island” effect
- Increased risk of flooding
- Extra pressure on London’s water resources
- Increased health risks for vulnerable groups, including the elderly
- Impacts on biodiversity, including the loss of species

London’s economy

1.21 The national agenda places the Greater London region as the key driver of the UK economy, with an emphasis on growth, investment and connectivity¹⁴. Historically Tower Hamlets has been an important strategic link between central London and the east of England with the borough providing the early trading routes to eastern ports from central London¹⁵; today it forms the western edge to the Thames Gateway growth corridor.

Health equality and well-being in London

1.22 For all of London’s strengths, it is marked by high levels of deprivation, social exclusion and homelessness. It is a city showing extremes of affluence and poverty, often next door to each other. High infant death rates, levels of mental ill health, and drug misuse and addiction are of serious concern in some areas. A coordinated, London-wide approach can make a significant difference to the factors influencing Londoners’ health. Recognising this, a broad range of organisations have formed a

partnership called London Health Commission to reduce health inequalities and improve the health and well being of all Londoners.

Migration

1.23 London has always attracted new people for a variety of reasons and this is expected to continue as the highly mobile labour market takes advantage of the economic opportunities present in London¹⁶.

Thames Gateway growth area

1.24 The Government has identified the Thames Gateway as a key location for the delivery of new homes and sustainable communities over the next 25 years¹⁷. This will significantly help to address the regional need for more housing, partly due to population growth, but also lifestyle changes as smaller households become more common. The London Thames Gateway Development Corporation acts as the main delivery and coordinating agent for the regeneration of the Lower Lea Valley and Barking and Dagenham areas of the Thames Gateway.

1.25 Major transport improvements are underway or planned for the Thames Gateway and London in order for it to fulfil and facilitate its growth aspirations. Crossrail and the Channel Tunnel Rail Link (CTRL) are the two main infrastructure projects that will significantly improve regional and international connections from east London¹⁸.

2012 Olympic and Paralympic Games

1.26 This is the single largest regeneration project in Europe and the UK, and it is happening in east London. The legacy of the Olympic Park, including the Legacy Masterplan Framework and Stratford City, will have both immediate and lasting impacts, helping to transform Tower Hamlets. The five Olympic boroughs - Newham, Hackney, Waltham Forest, Greenwich and Tower Hamlets - are working together across a number of sectors, through the creation of a Strategic Regeneration Framework and Multi-Area Agreement¹⁹, to ensure the delivery of its legacy benefits to east London.

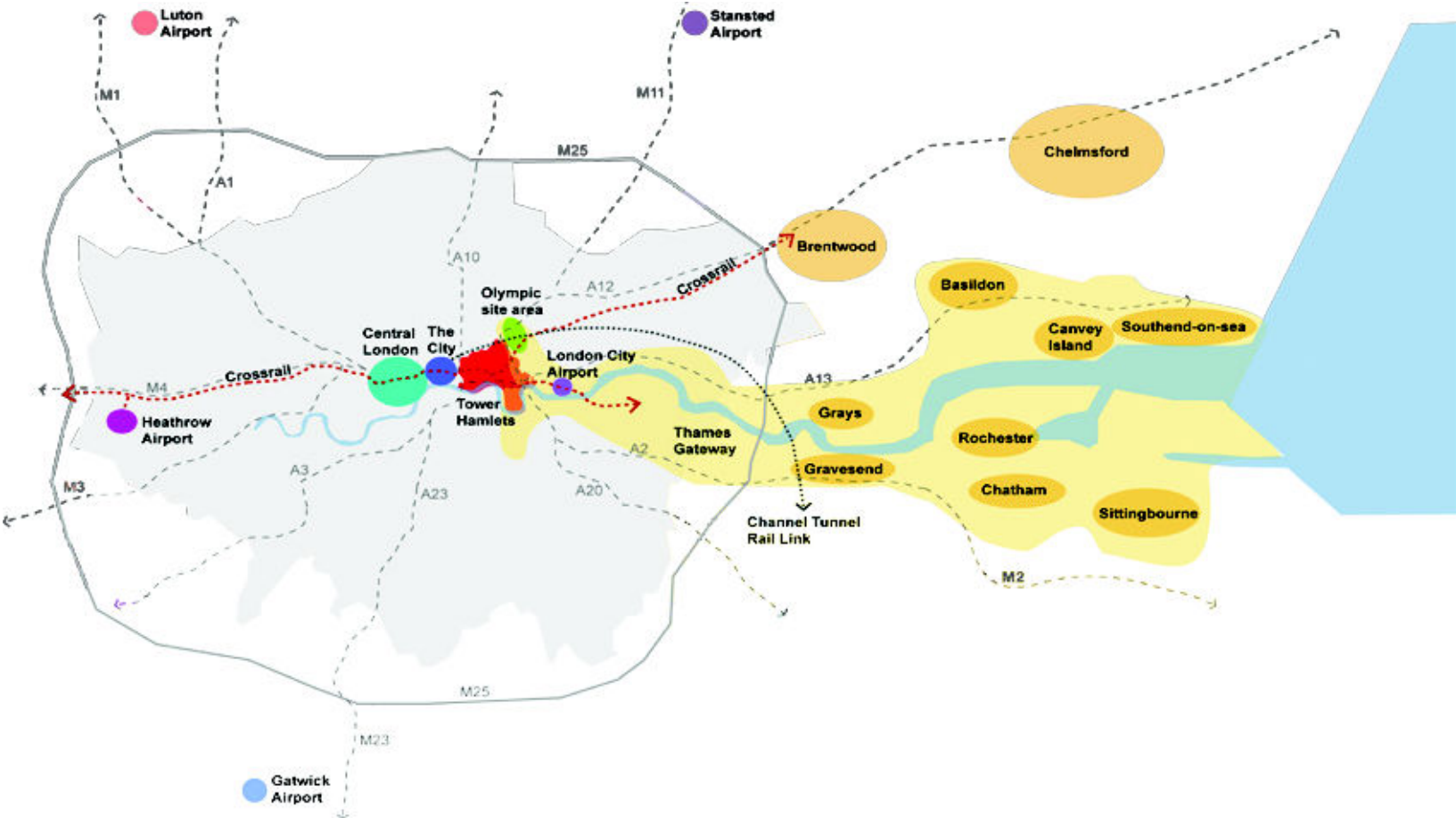


Fig 5. A diagram showing the regional context of Tower Hamlets as part of London and its relationship to the Thames Gateway growth corridor

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One Tower Hamlets diverse communities and distinct places

A borough of diverse communities

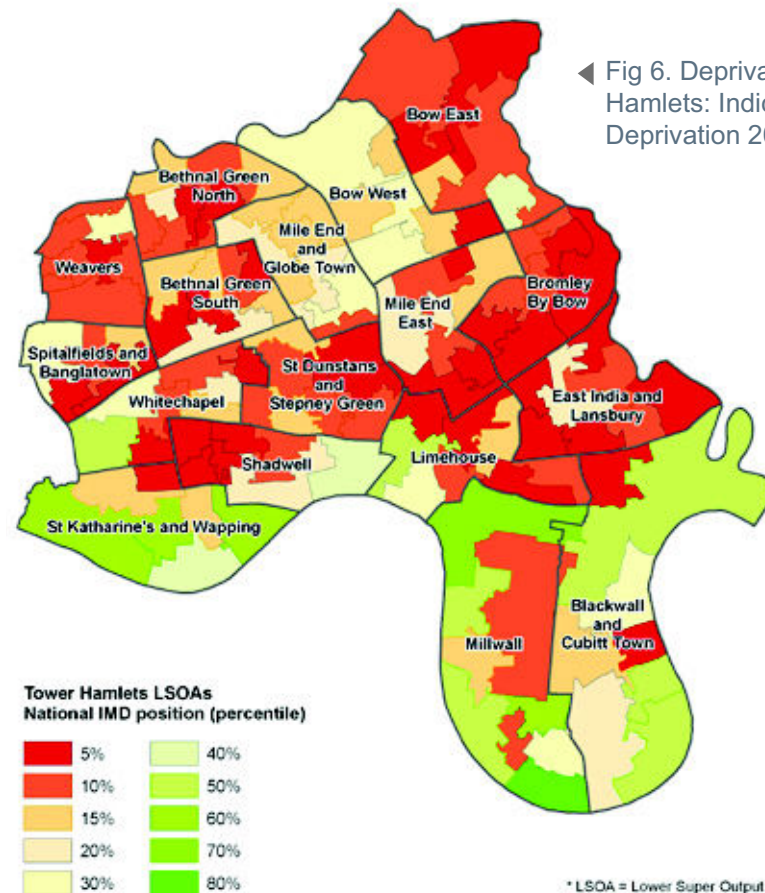
1.27 The people of Tower Hamlets are the borough's greatest asset. The community that lives and works in the borough is as diverse as the landscape around it. Tower Hamlets has always been a diverse place, attracting communities from all over the country and the rest of the world. Our population is expected to reach 300,000 by 2025 with many new communities moving into the borough which will contribute to a changing community profile over the next fifteen years²⁰.

1.28 Tower Hamlets is one of the most ethnically diverse areas in the country. About half of the total population are from black and ethnic minority communities (refer to Figure 7), and around 110 different languages are spoken by our school pupils. The proportion of young people living in Tower Hamlets currently stands at 35% (Figure 8), which is much higher than the 18% average for the rest of inner London, and over 70% of our young people are from minority ethnic backgrounds²¹.

1.29 Tower Hamlets is also ranked as the third most deprived local authority in the country (refer to Figure 6) after the London Boroughs of Hackney and Newham, with local people suffering from a number of health and well-being challenges, including high levels of obesity (approximately 20% of adults) and high levels of smoking (37% of adults)²². This is affecting overall life expectancy which stands at 75 for men and 80 for women, placing Tower Hamlets 383rd and 361st respectively, out of 432 local authority areas²³.

1.30 The population of Tower Hamlets increases significantly on weekdays, with more than 200,000 workers commuting into Canary Wharf²⁴. Conversely for people living in Tower Hamlets, worklessness is a critical issue. The employment rate for the working age population is 58.6% compared with London's 69.8% and 74.3% for the UK²⁵. In addition, whilst the average salary for those working in Tower Hamlets is nearly £69,000, 23% of families live on less than £15,000²⁶.

1.31 Tower Hamlets has one of the highest population densities in inner London. By 2025 it's projected that there will be a further 43,000 new homes in the borough. However, housing affordability is low in comparison to national standards, and existing social housing quality (in terms of decency) is low but improving²⁷. Housing need, both in terms of quality and quantity, is one of the most significant drivers for change in the borough.



A borough of distinct places

1.32 Tower Hamlets has a long and rich history, arising from the collection of Hamlets that grew along and around the trade and movement routes between the City of London and the hinterlands of Essex (refer Figure 9).

1.33 The greatest natural asset in the borough is the River Thames and the network of inland waterways which transect the borough. Open and green spaces are dotted throughout the borough, with Victoria Park and Mile End Park providing the most significant contribution. Given the inner-London nature of the borough, improving access to open, green and water spaces continues to be a significant challenge²⁸.

1.34 There are many physical assets that put Tower Hamlets on the map, the most significant being the Tower of London - a UNESCO World Heritage Site - and the iconic Canary Wharf. Many of the places of Tower Hamlets, (Bethnal Green, Bow, and Whitechapel) are also well renowned as being the home of London's East End. Many places, from the former docklands to the Lower Lee Valley continue to be the focus for significant regeneration, with the shift in the economy away from manufacturing to a service-based economy.

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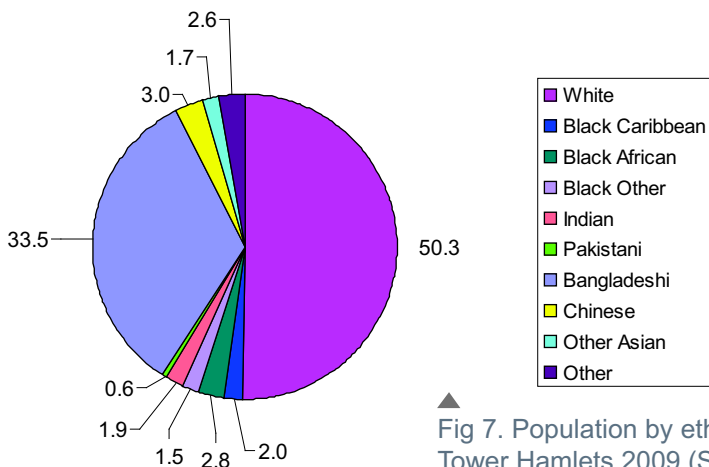


Fig 7. Population by ethnicity Tower Hamlets 2009 (Source GLA Estimate)

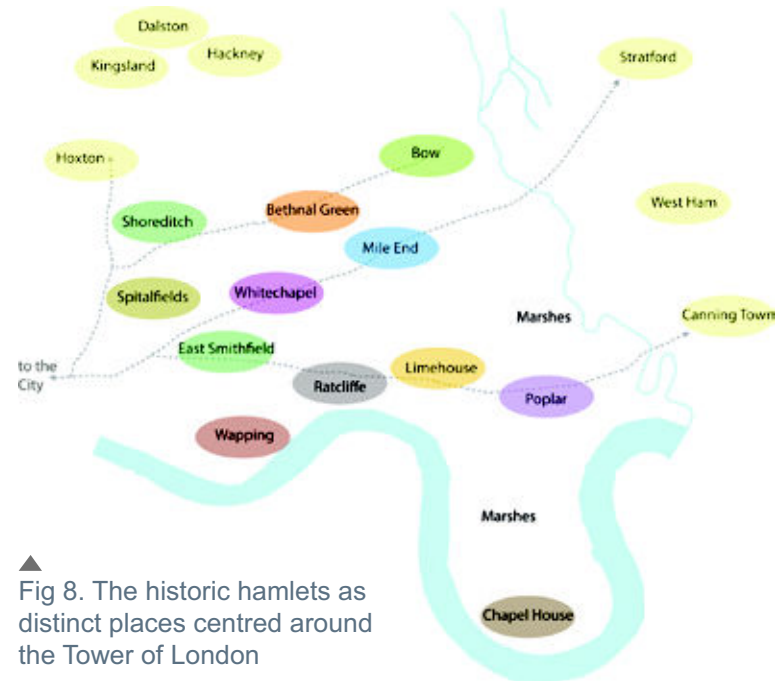


Fig 8. The historic hamlets as distinct places centred around the Tower of London

