

# MAYOR'S EXECUTIVE DECISION MAKING

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Monday, 9 August 2021

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Mayor's Decision Log Nos. 207-210

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1. **207 - FOOD AND HOUSEHOLD GOODS PURCHASES- COVID LOCAL SUPPORT GRANT (Pages 3 - 12)**
2. **208 - SPITALFIELDS NEIGHBOURHOOD PLAN – EXAMINER'S REPORT AND REFERENDUM (Pages 13 - 366)**
3. **209 - CYRIL JACKSON PRIMARY SCHOOL ACADEMY CONVERSION (Pages 367 - 380)**
4. **210 - MAKING OF ARTICLE 4 DIRECTION FOR THE REMOVAL OF PERMITTED DEVELOPMENT RIGHTS FOR THE CHANGE OF USE FROM E-CLASS USES TO RESIDENTIAL (C3) (Pages 381 - 456)**

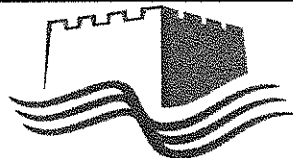
If you require any further information relating to this meeting, would like to request a large print, Braille or audio version of this document, or would like to discuss access arrangements or any other special requirements, please contact: Matthew Mannion, Committee Manager, Democratic Services

Tel: 0207 364 4651, e-mail: [matthew.mannion@towerhamlets.gov.uk](mailto:matthew.mannion@towerhamlets.gov.uk); Webcasts at <https://towerhamlets.public-i.tv/core/portal/home>

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# Agenda Item 1

<b>Individual Mayoral Decision Proforma</b> Decision Log No: 207	 <b>TOWER HAMLETS</b>
<b>Report of:</b> Ann Sutcliffe, Corporate Director for Place	<b>Classification:</b> Unrestricted
<b>Covid Local Support Grant</b>	

<b>Is this a Key Decision?</b>	<b>No</b>
<b>Decision Notice Publication Date:</b>	12 July 2021
<b>General Exception or Urgency Notice published?</b>	<b>Not required</b>
<b>Restrictions:</b>	None
<b>Reason for seeking an Individual Mayoral Decision:</b>	The Council has limited time to spend the DWP funding, or it must be returned to government and therefore an early decision is vital.

## EXECUTIVE SUMMARY

Since December 2020 the Council has received a number of payments from the DWP in the form of the Covid Winter Grant, renamed the Covid Local Support Grant in April 2021.

The purpose of the grant is to provide food and essential household goods to residents. The most recent allocation is £1.1 million, received at the end of June and to be spent and all purchases distributed by 30 September 2021.

This report is seeking permission for two proposed uses of the grant:

1. To make small grants to four organisations working with specific cohorts of people that the council wants to reach and
2. To support administrative, storage and logistics costs for His Church charity, enabling the council to access high value donations of food and essential household supplies for the VCS hub, for onward distribution to local residents.

Both of these decisions require an Executive decision which is being sought via IMD due to the time constraints in distributing the funding.

Full details of the decision sought, including setting out the reasons for the recommendations and/or all the options put forward; other options considered;

background information; the comments of the Chief Finance Officer; the concurrent report of the Head of Legal Services; equalities implications; and other relevant matters are set out in the attached report.

### **Recommendations**

1. Approve up to £300,000 funding from the most recent allocation of the Covid Local Support Grant to be spent with His Church on administrative and transport costs, supporting the distribution of new, donated, food and household goods from major retailers to the VCS hub.
2. To give delegated authority to the Corporate Director for Place to enter into *contract* with His Church to give effect to the above,
3. To give delegated authority to the Corporate Director Place to agree to spend further monies with His Church should additional funding become available.
4. To approve the grants listed at 3.6 to be made from the Covid Local Support Grant to provide food and essential goods to specific groups of hard to reach residents on the council's behalf.

**APPROVALS**


**1. Corporate Director proposing the decision or his/her deputy**

I approve the attached report and proposed decision above for submission to the Mayor. I confirm that the Mayor and/or Lead Member have agreed to this decision being taken using this process.

Signed .....  ..... Date ...23 July 2021.....

**2. Chief Finance Officer or his/her deputy**

I have been consulted on the content of the attached report which includes my comments.

Signed .....  ..... Date..... 29th July 2021.

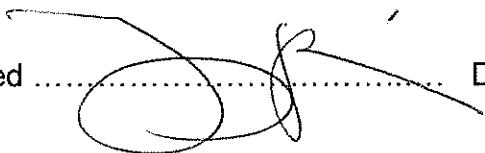
**3. Monitoring Officer or his/her deputy**

I have been consulted on the content of the attached report which includes my comments.


Signed ..... Date 30 July 2021.....

**4. Mayor**

I agree the decision proposed in the recommendations above for the reasons set out in paragraph 3 in the attached report.

Signed .....  ..... Date 9/8/21..



<p><b>Individual Mayoral Decision</b></p> <p>August 2021</p>	 <p><b>TOWER HAMLETS</b></p>
<p><b>Report of:</b> Ann Sutcliffe, Corporate Director for Place</p>	<p><b>Classification:</b> Unrestricted</p>
<p><b>Covid Local Support Grant</b></p>	

<b>Lead Member</b>	<b>Mufeedah Bustin, Cabinet Member for Social Inclusion</b>
<b>Originating Officer(s)</b>	Ellie Kershaw, Tackling Poverty Programme Manager
<b>Wards affected</b>	All
<b>Key Decision?</b>	No
<b>Forward Plan Notice Published</b>	9 July 2021
<b>Reason for Key Decision</b>	This report has been reviewed as not meeting the Key Decision criteria.
<b>Strategic Plan Priority / Outcome</b>	<p>1. People are aspirational, independent and have equal access to opportunities;</p> <p>2. A borough that our residents are proud of and love to live in;</p>

### **Executive Summary**

Since December 2020 the Council has received a number of payments from the DWP in the form of the Covid Winter Grant, renamed the Covid Local Support Grant in April 2021.

The purpose of the grant is to provide food and essential household goods to residents. The most recent allocation is £1.1 million, received at the end of June and to be spent and all purchases distributed by 30 September 2021.

This report is seeking permission for two proposed uses of the grant:

1. To make small grants to four organisations working with specific cohorts of people that the council wants to reach and
2. To work with His Church charity to enable the council to access up to £300,000 in food and essential household supplies for the VCS hub, to be distributed to several partners who distribute food direct to residents.

Both of these decisions require an Executive decision which is being sought via IMD due to the time constraints in distributing the funding.

## **Recommendations:**

The Mayor is recommended to:

1. Approve up to £300,000 funding from the most recent allocation of the Covid Local Support Grant to be spent with His Church on admin and transport costs that will allow the VCS food hub to access further supplies of food and household goods
2. To give delegated authority to the Corporate Director for Place to enter into a contract with His Church
3. To give delegated authority to the Corporate Director Place to agree further expenditure with His Church should additional funding become available and their terms remain the same
4. To approve the grants listed at paragraph 3.6 to be made from the Covid Local Support Grant to provide food and essential goods to specific groups of hard to reach residents on the council's behalf.

## **1 REASONS FOR THE DECISIONS**

- 1.1 In mid June the Government announced the extension of the Covid Local Support Grant to the end of September. All funds must be spent and items used by that date, which does not leave sufficient time for a formal procurement exercise.
- 1.2 VCS food partners across the borough are reporting that their services remain significantly over subscribed and they are low on supplies.
- 1.3 Due to their model of charging for admin and delivery, but not goods, purchasing via His Church allows the Council to provide approximately 3x the amount of goods compared to purchasing goods from a food supplier.
- 1.4 The council is trying to ensure that as many people as possible benefit from the funding; spending so far includes vouchers for children identified by their school as at risk of food poverty over the school holidays and vouchers to be distributed by the Early Help team to specific families they deem at risk of food poverty. In order to ensure that we can assist hard to reach groups, we will require support from our partners who work with these groups. In some cases this will mean helping us to distribute shopping vouchers, in others the council providing food through the hub, but in some cases a direct grant for to allow the distribution of food and household goods is more appropriate.

## **2 ALTERNATIVE OPTIONS**

- 2.1 The council could purchase from traditional suppliers of food and household goods, but this would reduce the amount of supplies by approximately 2/3 of the amount that could be provided by His Church, meaning fewer residents would be supported.
- 2.2 The council could distribute food and vouchers only without granting to any partners, but we will miss some key groups, most specifically those who do not have either the ability or the infrastructure to prepare their own food.

## **3 DETAILS OF THE REPORT**

- 3.1 In June 2020, to help our residents to cope with the financial impacts of the Covid-19 pandemic, the Council opened the VCS food hub. The hub supplies food on a weekly basis to approximately 40 organisations, increasing the food they have that they provide to residents.
- 3.2 Since that time, over 750 tonnes of food has been distributed, the equivalent of feeding approximately 35,000 people for a week each. This food has been sourced from a combination of repurposed food from Felix, Fare Share and City Harvest, corporate donations and purchases using funding from the DEFRA food grant and the Covid Winter Grant/Covid Local Support Grant, which were given to the Council with the express purpose of providing food and essential household goods. The hub was run initially from New City College, and currently from Granby Hall, with the only costs incurred by the Council being staffing to manage the operation. These are minimal as we have been supported by a number of excellent volunteers.
- 3.3 There are now very few corporate donations and the repurposed food is a much lower amount than was provided last year. Since the beginning of the year we have been able to increase the volume and range of food and other supplies we distribute through government grants. We use local fruit and veg suppliers and have been sourcing ambient food and household items from His Church Charity (HCC), based in Lincolnshire. The supplies come in pallets with retail value of £1,500 each pallet, which is waived, and the Council instead pays £425 per pallet for delivery and admin. Where preferred, pallets can be delivered direct to the organisations we are supporting.
- 3.4 We have been using an RCDA to purchase supplies from His Church, under the assumption that the Covid Local Support Grant would end in June and that the £189,000 allowed under the RCDA would be sufficient. However, with the extension of funding we now have the opportunity to make further purchases, which requires an Executive decision.
- 3.5 It is requested that the Mayor approves further expenditure of up to £300,000 from the Covid Local Support Grant, and that the Corporate Director for Place is given delegated authority to approve further purchases in this financial year should further funding for the hub be identified.

- 3.6 It is further requested that a number of small grants are approved to enable some partners to reach key groups the council may otherwise miss
- Age UK -£5,000 for their hospital discharge scheme, providing cooked meals to older people in poverty who, following their discharge from hospital are unable to make their own food for a number of weeks
  - Beyond the Streets- £4,000 for food, clothes and essential household goods to support women experiencing multiple disadvantage who have been affected by Covid-19
  - St Mungo's- £2,310 to provide phone and Oyster card top ups to their clients
  - Providence Row- £15,360 to allow them to provide cooked meals to homeless people, and to provide a resettlement package of essential household goods for clients being discharged from hospital as homeless
  - Bromley by Bow Centre £10,000 for energy vouchers for residents (top up to an externally funded existing project)
  - CAB £10,000 for energy vouchers for residents (top up to an externally funded existing project)

#### **4 EQUALITIES IMPLICATIONS**

- 4.1 Disabled people, young people and those from ethnic minority backgrounds are more likely to be suffering from the financial impacts of the pandemic. Supplying additional food and support through a range of partners will ensure that support is offered to all people who need it, but will ensure that these groups will be particularly positively impacted.

#### **5 OTHER STATUTORY IMPLICATIONS**

- 5.1 This section of the report is used to highlight further specific statutory implications that are either not covered in the main body of the report or are required to be highlighted to ensure decision makers give them proper consideration. Examples of other implications may be:
- Best Value Implications,
  - Consultations,
  - Environmental (including air quality),
  - Risk Management,
  - Crime Reduction,
  - Safeguarding.
  - Data Protection / Privacy Impact Assessment.
- 5.2 Provision of food to those in need contributes to the council's ability to safeguard those at risk of food poverty.

#### **6 COMMENTS OF THE CHIEF FINANCE OFFICER**

- 6.1 The council is utilising funding from the extended 'Covid Local Support Grant' to provide the following services:



- 6.2 Purchase of ambient food supplies and household items from the 'His Church' charity up to an agreed level of £300K. This is a highly cost-effective way of providing these supplies to the VCS food hubs as costs are less than 1/3 of the commercial market price ensuring the maximum number of clients are reached.
- 6.3 Provide small grants to local charities, partners organisations and outreach groups to provide services for those suffering through food poverty, homelessness and hardship due to the pandemic. There are 6 of these grants with a combined value of £46,670 with no one beneficiary receiving more than £16,000.
- 6.4 The recommendations in this report total £346, 670 and this can be contained within the remaining grant. and will not be a pressure on the General Fund.

## **7 COMMENTS OF LEGAL SERVICES**

- 7.1 The Mayor through an Individual Mayor Decision (IMD) has the power to approve the recommendations sought in this report.
- 7.2 The direct award of a contract to His Church Charity falls within the Council's remit because the value (£300,000) of this service, is below the relevant threshold (£663,540) for a Light Touch Service.
- 7.3 Grants applications must be determined by the Grants Sub-Committee except the Mayor decides to approve such application under its reserved powers.
- 7.4 There are no legal implications in approving this recommendation.
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## **Linked Reports, Appendices and Background Documents**

### **Linked Report**

- None.

### **Appendices**

- None.

### **Background Documents – Local Authorities (Executive Arrangements)(Access to Information)(England) Regulations 2012**

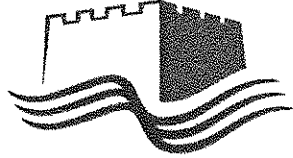
- None.

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

N/A

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# Agenda Item 2

<b>Individual Mayoral Decision Proforma</b> Decision Log No: 208	 <b>TOWER HAMLETS</b>
<b>Report of:</b> Ann Sutcliffe, Corporate Director of Place	<b>Classification:</b> Unrestricted
<b>Spitalfields Neighbourhood Plan Examiner's Report and Referendum</b>	

<b>Is this a Key Decision?</b>	Yes
<b>Decision Notice Publication Date:</b>	20 July 2021
<b>General Exception or Urgency Notice published?</b>	General exception notice published 29 July 2021
<b>Restrictions:</b>	N/A
<b>Reason for seeking an Individual Mayoral Decision</b>	Statutory timelines require a decision to be made within five weeks of receiving final examiner's report – this requires a decision to be taken by 19 August at the latest, which does not meet any existing Cabinet timetables.