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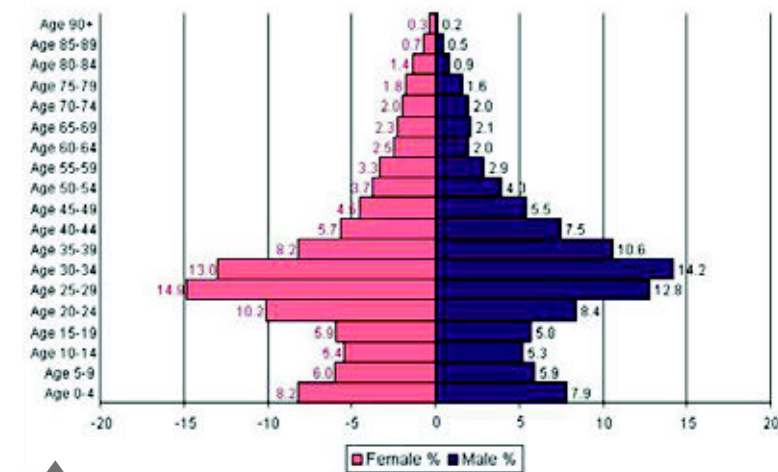


Fig 9. Age structure of Tower Hamlets Population

One Tower Hamlets a spatial response



A great place to live = Placemaking
 creating well-designed neighbourhoods that equal more than the sum of their parts

Building One Tower Hamlets through the Community Plan

1.35 Tower Hamlets Partnership has prepared the Tower Hamlets Community Plan which provides an exciting vision for the borough to 2020 and clearly defines the priorities for change. This plan sets out an ambitious agenda to ensure the borough's diverse communities are prosperous, healthy, safe and supportive. The over-arching aim of the Community Plan is to **“improve the quality of life for everyone who lives and works in the borough”** and the plan's priorities and objectives are arranged around four themes²⁹:

- A Great Place to Live
- A Prosperous Community
- A Safe and Supportive Community
- A Healthy Community

1.36 Underpinning these themes is the aspiration to build 'One Tower Hamlets' – a borough where everyone has equal stake and status; where people have the same opportunities as their neighbour; where people have a responsibility to contribute; and where families are the cornerstone of success.



Building One Tower Hamlets through the Core Strategy

1.37 Where the Community Plan sets out the aspirations for the communities of Tower Hamlets, the Core Strategy seeks to translate these into a physical reality. The Core Strategy achieves this by setting out a spatial framework to design, build and plan great places to live and work. The Core Strategy seeks to understand the roles and opportunities of each place in the borough. It brings these opportunities together to enable shared success across the borough and deliver the vision of One Tower Hamlets.

Fig 10 & 11. Diagrams showing the relationship between the Community Plan (top) and the Core Strategy (bottom)





The big spatial vision 2

A spatial vision for Tower Hamlets

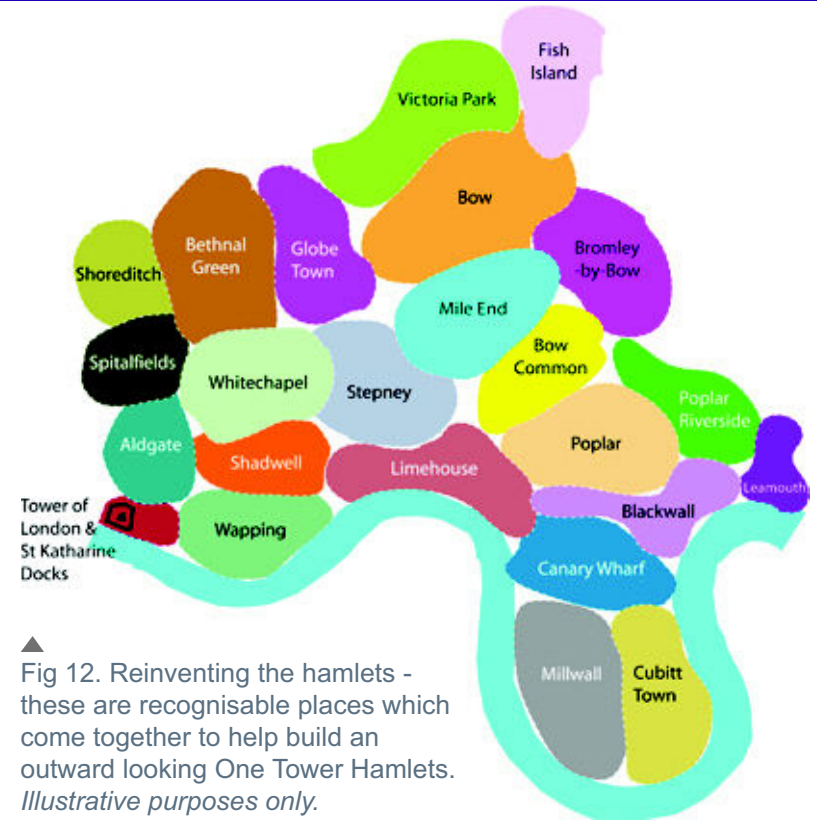
Reinventing the Hamlets

Vision Statement

Tower Hamlets will reinvent, strengthen and transform the places that makes this borough unique. It will continue to be a place for diverse communities, building on its strategic importance as a unique part of inner London. Set alongside the iconic River Thames and the Tower of London, and within a network of parks and waterways, Tower Hamlets will continue to prosper as a collection of places, coming together to build One Tower Hamlets.

Tower Hamlets will play a significant part in developing London as a successful, sustainable, global city. It will prosper through sustainable regeneration which stems from the major economic hubs of Canary Wharf, the City and Stratford.

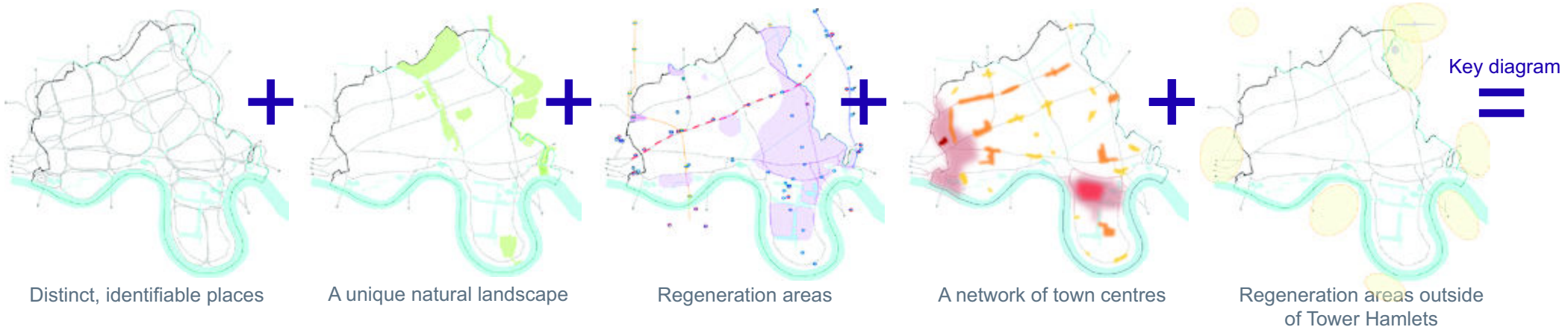
This will filter down to the connected network of vibrant and regenerated locally distinct places that has evolved from the borough's rich history. From Spitalfields to Poplar and from Canary Wharf to Bow, each place will have a distinct identity, role and function but all will be well-designed, vibrant, and above all, a great place to live.



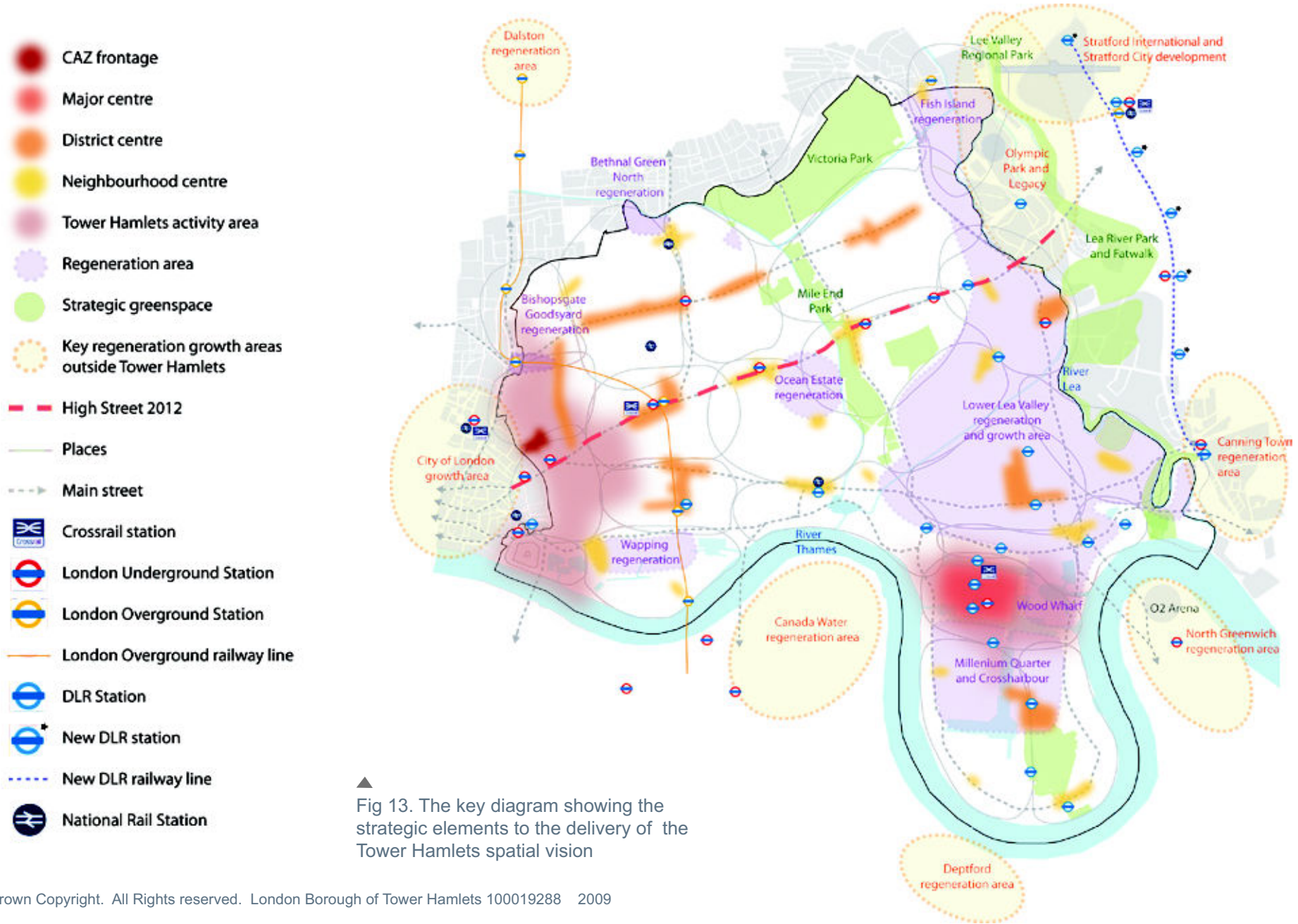
▲ Fig 12. Reinventing the hamlets - these are recognisable places which come together to help build an outward looking One Tower Hamlets. *Illustrative purposes only.*

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▼ Fig 13. The layers that combine to form the key diagram for Tower Hamlets



Key Diagram



▲ Fig 13. The key diagram showing the strategic elements to the delivery of the Tower Hamlets spatial vision

Vision Statement Key Principles

This spatial vision is underpinned by a number of key principles which guide and steer the Local Development Framework and its long term implementation:

- Optimise the use of land
- Integrate movement and land use
- Reinforce a sense of place
- Work in partnership
- Conserve and reuse resources
- Diversify and grow the economy
- Good design from the outset
- Evidence based decisions
- Support community cohesion
- Live within environmental limits
- Support human health and wellbeing
- Access to nature and open space

Programme of Delivery

Delivery of the spatial vision is an essential element of the Core Strategy; without which the vision will not be achieved. The council and its key partners are committed to ongoing delivery and pro-actively drive five transformational programmes that form a 'Programme of Delivery' to assist in the delivery of the spatial vision. The programmes are:

- Comprehensive regeneration areas
- Infrastructure Delivery Plan
- Housing investment and delivery programmes
- Policy and strategy programmes
- Tower Hamlets Green Grid

This Programme of Delivery (*refer to Appendix 2*) underpins the delivery and implementation of the Core Strategy and its spatial themes. This ensures that a clear, consistent and wide-ranging delivery approach is embedded throughout the Core Strategy.



▲ Fig 14. The spatial vision and spatial themes

Why we have taken this approach

- Page 80
- 2.1 How we design and plan our places has both a direct and indirect impact upon the quality of life of local people. Many different components come together to make a place work well, and understanding how place works is a key ingredient in the new spatial planning agenda³⁰.
- 2.2 The place making approach has taken increased prominence over recent years and is identified by a number of government papers and guidance on local spatial planning³¹. Bringing together the local public and delivery partners through place shaping will enable the effective and targeted delivery of the Community Plan objectives throughout the places of Tower Hamlets. This will create places that are outward-looking, integrated, sustainable and great places to live and work.
- 2.3 Neighbourhoods based around a clear and coherent urban structure supported by all the necessary physical, social and green infrastructure, offer a sustainable model of city living. This allows local people to benefit from local activities whilst also being part of the metropolitan scale of activities that take place in other areas of London³².
- 2.4 Achieving the Community Plan's vision of One Tower Hamlets requires an understanding of how each of the places that make up Tower Hamlets work. Understanding the role and function of each place, its strengths and weaknesses will ensure a well orchestrated approach to addressing the issues faced by these places and Tower Hamlets as a whole.
- 2.5 Reinventing the Hamlets is a vision, yet it is firmly underpinned by a number of key principles. These principles, gathered from best practice and government and regional guidance, ensure the longevity of good spatial planning is embedded at the highest, most strategic scale by which other documents take their lead.
- 2.6 The spatial vision for the borough of "reinventing the hamlets" is a spatial interpretation of the Community Plan vision and key priorities. Derived from this spatial vision are five priority outcomes; refocusing on our town centres, strengthening neighbourhood well-being, enabling prosperous communities, designing a high-quality city and delivering placemaking; each of these addresses a number of borough-wide issues. Not only have these five priority outcomes been derived from the spatial vision, but each one is a key component of the vision and achieving these outcomes is crucial to realising the vision of "reinventing the hamlets."
- 2.7 Delivery of this ambitious spatial vision requires a comprehensive and ongoing delivery model which is termed the programme of delivery. This is a package of works and projects that ensure delivery and implementation is embedded throughout the structure of the Core Strategy. The Programme of Delivery is underpinned by an infrastructure schedule and the housing growth numbers generated by the Planning for Population Change and Growth Model. The Programme of Delivery will be monitored as part of the Annual Monitoring Report. See appendix two for more information.

Key supporting evidence base

- PPS12: Local Spatial Planning, 2008
- DCLG World Class Places, 2009
- RTPI A New Vision for Planning, 2001
- DCLG Transforming Places; Changing Lives - A Framework for Regeneration, 2008
- DETR Towards an Urban Renaissance, 1999
- LBTH Community Plan, 2008
- LBTH Urban Structure and Characterisation Study, 2009
- LBTH Town Centre Spatial Strategy Spatial Baseline, 2009

Delivering our regional role

Delivering Tower Hamlets' regional role SO1

Sitting successfully in a regenerated east London, Tower Hamlets will contribute to the regional role of London and the Thames Gateway, by:

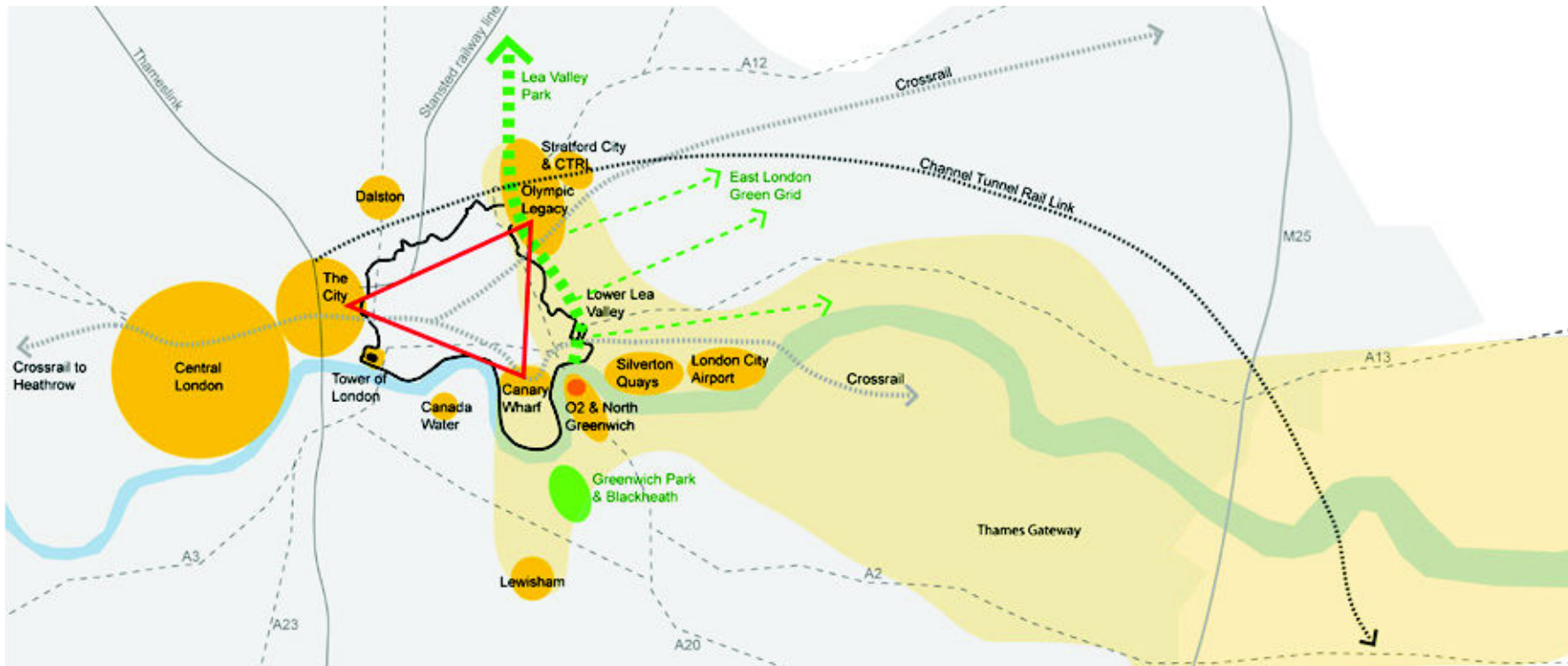
- Positioning Tower Hamlets within London's global offer to ensure it continues to be a place of diversity, enterprise and cultural significance.
- Fulfilling our gateway role in the Thames Gateway, supporting Canary Wharf, Stratford and the Lower Lea Valley as key drivers of sub-regional growth.
- Optimising the use of land to deliver the growth agenda and targets as defined by the London Plan.
- Ensuring growth is supported by all types of infrastructure, (including CTRL and Crossrail) to help Tower Hamlets develop as a liveable, sustainable and healthy area of inner London.
- Fulfilling our environmental responsibilities to protect our natural environment, manage and reduce flood risk, and live within the environmental limits of the region.
- Ensuring large developments of regional significance are planned to maximise benefits for local people and the region as a whole.
- Working in partnership to deliver a long-term and proactive approach to the regeneration of east London and Tower Hamlets.

Maximising the benefits of the Olympic legacy SO2

Tower Hamlets will maximise the benefits and opportunities offered by 2012 Olympic and Paralympic Games and its legacy through:

- Working closely with the appropriate authorities including neighbouring boroughs, ODA, GLA, CLG, LTGDC and the LDA to ensure a collaborative approach to the planning and implementation of the Olympic Legacy.
- Regenerating Fish Island to facilitate a better connected place that responds to its surroundings by connecting Bow to the Olympic Legacy area, Stratford City and wider transport links. (See *Fish Island vision p.102*)
- Delivering High Street 2012 as a series of linked physical improvement projects, economic development, marketing and cultural projects.
- Assisting in the creation of the Lea River Park to link the Olympic Legacy area and Lea Valley Regional Park with the Thames through a series of public open spaces and footpaths.
- Significant investment in Victoria Park as a green space of regional importance.
- Taking full advantage of people visiting the borough as the "playground of the Olympics", to stimulate the local economy.
- Supporting our communities in participating in activities, sports and opportunities linked with the Olympics and the Olympic Legacy.
- Stimulating economic regeneration through the creation of new local employment, enterprise and business opportunities.





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▲ Fig 15. Delivering Tower Hamlets regional role

Why we have taken this approach

- 2.8 Tower Hamlets sits within a unique regional context. It is unique because of the amount of growth, investment and regeneration occurring over the next 50 years. The Government has identified the Thames Gateway as a key location for the delivery of new homes and sustainable communities over the next 25 years³⁴. The London Thames Gateway Development Corporation acts as the main delivery and coordination agent for the regeneration of the Lower Lea Valley and Barking and Dagenham areas of the Thames Gateway.
- 2.9 Major transport improvements are underway or planned for the Thames Gateway and London in order for it to fulfil and facilitate its growth aspirations. Crossrail and the CTRL are the two main in-

frastructure projects planned that will significantly improve regional and international connections³⁵.

- 2.10 The Olympics is the single largest regeneration project in Europe and the UK. The legacy of the Olympic Park, including the Legacy Masterplan Framework and Stratford City will have both immediate and lasting impacts, helping to transform Tower Hamlets³⁶. The five Olympic boroughs - Newham, Hackney, Waltham Forest, Greenwich and Tower Hamlets - are working together across a number of sectors, through the creation of a Strategic Regeneration Framework and Multi-Area Agreement to ensure the delivery of its legacy benefits to east London.

Achieving wider sustainability

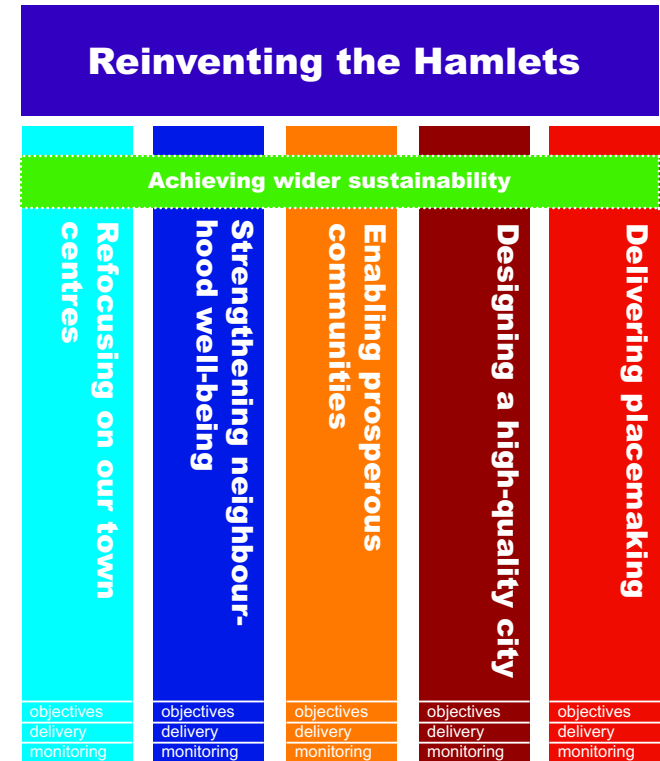
Achieving wider sustainability

SO3

Tower Hamlets will achieve environmental, social and economic development simultaneously; the improvement of one will not be to the detriment of another. Where trade-offs between competing objectives are unavoidable, these will be transparent and minimised. This will be realised by:

- Planning for healthy environments that recognise the important, interrelated health benefits of:
 - Well designed neighbourhoods;
 - High quality housing;
 - Access to employment opportunities;
 - Access to open space; and
 - Shops and services.
- Mitigating and adapting the built environment to climate change by limiting carbon emissions from development, delivering decentralised and renewable or low carbon energy and minimising vulnerability to a changeable climate.
- Minimising the use of natural resources.
- Working pro-actively to protect and enhance the quality of the environment.
- Improving air, land and water quality by minimising air, noise, land and water pollution.
- Ensuring the capacity of existing and new infrastructure is adequate to support development and growth with the cumulative impact of this development being considered.

Page 33



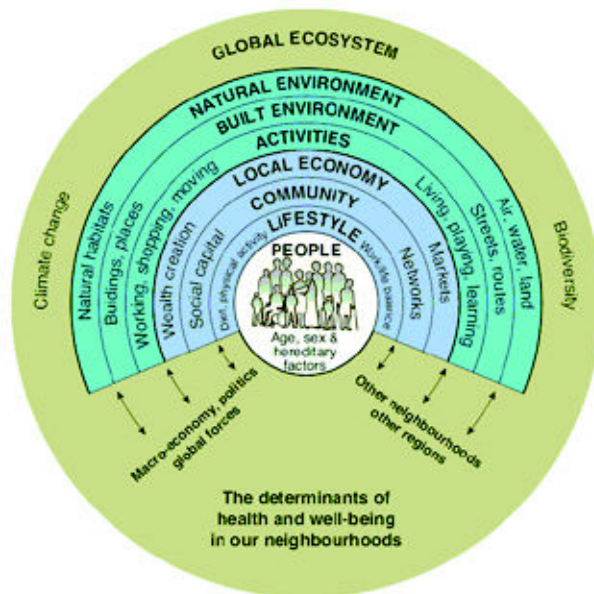
▲ Fig 16. The spatial vision sits on five spatial strands with wider sustainability crosscutting all



Why we have taken this approach

- 2.11 Tower Hamlets has the exciting opportunity to deliver successful sustainable development³⁷ and support the growth of vibrant sustainable communities³⁸ through the envisaged growth within the borough.
- 2.12 The concept of sustainability is an extremely complicated one with many interwoven factors needing to be addressed to ensure a successful approach³⁹. As such, every strategic objective and spatial policy within the Core Strategy has been developed to ensure that each contributes to the important elements of improving health and wellbeing and tackling climate change through interventions in the built environment.
- 2.13 Improving the health and wellbeing of the population is a nationally recognised priority⁴⁰ and is acknowledged to be influenced by the 'wider determinants of health' such as income, education, poverty, housing, built environment and community cohesion⁴¹. When each or a combination of these factors are linked to deprivation, these can have significant negative impacts on health⁴² and continue to reinforce health inequalities.

Fig 17. Health determinants have wide reaching impacts on quality of life and quality of place



- 2.14 This is especially relevant for Tower Hamlets, given that it is the third most deprived local authority in England and is indicated to have population health levels that are lower than the national averages⁴³. The Joint Strategic Needs Assessment provides specific examples such as high rates of smoking in the community (37%; nationally the rate is 27%)⁴⁴ and rising levels of obesity (the borough's Reception year children have the second highest obesity rate in London)⁴⁵. In planning for the needs of a healthy population, the Core Strategy is able to help ensure resources and uses are effectively positioned and implemented to improve health within the borough.
- 2.15 A significant factor that is increasingly recognised to have an impact on the long-term health and wellbeing of communities is climate change⁴⁶. Climate change is acknowledged as an urgent and serious global issue. A growing body of scientific evidence has made an undeniable case for addressing climate change⁴⁷. Development plays a significant role in contributing to climate change, but through the effective implementation of the Core Strategy and associated policy documents, the council can help with the mitigation of and adaptation to climate change⁴⁸.
- 2.16 To ensure the Core Strategy meets the demands for sustainable development and communities, the document and its development process are critically evaluated by a Sustainability Appraisal process⁴⁹. This process assesses each spatial policy against a wide range of sustainability criteria and the results are used to inform the document's development.

Key supporting evidence base

- UK Government Climate Change Act 2008
- PPS1: Delivering Sustainable Development, 2005
- PPS1: Supplement: Planning and Climate Change, 2008
- UK Government Sustainable Development Strategy, 2005
- Sustainable Communities Plan (Sustainable Communities: Building for the future), 2003
- Choosing Health White Paper, 2004
- LBTH Community Plan, 2008
- NHS Tower Hamlets Joint Strategic Needs Assessment, 2008/09
- LBTH Climate Change Mitigation and Adaptation Report, 2009



Refocusing on our town centres



Refocusing on our town centres

Where we want to be

SO4

To have a hierarchy of interconnected, vibrant and inclusive town centres that are mixed use hubs for retail, commercial, leisure, civic and residential. The purpose of each town centre will differ according to its role and function.