## EXECUTIVE SUMMARY

The Spitalfields Neighbourhood Plan has been the subject of an independent examination process. On 15 July 2021, the Council and the Neighbourhood Forum received the examiner's final report on the neighbourhood plan, and the Forum has produced a tracked change edit of the plan in line with the recommendations contained in the examiner's report. The examiner has recommended that the plan meets the basic conditions for proceeding to referendum, subject to the recommended modifications.

The Town and Country Planning Act 1990 (as amended) requires the Council to now make a decision on the Examiner's recommendations and come to a conclusion as to whether the neighbourhood plan meets the basic conditions and legal requirements, or could do so if modifications were made to the draft Plan, and should therefore proceed to a referendum.

The Mayor is recommended to agree with the examiner that the plan meets the basic conditions and legal requirements for neighbourhood plans (subject to some modifications) and should therefore proceed to referendum. As the Spitalfields Neighbourhood Area is a business area, there will be both a residential referendum and a business referendum. Planning officers have considered the examiner's recommendations and see no justified reason to depart from them.

The alternative options would be to decide that the plan does not meet the basic conditions and legal requirements and cannot be modified to do so; or to decide that the plan meets the basic conditions and legal requirements without the need for some or all of the examiner's proposed modifications. Given the examiner's clear reasoning throughout her report when explaining why modifications are necessary and how they allow the plan to meet the basic conditions and legal requirements, officers cannot see how either of these alternative options could be justified.

Other relevant matters, including details of the proposed modifications, the consultation process for the neighbourhood plan, the legal and procedural basis of neighbourhood plans, the comments of the finance and legal teams, and equalities implications are set out in the attached report.

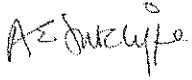
## **DECISION**

1. To note Appendix 1: Report on Spitalfields Neighbourhood Plan 2020-2035 and Appendix 2: Tracked Changes Version of the Spitalfields Neighbourhood Plan, and agree with the Examiner's recommendation that the plan meets the basic conditions subject to modifications being made, can therefore proceed to referendum, and that the referendum area should be the same as the designated neighbourhood area.
2. To agree that Appendix 3: Referendum Version of the Spitalfields Neighbourhood Plan should proceed to referendum, with a referendum area that is the same as the designated neighbourhood area, in accordance with Schedule 4B of the Town and Country Planning Act 1990. As the area is designated as a Business Neighbourhood Area, two referendums should be held on the neighbourhood plan – one a residential referendum, and the other a business referendum.

**APPROVALS**

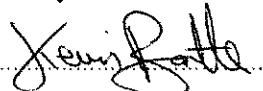
**1. Corporate Director proposing the decision or his/her deputy**

I approve the attached report and proposed decision above for submission to the Mayor. I confirm that the Mayor and/or Lead Member have agreed to this decision being taken using this process.

Signed .....  ..... Date 03/08/2021

**2. Chief Finance Officer or his/her deputy**

I have been consulted on the content of the attached report which includes my comments.

  
Signed ..... Date 3/8/2021

**3. Monitoring Officer or his/her deputy**

I have been consulted on the content of the attached report which includes my comments.

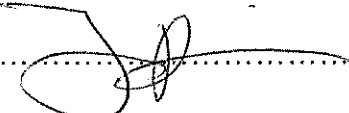
I confirm that this decision:-

is urgent and subject to the 'General Exception' provision at paragraph 18 of the Access to Information Procedure Rules.


  
Signed ..... Date 05/08/2021

**4. Mayor**

I agree the decision proposed in the recommendations above for the reasons set out in paragraphs 3-7 in the attached report.

Signed .....  ..... Date 9/8/21..



<b>Individual Mayoral Decision</b>  August 2021	 <b>TOWER HAMLETS</b>
<b>Report of:</b> Ann Sutcliffe, Corporate Director of Place	<b>Classification:</b> Unrestricted
<b>Spitalfields Neighbourhood Plan Examiner's Report and Referendum</b>	

<b>Lead Member</b>	<b>Councillor Eve McQuillan, Lead Member for Planning and Social Inclusion</b>
<b>Originating Officer(s)</b>	Steven Heywood, Plan Making Team Marissa Ryan-Hernandez, Strategic Planning Manager
<b>Wards affected</b>	Weavers Spitalfields and Banglatown
<b>Key Decision?</b>	Yes
<b>Forward Plan Notice Published</b>	General Exception Notice published 29 July 2021
<b>Reason for Key Decision</b>	Impact on Wards
<b>Strategic Plan Priority / Outcome</b>	<b>A Great Place to Live</b>

### Executive Summary

The Spitalfields Neighbourhood Plan has been the subject of an independent examination process. On 15 July 2021, the Council and the Neighbourhood Forum received the examiner's final report on the neighbourhood plan, and the Forum has produced a tracked change edit of the plan in line with the recommendations contained in the examiner's report (appendices 1 and 2). The examiner has recommended that the plan meets the basic conditions for proceeding to referendum, subject to the recommended modifications.

The Town and Country Planning Act 1990 (as amended) requires the Council to now make a decision on the Examiner's recommendations and come to a conclusion as to whether the neighbourhood plan meets the basic conditions and legal requirements, or could do so if modifications were made to the draft Plan, and should therefore proceed to a referendum.

### Recommendations:

The Mayor is recommended to:

1. Note Appendix 1: Report on Spitalfields Neighbourhood Plan 2020-2035 and Appendix 2: Tracked Changes Version of the Spitalfields

Neighbourhood Plan, and agree with the Examiner's recommendation that the plan meets the basic conditions subject to modifications being made, can therefore proceed to referendum, and that the referendum area should be the same as the designated neighbourhood area.

2. Agree that Appendix 3: Referendum Version of the Spitalfields Neighbourhood Plan should proceed to referendum, with a referendum area that is the same as the designated neighbourhood area, in accordance with Schedule 4B of the Town and Country Planning Act 1990. As the area is designated as a Business Neighbourhood Area, two referendums should be held on the neighbourhood plan – one a residential referendum, and the other a business referendum.

## **1 REASONS FOR THE DECISIONS**

- 1.1 The Spitalfields Neighbourhood Plan has been the subject of an independent examination process. Following receipt of an Examiner's report on 15 July 2021 the Council is required to consider the recommendations in the report and decide what action to take in relation to each. The Council must also come to a decision regarding whether the draft neighbourhood plan meets the basic conditions and legal requirements or could do so if modifications were made to the draft Plan (whether or not recommended by the Examiner). If the Council decides that the Plan does or could, following modification, meet the basic conditions and legal requirements, the Plan must be taken to referendum. This decision must be made within 5 weeks of the receipt of the Examiner's report.

## **2 ALTERNATIVE OPTIONS**

- 2.1 The Council is not bound by the Examiner's recommendations and is able to make a decision which differs from that recommended by the Examiner. As outlined above, the Council is required by the legislation to make its own decision regarding whether the draft neighbourhood plan meets or could meet, following modification, the basic conditions and legal requirements.
- 2.2 The Council could decide that the plan does not meet the basic conditions and legal requirements, and cannot be modified to do so. This is not considered to be a viable option, as the examiner's recommendation is clear that the plan meets the legal requirements and can be modified to meet the basic conditions. Officers are not aware of any justifiable reason why the plan cannot be modified to meet these requirements, and the Neighbourhood Forum have been willing to accept the examiner's recommended changes.
- 2.3 The Council could decide that the plan meets the basic conditions and legal requirements without the need for the modifications recommended by the examiner. This is also not considered a viable option. The examiner has set out clear reasoning for why the modifications are necessary. A number of the recommendations are small changes that ensure the plan is clear and



consistent with national and London-wide planning policy. In other instances they directly address elements of the plan that council officers had already identified as requiring modification. It would be contradictory for the Council to now claim that its own officers' suggestions, as supported by the examiner, do not need to be implemented.

- 2.4 While the Council is not bound by the Inspector's recommendations, a failure to accept them without good reason runs the risk of legal challenge and/or intervention by the Secretary of State for Housing, Communities and Local Government.

### **3 DETAILS OF THE REPORT**

- 3.1 This report provides an assessment of the Spitalfields Neighbourhood Plan Examiner's Report recommendations and the Council's considerations of whether the Plan meets, or could meet following modification, the basic conditions and legal requirements.

- 3.2 The content of this report is as follows:

- Section 4 – an introduction to neighbourhood planning
- Section 5 – outline of the relevant legislative framework and guidance
- Section 6 – a background to the Spitalfields Neighbourhood Plan examination
- Section 7 – assessment of the examiner's report and whether the plan meets the basic conditions and legal requirements, or could do so with modification

### **4 INTRODUCTION TO NEIGHBOURHOOD PLANNING: A COMMUNITY-LED PROCESS**

- 4.1 The Localism Act 2011 amended the Town and Country Planning Act (TCPA) 1990 to make provision for neighbourhood planning, which gives communities direct power to develop a shared vision for their neighbourhood and shape the development and growth of their local area. Neighbourhood planning provides a powerful set of tools for local people to ensure that they get the right types of development for their community where the ambition of the neighbourhood is aligned with the strategic needs and priorities of the wider local area.

- 4.2 The legislative provisions concerning neighbourhood planning within the TCPA 1990 are supplemented by the Neighbourhood Planning (General) Regulations 2012 (as amended by the Neighbourhood Planning (General) (Amendment) Regulations 2015) and the Neighbourhood Planning (Referendum) Regulations 2012.

- 4.3 Neighbourhood planning provides communities with the ability to prepare a NDP and/or NDO, in areas designated by the Council on application as a neighbourhood area. Neighbourhood planning powers may only be exercised by bodies authorised by the legislation.

- 4.4 NDPs set out policies in relation to the development and use of land in all or part of a defined neighbourhood area and may include site allocations, or development principles, for allocated sites. They may also include character appraisals and seek to establish community facilities and/or identify areas for public realm improvements.
- 4.5 Both NDPs and NDOs need to be in general conformity with the strategic policies of the Council's Development Plan: the Core Strategy (2010) and Managing Development Document (2013) and the London Plan (2016).
- 4.6 An NDP that has been 'made' in accordance with the relevant legislative provisions forms part of the Council's statutory 'Development Plan' and, as such, will be accorded full weight when determining planning applications in the neighbourhood area. NDPs will form a new spatial layer to the Council's planning policy and guidance.
- 4.7 NDP policies are developed by a neighbourhood forum through consultation with stakeholders in their relevant neighbourhood area and through engagement with Council Officers. Proposed NDP policies must be supported by an up-to-date evidence base to ensure that they are reasonable, sound and justified. Before the NDP is 'made' it must be subject to pre-submission publicity and consultation, submitted to the Council for a legal compliance check, publicised for consultation, submitted for independent examination, found by the independent examiner to meet the basic conditions specified in the legislation, and passed at a referendum.

### **Community Infrastructure Levy**

- 4.8 The Community Infrastructure Levy Regulations 2010 (as amended) ('the CIL Regulations') are supplemented by the Government's Planning Practice Guidance ('the PPG') on the Community Infrastructure Levy.
- 4.9 The CIL Regulations, as explained by the PPG, make provision for how CIL receipts may be used in relation to neighbourhood planning in those areas which have Parish Councils and those which do not. Tower Hamlets does not have any Parish Councils and, as such, the Council retains the revenue generated by CIL.
- 4.10 The Community Infrastructure Levy PPG (Ref ID: 25) states (at paragraphs 145 and 146) that where a neighbourhood plan is made, the neighbourhood area will benefit from 25% of the levy revenues arising from the development that takes place in the area. Where there is a parish council, the money will be paid to the parish. Where there is not a parish council, the local authority should consult with the community about how to use the funds, including to support priorities set out in the neighbourhood plan. This amount will not be subject to an annual limit.
- 4.11 Therefore, where a NDP or NDO has been adopted, the Council is required to consult with the local community as to how this 25 per cent proportion of CIL receipts will be spent. The funds can be spent on infrastructure or anything

else that is concerned with addressing the demands that development places on the area. Irrespective of this regulation, the Cabinet in December 2016, agreed to undertake this for all areas of the borough whether or not an NDP or NDO has been adopted.

## **5 NEIGHBOURHOOD DEVELOPMENT PLANS: RELEVANT LEGISLATION**

- 5.1 This section outlines the relevant legislative framework and guidance as they relate to the consideration by the local authority of the recommendations made by the Examiner and the draft Neighbourhood Plan. These include the Town and Country Planning Act 1990 Schedule 4B paragraphs 8, 12 and 13, and the Planning and Compulsory Purchase Act 2004 sections 38A and 38B. This section sets out the legislative approach that applies to decision-making on all neighbourhood plans – specific policy issues and relevant sections of policy and guidance that apply to this particular neighbourhood plan will be considered in later sections.

### **Consideration by the authority of recommendations made by the examiner**

- 5.2 The Town and Country Planning Act 1990 (TCPA 1990) Schedule 4B paragraph 12(2) states that where an examiner has made a report under paragraph 10 TCPA 1990 Schedule 4B, the Council must:

- (a) consider each of the recommendations made by the report (and the reasons for them), and*
- (b) decide what action to take in response to each recommendation.*

*(3) The authority must also consider such other matters as may be prescribed.*

*(4) If the authority are satisfied—*

- (a) that the draft order meets the basic conditions mentioned in paragraph 8(2), is compatible with the Convention rights and complies with the provision made by or under sections 61E(2), 61J and 61L, or*
- (b) that the draft order would meet those conditions, be compatible with those rights and comply with that provision if modifications were made to the draft order (whether or not recommended by the examiner),*

*a referendum in accordance with paragraph 14, and (if applicable) an additional referendum in accordance with paragraph 15, must be held on the making by the authority of a neighbourhood development order.*

*(5) The order on which the referendum is (or referendums are) to be held is the draft order subject to such modifications (if any) as the authority consider appropriate.*

*(6) The only modifications that the authority may make are—*

- (a) modifications that the authority consider need to be made to secure that the draft order meets the basic conditions mentioned in paragraph 8(2),
- (b) modifications that the authority consider need to be made to secure that the draft order is compatible with the Convention rights,
- (c) modifications that the authority consider need to be made to secure that the draft order complies with the provision made by or under sections 61E(2), 61J and 61L,
- (d) modifications specifying a period under section 61L(2)(b) or (5), and
- (e) modifications for the purpose of correcting errors.