SO5

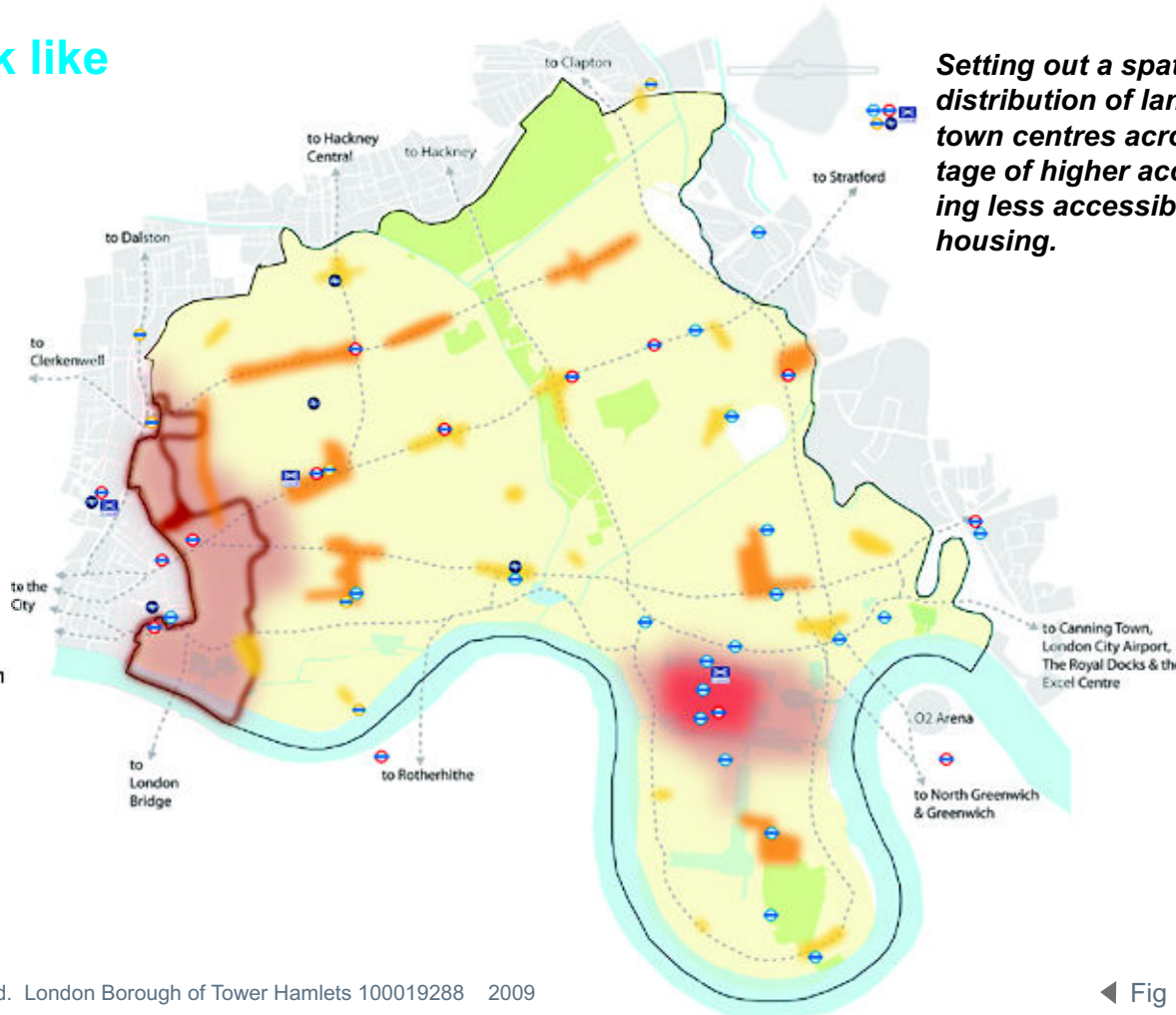
To promote mixed use at the edge of town centres and along main streets.

SO6

To promote areas outside of town centres for primarily residential and supporting uses that do not need the higher levels of accessibility that town centres require.

What will it look like

-  Central Activity Zone frontage
-  Major centre
-  District centre
-  Neighbourhood centre
-  Tower Hamlets Activity Area
-  Central Activity Zone
-  Main street
-  Predominantly residential area
-  Metropolitan Open Land
-  Crossrail station
-  London Underground Station
-  London Overground Station
-  DLR Station
-  National Rail Station



Setting out a spatial strategy that ensures the distribution of land uses supports a network of town centres across the borough, taking advantage of higher accessibility levels while promoting less accessible areas as places for primarily housing.

How we are going to get there

SP01

1. Redefine and apply the town centre hierarchy as follows:

a. **Central Activity Zone**

Apply London Plan policy on CAZ.

b. **Tower Hamlets Activity Area**

Provide transitional areas that are complementary, yet different, to the distinct designations of the CAZ and Canary Wharf major town centre. This will be achieved through the promotion of a vibrant mix of uses that are economically competitive, based on a set of principles, defined in the Town Centre Spatial Strategy.

c. **Major Centre**

Maintain and enhance Canary Wharf as an important major centre in the borough through, improving its local accessibility and supporting its continued growth.

d. **District Centre**

Enhance existing district centres, and create ones that contain a wide range of shops and services to meet the needs of local communities. New district centres at:

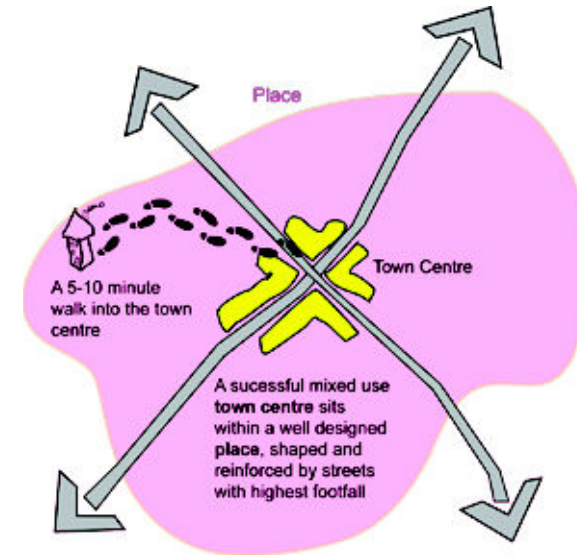
- Bromley-by-Bow: to support wider regeneration
- Brick Lane: reclassified from a neighbourhood centre

e. **Neighbourhood Centre**

Enhance existing neighbourhood centres, and create new ones that contain a range of shops including essential uses that serve a local catchment area. New neighbourhood centres to reflect existing mixed-use activity at:

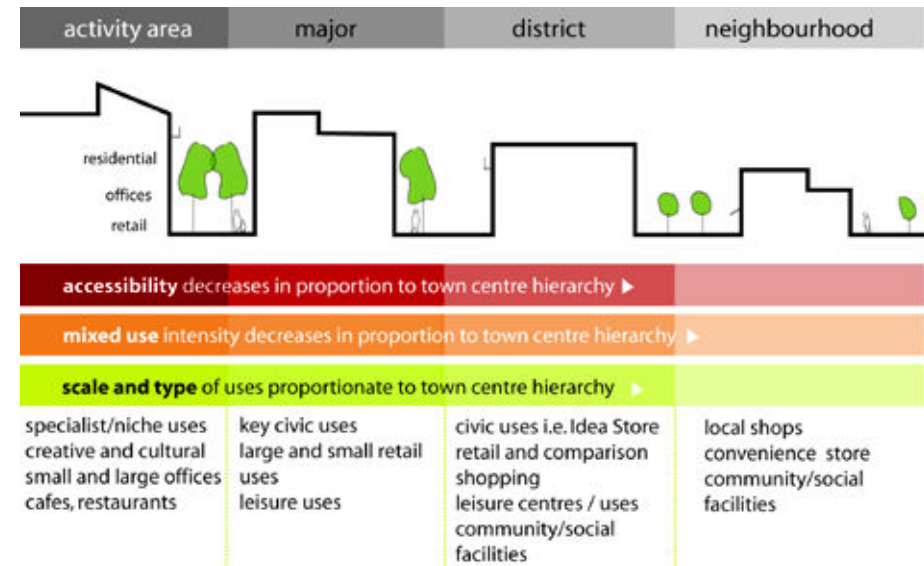
- Mile End
- Limehouse Station
- Thomas More
- Stepney Green
- Devons Road
- Hackney Wick

▶ See Appendix Four for the detailed town centre hierarchy and see Chapter 4 of the Town Centre Spatial Strategy (2009) for further information about each town centre.



▲ Fig 19. Place and town centre relationship

Graphics are for illustrative purposes only



▲ Fig 20. Hierarchy of town centres

Graphics are for illustrative purposes only

SP01

2. Ensure the scale and type of uses within town centres are consistent with the hierarchy, scale and role of each town centre. This will be achieved by:
 - a. Concentrating civic uses and service provision in town centres of the appropriate scale.
 - b. Ensuring town centres are active, well-used and safe during day and night through appropriate uses and good design.
 - c. Encourage evening and night time economy uses that contribute to the vibrancy, inclusiveness and economic vitality of our town centre hierarchy. Ensuring such uses are:
 - i. Not over-concentrated in areas where they will have a detrimental impact on local people;
 - ii. Of a balanced provision to cater for varied needs; and
 - iii. Complementary to existing uses and activities.
 - d. Promoting mixed-use and multi-purpose town centres with a mix of unit sizes and types (including smaller unit sizes) to assist in the creation of vibrant centres that offer a diversity of choice, and meet the needs of communities.
 - e. Facilitating and promoting the cultural and leisure sector in our town centres by providing multifunctional, diverse and inclusive venues, and promoting associated uses. These uses will be focused in the Tower Hamlets Activity Areas, Major Centre and District Centres.
3. Promote the good design of town centres, ensuring an appropriate and well integrated spatial layout is achieved that connects to surrounding areas. (See diagram to the right and LBTH Town Centre Spatial Strategy)