(10) In any case where the authority are not satisfied as mentioned in sub-paragraph (4), they must refuse the proposal.

(11) The authority must publish in such manner as may be prescribed—

- (a) the decisions they make under this paragraph,
- (b) their reasons for making those decisions, and
- (c) such other matters relating to those decisions as may be prescribed.

(12) The authority must send a copy of the matters required to be published to—

- (a) the qualifying body, and
- (b) such other persons as may be prescribed.

5.3 TCPA 1990 Schedule 4B paragraph 13 states that If the local planning authority propose to make a decision which differs from that recommended by the examiner, and the reason for the difference is (wholly or partly) as a result of new evidence or a new fact or a different view taken by the authority as to a particular fact, the authority must notify prescribed persons of their proposed decision (and the reason for it) and invite representations. If the authority considers it appropriate to do so, they may refer the issue to independent examination.

### **Considering the Draft Neighbourhood Plan**

5.4 The Independent Examiner – and the Council, once it has received the Examiner’s Report – must consider whether making the plan meets the basic conditions and complies with certain legal requirements. These are outlined below.

5.5 The Basic Conditions (as outlined in paragraph 8(2) of Schedule 4B to the TCPA 1990 [as amended]) are:

- (a) *having regard to national policies and advice contained in guidance issued by the Secretary of State, it is appropriate to make [the Plan],*
- (b) *having special regard to the desirability of preserving any listed building or its setting or any features of special architectural or historic interest that it possesses, it is appropriate to make [the Plan],,*
- (c) *having special regard to the desirability of preserving or enhancing the character or appearance of any conservation area, it is appropriate to make [the Plan],,*
- (d) *the making of [the Plan] contributes to the achievement of sustainable development,*
- (e) *the making of [the Plan] is in general conformity with the strategic policies contained in the development plan for the area of the authority (or any part of that area),*
- (f) *the making of [the Plan] does not breach, and is otherwise compatible with, EU obligations, and*
- (g) *prescribed conditions are met in relation to [the Plan] and prescribed matters have been complied with in connection with the proposal for [the Plan].*

5.6 Only one further Basic Condition has been prescribed under paragraph 8(2)(g), as follows: “The making of the Neighbourhood Development Plan is not likely to have a significant effect on a European site...or a European Off-Shore Marine site...(either alone or in combination with other plans or projects)”.

5.7 The legal requirements [provisions] (as made by or under sections 38A and 38B of the Planning and Compulsory Purchase Act 2004) are:

- i) it has been prepared and submitted for examination by a qualifying body, for an area that has been properly designated by the local planning authority;*
- ii) it sets out policies in relation to the development and use of land;*
- iii) it specifies the period during which it has effect;*
- iv) it does not include provisions and policies for ‘excluded development’;*
- v) it is the only neighbourhood plan for the area and does not relate to land outside the designated neighbourhood area;*

## **6 BACKGROUND TO THE SPITALFIELDS NEIGHBOURHOOD PLAN**

6.1 This section outlines the key statutory stages in the production of the Spitalfields Neighbourhood Plan.

- 6.2 The Spitalfields Neighbourhood Area and Neighbourhood Forum were designated by Cabinet on 5 April 2016. Neighbourhood forums (though not neighbourhood areas) expire after five years unless they are re-designated. The Spitalfields Neighbourhood Forum was re-designated by Cabinet on 3 March 2021 for a further five years, effective from 5 April 2021.
- 6.3 The Spitalfields Neighbourhood Plan was developed by the Forum between 2016 and 2020, with the assistance of a wide range of public engagement. The process of engagement is described in the Forum's Consultation Statement, which has been attached as Appendix 4. The first stage of formal consultation (known as Regulation 14 consultation, after the Neighbourhood Planning (General) Regulations 2012) was arranged by the Forum, and held between 20 July and 14 September 2020.
- 6.4 Following this, the plan was updated in response to the representations the Forum received – these changes are again described in the Appendix 4 Consultation Statement. The neighbourhood plan was then submitted to the Council on 30 October 2020. On 16 December 2020, Cabinet agreed that the submission met the statutory procedural requirements for neighbourhood plans, and should proceed to a second stage of consultation and an independent examination.
- 6.5 The second stage of formal consultation (known as Regulation 16 consultation) was organised by the Council and held between 7 January and 18 February 2021. A total of 49 representations were received during the consultation, through the Council's online consultation portal and emails to the Plan Making team, including a response from the Plan Making team. The majority of responses from local residents and business owners were supportive of the plan, particularly policy SPITAL7 on affordable workspace. Most responses from organisations were neutral and expressed no concerns about the content of the plan. Responses from Historic England, Thames Water, and the Council's Plan Making team requested some alterations to aid clarity, provide additional information on heritage assets, and ensure consistency with national and London-wide planning policy. One response from Zeloof LLP and Truman Estates Ltd was strongly critical of policy SPITAL7 on affordable workspace, stating that the policy would be unviable and not adequately supported by evidence.
- 6.6 Following the consultation, the neighbourhood plan, supporting documents, and the representations received during the consultation were submitted to an independent examiner to assess the plan. The examiner appointed, as agreed between the Council and the Forum, was Jill Kingaby MRTPI.
- 6.7 The final examiner's report was received by the Council and the neighbourhood forum on 15 July 2021, and published on the Council's website on 26 July 2021. The Forum expressed a willingness to implement the Examiner's recommended modifications, and produced an updated version of the neighbourhood plan with the modifications implemented. This has also been published on the Council's website.

## **7 CONSIDERATION OF THE SPITALFIELDS NEIGHBOURHOOD PLAN EXAMINER'S REPORT AND ASSESSMENT**

7.1 Paragraph 10 of the TCPA 1990 requires the Examiner to make one of the following recommendations:

- i) that the draft plan is submitted to a referendum, or
- ii) that modifications specified in the report are made to the draft plan and that the draft order as modified is submitted to a referendum, or
- iii) that the proposal for the plan is refused.

7.2 The Spitalfields Neighbourhood Plan Examiner has recommended that modifications be made to the draft plan, and the modified plan be submitted to a referendum.

7.3 The examiner's report is attached to this report as appendix 1. A tracked changes edited version of the neighbourhood plan to show the proposed modifications in context is attached as appendix 2.

### **Legal Requirements**

7.4 The Executive Summary of the Examiner's Report recommends that "the Plan, once modified, proceeds to referendum on the basis that it has met all the relevant legal requirements".

7.5 The Examiner then looks in detail at procedural compliance in section 3 of the report. She concludes that:

- The plan was prepared by an eligible body (the neighbourhood forum) that was properly designated (para 3.1)
- The plan is the only neighbourhood plan for this area, and relates only to the designated neighbourhood area (para 3.2)
- The plan specifies the period of time for which it has effect (para 3.3)
- The legal requirements for consultation have been met, and due regard has been had to government guidance on preparing and engaging on plans (para 3.9)
- The plan relates to the use and development of land (para 3.10)
- The plan is not concerned with 'excluded development' – that is, types of development which neighbourhood plans are expressly not allowed to deal with (para 3.11)
- The plan does not breach any human rights obligations (para 3.12)

7.6 On this basis, the Examiner concludes that the legal requirements of neighbourhood plans have been met. Council officers see no reason to disagree with this assessment.

## Basic Conditions

- 7.7 The Executive Summary of the Examiner’s Report states “I have concluded that subject to the policy modifications set out in this report, the Plan meets the Basic Conditions”. The Examiner then considers this issue in significant detail in section 4 of the report, looking at the general compliance of the plan with the basic conditions, and the compliance of specific policies. This section includes twelve recommended modifications (some of which consist of multiple alterations) which the Examiner feels are needed to bring the plan in line with the basic conditions. These modifications are also included in detail in an appendix to the report.
- 7.8 The table below sets out in brief the proposed modifications and the Examiner’s reason for proposing them. Please refer to the appendix of the Examiner’s Report for full details of what each modification entails.

<b>Modification Number</b>	<b>Summary of Proposed Modification</b>	<b>Examiner’s Reason</b>
PM1	Updating references to the Tower Hamlets Local Plan and new London Plan to reflect their adoption.	To have regard to national planning policy.
PM2	Removing Appendices C and D from the plan, to be provided as evidence base document instead.	To have regard to national policy, specifically para 31 of NPPF.
PM3	Updating Policies Map to show additional information as described in the Planning Context section of the plan.	To provide information on the strategic policy context.
PM4	Policy SPITAL1 supporting text: adding text that emphasises the relative status of different heritage assets.	To have regard to national planning policy.
PM5	Policy SPITAL1 supporting text: adding text to explain how heritage assets were assessed for inclusion in Appendix B, and to refer to at-risk heritage assets.	To clarify the assessment process for Appendix B and to have regard to national policy, specifically para 197 of the NPPF.
PM6	Policy SPITAL1: altering and adding text to emphasise the relative status of different heritage assets; the importance of at-risk heritage assets; and adding a map of significant views.	To have regard to national planning policy.
PM7	Policy SPITAL3: Adding text to emphasise ‘healthy streets’ approach, in both policy text and	To ensure conformity with the London Plan and Local Plan, and to



	supporting text. Removing requirement in the Priority Heritage Projects table for benches to be designed to prevent people sleeping on them.	contribute to the achievement of sustainable development.
PM8	Policy SPITAL4: Altering policy and supporting text to take account of changes to use classes, and to clarify that factors are based on those in the London Plan.	To ensure conformity with the London Plan and Local Plan, and to contribute to the achievement of sustainable development.
PM9	Policy SPITAL5: Altering text to clarify that decisions on Local Green Spaces will be made in line with national green belt policy.	To have regard to national planning policy.
PM10	Policy SPITAL7 supporting text: altering text to make clear how affordable workspace providers can be chosen.	To ensure clarity.
PM11	Including at-risk heritage assets (as identified by Historic England) in Appendix A.	To have regard to national planning policy.
PM12	Adding introductory text to Appendix B to explain how heritage assets were assessed.	To clarify the assessment process for Appendix B and to have regard to national policy, specifically para 197 of the NPPF.

- 7.9 In addition, the Examiner also considered whether the plan meets EU obligations relating to the environment, which remain in force under British law. These issues were addressed by a screening report prepared by the Council to assess whether the plan required a full Strategic Environmental Assessment or Habitats Regulation Assessment. The screening report concluded that full assessments were not necessary, and the Examiner agreed with this.
- 7.10 Council officers agree with the Examiner’s proposed modification in all instances, and recommend that they be accepted. Modifications PM2, PM7, PM8, PM9, and PM10 stem directly from suggestions made by Plan making officers in their response to the Regulation 16 consultation on the plan. Plan Making officers also supported policy SPITAL7, which was the only policy to be strongly opposed by a consultee, and are pleased to see the Examiner confirm that the policy meets the basic conditions (as discussed in paras 4.28 to 4.33 of the Examiner’s Report).
- 7.11 In discussion with the forum, some minor additional changes have been made in addition to the examiner’s recommendations. These changes have been

made for reasons of clarity and consistency, and therefore ensure the neighbourhood plan is in conformity with the requirement of the Planning Practice Guidance on Neighbourhood Planning, paragraph 041, that neighbourhood plans “should be clear and unambiguous”. All the changes relate to the addition of figure 4.2 to the neighbourhood plan, which is part of the examiner’s recommendation PM6. The changes are as follows:

- New paragraph 4.27 to describe figure 4.2.
- New paragraph 7 in Appendix A to describe figure 4.2.
- Some alterations to Appendix A to ensure figure 4.2 and the relevant sections of Appendix A are consistent with one another. This includes indicating the numbering on the map of views that are described in the text; addition of text describing existing views that are featured in existing conservation area character appraisals (numbered AVE07, BVE01, BVE03, IVE01, IVE02, LVE01); a correction of the description for view BVN03 in line with the approved map; addition of text for views EVN01 and EVN02 in line with the approved map; removal of text from below the entries for views HVE04 and HVE05 which did not relate to specific protected views.

### **Referendum Area**

- 7.12 At paragraph 5.3 of her Report, the Examiner considers whether the referendum area should be extended beyond that of the designated Neighbourhood Planning Area. The report concludes that there are no policies or proposals in the plan which would have an impact beyond the neighbourhood area boundary, and therefore there is no justification to extend the boundary for the referendum.

### **Conclusion**

- 7.13 The Examiner’s Report concludes that the Spitalfields Neighbourhood Plan meets the legal requirements of neighbourhood plans; that the plan will meet the basic conditions if the recommended modifications are made; that the plan should therefore proceed to referendum; and that the referendum area should be the same as the designated Neighbourhood Planning Area.
- 7.14 Council officers in the Plan Making team agree with these conclusions and see no justified reason for departing from them. The Neighbourhood Forum have also indicated that they accept the Examiner’s recommendations.
- 7.15 The Council has the ability to make additional modifications as part of this decision, if they are considered necessary to ensure the plan meets the basic conditions and legal requirements. Council officers believe that there are no further modifications needed, beyond those recommended by the Examiner.
- 7.16 On this basis, the Mayor is recommended to accept the Examiner’s conclusions, and to send a modified version of the Spitalfields Neighbourhood Plan for referendum. The version of the plan that the referendum should consider is attached to this report as Appendix 3.

- 7.17 As the area is designated as a Business neighbourhood Area, two referendums will be held on the same day – one for registered voters living in the neighbourhood area, and one for non-domestic rate payers based within the neighbourhood area. If both referendums indicate support for the neighbourhood plan, the Council should adopt the plan unless there are compelling reasons not to do so. Similarly, if both referendums reject the neighbourhood plan, the Council should not adopt it. If the results of the two referendums conflict, the decision on whether to adopt the plan rests with the Council.
- 7.18 The Planning Policy Guidance on Neighbourhood Plans was updated in 2020, to include paragraph 107 (reference ID 41-107-20200925). This paragraph states that “where the local planning authority has issued a decision statement (as set out under Regulation 18 of the Neighbourhood Planning (General) Regulations 2012) detailing its intention to send a neighbourhood plan to referendum, that plan can be given significant weight in decision-making, so far as the plan is material to the application”.
- 7.19 On this basis, the neighbourhood plan will have significant weight in relevant planning decisions from the day of this decision until the day the referendum is held. If the plan passes at referendum, it will continue to have significant weight as a formal part of the development plan (once formally made by the Council). If the plan fails at referendum, it will no longer carry any weight in planning decisions.

## **8 EQUALITIES IMPLICATIONS**

- 8.1 The recommendations in this report would see new policy implemented in the Spitalfields Neighbourhood Area, and an Equalities Impact Assessment Checklist has been attached to this report as Appendix 5. It is not felt that there will be any negative impacts on equalities issues due to the neighbourhood plan.

## **9 OTHER STATUTORY IMPLICATIONS**

- 9.1 This section of the report is used to highlight further specific statutory implications that are either not covered in the main body of the report or are required to be highlighted to ensure decision makers give them proper consideration. Examples of other implications may be:
- Best Value Implications,
  - Consultations,
  - Environmental (including air quality),
  - Risk Management,
  - Crime Reduction,
  - Safeguarding.
  - Data Protection / Privacy Impact Assessment.

- 9.2 Best Value Implications: The Council will be responsible for the costs of organising and executing the referendum on the neighbourhood plan. However, the Council will be able to claim £30,000 of funding from the government for the referendum (for a single referendum the funding would usually be £20,000, but additional funding is available for business referendums).
- 9.3 Consultations: The neighbourhood plan has undergone all the stages of consultation required under statute, which includes two rounds of formal consultation. There is no requirement for further consultation.
- 9.4 Environment: the neighbourhood plan has been subject to a screening exercise relating to the need for a Strategic Environmental Assessment (SEA) or Habitats Regulation Assessment (HRA). The screening assessment found that neither an SEA or HRA was required, and this view was confirmed by the statutory consultees (Natural England, Historic England, Environment Agency) and the Examiner's Report.
- 9.5 Risk: the primary risk relating to this decision would arise from a failure to make a decision within the statutory timeframe of 5 weeks of receipt of the Examiner's report. If a decision is not made within this timeframe the Secretary of State has the power to intervene. A further risk could arise if the Council did not follow the Examiner's recommendations. This is because, whilst the Council is not bound by the Inspector's recommendations, a failure to accept them without good reason runs the risk of legal challenge and/or intervention by the Minister for Housing, Communities and Local Government. This report recommends accepting the Examiner's recommendations in full, so this risk is eliminated.
- 9.6 Crime/Safeguarding/Data Protection: no implications.

## **10 COMMENTS OF THE CHIEF FINANCE OFFICER**

- 10.1 There are no material financial implications emanating from this report. Costs associated with conducting the Spitalfields Neighbourhood Plan referendum will be met from a combination of existing revenue budgets and Government funding of £30k.
- 10.2 Significant costs will be incurred implementing the plan should the referendum be successful and will be subject of separate reports.
- 10.3 Adoption of a neighbourhood plan will allow the Spitalfields area to benefit from the allocation of 25% of CIL receipts relating to planning permissions granted in that area. The council will hold these funds and consult with local people on how best to spend the money.

## **11 COMMENTS OF LEGAL SERVICES**

- 11.1 Section 38A(2) of the Planning and Compulsory Purchase Act 2004('the 2004 Act') defines a 'neighbourhood development plan' as a plan which sets out

policies (however expressed) in relation to the development and use of land in the whole or any part of a particular neighbourhood area specified in the plan. Section 38A(3) of the 2004 Act also states that Schedule 4B of the Town and Country Planning Act 1990 ('TCPA 1990') also applies to neighbourhood development plans.

- 11.2 The Mayor is authorised to note the officer recommendations detailed in this report by virtue of:
- regulation 4(1)(a) of The Local Authorities (Functions and Responsibilities) (England) Regulations 2000; and
  - Section 18 of the Council's Constitution that vests all Executive functions in the Mayor.
- 11.3 Pursuant to the requirements of Schedule 4B, paragraph 12(2) of the TCPA 1990 and as is the case in the present matter for consideration, where an examiner has made a report relating to a proposed neighbourhood development plan the Council must :
- consider each of the recommendations made by the report (and the reasons for them), and
  - decide what action to take in response to each recommendation.
- 11.4 Paragraph 093 of the Government's Planning Practice Guidance on Neighbourhood Planning states that the Council must issue its decision on what action it will take, including whether to send the draft neighbourhood plan to a referendum within 5 weeks of receipt of the examiner's report.
- 11.5 Under regulation 18(1) and (2) of the Neighbourhood Planning (General) Regulations 2012, the council must publish its decision and the reasons for it (the decision statement) and the examiner's report on its website and in such other manner as likely to bring these to the attention of people who live, work or carry on business in the neighbourhood area.
- 11.6 Importantly, pursuant to the paragraph 107 (41-107-20200925) of the Government's Planning Practice Guidance, once the local planning authority has issued a decision statement detailing its intention to send a neighbourhood plan to referendum, the draft neighbourhood plan can be given significant weight in decision-making so far as the plan is material to the application.
- 11.7 In accordance with the recommendations in this report and pursuant to paragraph 12(4) and (5) of Schedule 4B of the TCPA 1990, the Council must hold a referendum on the making of a neighbourhood development plan. The order on which the referendum is to be made is the draft neighbourhood plan with the limited modifications made to it that the Council considers appropriate to make (para 12(5) of Schedule 4B). As this report indicates, officers have made minor modifications to the draft plan received from the Examiner in

order to ensure that it meets the statutory 'basic conditions' in paragraph 8(2) of Schedule 4B.

- 11.8 Under s38A(4)(a) of the 2004 Act, the Council must make a neighbourhood development plan if in each applicable referendum held under Schedule 4B of the TCPA 1990, more than half of those voting have voted in favour of the plan. Under S38A(5) of the 2004 Act, in situations where there are two applicable referendums because the area is designated as a business area under S61H of the TCPA 1990, if only one of those referendums votes in favour of the neighbourhood plan, the Council may choose whether or not to make the plan. The Council must make any such plan as soon as reasonably practicable after the referendum is held.
- 11.9 Pursuant to s38(6) of the 2004 Act, if the neighbourhood plan has been approved at the referendum, it will attain the same legal status as a local plan (and other documents that form part of the statutory development plan). At this point it will come into force as part of the statutory development plan and applications for planning permission in this neighbourhood area must be determined in accordance with this development plan, unless material considerations indicate otherwise. These matters will be the subject of a further report to Cabinet for the adoption of the neighbourhood plan in circumstances where a successful referendum is held in May 2021.
- 11.10 If the referendum supports the making of a neighbourhood plan, and following the formal adoption of such plan, the neighbourhood area can benefit from the allocation of 25% of CIL receipts relating to planning permissions granted in the area. The council will hold these funds but will consult with local people on how best to spend the money which could include supporting infrastructure development and addressing any other demands that development places on the area.
- 11.11 The Mayor will note that paragraphs 6.3 to 6.5 of the report explain that public consultation was undertaken between 20 July and 14 September 2020 and 7 January and 18 February 2021 in satisfaction of the general public law duties.
- 11.12 The Courts have held that all fair consultations must satisfy the following:
1. Consultation must be undertaken at a time when proposals are still at a formative stage;
  2. Sufficient reasons must be given for any proposal to allow an intelligent consideration of and response to the proposal;
  3. Adequate time must be given for consideration and response; and
  4. Responses must be conscientiously taken into account in finalising any proposal.

Paragraphs 6.3 to 6.5 of the report set out the extent of the consultations exercises undertaken and demonstrate a fair and legally robust process.

- 11.13 Further, section 8 of this report states that an Equalities Impact Assessment Checklist has been completed in relation to the proposed policy implications

arising from implementing the neighbourhood plan. This screening concluded that no negative equalities impacts would arise from the recommendations in this report and implementation of the Neighbourhood Plan. The assessment demonstrates that the Council has complied with and discharged the Public Sector Equality Duty in s149 of the Equality Act 2010.

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

### **Linked Report**

- NONE

### **Appendices**

- Appendix 1 – Report on Spitalfields Neighbourhood Plan 2020-2035
- Appendix 2 – Tracked Changes Version of the Spitalfields Neighbourhood Plan
- Appendix 3 – Referendum Version of the Spitalfields Neighbourhood Plan
- Appendix 4 – Spitalfields Neighbourhood Plan Consultation Statement
- Appendix 5 – Equalities Impact Assessment Checklist

### **Background Documents – Local Authorities (Executive Arrangements)(Access to Information)(England) Regulations 2012**

- NONE

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

Steven Heywood

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**Intelligent Plans**  
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# **Report on Spitalfields Neighbourhood Plan 2020 - 2035**

**An Examination undertaken for London Borough of Tower Hamlets Council with the support of the Spitalfields Neighbourhood Planning Forum on the October 2020 submission version of the Plan.**

Independent Examiner: Jill Kingaby BSc Econ MSc MRTPI

Date of Report: 15 July 2021

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## **Main Findings** - Executive Summary

From my examination of the Spitalfields Neighbourhood Plan (the Plan/SpNP) and its supporting documentation including the representations made, I have concluded that subject to the policy modifications set out in this report, the Plan meets the Basic Conditions.

I have also concluded that:

- The Plan has been prepared and submitted for examination by a qualifying body – Spitalfields Neighbourhood Planning Forum (the Forum);
- The Plan has been prepared for an area properly designated – Spitalfields as shown on Figure 1.1 of the Plan;
- The Plan specifies the period to which it is to take effect – 2020-2035; and
- The policies relate to the development and use of land for a designated neighbourhood area.

I recommend that the Plan, once modified, proceeds to referendums on the basis that it has met all the relevant legal requirements.

I have considered whether the referendums area should extend beyond the designated area to which the Plan relates and have concluded that it should not.

## **1. Introduction and Background**

### *Spitalfields Neighbourhood Plan 2020-2035*

1.1 Spitalfields has a long and rich history. It takes its name from The New Hospital of St Mary without Bishopgate, founded in 1197 and known as St Mary's Spital. Located just outside the walls of the historic City of London, archaeological studies have found significant evidence of Roman occupation in Spitalfields. Spitalfields Market began on a field near the hospital in the 13<sup>th</sup> century and moved to the present premises in 1887. Gun Street, Artillery Lane and Artillery Passage are reminders of the area's military and industrial past. Development accelerated at Spitalfields after the Great Fire of London in 1666, and Georgian housing was erected around the market. The terraces in Elder, Folgate, Fournier, Wilkes, Princelet and Hanbury Streets are still in place, reflecting this period of elegant architecture and construction. Christ Church with its iconic spire, facing towards Bishopsgate and the City of London, was consecrated in 1729, and formed a dominant building within Spitalfields thereafter.

1.2 Huguenots fleeing from France in the early nineteenth century settled in Spitalfields, and established a new creative industry based on silk weaving. Jewish immigrants escaping pogroms in Eastern Europe settled

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in the area later in the 1800s, and the former French Protestant church in Fournier Street became a synagogue. In the late twentieth century, a Bangladeshi community settled in the area, becoming well known for its restaurants along Brick Lane. The synagogue mentioned above was converted to a mosque. The area's many heritage buildings, its markets and business outlets, restaurants and shops reflect its rich history and ongoing cultural diversity. The process of London's evolution from a series of ancient hamlets into densely populated, inner-city communities is evident in Spitalfields. The character of Spitalfields contrasts sharply with neighbouring areas, notably the City of London, Whitechapel and Shoreditch. The importance of Spitalfields' history is reflected in the designation of four conservation areas and many listed buildings and structures. Much of Spitalfields is an Archaeological Priority Area.

- 1.3 Spitalfields today contains many residential and business premises. The Census 2011 records a population of 12,578 for the Spitalfields and Banglatown Ward (which covers a wider area than this Neighbourhood Plan).<sup>1</sup> Paragraph 2.13 of the SpNP provides an estimate of 6,572 residents in the Neighbourhood Area. 7,235 residents within the Ward were described as BME (black or minority ethnic), of whom 5,121, or 41% of the total population, were of Bangladeshi origins in 2011. The Census indicated that a low proportion (25.9%) of the ward's households were owner-occupiers in 2011, compared to the London average of 49.9%. 38.6% of households lived in private-rented accommodation, and 34.3% in social-rented homes.
- 1.4 Spitalfields has grown as an employment centre in recent years, reflecting the success and development of the nearby City of London. Spitalfields' many markets, restaurants, bars/pubs and buildings have become major attractions for tourists. A strong commercial hub has developed around the Truman Brewery, with a fashion and creative focus, and there have been spinoffs from the tech industry based at Shoreditch and Old Street roundabout. Brick Lane was defined as a district centre in the Tower Hamlets Local Plan, 2020.
- 1.5 The Spitalfields Society and Spitalfields Community Group decided in December 2013 to set up an Interim Steering Group (ISG) which would establish a neighbourhood forum and define a neighbourhood area. Throughout 2014, the ISG liaised with the Strategic Planning Team at the London Borough of Tower Hamlets over area boundaries and compiled a list of local stakeholders so that it could engage with all sections of the community. In April 2016, London Borough of Tower Hamlets approved the Spitalfields Neighbourhood Area, established the Spitalfields Business Neighbourhood Area, and approved the Spitalfields Neighbourhood Planning Forum. The Forum then undertook public consultation and preparatory work over the next four years to produce a Spitalfields Neighbourhood Plan. Regulation 14 (pre-Submission) consultation on a

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<sup>1</sup> London Borough of Tower Hamlets website – Spitalfields and Banglatown Ward Profile 2014.

draft Neighbourhood Plan was undertaken between 20 July and 14 September 2020, ahead of the publication of the Submission Version (October 2020), which is the subject of this examination.

### *The Independent Examiner*

- 1.6 As the Plan has now reached the examination stage, I have been appointed as the examiner of the SpNP by the London Borough of Tower Hamlets, with the agreement of the Spitalfields Neighbourhood Forum.
- 1.7 I am a chartered town planner and former Government Planning Inspector, with prior experience examining neighbourhood plans in London and elsewhere in England. I am an independent examiner, and do not have an interest in any of the land that may be affected by the submitted Plan.