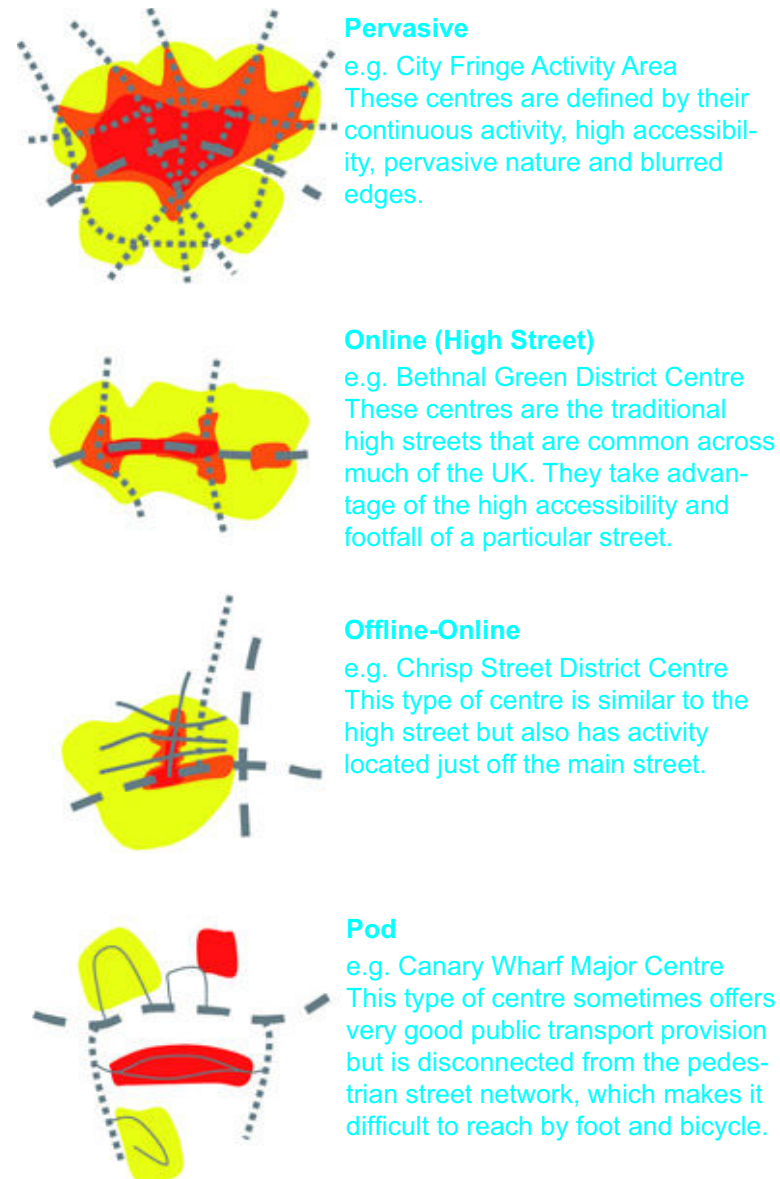


Fig 21. The design and spatial layout of town centres

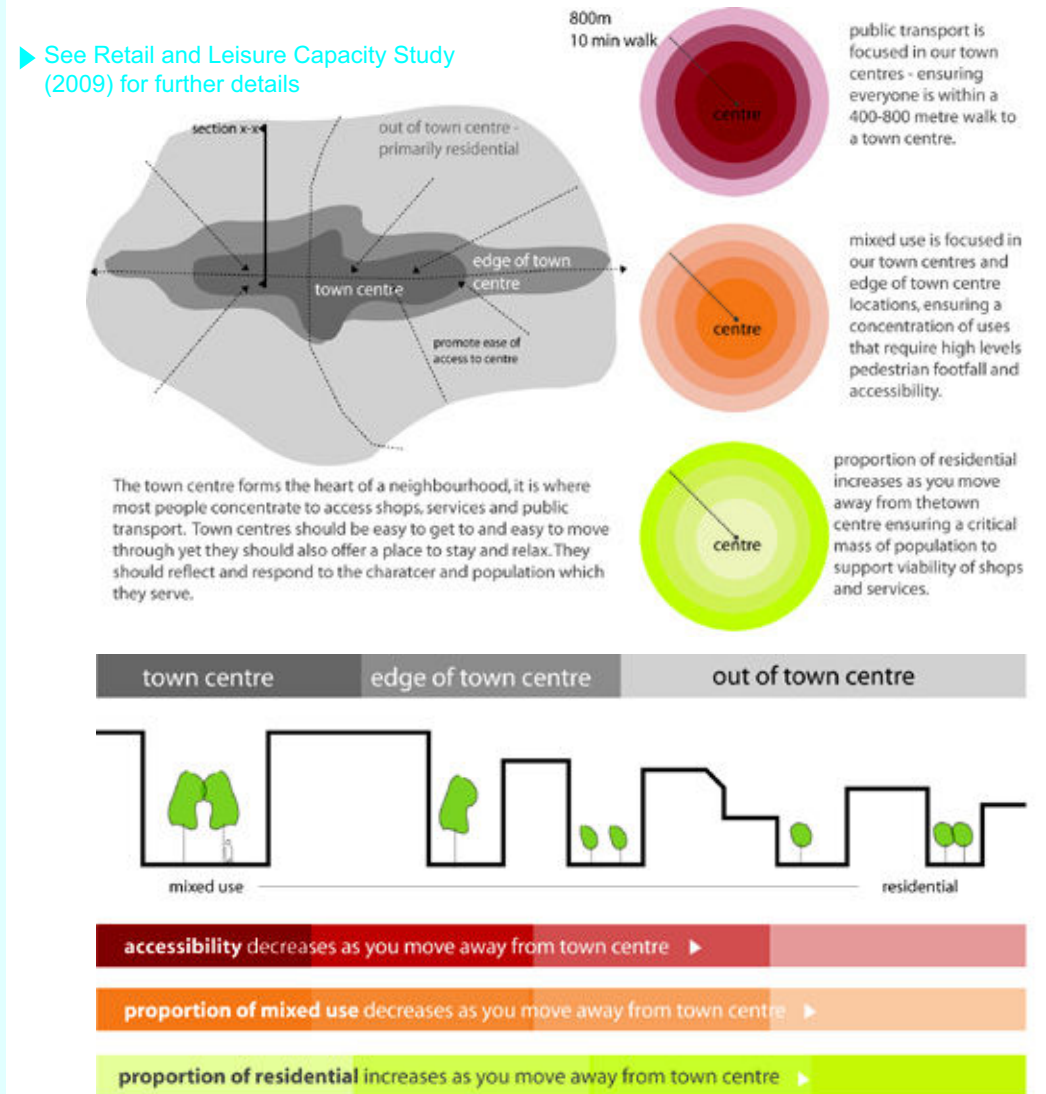
Images and descriptions courtesy of Space Syntax Ltd. Illustrative purposes only. For further information please refer to Spatial Baseline reports

SP01

4. Maintain, focus and increase the supply of town centre activity and retail floorspace across the borough to meet identified demand and support town centres as vibrant economic hubs by:
 - a. Encouraging, as a priority, 16,600sq m (net) floorspace of comparison retail in the following town centres:
 - Canary Wharf
 - Chrisp Street
 - Brick Lane
 - Bethnal Green
 - Crossharbour
 - Bromley-by-Bow
 - b. Encouraging, as a priority, 17,700sq m (net) floorspace of convenience retail in the following town centres:
 - Bethnal Green
 - Roman Road
 - Whitechapel
 - Bromley-by-Bow
 - Crossharbour
 - c. Promoting and focusing street markets in town centres; supporting their growth and their role in adding retail variety, promoting local enterprise and local character.
5. Promote areas outside, and at the edge of town centres, as places that support and assist in the creation of sustainable communities. This will be achieved by:
 - a. Promoting mixed use development at the edge of town centres and along main streets to support the role of town centres.
 - b. Promoting areas outside of town centres for primarily residential uses as well as other supporting uses that are local in nature and scale.

► SP01 – Further detailed policies relating to town centres will be provided within the Development Management DPD and Sites and Placemaking DPD.

▼ Fig 22. Urban structure and town centre plan



▲ Fig 23. The relationship of town centre, edge of centre and out of centre | section x-x

Graphics are for illustrative purposes only

Programme of Delivery

This strategy will be implemented through a number of key projects including:

- Bromley-by-Bow Masterplan
 - Whitechapel Masterplan
 - Aldgate Masterplan
 - Wapping Masterplan
 - Fish Island Area Action Plan & Poplar Area Area Action Plan
 - Town Centre Implementation Plans
 - St Pauls Way Transformation Project
-
- Ocean Estate Regeneration Programme
 - Blackwall Reach Regeneration Programme
-
- Town Centre Spatial Strategy
 - Development Management DPD
 - Sites and Placemaking DPD
 - Proposals Map
 - LBTH Market Strategy
 - LBTH Public Realm Strategy
 - Council Asset Management Strategy

Please refer to the Programme of Delivery (Appendix two) for full implementation and delivery details and the Monitoring Framework (Appendix three) for full plan, monitor and manage details.



Why we have taken this approach

- 3.1 Town centres are the economic, transport, social and civic hearts of Tower Hamlets with each playing a different role in enabling sustainable living and community cohesion⁵⁰. The vibrancy and vitality of town centres is dependent upon the surrounding area (400 and 800 metre catchment area) including its layout, its population, its employment levels, its spending power and principally, its accessibility⁵¹.
- 3.2 The boroughs' town centres continue to evolve, they have changed in the way they look, the purposes they serve, the types of shops they have and the way they are accessed and used. With the London Plan as the starting point, the town centres of Tower Hamlets have been configured in a hierarchal manner⁵² which has been made locally specific to Tower Hamlets through extensive spatial baseline research. The creation of new town centres is proposed over the lifetime of the plan, in order to support population growth or to reflect existing town centre activity in some areas.
- 3.3 In addition two Activity Areas have been identified. The Tower Hamlets Activity Areas resulted from the Town Centre Spatial Strategy (2009) identifying specific areas bordering the Central Activities Zone and the major town centre of Canary Wharf where the scale, continuity and intensity of town centre activity and land use is different to that found across the rest of the borough. Specific challenges in policy terms of these areas required a new policy mechanism as a distinctive policy response to ensure these areas are successfully managed⁵³.
- 3.4 The Community Plan highlights vibrant town centres as a key priority, raising concerns regarding access to town centres, service provision and issues of social cohesion⁵⁴. Evidence highlighted that the design, accessibility and layout of town centres has an important impact upon those social and economic factors⁵⁵. This has been reflected in the amendments to the town centre hierarchy, key examples of which have been the development of the Tower Hamlets Activity Areas and the establishment of a new town centre at Bromley-by-Bow.
- 3.5 The council looked at the challenges facing the borough's town centres to understand how to ensure they retain their vibrancy, competitiveness and

strengths while respecting their different roles. According to the measures of town centres' health⁵⁶ (which do not reflect overtrading⁵⁷), most town centres in Tower Hamlets are in reasonable health⁵⁸. Many have benefited, as have other town centres in London, from growth, greater consumer expenditure and, in some cases, improvements in the public realm. However this growth has also brought significant challenges with pressures on town centres to meet the demands of a larger population⁵⁹. In addition there is a need to plan for a potential and significant net increase in retail floorspace over the lifetime of this plan⁶⁰.

- 3.6 The formation of town centres take advantage of areas that offer higher accessibility levels, as these areas offer the greatest opportunity for economic transactions (the high street is a example of this). Land uses that require higher accessibility levels seek those locations that are movement rich, while other land uses such as residential, seek locations that are less accessible, migrating to less accessible areas⁶¹. The success of town centres depends upon this principle of concentration in the right location, dispersing those uses reduces economic and social vibrancy and vitality⁶².
- 3.7 Following extensive evidence gathering⁶³ and in line with national guidance⁶⁴, this spatial policy puts forward a comprehensive, distinctive and tailored approach in planning for the boroughs town centres and wider land use structure. This spatial policy makes the connection between understanding the dynamics of Tower Hamlets places⁶⁵ and the role that town centres play in bringing communities together, as places for social and civic exchange⁶⁶.

Key supporting evidence base

- PPS6: Planning for Town Centres, 2005
- DETR Towards an Urban Renaissance, 1999
- GLA London Plan, 2008
- LBTH Town Centre Spatial Strategy, 2009
- LBTH Town Centre Spatial Strategy Spatial Baseline, 2009
- LBTH Retail and Leisure Capacity Study (2009)
- LBTH Community Plan, 2008
- LBTH Urban Structure and Characterisation Study, 2009
- LBTH Small and Medium Office and Workspace Study, 2006
- LBTH Creative and Cultural Industries Report (2005)



Strengthening neighbourhood well-being

4

Urban living for everyone

Where we want to be

SO7

Deliver housing growth to meet general and specialised housing demand in line with London Plan housing targets.

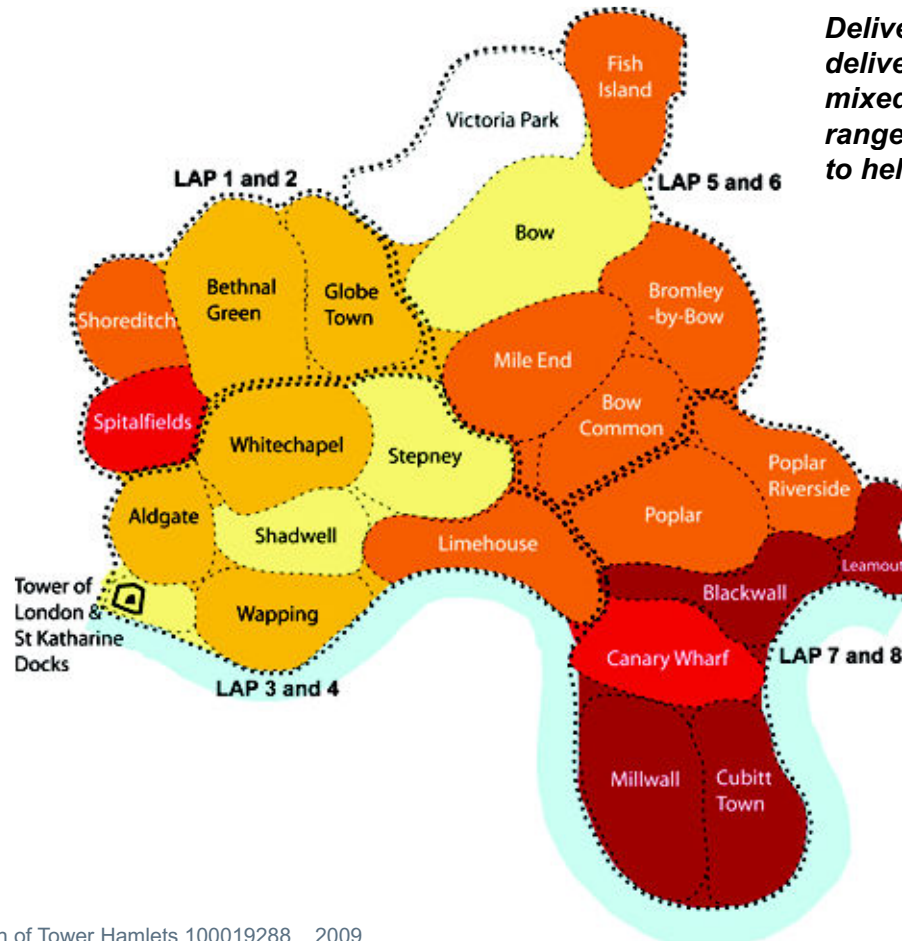
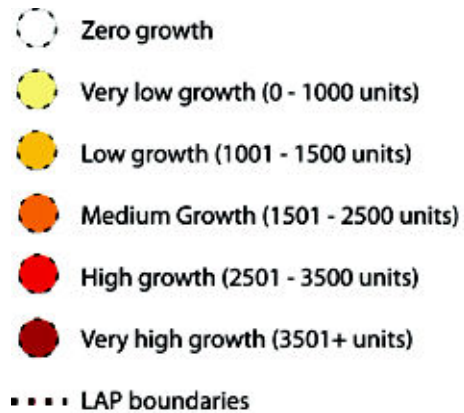
SO8

Ensure housing contributes to the creation of social-ly balanced and inclusive communities by offering housing choice reflecting the Council's priorities for affordable and family homes.

SO9

Ensure that all housing in Tower Hamlets is high quality, well designed, energy efficient, sustainable and durable.

What it will look like



Delivering the borough's housing target, deliver more affordable homes, and achieve mixed and balanced places that have a range of dwellings sizes, types and tenures, to help create sustainable communities.

Fig 24. Urban living for everyone ▶

How we are going to get there

SP02

1. Seek to deliver 43,275 new homes (equating to 2,885 per year) from 2010 to 2025 in line with the housing targets set out in the London Plan. This will be achieved by:
 - a. Focusing the majority of new housing in the eastern part of the borough, in the following places:
 - Millwall
 - Canary Wharf
 - Cubitt Town
 - Poplar Riverside
 - Poplar
 - Leamouth
 - Blackwall
 - Bromley-by-Bow
 - Fish Island
 - b. Direct public investment in housing, in line with the Housing Strategy, to facilitate the delivery of new housing in the following places:
 - Poplar Riverside
 - Bromley-by-Bow
 - Blackwall
 - Poplar
 - Stepney
 - Globe Town
 - Mile End
 - Bethnal Green
 - Shoreditch
 - c. Supporting infill development elsewhere in the borough where it meets an identified need and contributes to creating sustainable communities.
 - d. Working with our housing partners to support the regeneration of housing estates, and ensure that homes are brought up to at least Decent Homes Standard.