### *The Scope of the Examination*

- 1.8 As the independent examiner I am required to produce this report and recommend either:
- (a) that the neighbourhood plan is submitted to referendums<sup>2</sup> without changes; or
  - (b) that modifications are made and that the modified neighbourhood plan is submitted to referendums; or
  - (c) that the neighbourhood plan does not proceed to referendums on the basis that it does not meet the necessary legal requirements.
- 1.9 The scope of the examination is set out in Paragraph 8(1) of Schedule 4B to the Town and Country Planning Act 1990 (as amended)('the 1990 Act'). The examiner must consider:
- Whether the plan meets the Basic Conditions.
  - Whether the plan complies with provisions under s.38A and s.38B of the Planning and Compulsory Purchase Act 2004 (as amended) ('the 2004 Act'). These are:
    - it has been prepared and submitted for examination by a qualifying body, for an area that has been properly designated by the local planning authority;
    - it sets out policies in relation to the development and use of land;
    - it specifies the period during which it has effect;

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<sup>2</sup> In accordance with paragraphs 12(4) and 15 of Schedule 4B to the Town and Country Planning Act 1990 (as amended), the draft Plan relates to a neighbourhood area that has been designated as a business area under section 61H of the 1990 Act. The combined effect of these provisions is that an additional business referendum is required.

- it does not include provisions and policies for 'excluded development'; and
- it is the only neighbourhood plan for the area and does not relate to land outside the designated neighbourhood area.
- Whether the referendums boundary should be extended beyond the designated area, should the plan proceed to referendums.
- Such matters as prescribed in the Neighbourhood Planning (General) Regulations 2012 (as amended)('the 2012 Regulations').

1.10 I have considered only matters that fall within Paragraph 8(1) of Schedule 4B to the 1990 Act, with one exception. That is the requirement that the Plan is compatible with the Human Rights Convention.

### *The Basic Conditions*

1.11 The 'Basic Conditions' are set out in Paragraph 8(2) of Schedule 4B to the 1990 Act. In order to meet the Basic Conditions, the neighbourhood plan must:

- Have regard to national policies and advice contained in guidance issued by the Secretary of State;
- Contribute to the achievement of sustainable development;
- Be in general conformity with the strategic policies of the development plan for the area;
- Be compatible with and not breach European Union (EU) obligations (under retained EU law)<sup>3</sup>; and
- Meet prescribed conditions and comply with prescribed matters.

1.12 Regulation 32 of the 2012 Regulations prescribes a further Basic Condition for a neighbourhood plan. This requires that the making of the neighbourhood development plan does not breach the requirements of Chapter 8 of Part 6 of the Conservation of Habitats and Species Regulations 2017.<sup>4</sup>

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<sup>3</sup> The existing body of environmental regulation is retained in UK law.

<sup>4</sup> This revised Basic Condition came into force on 28 December 2018 through the Conservation of Habitats and Species and Planning (Various Amendments) (England and Wales) Regulations 2018.

## 2. Approach to the Examination

### *Planning Policy Context*

- 2.1 The Development Plan for Spitalfields, not including documents relating to excluded minerals and waste development, is the Tower Hamlets Local Plan - 2031, adopted in January 2020, and the London Plan, adopted 2 March 2021.
- 2.2 The planning policy for England is set out principally in the National Planning Policy Framework (NPPF). The Planning Practice Guidance (PPG) offers guidance on how this policy should be implemented. A revised NPPF was published on 19 February 2019, and all references in this report are to the February 2019 NPPF and its accompanying PPG.

### *Submitted Documents*

- 2.3 I have considered all policy, guidance and other reference documents I consider relevant to the examination, including:
- the SpNP 2020 -2035, October 2020;
  - Figure 1.1 of the Plan which identifies the area to which the proposed Neighbourhood Development Plan relates;
  - the Consultation Statement – draft 4, October 2020;
  - the Basic Conditions Statement, October 2020;
  - the Strategic Environmental Assessment and Habitats Regulation Assessment Screening Report prepared by the London Borough of Tower Hamlets, October 2020;
  - all the representations that have been made in accordance with the Regulation 16 consultation; and
  - the response by Spitalfields Neighbourhood Forum (6 April 2021) to my letter of 23 March 2021.<sup>5</sup>

### *Site Visit*

- 2.4 I made an unaccompanied site visit to the Neighbourhood Plan Area on 27 May 2021 to familiarise myself with it, and visit relevant sites and areas referenced in the Plan and evidential documents.

### *Written Representations with or without Public Hearing*

- 2.5 This examination has been dealt with by written representations. I considered hearing sessions to be unnecessary as my reading of the Plan and supporting evidence, including the consultation responses and the Forum's response in April 2021 to my questions, clearly articulated the objections to the Plan, and presented arguments for and against the Plan's suitability to proceed to referendums.

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<sup>5</sup> View at:

[https://www.towerhamlets.gov.uk/lgnl/planning\\_and\\_building\\_control/planning\\_policy\\_guidance/neighbourhood\\_planning/Spitalfields.aspx](https://www.towerhamlets.gov.uk/lgnl/planning_and_building_control/planning_policy_guidance/neighbourhood_planning/Spitalfields.aspx)

## *Modifications*

- 2.6 Where necessary, I have recommended modifications to the Plan (**PMs**) in this report in order that it meets the Basic Conditions and other legal requirements. For ease of reference, I have listed these modifications separately in the Appendix.

## **3. Procedural Compliance and Human Rights**

### *Qualifying Body and Neighbourhood Plan Area*

- 3.1 The SpNP has been prepared and submitted for examination by Spitalfields Neighbourhood Forum. The London Borough of Tower Hamlets made the decision to designate the Spitalfields Neighbourhood Planning Area as a Neighbourhood Business Planning Area on 5 April 2016. On the same date, the Spitalfields Neighbourhood Planning Forum was approved as the Neighbourhood Planning Forum for the Spitalfields Neighbourhood Planning Area. A further decision made on 3 March 2021 effected the redesignation of the Spitalfields Neighbourhood Planning Forum for another period of five years, with effect from 5 April 2021.
- 3.2 It is the only neighbourhood plan for Spitalfields and does not relate to land outside the designated Neighbourhood Plan Area.

### *Plan Period*

- 3.3 The Plan specifies clearly the period to which it is to take effect, which is from 2020 to 2035.

### *Neighbourhood Plan Preparation and Consultation*

- 3.4 From 2014 onwards the Forum's ISG liaised with the Council's Strategic Planning Team. The first major consultation event in July 2014 was a meeting for local stakeholders and the second event, in August 2014, was for meeting the general public. Ahead of these events, a leaflet "Your Spitalfields: Your Future" was delivered to every residential and business address in the central Spitalfields area, inviting attendance at the events. Based on discussion at these meetings, the boundaries of the proposed neighbourhood area and the terms of the proposed constitution were set. A committee consisting of 12 members (6 residents, 3 business members and 3 local organisations) was elected at the inaugural meeting. An application for area designation in December 2014 led to exchanges between the ISG, local business organisations and the Council. The boundaries were revised and in April 2016, the London Borough of Tower Hamlets designated the Spitalfields Neighbourhood Area as a Business Neighbourhood Area and approved the Spitalfields Neighbourhood Planning Forum (see paragraph 3.1 above).



- 3.5 In 2015 and 2016, a “consultation framework” was set up for use by variously themed policy working groups, to ensure that they operated within common parameters. The working groups researched existing planning policy on relevant areas of interest and reached out to the local community to understand their views on particular problems and opportunities. In 2017, the process was refined and consultation was sub-divided between “local stakeholder consultations” (primarily local businesses and other organisations with an interest in Spitalfields) and a second group (general public, local residents and workers).
- 3.6 Of some 40 local stakeholders invited to take part in consultations, 27 agreed. Participants are named in Appendix B of the Consultation Statement, which demonstrates that there has been a positive level of representation of the Area’s major owners, businesses and community groups engaged in the consultation exercise. Face-to-face interviews were held in 2017 and 2018, and the results are reported in the SNPF Community Consultation – Stakeholder Research Project 2018, by Gracechurch. The Main Findings give responses to these key questions:
- What do organisations value most about Spitalfields today?
  - What hinders stakeholders in the way Spitalfields works today?
  - How could the Forum’s policies make Spitalfields better?
- 3.7 In September 2017, the Forum engaged with The East London Citizens’ Organisations (TELCO) to seek the views of harder-to-reach communities. It ran an advertisement in Bengali in the Janomot newspaper and delivered bilingual leaflets to more than 5,000 local households. TELCO collected some 231 paper returns from members of the public at selected locations such as the Brick Lane mosque and a Sikh community centre. The Consultation Statement describes a number of initiatives taken to inform and involve people from all social groups. In March 2018, general public consultation ended and, online, 1,809 people had visited the survey site. 402 people made 602 separate comments, and 1,492 submitted endorsements of other people’s comments. These complemented the 231 paper returns. The profile of the people responding to the survey was analysed and compared with the data from the 2011 Census for the Spitalfields and Banglatown ward. The profile was found to correspond closely, indicating that the efforts made to engage with all social groups in the area, especially the harder-to-reach, had been successful.
- 3.8 The survey results were used to draft a “Vision for Spitalfields”, and three “core and achievable objectives” for Spitalfields. The policy working groups investigated these in depth and worked with other parties to produce a draft SpNP which proceeded to Regulation 14 consultation between 20 July and 14 September 2020. This consultation exercise was publicised by way of a leaflet hand-delivered to every address in the Area, with information and the Plan document presented on the SpNP Forum website. A range of statutory bodies and other bodies including local business and major landowners, owners of proposed non-designated heritage assets and local green spaces were informed in writing.

Representations were received from 38 residents, 3 businesses, 13 local stakeholders and 9 statutory consultees.

- 3.9 These responses were used to amend the draft SpNP and produce the Submission Version in October 2020. The Regulation 16 consultation took place between 7 January and 18 February 2021, and 49 responses were received. I have taken account of all these representations in examining the SpNP. Overall, I am satisfied that the consultation process has been carried out in a very thorough and professional manner. The legal requirements for consultation i.e. procedural compliance, have been met and regard has been had to the advice in the Government's PPG on plan preparation and engagement.

#### *Development and Use of Land*

- 3.10 The Plan sets out policies in relation to the development and use of land in accordance with s.38A of the 2004 Act.

#### *Excluded Development*

- 3.11 The Plan does not include provisions and policies for 'excluded development'.

#### *Human Rights*

- 3.12 The Basic Conditions Statement, in paragraph 5.4, states that the Plan does not breach and is not otherwise incompatible with the European Convention on Human Rights. Neither the London Borough of Tower Hamlets nor other consultees have alleged that there would be a breach of Human Rights (within the meaning of the Human Rights Act 1998), and from my independent assessment, I see no reason to disagree.

## **4. Compliance with the Basic Conditions**

#### *EU Obligations*

- 4.1 The Neighbourhood Plan was screened for Strategic Environmental Assessment (SEA) by the London Borough of Tower Hamlets, which found that it was unnecessary to undertake SEA. Having read the Strategic Environmental Assessment Screening Opinion, I support this conclusion.
- 4.2 The SpNP was further screened for Habitats Regulations Assessment (HRA), and the London Borough of Tower Hamlets considered that the SpNP would not have any additional significant impact, either by itself or cumulatively with other plans and programmes, over the adopted Local Plan. It was concluded that no further HRA was required. There are no European protected or Ramsar sites in close proximity to the Neighbourhood Area. Natural England, Historic England and the Environment Agency agreed with the Council's conclusion, as section 9 of

the SEA and HRA Screening Report explains. From my independent assessment of this matter, I agree that further HRA is not required.

### *Main Issues*

- 4.3 I have assessed whether the SpNP complies with the Basic Conditions for neighbourhood planning as two main matters:
- General issues of compliance of the Plan, as a whole; and
  - Specific issues of compliance of the Plan policies.

### *General Issues of Compliance of the Plan*

- 4.4 Chapter 1: Introduction begins by describing briefly the "Purpose of the plan", confirming the time period for the SpNP (2020-35), and stating that the principal purpose is to guide development within the Spitalfields area, providing guidance for those wishing to submit planning applications. Chapter 1 then describes the "Policy context", explaining that the adopted SpNP will represent part of the Development Plan for the area, along with the Tower Hamlets Local Plan and London Plan. Tower Hamlets Local Plan was adopted in January 2020. I note that the SpNP includes references to "the draft London Plan", the "Intend to Publish version of the draft London Plan" and "emerging London Plan" (see Page 28) as well as to the "London Plan 2016" (Page 15). Paragraph 1.5 of the SpNP should be modified to include the adoption date for the London Plan (2 March 2021) and for Tower Hamlets Local Plan, and all subsequent references to the London Plan should be updated, as in **PM1**. This modification is necessary having regard for national planning policy.
- 4.5 The SpNP is a business neighbourhood plan which has been prepared in accordance with national planning law and regulations, for the area illustrated on Figure 1.1. Chapter 1 also describes the content of the Plan's four appendices, on which I comment later, and concludes with a commitment by the Forum to monitor the Plan's future effectiveness and delivery and undertake periodic reviews. Overall, I consider that Chapter 1 provides a clear and concise introduction to the SpNP, setting out the Plan purpose, and meeting the Basic Conditions.
- 4.6 Chapter 2: Local Context provides a short account of Spitalfields' fascinating and unique history, observing that "On every street, there are layers of history". A brief account of Spitalfields today is followed by a longer account of current pressures and challenges, identified through the consultation exercise. The section begins with reference to "intense pressure in recent years as an employment centre", reflecting the success and growth of the City of London. Whilst there are significant benefits from this growth, the area's character is perceived to be threatened by business over-development. Pressures on space have created concerns over affordability for small businesses, and on housing costs for local residents. Lack of public open space and heavy traffic, which result in poor air quality and noise, notably on Commercial Street, are significant environmental problems in Spitalfields. Three major social areas of

concern were identified from the consultation process: the need for affordable housing in Spitalfields, problems with litter and refuse collection, and anti-social behaviour. I consider that this overview of local concerns and challenges provides useful information for readers and prospective developers. Its recognition should provide a useful first step for plan-making which contributes to the achievement of sustainable development.