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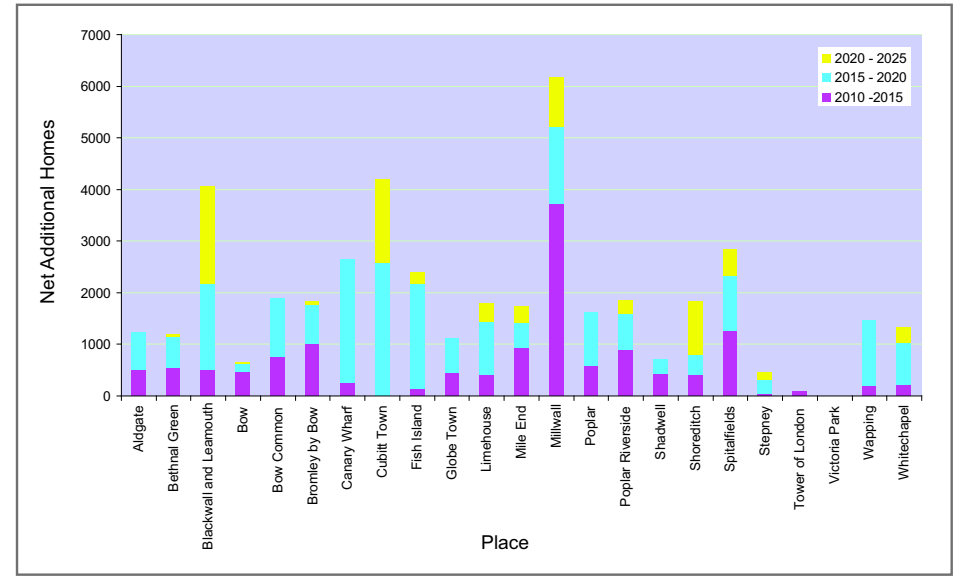


Fig 25. Housing growth by place over a fifteen-year period (2010-2025)

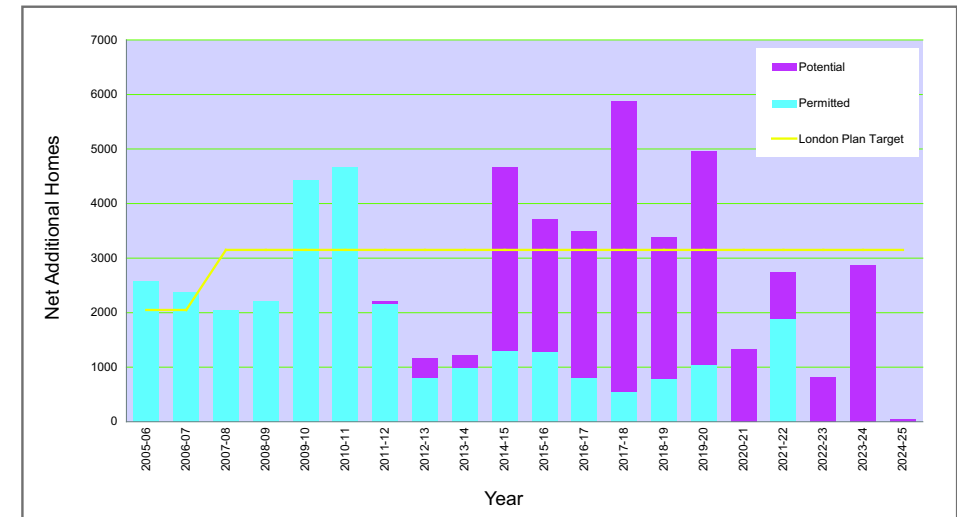


Fig 26. Permitted and potential amount of net additional homes per year until 2025

For detailed housing numbers please see Appendix two

SP02

2. Ensure new housing assists in the creation of sustainable places, by:
 - a. Ensuring new developments optimise the use of land.
 - b. Corresponding the distribution and density levels of housing to public transport accessibility levels and the wider accessibility of that location.
 - c. Corresponding the distribution and density levels of housing to the hierarchy and proximity of the nearby town centre, so that higher densities are promoted in and around town centres that are higher up in the hierarchy, and lower densities in town centres lower down in the hierarchy.
3. Set an overall strategic target for affordable homes of 50% until 2025. This will be achieved by:
 - a. Requiring 35%-50% affordable homes on sites providing 10 new residential units or more (subject to viability).
 - b. Securing additional affordable homes from a range of public-sector initiatives directly with Housing Associations as identified in the Housing Strategy.
 - c. Bringing long-term vacant properties back into use.
4. Require an overall strategic tenure split for affordable homes from new development as 70% social rented and 30% intermediate.
5. Secure a mixture of small and large housing by:
 - a. Requiring a mix of housing sizes on all sites providing new housing.
 - b. Requiring an overall target of 30% of all new housing to be of a size suitable for families (three-bed plus), including 45% of new social rented homes to be for families.
 - c. Identifying locations within the Sites and Placemaking DPD and Development Management DPD where larger family housing sizes (four-bed plus) will be sought. These include:

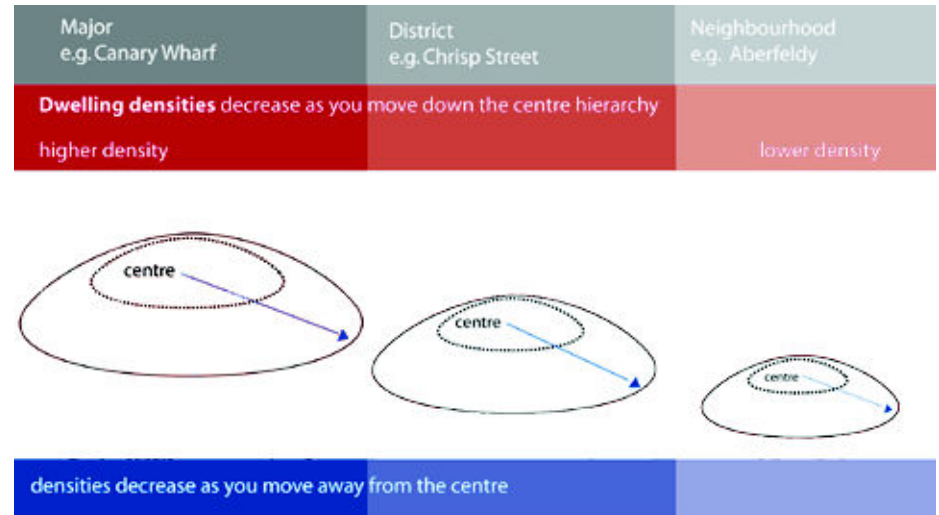


Fig 27. Housing density and town centre hierarchy
Graphics are for illustrative purposes only

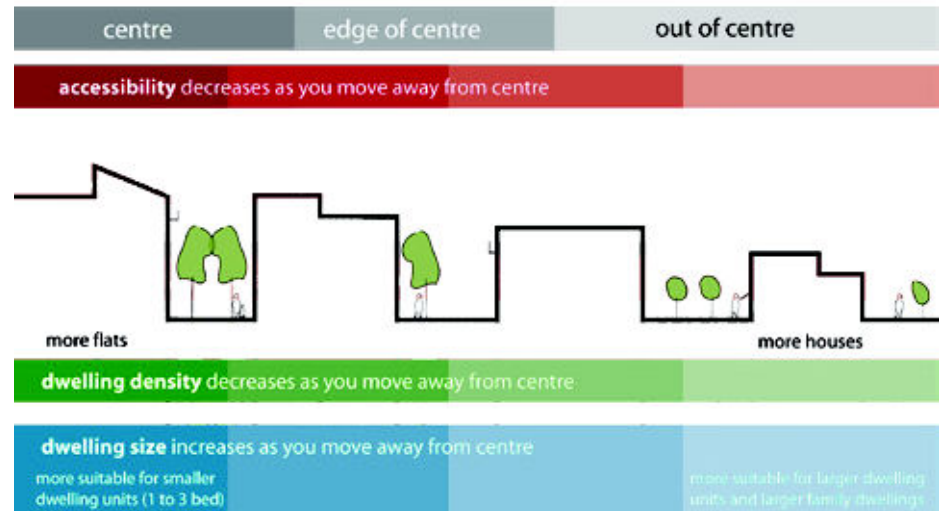


Fig 28. Spatial distribution of housing from town centre to out of centre
Graphics are for illustrative purposes only

SP02

- i. Areas outside of town centres where there is an existing residential community
 - ii. Where there is good access to open space
 - iii. Where there is good access to local services and infra structure, including primary schools.
6. Ensuring all housing is appropriate, high-quality, well-designed and sustainable. This will be achieved by:
- a. Setting housing design standards.
 - b. Working with housing partners to facilitate existing homes to be brought up to at least the Decent Homes standard.
 - c. Requiring new developments to comply with accessibility standards, including “Lifetime Homes” requirements.
 - d. Requiring adequate provision of housing amenity space for new homes (including specialist homes where appropriate), including private amenity space in every development, and communal amenity space for developments providing 10 units or more.
 - e. Requiring sites that are providing family homes to provide adequate space for play space for children.
 - f. Requiring new homes to respond to climate change, including achieving a stepped-target for carbon emissions standards in-line with government guidance.
- Further detail will be developed through the Development Management DPD and other guidance, including Supplementary Planning guidance.
7. Provide for the specialist housing needs of the borough through:
- a. Working with the borough’s universities to enable the appropriate provision of student accommodation that meets identified need by:
 - i. Focusing student accommodation supporting London Metropolitan University at Aldgate or in locations that have good public transport accessibility (PTAL 5 to 6)

SP02

- ii. Focusing student accommodation supporting Queen Mary University London in close proximity to the university.
- b. Safeguarding the existing Gypsy and Traveller site at Eleanor Street ,and identifying requirements for new sites through the Site and Place Making DPD, to meet targets set in the London Plan. New sites should meet the following criteria:
- i. Those that have been identified as suitable for housing
 - ii. Have good means of access from roads and be near bus routes and other transport modes
 - iii. Not be located in areas of high flood risk (Flood Risk Zone 3).
- c. Working with partners to facilitate the appropriate amount of specialist and supported housing to cater for the homeless, vulnerable and the elderly.

Programme of Delivery

This strategy will be implemented through a number of key projects including:

- Masterplans and Area Action Plans (All)
 - Town Centre Implementation Plans
 - St Paul’s Way Transformation Project
- Decent Homes Programme
 - Ocean Estate Regeneration Programme
 - Blackwall Reach Regeneration Programme
 - Borough Investment Plan (Tower Hamlets Housing Investment Programme)
- LBTH Housing Strategy
 - Development Management DPD
 - Sites and Placemaking DPD
 - Proposals Map

Please refer to the Programme of Delivery (Appendix two) for full implementation and delivery details and the Monitoring Framework (Appendix three) for full plan, monitor and manage details.

Why we have taken this approach

- 4.1 With over 101,000 homes⁶⁷, as of April 2009, housing is the dominant land-use in Tower Hamlets. Housing provision has increased by 45% since 1991⁶⁸ and has been a significant driver for much of the regeneration already undertaken in the borough.
- 4.2 Housing growth is set to continue to meet the Mayor's emerging housing targets of 43,275 additional homes by 2025⁶⁹. Housing growth will be accommodated across the borough, with the majority of new provision focused around the Opportunity Areas identified in the London Plan⁷⁰. Some new housing will also come forward as a part of strategic housing investment projects, including the regeneration of housing estates and other local housing initiatives⁷¹. This investment will ensure Decent Homes Standards are achieved across the borough. Particular areas of housing regeneration include Poplar, Stepney and Blackwall.
- The location, scale, density, and design of new housing developments are principally shaped by the accessibility and urban structure of an area. Areas which benefit from higher-accessibility levels can support higher-intensity of land uses (such as town centres) and population density; this is where higher-density housing should be located. In contrast, those areas which are less accessible and have lower population densities are suitable for lower density housing⁷². This ensures that new homes in identified growth areas will assist in creating new communities that follow a sustainable pattern of development.
- 4.4 Tower Hamlets faces significant housing challenges. There is a current affordable homes shortfall of 2,700 homes per year⁷³. Additionally, current rates of over-occupation (over-crowding) are at 16.4%, which is much higher than the national average of 2.7% of all units⁷⁴. The Community Plan identifies the delivery of a range of affordable, family homes for local people⁷⁵ as one of its priorities. The council will also prioritise delivering new family homes in the borough, particularly focusing larger-family homes in suitable locations. Given the extent of housing need, Tower Hamlets has set an affordable housing target of up to

50%. This will be delivered through negotiations as a part of private residential schemes, as well as through a range of public initiatives and effective use of grant funding. In some instances exceptional circumstances⁷⁶ may arise where the affordable housing requirements need to be varied. In these circumstances detailed and robust financial statements must be provided which demonstrate conclusively why planning policies cannot be met. Even then, there should be no presumption that such circumstances will be accepted, if other benefits do not outweigh the failure of a site to contribute towards affordable housing provision.

- 4.5 New homes in Tower Hamlets will need to be designed to a high-standard, taking account of needs for national and regional guidance on design standards. This includes requirements for improved accessibility standards such as "Lifetime Homes"⁷⁷, and carbon emissions standards including a stepped-approach to implementing "Code for Sustainable Homes"⁷⁸ starting with Level 4. Given the shortfall in open space across the borough, it will also be critical that new homes provide both housing amenity-space and child play-spaces.
- 4.6 Specialised housing need is also a pressing issue with provision for student housing⁷⁹ and Gypsy and Traveller pitches⁸⁰. Supported housing for the homeless, elderly and vulnerable⁸¹ also needs to be addressed, particularly with an aging population⁸².

Key supporting evidence base

- PPS3: Housing, 2005
- GLA London Plan, 2008 and GLA Housing in London, 2008
- GLA Gypsies and Travellers Accommodation Needs Assessment, 2008
- LBTH Housing Strategy, 2009
- LBTH Strategic Market Housing Assessment, 2009
- LBTH Student Accommodation Report, 2009
- LBTH Planning for Population Change and Growth Capacity Assessment - Baseline Report, 2009
- LBTH Climate Change Mitigation and Adaptation Report, 2009
- LBTH Affordable Housing Viability Assessment
- LBTH Play Space Strategy 2007
- LBTH Planning and Play Design Principle for Playable Space in LB Tower Hamlets 2008

Creating healthy and liveable neighbourhoods

Where we want to be

SO10

To deliver healthy and liveable neighbourhoods that promote active and healthy lifestyles and enhance peoples wider health and well-being.