- 4.7 Chapter 2 then moves on to describe some aspects of the London and Tower Hamlets Borough planning policy context, confirming that Spitalfields includes four designated conservation areas, many listed heritage assets and is mostly an Archaeological Priority Area. This chapter points out that the western edge of the Neighbourhood Plan Area is within the City Fringe zone which should nurture the employment, business and creative potential of the digital-creative sector, according to the London Plan. A modification is necessary to clarify that the whole of the Neighbourhood Plan Area is within the City Fringe Opportunity Area. The area west of Commercial Street is within the Central Activities Zone (CAZ), where the London Plan supports the provision of employment floorspace. Brick Lane is designated as a district centre in Tower Hamlets Local Plan, and there are several active street markets referenced in Tower Hamlets High Streets and Town Centres Strategy 2017-22, as well as privately run markets. Parts of Spitalfields are within the protected views of St Paul's Cathedral and Tower of London, as set out in The London View Management Framework, and the view from Grade 1 listed Christ Church along Brushfield Street towards Fournier Street is designated for protection by the London Borough of Tower Hamlets. I consider that this section of the SpNP is in general conformity with strategic policies in the Development Plan for the area, and these references to policies in the London Plan and Tower Hamlets Local Plan should help prospective developers to put forward schemes which are locally appropriate and contribute to the achievement of sustainable development.
- 4.8 Page 41 of the SpNP comprises a "Policies Map", which is very similar to Figure 5.2, as both show the proposed local green spaces. Figure 5.3 as well as the "Policies Map" show the Ram and Magpie Site. Green Grid (SPITAL4) is the only additional feature on the map on Page 41, and I note that it illustrates a network that extends outside the Spitalfields Neighbourhood Area (albeit it is clear that the Plan's policies apply only within the designated Area). Paragraph 5.5 of the Plan explains that the Green Grid is an integrated network where walking across Tower Hamlets is encouraged. The supporting text to Policy D.OWS3 of the Tower Hamlets Local Plan refers to Tower Hamlets Green Grid Strategy (2017) and to the Mayor of London's All London Green Grid SPG<sup>6</sup> (2012). It seems to me that the Green Grid network is one of a number of features from the Tower Hamlets Local Plan and the London Plan with significant

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<sup>6</sup> Supplementary Planning Guidance.

implications for future development in Spitalfields, which could usefully be illustrated in the SpNP.

- 4.9 Having regard for paragraphs 2.20-2.24, Planning Context, I propose that the Policies Map on Page 41 is replaced with a new map which shows, for the Spitalfields Neighbourhood Area, key aspects of the wider planning context: Green Grid, the four Conservation Areas, City Fringe zone (showing the whole Neighbourhood Plan Area lies within the zone, as noted in paragraph 4.7 above), CAZ, Brick Lane District Centre and protected views as described in paragraph 2.21. This new map should be referenced in paragraphs 2.20, 4.5 and 5.5 of the Plan, as explained in **PM3**. The modification is needed to provide information for prospective developers and readers of the Plan as to the higher level, strategic policy context, separate from the SpNP policies.
- 4.10 The Vision for the SpNP is described at the beginning of Chapter 3. It begins by stating that it seeks to conserve and improve all the ingredients that come together to make a distinctive and attractive neighbourhood. It refers to the delicate balance between large or small, corporate or creative businesses; between local residents and local, national or international visitors. It aims to ease the many pressures of inner city living, among other things. The Vision is a sophisticated and multi-faceted statement which, in my opinion, is wholly appropriate for Spitalfields, and a good starting point for plan-making.
- 4.11 Three objectives are then defined, under the headings of Environment, Urban Heritage and Business Mix. I consider that the objectives satisfactorily reflect the Plan's Vision and provide suitable starting-points for policy development for Spitalfields. Paragraph 3.1 makes clear that the objectives were identified following extensive consultation with local people and parties. Paragraph 3.9 is headed "Broader Objectives", stating that the Forum wants the Plan to help improve communications between key stakeholders and groups in the area, and enhance dialogue with the local authority and neighbouring wards and boroughs. Chapter 3 has regard for national planning policy on neighbourhood planning, in my view, notably for paragraphs 28-29 of the NPPF.
- 4.12 Chapter 4: Urban Heritage, Chapter 5: Open Spaces and Environment and Chapter 6: Commercial Mix include policies for future development under these three main headings, with reasoned justifications in supporting text and relevant maps and other illustrations. I comment on each of the policies in detail below but am satisfied with the structure and general content of these chapters. Chapter 7: Community Infrastructure Levy Priorities advises that the heritage and greening projects listed in Tables 4.1 and 5.1 should help deliver the objectives of the SpNP and should be eligible for Community Infrastructure Levy (CIL) funding. I consider that, overall, chapters 4-7 provide clear policies and supporting measures, which should contribute to the achievement of sustainable development in Spitalfields.

- 4.13 The Plan includes four lengthy appendices, and the London Borough of Tower Hamlets queried whether Appendices C and D should be removed from the SpNP, and provided as part of a suite of companion documents alongside the rest of the evidence base. Paragraph 1.9 explains that Appendix A: Local Character Area Appraisals and B: Non-Designated Heritage Assets should be read alongside Policy SPITAL1. However, paragraph 1.10 states that Appendix C is part of the evidence base and Appendix D: Assets of Historical Interest is for information only. I agree with the Council that these Appendices (C and D) should be removed from the Plan, and modifications made to the text in paragraphs 1.10, 4.13, 4.24 and 5.16, as set out in **PM2**. Also, Appendix A-paragraph A5, should refer to Appendix B rather than D. **PM2** is necessary so that regard is had for national policy, notably for paragraph 31 of the NPPF.
- 4.14 As long as the above modifications are made, I conclude that the Plan as a whole would be in general compliance with the Basic Conditions.

#### *Specific Issues of Compliance of the Plan Policies*

- 4.15 Policy SPITAL1: Protecting the Physical Fabric of Spitalfields is preceded by useful and informative text about Spitalfields' Urban Heritage. Paragraph 4.2 already refers to the NPPF, and I consider that this should be extended to include a reference to paragraph 184 on Conserving and enhancing the historic environment. This paragraph explains that heritage assets range from sites and buildings of local historic value to those of the highest internationally recognised value, such as World Heritage Sites. Assets should be conserved in a manner appropriate to their significance (my underlining). In view of the large number and variety of assets in Spitalfields, I consider that their relative status should be made clear. This reinforces my opinion that the designated conservation areas, as well as the recently defined character areas, should be shown on maps within the SpNP. In addition, Paragraph 4.3 should be modified to explain that listed buildings, Scheduled Ancient Monuments, Areas of Archaeological Priority and conservation areas have higher levels of protection, than locally listed buildings. This does not mean that local heritage should be neglected, especially as it is made clear in paragraph 4.8 of the SpNP that local people are strongly in favour of conserving and enhancing their rich urban fabric. However, Policy SPITAL1, as well as 4.2-4.3, should be modified, as shown in **PM6** and **PM4**, so that the commitment to secure high quality of design in all new development is maintained, but the hierarchy of heritage assets' significance, which will be influential in decision-making, is recognised. This is necessary having regard for national policy.
- 4.16 Historic England advised that a number of designated heritage assets within the Spitalfields area are included in the 2019 Heritage at Risk register, published by Historic England and based on information provided by the London Borough of Tower Hamlets. I agree that the issue should be mentioned in Policy SPITAL1, and a commitment made to promoting opportunities to address such risks. **PM5** and **PM6** should be made to



modify the policy and add new text to the section - Protecting the physical fabric of Spitalfields - on Pages 17-18, having regard for national planning policy. The assets at risk include Wentworth Street Conservation Area, and the Forum agreed, in its letter to me of 6 April 2021, to expand Appendix 1 and list the at-risk assets within the respective Local Character Areas. Appendix A should be modified as in **PM11** accordingly, having regard for national planning policy.

- 4.17 Historic England also requested that the assessment process for heritage significance and townscape qualities of non-designated heritage assets, shown in Appendix B, be defined more clearly. In its letter to me of 6 April 2021, the Forum provided additional information which I recommend be added to paragraph 4.22 and Appendix B. **PM5** and **PM12** should be made to clarify the assessment process for inclusion in Appendix B and have regard for paragraph 197 of the NPPF. The Forum also provided a map of landmark and townscape views, identified as part of the survey of local heritage assets. I recommend that this map with suitable numbering and cross-references to Appendix A be added to the SpNP, as in **PM6**.
- 4.18 Figure 4.1: Spitalfields Character Areas and Appendix A – Local Character Area Appraisals are based on in-depth assessments of Spitalfields, with its varied and complex built environment. I consider these assessments to be of the highest quality and anticipate that they will greatly assist decision-making on development proposals in the near future. As long as **PM4, PM5, PM6, PM11 & PM12** are made, Policy SPITAL1 will meet the Basic Conditions for neighbourhood planning.
- 4.19 Policy SPITAL2: Land use, activities and frontages seeks to maintain the mix of business, leisure and residential uses which, as I saw at my site visit, exist side by side. Attractive street frontages and signage are sought and the policy refers to the Character Areas, as described in Appendix A. I note that the new Use Class E is referenced and consider that the policy should provide appropriate protection and enhancement for the full range of land uses and activities across Spitalfields. Policy SPITAL2 meets the Basic Conditions for neighbourhood planning.
- 4.20 Policy SPITAL3: Public Realm follows SPITAL2 logically, in my opinion, in that it seeks to safeguard the existing layout of streets, alleyways and passages, retain historic features where feasible, and create new or improved areas of public realm where practical and viable. Transport for London (TfL) commented, at the Regulation 16 consultation stage, that it wished to see more references in the SpNP to improved connectivity, car free development, Vision Zero, expansion of cycle hire and better management of deliveries and servicing. The Plan, it is suggested, should give clearer endorsement of the Healthy Streets approach. As TfL observed, transport and movement is not one of the main concerns which the SpNP seeks to address. However, I agree with TfL that the inclusion of policies or projects to reduce the negative impact of vehicles and encourage sustainable travel could enhance the public realm and complement policies to protect the built heritage, the environment and

open space. I propose that Policy SPITAL3 is modified to commit to the Healthy Streets approach, with additional text in paragraphs 4.32 to 4.36, as set out in **PM7**, so that the Plan is in general conformity with the London Plan and Tower Hamlets Local Plan, and will contribute to the achievement of sustainable development.

- 4.21 I support the inclusion in the Plan of Table 4.1: Priority heritage projects to be funded and delivered and note that these are projects for which CIL funding could be used. The London Borough of Tower Hamlets queried the reference in point 6 to outdoor public seating, designed to prevent people sleeping on them. It commented that this form of design is often referred to as “hostile architecture” or “exclusionary design” which aims to restrict the range of behaviours, and people, in public spaces. However, the London Borough of Tower Hamlets advised that these measures do nothing to address the rough sleeping which takes place within London, only punishing those experiencing homelessness and pushing the problem into other areas. The Forum agreed that Table 4.1(6) should be modified and I propose, in **PM7**, that the last sentence is removed, in order that the Plan will contribute to the achievement of sustainable development.
- 4.22 Policy SPITAL4: Facilitating urban greening is preceded by text which points out that large parts of Spitalfields have a significant deficiency of open space. Policy S.OWS1 of the Tower Hamlets Local Plan identifies the Spitalfields and Banglatown Ward as an area where connectivity to open spaces should be improved. The Green Grid, to promote trees and vegetation along routes where people can walk and cycle more, extends across Spitalfields and the rest of the London Borough of Tower Hamlets, as illustrated on Figure 5.1 and the Policies Map (on Page 41 and to be modified by PM3). Clause A of Policy SPITAL4, to maximise urban greening where reasonable and practicable, is in general conformity with the strategic Local Plan, in my view, as is clause C, to enhance the quality and accessibility of the Green Grid network.
- 4.23 Clause B seeks Urban Green Factors (UGF) of 0.4 from all major residential development, and of at least 0.3 from major B1 commercial schemes, where possible. As the London Borough of Tower Hamlets observed, recent changes to the Use Classes Order mean that the reference to Class B1 has been subsumed in the new Class E. This should be recognised in the policy. I also agree that the Plan should clarify that the UGF calculation should be based on the factors specified in the London Plan Policy G5. As long as the modifications, set out in **PM8**, are made, Policy SPITAL4 and the supporting text will be in general conformity with the strategic London Plan and Tower Hamlets Local Plan, and should contribute to the achievement of sustainable development.
- 4.24 Policy SPITAL5: Local Green Spaces identifies five areas, which are illustrated on Figure 5.2. The Consultation Statement indicates that all landowners were informed of the proposed local green space designations, and no objections were made. From my site visit and having regard for the criteria in paragraph 100 of the NPPF, I am satisfied that all five areas



should be designated as local green spaces. All provide welcome areas of accessible open space in an area that is intensively developed, and where green infrastructure is limited. All five spaces should facilitate outdoor mixing, sport and leisure activity and contribute to the social wellbeing of local residents and workers, as well as being capable of enduring beyond the end of the Plan period. Appendix C provides detailed maps and evidence for each area which justifies their designation. However, I consider that Appendix C should be removed from the SpNP as it is evidence rather than policy, and paragraph 5.16 should be modified to make this clear. The London Borough of Tower Hamlets proposed a modification to clause B of the policy, to clarify that decisions on planning applications should be taken in accordance with national policy for Green Belts. I support this modification having regard for national planning policy. **PM9** should be made so that Policy SPITAL5 and its supporting text meet the Basic Conditions.

- 4.25 I support Policy SPITAL6: Ram and Magpie Site, and the aims to green the space, facilitate the activities of the City Farm and remove anti-social behaviour. In addition, I welcome the inclusion of Table 5.1: Priority urban greening projects, which indicates that the Forum is intent on delivering its policies for open spaces and the environment.
- 4.26 Chapter 6 is titled Commercial Mix, and the supporting text explains that small and micro-businesses are the life-blood of the Tower Hamlets economy. Over 95% of the Borough's businesses are defined as small, employing fewer than 50 people. Spitalfields includes more than 300 such business employers. Industrial floorspace in the Borough declined by 43% between 2000 and 2012, with employment increasingly being focused in the service, retail and light industrial sectors. Large corporate businesses are spreading out from the traditional City of London to places like Spitalfields in the City Fringe. The Fruit and Wool Exchange used to contain 100 small businesses but was redeveloped and is now occupied by a single corporate occupier. Rising rents are seen as a main problem for local small employers. The Tower Hamlets Employment Land Review for the Local Plan estimated that the new Crossrail station at Whitechapel would be likely to increase the pressure on small, local businesses. It recommended action to protect them.
- 4.27 In spite of recent pressures, Spitalfields still has a diverse commercial sector, reflecting its cultural history and successive groups of immigrants. Brick Lane accommodates fashion, art, entertainment, retail and start-up businesses, as well as restaurants and cafes. The Truman Brewery site now contains cultural venues, art galleries, restaurants, nightclubs, start-up spaces and shops. Clothing shops, warehouses, art galleries, museums, health centres and educational buildings are scattered through the area. The Spitalfields Commonplace Outreach Report 2018/19 revealed the overwhelming concern across the business community about rising rents, which are seen to be pricing some businesses out of the area. Research by the East End Trades Guild provided evidence for this perception.