SO11

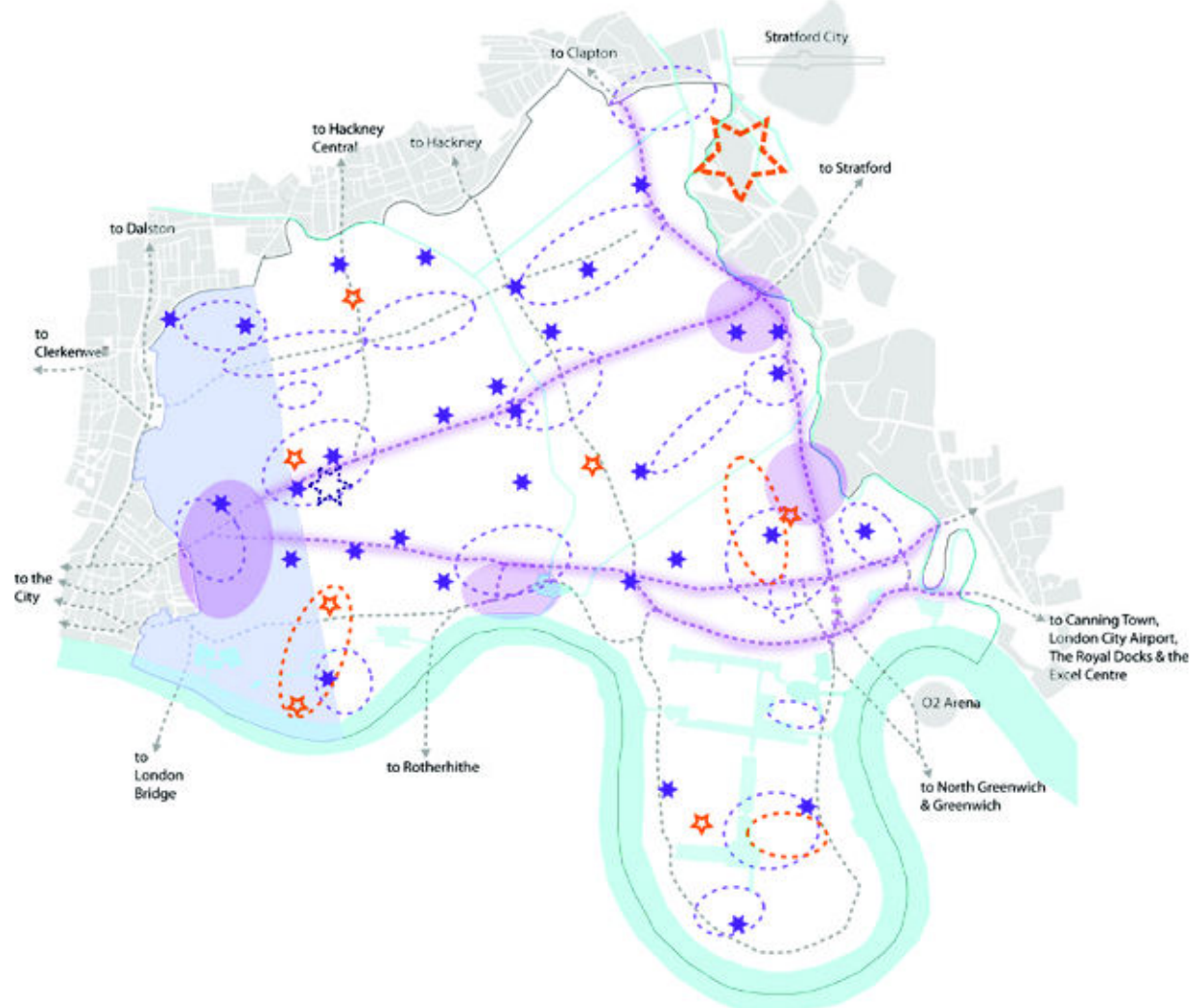
To ensure the timely provision of social infrastructure to support housing and employment growth.

What it will look like

Delivering a healthier, more active and liveable borough, where people have excellent access to a range of health, leisure and recreational facilities in accessible locations.

Page 50

-  Existing health facility
-  Area of search for new health facility
-  Royal London Hospital
-  Existing leisure centre
-  Area of search for new leisure centre
-  Olympic Legacy sporting and leisure facilities
-  Clear Zone
-  Area for air management and improvement
-  Main street



How we are going to get there

SP03

1. Support opportunities for healthy and active lifestyles through:
 - a. Working with NHS Tower Hamlets to explore new ways to improve opportunities for healthy and active lifestyles.
 - b. Providing high-quality walking and cycling routes.
 - c. Providing excellent access to leisure and recreation facilities.
 - d. Seeking to reduce the over-concentration of any use type where this detracts from the ability to adopt healthy lifestyles.
 - e. Promoting and supporting local food-growing and urban agriculture.

2. Address the impact of noise and air pollution in the borough by:
 - a. Minimising and mitigating the impact of noise in identified hot spots, such as along main vehicular routes.
 - b. Managing the impact of noise caused by the night-time economy through town centre and building design, and planning controls.
 - c. Continuing to promote the use of public transport and reducing reliance on private motor vehicles.
 - d. Managing and improving air quality along transport corridors and traffic-congestion points by working with Transport for London.
 - e. Implementing a “Clear Zone” in the borough to improve air quality.

3. Provide a hierarchy of accessible, high-quality health facilities, services and premises to meet the needs of the existing and future population by:
 - a. Identifying areas of search for new health facilities in the following locations:
 - i. One new facility in Cubitt Town / Millwall
 - ii. Three or four new facilities in the eastern part of the borough
 - iii. Two or three new facilities in the western part of the borough







SP03

- b. Improving the quality, useability and accessibility of existing health facilities, particularly in the following locations:
 - Millwall
 - Bromley-by-Bow
 - Bethnal Green
 - Bow Common
 - Poplar
 - Mile End
 - c. Encouraging the co-location and integration of health services in order to improve access to a wide range of health services for local communities.
 - d. Supporting the redevelopment of the Royal London Hospital in Whitechapel to deliver a hospital of regional and national importance by 2015, providing district general and specialist tertiary services.
 - e. Working with NHS Tower Hamlets and others to secure investment and funding, achieve good design and deliver excellence for health facilities and services in the borough.
4. Provide high-quality leisure centres to meet the needs of the existing and future population in accessible locations through:
- a. Identifying areas of search for new and improved leisure centres in the following three areas:
 - Shadwell and Wapping
 - Poplar
 - Cubitt Town
 - b. Improving the quality, usability and accessibility of existing leisure centres.
 - c. Encouraging the co-location of leisure services in multi-use facilities.
 - d. Improving access to the open spaces and sporting facilities of the Olympic and Paralympic Games and their legacy.
5. Provide high-quality social and community facilities by:
- a. Maximising opportunities to deliver facilities as part of new developments.
 - b. Locating such facilities in accessible locations in order that local people can easily use them.

6. Proactively plan for the needs and requirements of a multi-faith burial ground. Identifying the most appropriate site (or sites) will be done through the Sites and Placemaking DPD. Any multi-faith burial ground should meet the following criteria:
- i. Site must be of an appropriate size that ensures sufficient burial space for an appropriate number of years.
 - ii. Site must be accessible to all sections of the community.
 - iii. Sites must be suitable for the purpose of burial.

Programme of Delivery

This strategy will be implemented through a number of key projects including:

-  Whitechapel Masterplan
Poplar Area Area Action Plan
-  Health facilities as identified in the Health and Well-Being Strategy
Public leisure facilities as identified in the LBTH Leisure Facilities Strategy (Sporting Places)
Criteria for Multi-Faith Burial Ground Report
-  Health and Well-Being Strategy
LBTH Leisure Facilities Strategy (Sporting Places)
LBTH Air Quality Action Plan
Development Management DPD
Sites and Placemaking DPD
Clear Zone Partnership
-  Walking and cycling paths
New green open spaces and corridors

Please refer to the Programme of Delivery (Appendix two) for full implementation and delivery details and the Monitoring Framework (Appendix three) for full plan, monitor and manage details.

Why we have taken this approach

- Page 53
- 4.7 Addressing health and well being has been a national policy priority since publication of the Government's White Paper on "Choosing Health" (2004) which sets out the overarching priorities to address issues impacting on the public's health⁸³.
- 4.8 This strategy supports the health aspects of Strategic Objective 3: "Achieving wider Sustainability", by setting out a spatial framework to address how specific health-related elements of spatial planning can address the wider determinants of health, to support healthy and active lifestyles⁸⁴. These spatial elements include a number of factors detailed below:
- 4.9 Providing a high-quality walking and cycling network to promote active travel reduces reliance on vehicular transport, which helps to increase levels of physical exercise and social interaction; this in turn has positive impacts on physical and mental health⁸⁵.
- 4.10 Reducing the over-concentration of uses that have a negative impact on the health of local people in identified locations provides a flexible long-term opportunity to address issues as they arise in a spatial manner⁸⁶.
- 4.11 Access to healthy food is shown to improve general health and lessen poor health conditions; additionally, the production of local foods can also help improve both physical health, through elevating levels of exercise, and mental health⁸⁷.
- 4.12 Air and noise pollution have negative impacts on health and well-being. Planning to address air pollution resulting from vehicle emissions and polluting land-uses reduces the incidence of chronic lung diseases and heart conditions. Addressing noise pollution, meanwhile, helps to alleviate hearing impairments, sleep disturbance and negative psychophysiological effects⁸⁸.
- 4.13 Provision and access to quality public services - including health-care facilities - has a direct positive effect on the health of local people. Planning for integrated and multi- functional public services, including health facilities, in accessible locations also has a direct positive effect on the health of local people by enabling them to access a range of services⁸⁹.
- 4.14 Accessible leisure and community facilities play an important role in ensuring local people have the opportunity to lead active lifestyles and participate in community activities, which can have positive outcomes for mental health and social cohesion⁹⁰.
- 4.15 With a significant proportion of residents in Tower Hamlets preferring burial, or whose faith requires it, there is a need to plan for burial space in Tower Hamlets⁹¹. With no operational burial space in the borough, residents requiring burial space have to look beyond the borough boundaries.

Key supporting evidence base

- PPS1: Delivering Sustainable Development, 2005
- LBTH Community Plan, 2008
- RTP1 Good Practice Note 5, Delivering Healthy Communities, 2009
- Improving Health and Well-being in Tower Hamlets 2006
- NHS Tower Hamlets Joint Strategic Needs Assessment, 2008/09
- Healthcare for London: A Framework for Action, 2007
- HUDU Watch Out for Health, 2009
- GLA BPG Health Issues in Planning, 2007
- Air Quality Action Plan 2004
- Saving Lives: Our Healthier Nation White Paper, 1999
- Choosing Health White Paper, 2004
- Criteria for Multi-Faith Burial Ground Report 2009
- LBTH Leisure Strategy (Sporting Places) 2009

Creating a green and blue grid

Where we want to be

SO12

To create a high-quality, well-connected and sustainable natural environment of green and blue spaces that are rich in biodiversity and promote active and healthy lifestyles.

SO13

To reduce the risk and impact of flooding on people, property and the environment.

What it will look like

◀ Fig 30. Creating a green and blue grid



-  Area of search for new publicly accessible green open space
-  Existing publicly accessible greenspace
-  Lea River Park, Fatwalk and Lee Valley Regional Park
-  Olympic Park
-  Green Grid

Delivering a green grid for Tower Hamlets, that links and draws upon the grid and principles set out in the East London Green Grid SPG. Ensuring that the borough's natural assets are in reach of everyone; are valued, well-designed and accessible to all.

How we are going to get there

SP04

1. Deliver a network of open spaces, by:

Protecting

- a. Protecting and safeguarding all existing open space such that there is no net loss.

Creating

- b. Maximising opportunities for new publicly accessible open space, of a range of sizes, particularly in the following locations:
- Poplar Riverside
 - Bethnal Green
 - Fish Island
 - Bromley-by-Bow
 - Aldgate
 - Spitalfields and Shoreditch

- c. Assisting in the delivery of new strategic publicly accessible open spaces, including the Lea River Park, FAT Walk and the Olympic Park, to significantly address deficiencies in open space in the eastern part of the borough.

Enhancing

- d. Improving the quality, usability and accessibility of existing publicly accessible open spaces across the borough and to neighbouring boroughs.

Connecting

- e. Promoting publicly accessible open spaces as multi-functional spaces that cater for a range of activities, lifestyles, ages and needs.
- f. Improving access to the strategically important publicly accessible open spaces, which currently include Metropolitan Open Land (East India Dock Basin and Brunswick Wharf, Island Gardens, Lee Valley Regional Park, Meath Gardens, Mile End Park, Mudchute Park and Millwall Park, Tower Hamlets Cemetery, Victoria Park) as well as the Olympic Park, Lea River Park and the FAT Walk.

- g. Creating new green corridors and enhancing existing ones to connect publicly accessible open spaces to main destination points, such as town centres, schools, health facilities, other publicly accessible open spaces, and also to, and along, water-spaces.







2. Promote and support new development that provides green roofs, green terraces and other measures to green the built environment.
3. Protect and enhance biodiversity value through:
 - a. The design of open space and buildings.
 - b. Ensuring development protects and enhances areas of biodiversity value in order to achieve a net gain in biodiversity.
4. Work with British Waterways and the Port of London Authority to deliver a network of high quality, usable and accessible waterspaces, through:
 - a. Identifying opportunities for new water spaces, particularly in Poplar Riverside.
 - b. Protecting and safeguarding all existing water spaces from inappropriate development.
 - c. Improving the quality, usability, accessibility of the environment of water spaces including the immediate area and water quality.
 - d. Working with relevant agencies and others to protect and enhance the aesthetic, ecological and biodiversity values of the borough's waterspaces.
 - e. Improving accessibility to and along waterspaces to maximise usability and promote these places for cultural, recreational and leisure activities.
 - f. Ensuring that new development responds positively and sensitively to the setting of waterspaces while respecting and animating waterspaces to improve usability and safety.
 - g. Using waterspaces for movement, including passenger and freight transport.
 - h. Ensuring residential and commercial moorings are in locations that do not negatively impact on waterspaces or navigation.
5. Reduce the risk and impact of flooding through:
 - a. Using the Sequential Test to assess and determine the suitability of land for development based on flood risk.
 - b. All new development that has to be located in a high risk flood zone must demonstrate that it is safe and passes the Exceptions Test (in accordance with PPS25).

SP04

- c. Ensuring that all new development across the borough does not increase the risk and impact of flooding.
 - d. Ensuring the application of flood-resilient design of all new developments in areas of Flood Risk 2 and 3a.
 - e. Protecting and where possible increasing the capacity of existing and new waterspaces to retain water.
 - f. All new developments must aim to increase the amount of permeable surfaces, including SUDS, to improve drainage and reduce surface water run-off.'
 - g. Seeking to maintain existing flood defences to the appropriate standards and, in the case of riverside development, improve the standard, lifetime and access to such defences.
 - h. Ensuring effective emergency-planning practices are in place.
 - i. Working closely with the Environment Agency to keep up-to-date information about flood risk in the borough.
6. Supporting the development of the Thames Tunnel and associated storm relief connections by working closely with Thames Water to facilitate its implementation.