- 4.28 Policy SPITAL7: Affordable Workspace in the SpNP seeks to address the problem of rising rents and ensure that major commercial or mixed-use development schemes provide at least 10% of new employment floorspace as affordable. "Affordable" is defined as at least 45% below the Neighbourhood Area's indicative market rate; affordable workspace should be provided for a minimum of 12 years, subject to viability. The SpNP justifies its approach with reference to Policy D.EMP2 of the Tower Hamlets Local Plan, which indicates that at least 10% of new employment floorspace should be provided as affordable workspace (to meet the needs of more local businesses and start-ups). This workspace should be let at affordable tenancy rates at least 10% below the indicative rate for the location, for not less than 10 years. As Policy D.EMP2 refers to "at least 10%" being affordable for "not less than 10 years", I consider the targets of "at least 45%" and "a minimum of 12 years" to be in general conformity with the strategic Local Plan.
- 4.29 The key question is viability, and paragraph 6.10 of the SpNP refers to the Tower Hamlets Affordable Workspace Evidence Base, Peter Brett Associates (PBA), 2016, which found that some schemes could support a 40-50% discount in rental rates on 10% of new floorspace, without becoming unviable. A study by BNP Paribas Real Estate (BNP) 2018, for the London Borough of Hackney relating to the Shoreditch Priority Office Area, which is near to Spitalfields, is also referenced in paragraph 6.10. Although a large number of respondents to the Regulation 16 consultation exercise expressed support for Policy SPITAL7, it was opposed by Mr Zeloof on the basis that it would not be viable in Spitalfields. I asked the Forum in March 2021 for a response to this representation. Mr Zeloof raised important matters of concern about Policy SPITAL7, in brief:
- A 45% discount on affordable housing would result in the majority of schemes being unviable;
  - The requirement for at least 10% of new employment workspace to be affordable workspace, as expected in the Tower Hamlets Local Plan, would not be viable in many cases in Spitalfields; and
  - The COVID-19 epidemic could have a long term, negative impact on the commercial workspace market.
- 4.30 Mr Zeloof's representation was accompanied by a report from DS2 LLP, who had undertaken a review of the SpNP evidence base to determine whether the affordable workspace policy would be viable, and therefore deliverable. DS2 pointed out that the BNP study had tested four major strategic development sites, significantly larger than any which had come forward in Spitalfields. Also, the sites in Shoreditch included a high proportion of residential development, which would be unlikely to come forward in Spitalfields; it was unclear whether residential development had cross-subsidised the affordable workspaces. DS2 described a "fundamental flaw" that both the PBA and BNP reports were borough-wide studies which had been applied in the SpNP to the localised area of Spitalfields, without considering whether the specific type, scale and height of new development that will come forward locally would be comparable to the wider area.

- 4.31 DS2 carried out its own more localised study, based on recent development sites in Spitalfields, recognising that there will be restrictions on height and massing in this area, much of which is located in conservation areas. The DS2 assessment used recent, local information on office values, residential values and construction costs. Another key difference in assumptions between the localised assessment and Tower Hamlets Local Plan assessment is the underlying value of the existing employment stock. DS2 adopted higher assumptions for the benchmark land value assessments based on its review of previously developed sites in the area and its assessment of the value of existing employment stock. DS2 concluded that the majority of development scenarios would be unviable when providing affordable workspace at a 45% discount. There is no merit, it was argued, in setting policy at an unachievable level, as it would lead to less new workspace being created. The impact of COVID-19 over the longer term future needed to be considered, and DS2 suggested that negative impacts on the commercial workspace market could be expected.
- 4.32 Policy SPITAL7 is applicable only to major development, as defined in the NPPF. For *“non-residential development it means additional floorspace of 1,000 m2 or more, or a site of 1 hectare or more.....”* (NPPF Glossary). On these grounds, the sites assessed by DS2 for Mr Zeloof would not be subject to the policy, as the largest one, London Fruit & Wool Exchange is cited as 0.84 hectares. In response to my questions, the Forum stated on 6 April 2021 *“A key theme which emerged during our consultations with the public and our analysis of the local area is that the commercial character of Spitalfields is typified by smaller scale, diverse, independent businesses and workspaces. The reason that Policy SPITAL7 only addresses major development is to avoid Spitalfields becoming a location for large scale commercial development which is targeted at attracting large, international single occupiers”*. Such developments would, in my view, conflict with the existing character of the area, and reduce opportunities for small and start-up businesses.
- 4.33 I agree with the Forum that it is currently impossible to know with certainty what the commercial market will look like in the long term post COVID-19. Land value is a key factor in assessing viability, and the DS2 report shows benchmark land values covering a wide range from £14.3 to £137.5 million per hectare. I agree with the Forum that these figures illustrate there can be substantially different opinion on site value, and hence on calculations of viability. Policy SPITAL7 seeks provision of affordable workspace, subject to viability based on an open-book viability appraisal. This approach provides flexibility where there is an evidence-based reason to depart from the policy’s expectations, and it should enable developers to promote appropriate and deliverable schemes for specific sites. Subject to a minor clarification to the supporting text in paragraph 6.12, put forward by the Council and recommended in **PM10**, I am satisfied that Policy SPITAL7 is in general conformity with Tower Hamlets Local Plan and should contribute to the achievement of sustainable development.

- 4.34 I have had regard for Thames Water’s request that the SpNP should alert developers to the need to consider water and waste water infrastructure when preparing development proposals, especially as changes took effect in 2018 with a new charging schedule. Thames Water states that developers should be referred to the agency’s pre-planning service. The Forum indicated that, as the Plan had not addressed matters relating to water, and as problems had not been raised by the local community, it did not consider that additional wording was needed. I note that section 25 - Infrastructure Delivery - of the Tower Hamlets Local Plan refers readers to the Borough’s Infrastructure Delivery Plan, and that the SpNP is not putting forward any major development schemes. Therefore, I agree with the Forum that the Plan need not be modified to provide additional information on water and waste water infrastructure.
- 4.35 Providing the proposed modifications described above are made, I conclude that Policies SPITAL1 to SPITAL7 inclusive meet the Basic Conditions for neighbourhood planning.

## 5. Conclusions

### *Summary*

- 5.1 The SpNP has been duly prepared in compliance with the procedural requirements. My examination has investigated whether the Plan meets the Basic Conditions and other legal requirements for neighbourhood plans. I have had regard for all the responses made following consultation on the Neighbourhood Plan, and the evidence documents submitted with it, as well as the responses from the Neighbourhood Planning Forum in April 2021 to my preliminary questions.
- 5.2 I have made recommendations to modify a number of policies and text to ensure the Plan meets the Basic Conditions and other legal requirements. I recommend that the Plan, once modified, proceeds to referendums.

### *The Referendums and Neighbourhood Planning Area*

- 5.3 I have considered whether or not the referendums area should be extended beyond the designated area to which the Plan relates. The SpNP, as modified, has no policy or proposals which I consider significant enough to have an impact beyond the designated Neighbourhood Plan boundary, requiring the referendums to extend to areas beyond the Plan boundary. I recommend that the boundary for the purposes of any future referendums on the Plan should be the boundary of the designated Neighbourhood Plan Area.

### *Overview*

- 5.4 It has been a privilege to examine the Spitalfields Neighbourhood Plan which relates to a unique, vital and dynamic area, with a fascinating

history and wide range of cultural influences. The Spitalfields Neighbourhood Forum and related agencies have been working hard to produce a Neighbourhood Plan for their area, over many years since 2013. I have been highly impressed by the amount and quality of work undertaken to establish a sound evidence base for plan-making. In particular, the Character Area Appraisals and description of Non-Designated Heritage Assets, which comprise Appendices A and B of the SpNP, are very special in terms of their level of detail and professional scrutiny. I also consider that the measures taken by the Forum to consult and engage with the local population, business and stakeholder interests, and workers in Spitalfields, have been exemplary. I commend the Forum for its work to involve the hard-to-reach social groups in neighbourhood planning for Spitalfields. The SpNP, with modifications, should provide a useful addition to the Development Plan for the area, and assist those with responsibility in the London Borough of Tower Hamlets and Greater London Authority for making decisions on planning applications.

*Jill Kingaby*

Examiner

## Appendix: Modifications

Proposed modification number (PM)	Page no./ other reference	Modification
PM1	Page 4 and onwards	<p>Policy context</p> <p>1.5 The Neighbourhood Plan .....Tower Hamlets Local Plan <b>2020</b> and the London Plan <b>2021</b>.....</p> <p>4.5 There is a strong existing policy framework .....</p> <ul style="list-style-type: none"> <li>• <del>The Intend to Publish</del> version of the London Plan (<del>2019</del> <b>approved for adoption by the Minister for Housing, Communities &amp; Local Government in 2021</b>).</li> <li>• <del>London wide policies contained within the London Plan 2016</del></li> </ul> <p>5.9 The <del>draft</del> London Plan .... target in a lower tier plan, <del>draft</del> London Plan Policy G5 .....</p> <p>5.10 The Urban Greening Factor ....<del>emerging</del> London Plan ....</p> <p>Footnote 6 See '<del>Intend to Publish</del>' version of the <del>draft</del> London Plan, pp 322-325 ...</p> <p>5.12 It is therefore considered..... The <del>draft</del> London Plan .....as a minimum, using the <del>draft</del> London Plan's working UGF ....</p> <p>Commercial Mix – Page 37</p> <p>Footnote 8. Source: Tower Hamlets Local Plan <del>2019</del><b>2020</b></p>
PM2	Page 6 and onwards	<p>1.9 The Neighbourhood Plan has <del>a number of</del> <b>two</b> appendices, with <del>two of these</del> – Appendix A .....</p> <p>Delete paragraph 1.10</p> <p>4.13 In order to gather ....inspections. <del>Appendices</del><b>Appendix</b> B and <del>the</del> <b>evidence base document 'Assets of</b></p>

		<p><b>Historical Interest'</b> are the result of this work.</p> <p>4.24 A list of 'assets of historical interest' are <del>is</del> provided in Appendix <del>D</del> <b>the evidence document described in paragraph 4.13 above.</b></p> <p>5.16 Detailed maps and information about each space are <del>shown in Appendix C. D</del> <b>including</b> details of how each area .....</p> <p><b>Appendix A Local Character Area Appraisals</b></p> <p>A5 The Local Character Area ..... recorded in Appendix <del>D</del> <b>B.</b></p>
PM3	Page 10, 15, 27 & 41	<p><b>Planning context</b></p> <p>2.20 Delete the text in the second bullet point and replace with: <b><i>The Spitalfields Neighbourhood Area is part of the Tech City cluster in the City Fringe Opportunity Area given special status in the London Plan. "In the City Fringe, the Tech City cluster should be supported as one of London's nationally-significant office locations and complemented by Development Plan policies to enable entrepreneurs to locate and expand there and to provide the flexibility and range of space that this sector needs, including affordable space" (London Plan 2021, para 6.8.3).</i></b></p> <p>Insert a new map entitled Planning Context, to illustrate where in Spitalfields significant policies from the London Plan 2021 and Tower Hamlets Local Plan 2020 will have an impact, including:</p> <ul style="list-style-type: none"> <li>• Designated conservation areas</li> <li>• Grade 1 listed Christ Church</li> <li>• City Fringe zone</li> <li>• CAZ</li> <li>• Brick Lane District Centre</li> <li>• St Mary Spital Scheduled Monument</li> <li>• Archaeological Priority Area</li> </ul>



		<ul style="list-style-type: none"> <li>• Green Grid (SPITAL4)</li> </ul> <p>Delete 8 POLICIES MAP on Page 41</p> <p>4.5 Add a new sentence at the end of the paragraph: <b>Figure xx Planning Context shows the locations and boundaries of a number of these features.</b></p> <p>5.5 The Green Grid, <b>as shown in Figure 5.1 Open spaces in the western Tower Hamlets area, by type, and in Figure xx Planning Context</b>, is defined as .....</p>
PM4	Page 15	<p>4.2 Spitalfields is an area .....is very high. <b>Paragraph 184 of the National Planning Policy Framework explains that the significance of heritage assets can vary from sites and buildings of local historic value to those of the highest significance, such as World Heritage Sites which are internationally recognised.</b></p> <p>4.3 <b>Spitalfields has many heritage assets identified as being of national significance.</b> This is already recognised by the statutory listing of a <b>A</b> great many buildings within the area <b>have statutory listing</b>,-some at the highest level ....Grade II*, and by the designation of <b>some sites have been designated as</b> Scheduled Ancient ..... Wentworth Street. There are also a number of locally listed buildings, <b>which the Plan seeks to protect although their preservation carries less weight than for listed buildings.</b></p>
PM5	Page 18	<p>4.22 Whilst across the Neighbourhood .....make a positive contribution. <b>A comprehensive survey was carried out in April/May 2020. Every street, building or structure visible from the public realm was visually inspected, and assessed in terms of:</b></p> <ul style="list-style-type: none"> <li>• <b>Age and condition</b></li> <li>• <b>Architectural design</b></li> <li>• <b>Historic fabric</b></li> </ul>



		<ul style="list-style-type: none"> <li>• <b>Quality of materials and workmanship</b></li> <li>• <b>Use and function</b></li> <li>• <b>Historical association</b></li> <li>• <b>Social history, and</b></li> <li>• <b>Townscape importance.</b></li> </ul> <p><b>The most important 40 historic assets based on the above criteria were selected for inclusion in Appendix B: Non-Designated Heritage Assets.</b></p> <p>Insert a new paragraph between the existing paragraphs 4.23 and 4.24:</p> <p><b>Historic England, with information provided by local authorities, maintains a register of Heritage at Risk. In 2019, Wentworth Street Conservation Area and a number of other designated assets within the Spitalfields area were included, as shown in Appendix A. The NPPF requires local planning authorities to follow a positive strategy for the historic environment and to target heritage assets at most risk from neglect and decay. The Forum will work with the London Borough of Tower Hamlets to identify assets at risk and promote opportunities to address risk either through refurbishment or enhancement of settings.</b></p>
PM6	Page 21	<p><b>POLICY SPITAL1: PROTECTING THE PHYSICAL FABRIC OF SPITALFIELDS</b></p> <p>A. All developments ...</p> <p>B. All applications <b>for development within conservation areas, identified in Figure xx</b>, should demonstrate how the proposal addresses... other heritage assets <b>that they would not have a harmful impact on the character or appearance of the area. Development proposals should not have a negative impact on listed buildings or other</b></p>