Programme of Delivery

This strategy will be implemented through a number of key projects including:

-  Masterplans and Area Action Plans (All)
-  Flood barriers
 - Lea River Park and FAT Walk and Olympic Park
-  LBTH Open Space Strategy
 - Development Management DPD
 - Sites and Placemaking DPD
 - Proposals Map
 - LBTH Local Biodiversity Action Plan
-  LBTH Green Grid Projects (All)

Please refer to the Programme of Delivery (Appendix two) for full implementation and delivery details and the Monitoring Framework (Appendix three) for full plan, monitor and manage details.

Why we have taken this approach

- 4.16 The provision of publicly accessible open space varies across the borough. Areas in deficiency of access to publicly accessible open space have been identified⁹², as well as some open spaces having deteriorated in quality. The deficiency was further indicated in the Annual Monitoring Report 2007/08, which stated that 1.14 hectares per 1,000 population of public open space was achieved that year. This is less than the development standard of 1.2ha set out in the Open Space Strategy⁹³.
- 4.17 In continuing to deliver the 1.2ha standard, the council would need to provide 99ha of publicly accessible open space by 2025 (approximately the same area of Victoria Park and Mile End Park combined)⁹⁴. Due to this physical constraint, the council's approach will be to "Protect, Create, Enhance and Connect" open space⁹⁵ and use the 1.2ha standard as a monitoring standard to justify local need⁹⁶ (see *Programme of Delivery, Appendix 2*).
- 4.18 This approach will address deficiencies in, and access to, open space that are indicated to have a significant negative impact on people's health⁹⁷. These impacts are likely to be exacerbated by the predicted increase in population⁹⁸. As such, maximising the provision of accessible, high quality open space is a key priority for the council⁹⁹.
- 4.19 Open space deficiency also has implications for biodiversity. Biodiversity is an indicator for sustainable development and is not only important in its own right, but is also able to help us to adapt to climate change, mitigating against urban heat island effect and increased risk of flooding¹⁰⁰.
- 4.20 The London Plan has designated two Areas of Deficiency for Access to Nature in the west and south-east of the borough, which indicate that people living and working in these areas have little access to observe and interact with wildlife¹⁰¹. The borough's Local Biodiversity Action Plan provides a series of aims to improve biodiversity¹⁰².
- 4.21 In assessing the above issues, the LBTH Green Grid provides a spatial approach to identifying locations for new publicly accessible open spaces, improving existing open spaces, and strengthening connections between spaces and destination points¹⁰³.

- 4.22 The Blue Grid addresses the issues relating to the borough's water spaces and flood risk. The Strategic Flooding Risk Assessment (SFRA) (2009) identifies that parts of the borough are at potential risk of flooding within Flood Zones 1, 2 and 3. It states that the current main risks of flooding in the borough are fluvial flooding in the Lower Lea catchment, breaches in the Thames Tidal Defences during tidal surge events and surface water flooding from impermeable surfaces. It also identifies areas which are subject to actual risk, including Poplar Riverside and Fish Island. The Strategic Flood Risk Assessment was used to Sequentially Test the Core Strategy to ensure it addresses areas of potential risk to all types of flooding across the borough¹⁰⁴. However further sequential testing of sites will come forward as a part of the Sites and Placemaking DPD.
- 4.23 The risk of all types of flooding needs careful management and maintenance, with a flood-defence system that can provide an increasing level of protection against climate change and, where possible, can be integrated with new development¹⁰⁵. Achieving the wider aspiration of creating a Water City¹⁰⁶ is already underway, with the borough making better use of its waterways as places for cultural, recreational and leisure activities.

Key supporting evidence base

- European Union Waste Framework Directive
- Basin River Management Plan
- PPS1: Delivering Sustainable Development, 2005
- PPS9: Biodiversity and Geological Conservation, 2005
- PPS25: Development and Flood Risk, 2005
- GLA London Plan, 2008
- LBTH Opportunities for Sustainable Energy and Biodiversity Enhancement, 2008
- LBTH Open Space Strategy, 2006
- LBTH Green Grid Baseline Report, 2009
- LBTH Local Biodiversity Action Plan, 2009
- LBTH Strategic Flood Risk Assessment, 2008
- LBTH Climate Change Mitigation and Adaptation Report, 2009
- Thames Estuary Action Plan Consultation Document 2009
- HUDU Watch Out for Health, 2009

Dealing with waste

Where we want to be

SO14

To plan for and manage the borough's waste efficiently, safely and sustainably, by minimising the amount of waste produced, maximising recycling, and managing non-recyclable waste using treatment methods other than landfill.

What it will look like

Delivering an interconnected network of well-designed, modern and innovative waste-treatment facilities will assist in delivering the sustainability arm of Reinventing the Hamlets.

Page 58

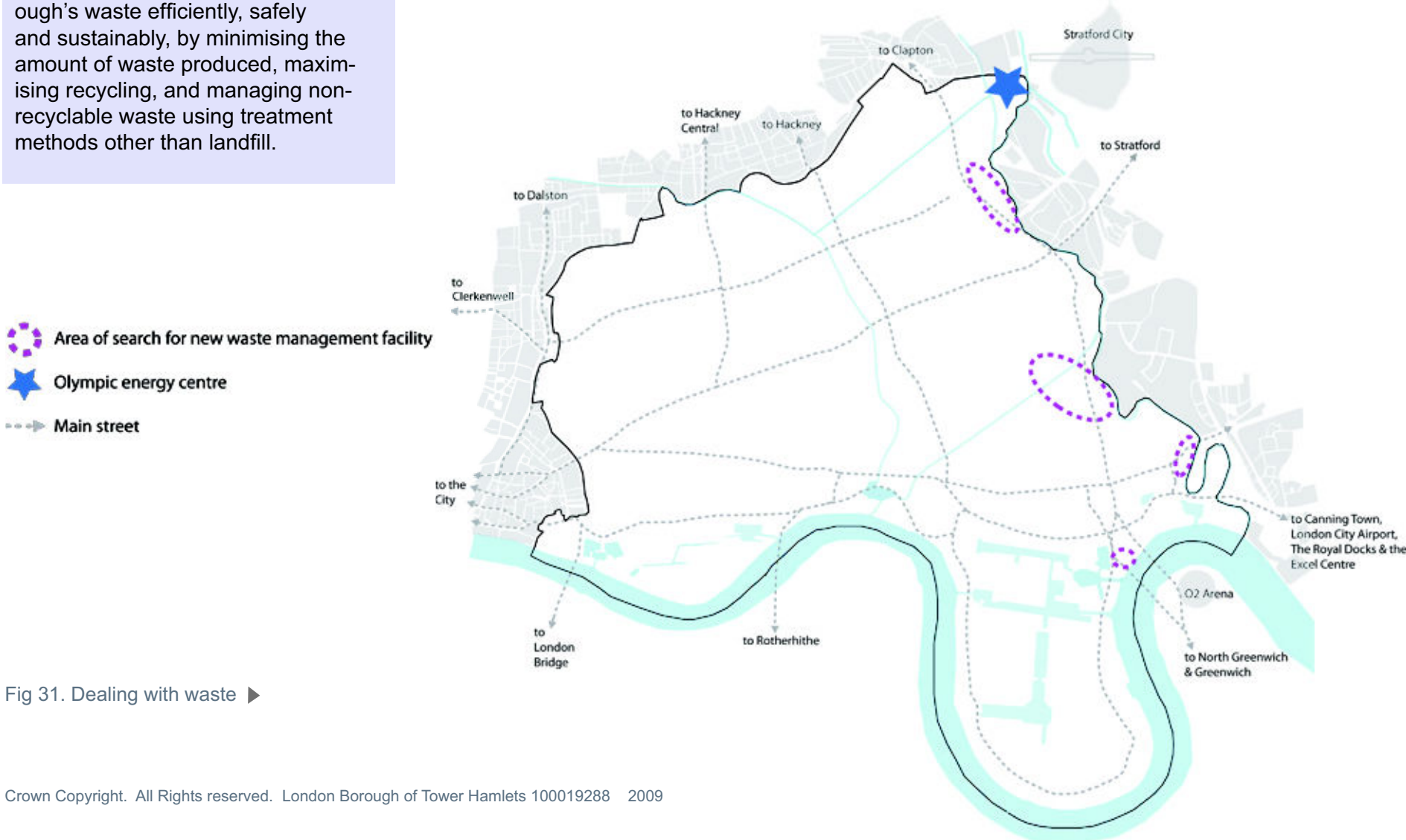


Fig 31. Dealing with waste ►

How we are going to get there

SP05




1. Implement the waste management hierarchy of reduce, reuse and recycle, by:
 - a. Ensuring that local residents reduce and manage their waste effectively.
 - b. Requiring non-waste developments to appropriately design and plan for waste storage and recycling facilities.
 - c. Requiring all developments to reduce and reuse waste from construction and demolition.
 - d. Supporting developments that use recycled materials.
2. Plan and provide for the total waste generated in the borough, in line with the apportionment targets set out in the London Plan, by:
 - a. Safeguarding all existing sites used for waste management, unless a suitable and available alternative site can be found that is more sustainable and does not affect the borough's capacity for waste management.
 - b. Identifying four areas of search that are suitable to accommodate a waste management facility and working with partners to deliver the Waste Strategy and Sites and Placemaking DPD:
 - Fish Island
 - Poplar Riverside and Bromley by Bow
 - Blackwall
 - c. Working with the Olympic Delivery Authority to connect any energy-generating waste facility with the Olympic Energy Centre in Fish Island.
 - d. Developing an interconnected network of waste management facilities that can respond to changing technologies, demands and have the scope to generate energy.
3. Ensure that any new waste management facility can accommodate a range of waste management technologies, including waste-to-energy facilities, with the potential to be linked into a borough-wide heat and power network .

SP05

4. Ensure any new waste management facility is integrated into its surroundings, is modern, innovative and well designed. The facility should minimise negative environmental, transport and amenity impacts on the surrounding area (including within neighbouring boroughs). It should be flexible enough to alter its operation and capacity as circumstances change without materially increasing these impacts. Further criteria will be set out in the Development Management DPD.

Programme of Delivery

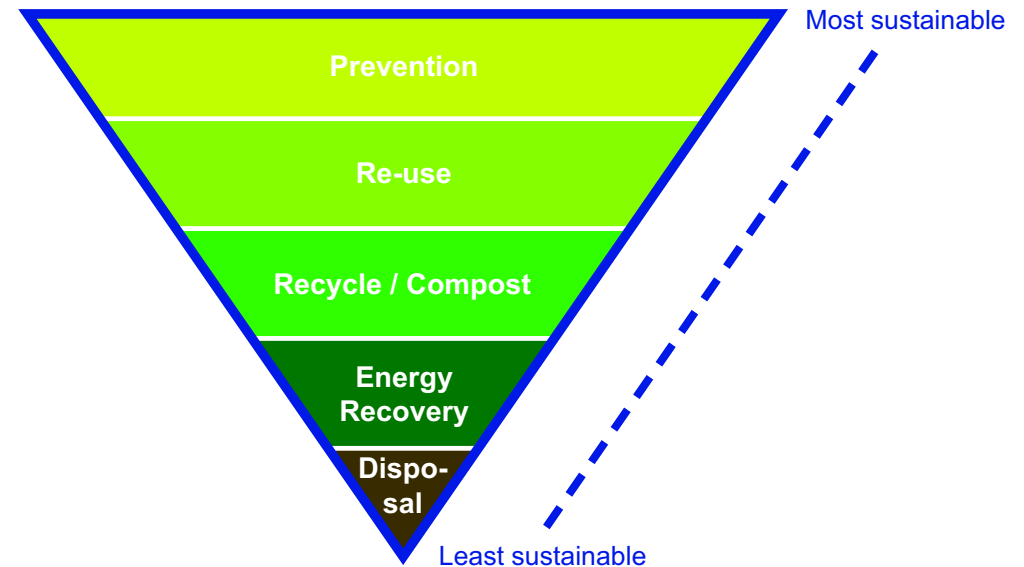
This strategy will be implemented through a number of tools including:

-  Fish Island Area Action Plan
Poplar Area Area Action Plan
-  Waste Management facilities
-  LBTH Waste Management Strategy
Development Management DPD
Sites and Placemaking DPD
Proposals Map

Please refer to the Programme of Delivery (Appendix two) for full implementation and delivery details and the Monitoring Framework (Appendix three) for full plan, monitor and manage details.

Why we have taken this approach

- 4.24 With significant growth projected for Tower Hamlets and London as a whole, the need to manage waste efficiently, safely and sustainably is a pressing issue.
- 4.25 European Union legislation requires member countries to reduce the amount of waste disposed by landfill¹⁰⁷. The London Plan has set targets for managing municipal waste and commercial and industrial waste, in line with EU and national legislation, for each waste disposal authority. The borough operates as a single waste disposal authority with a target to manage 484,000 tonnes per year of municipal, commercial and industrial waste by 2020.
- 4.26 To meet the borough's targets, waste needs to be managed as near to the top of the Waste Hierarchy (see right) as possible, by severing the link between growth and waste - developing and promoting means that prevent waste generation - while reusing and recycling the remainder¹⁰⁸.
- 4.27 This strategy sets out the spatial elements needed to deliver the means to meet the above target, specifically through the safeguarding of existing waste management sites and the identification of four areas of search most suitable for new waste management facilities¹⁰⁹. Areas of search will need to accommodate approximately 5-10 hectares to house waste facilities with sufficient capacity to meet the targets¹¹⁰. These facilities will need to be well designed and managed to meet national standards and minimise any potential negative effects to surrounding areas. They will also need to be flexible in accommodating a range of existing and emerging waste management technologies, including energy generating facilities¹¹¹.
- 4.28 Waste management facilities able to generate energy have the capability to be linked into a decentralised heat and power network, alongside other localised energy-generating facilities, including the Olympics Energy Centre, to recover the residual value of waste¹¹².



▲ Fig 32. The waste hierarchy (adapted from the London Plan)

Key supporting evidence base

- European Union Directive on Landfill
- European Union Waste Framework Directive
- PPS10: Planning for Sustainable Waste Management, 2005
- GLA London Plan, 2008
- LBTH Planning for Population Change and Growth Capacity Assessment - Baseline Report, 2009
- LBTH Waste Municipal Waste Management Strategy, 2003
- LBTH Waste Evidence Base Report, 2009
- LBTH Opportunities for Sustainable Energy and Biodiversity Enhancement, 2008