		<p><b>designated heritage assets, or their settings.</b></p> <p>C. All applications .....</p> <p><b>D. All applications for development should take account of their impact on the Local Character Areas identified in Figure 4.1 and Appendix A, within which the application site sits or adjacent to it.</b> New development should interact and interface .....</p> <p>G. Development should have regard ...Character Area Appraisal, <b>and shown on Figure .....</b></p> <p><b>K. New development which would prevent or reverse the neglect and decline of heritage assets defined as at risk by English Heritage, or enhance their settings, will be supported.</b></p> <p>Insert a new map following Policy SPITAL1 entitled Significant Views within the Spitalfields Area, with a numbering system for the viewpoints that enables cross-reference to Appendix A: Local Character Area Appraisals.</p> <p>Add a footnote to the map stating:</p> <p><b>The significant views include (1) views already identified as important in the existing adopted Conservation Area Management Guidelines; and (2) additional views considered important because they give views of a specific identified landmark eg. the spire of Christ Church or the Old Truman Brewery chimney, or because they offer good general street and townscape views.</b></p>
PM7	Pages 23 and 24	<p>Public realm</p> <p>At the end of paragraph 4.32, insert a new paragraph as follows:</p> <p><b>The London Plan 2021 (Chapter 10) seeks a shift from car use to more</b></p>

		<p><b>space-efficient travel. It aims to secure a rebalance towards walking, cycling and public transport use and also to minimise freight trips on the road network. Policy T1 of the London Plan aims for 80% of all London trips to be made by these sustainable modes by 2041. Policy T2 – Healthy Streets expects development plans to promote and demonstrate the application of the Mayor’s Healthy Streets approach. Section 16 of Tower Hamlets Local Plan also aims for a more efficient and connected transport network with reduced need to travel and incentives for modal shift towards cycling, walking and public transport usage. This Healthy Streets approach in Spitalfields should contribute to visual improvements to the streetscene, better air quality, and a safer and cleaner environment. These outcomes are consistent with the underlying aim of Policy SPITAL3, to preserve and enhance the historic public realm of the area.</b></p> <p>4.33 Historic surfacing materials ....</p> <p>4.36 These policies are supported by 16 <b>17</b> Local Character Area appraisals .....</p> <p><b>POLICY SPITAL3: PUBLIC REALM</b></p> <p>A. The existing layout ....be retained.</p> <p><b>B. Where new development takes place, street space for walking, cycling and leisure purposes will be maximised. Public transport routes will be protected and enhanced where necessary. Freight trips on the road network will be minimised where possible, and managed to promote safe, clean and efficient freight functions.</b></p> <p>B-C. Existing historic paving .....</p>
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		<p>(Modify points C., D., and E. So that they read as <b>D. E.</b> and <b>F.</b>)</p> <p><b>Table 4.1 Priority heritage projects</b></p> <p>No. 6 Provide Outdoor Public Seating on main shopping and market streets</p> <p>In suitable locations ....<del>The seats should be designed to prevent people sleeping on them.</del></p>
PM8	Pages 28 and 29	<p><b>Urban Greening Factor</b></p> <p>5.9 The <del>draft</del> London Plan <b>2021</b> has devised ..... lower tier plan, <del>draft</del> London Plan <b>2021</b> Policy G5 .... 0.3 for predominantly <del>B1</del> commercial development (<del>offices and light industrial</del> <b>excluding B2 and B8 uses</b>).</p> <p>5.10 The Urban .... <del>emerging</del> London Plan</p> <p>5.12 It is therefore considered ...The <del>draft</del> London Plan .....<del>draft</del> London Plan's working UGF is justified. ....</p> <p><b>POLICY SPITAL4: FACILITATING URBAN GREENING</b></p> <p>B. All major residential .....0.4 and all major <del>Class B1</del> commercial schemes (<b>excluding B2 and B8 uses</b>) a UGF score of at least 0.3, <b>based on the factors set out in London Plan Policy G5.....</b></p>
PM9	30	<p><b>Local Green Spaces</b></p> <p>5.16 Detailed maps and information about each space are <del>shown in Appendix C.</del> <del>Details of</del> <b>including</b> how each area...</p> <p><b>POLICY SPITAL5: Local Green Spaces</b></p> <p>B. <del>Local policy for managing</del> <b>Decisions on planning applications for</b> development on a Local Green Space ...</p>
PM10	Page 39	<p>6.12 The affordable workspace ..... in association with a provider, <b>whether chosen from an approved list prepared by the Council or otherwise</b> <del>not</del></p>

		included on an approved list, provided the terms can be agreed with the Council....
PM11	Page 42	<p><b>Appendix A LOCAL CHARACTER AREA APPRAISALS</b></p> <p>At-risk heritage assets, as defined by Historic England's Heritage at Risk Register, should be shown in a list, and identified for each Local Character Area.</p>
PM12	Page 73	<p><b>Appendix B NON-DESIGNATED HERITAGE ASSETS</b></p> <p>Add new introductory text as follows:</p> <p><b><i>Dan Cruickshank and Alec Forshaw were commissioned by the Spitalfields Neighbourhood Forum to carry out a comprehensive survey of the neighbourhood area in April/May 2020. Every street, building or structure visible from the public realm was visually inspected, and assessed in terms of:</i></b></p> <ul style="list-style-type: none"> <li>• <b><i>Age and condition</i></b></li> <li>• <b><i>Architectural design</i></b></li> <li>• <b><i>Historic fabric</i></b></li> <li>• <b><i>Quality of materials and workmanship</i></b></li> <li>• <b><i>Use and function</i></b></li> <li>• <b><i>Historical association</i></b></li> <li>• <b><i>Social history, and</i></b></li> <li>• <b><i>Townscape importance.</i></b></li> </ul> <p><b><i>Reference was made to The Buildings of England: London Volume 5: East, The survey of London and Spitalfields (Dan Cruickshank 2020).</i></b></p> <p><b><i>The most important 40 historic assets based on the above criteria were selected for inclusion in this Appendix B: Non-Designated Heritage Assets. The remaining items are included in the evidence base document, List of Assets of Historic Importance.</i></b></p>

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**Spitalfields Neighbourhood Planning Forum**



# **Spitalfields Neighbourhood Plan 2020-2035**

**~~Submission (Regulation 16)~~ Referendum**

**Version**

**~~October~~ July 20210**

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## CHAIRMAN'S FOREWORD

Those of us who volunteered in 2014 to set up an Interim Steering Group to help local resident groups to produce this Neighbourhood Plan did so because we felt great affection for this area and were concerned for its future, whether we work here or have chosen to live here because of its unique mixture of qualities.

As we started to think about the Neighbourhood Plan process, we could see that the mix of its rich history and its diverse urban pressures were both the reason for the area being so fascinating, and also presented major complexities to the Neighbourhood Plan being able to deliver tangible benefits to our residential communities as well as finding ways to support business enterprise and increase commerce in this bustling business neighbourhood area.

In April 2016 the London Borough of Tower Hamlets designated the neighbourhood area as a business neighbourhood area and approved the neighbourhood forum. Fortunately for the forum a significant number of residents, businesses and local stakeholders took part in our public consultations between 2017 and 2020 across our very diverse community. Alongside this, a number of local organisations and individuals with specialist expertise helped us analyse our survey data, to develop our vision, aims and objectives, and have provided us with a robust foundation for this plan.

Several local factors have confirmed the importance of having a plan in place. The implications of poor air quality and development pressures on public realm and green spaces, the need to strengthen the protection given to our built heritage and make policy in this area more dynamic, and the impact of the Coronavirus pandemic, particularly on small and independent businesses, have started to impact on resident's and our commercial life more severely of late. This plan highly commends the bold and ambitious policies contained in the Tower Hamlets Local Plan designed to meet the housing needs of our ever-growing population. Under national policy, neighbourhood plans become an integral part of the overall development plan for the area and once adopted allow a real ground level influence on defining what development is needed and what gets built. So now is the right time for our policies to help shape land use, conservation, infrastructure spending priorities and the business environment for the next fifteen years and lay the foundations for the longer term.

Readers should remember that the policies in a plan of this nature will not automatically generate the types of developments we support or prevent the types of developments we oppose. However, they will provide a clearer guide for the local authorities, private landowners and developers about what is required locally, and what plans might be approved. They will also enable Tower Hamlets planning officers to be clearer with planning applicants about what conditions will need to be met for proposals to be acceptable.

So, this document does not provide a magic answer to long standing development problems, but it is one that will have considerable potential influence for good in some tricky areas of community life. I commend it to all readers and encourage those who are able to vote on its adoption to do so when the time comes.

I must finish by thanking the many people who have had a hand in producing the plan, and especially the small core group of volunteers who have put in so much work over a long period to make it happen.

**James Frankcom, Chairman, Spitalfields Neighbourhood Planning Forum**

Special thanks are due to the following people who have given their time, support and expertise over the years towards the development of this neighbourhood plan:

Tayo Abimbola	Stephanie Mathern
Yasmin Aktar	Junior Mtonga
Chris Bowden	Mike Nicholas
Toby Brown	Krissie Nicolson (Vice Chair, 2019-2020)
Cllr. Shad Chowdhury	Edith Okuth-Awuar
Dan Cruickshank	Saif Osmani (Vice Chair, 2019-2020)
Melanie Denyer	Heloise Palin
David Donoghue (Chairman, 2015-2019)	Steve Paton
Chris Dyson	Lindy Pyrah
Alec Forshaw	Nestor Alfonzo Santamaria
Jeremy Freedman	Tania Shaikh
Charles Gledhill	Jon Shapiro
Joy Godsall	Paul Shearer
Alex Gordon Shute	Michelle Sinden
Mir Haque	Jonathan Stebbins
Lorraine Hart	Philip Vracas
Iqbal Hussain	Phil Warburton
Paul Johnston (Vice Chair, 2015-2019)	Mhairi Weir
Santokh Kaulder	Jason Zeloof
Cllr. Tarik Khan (Vice Chair, 2015-2019)	

# 1 INTRODUCTION

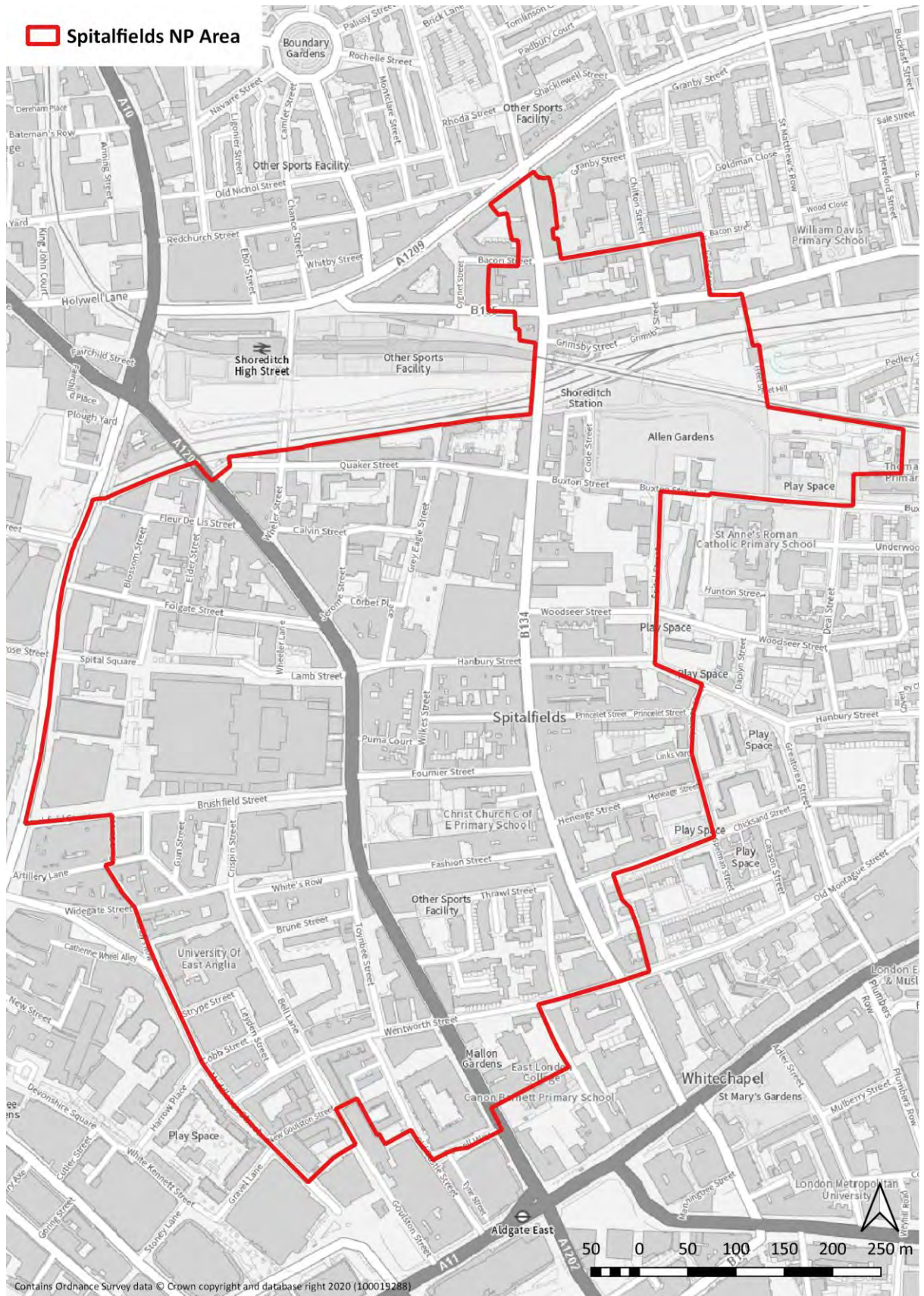
## Purpose of the plan

- 1.1 This document represents the Neighbourhood Plan for Spitalfields for the period 2020-2035. The Plan contains a vision for the future of Spitalfields and sets out clear planning policies to realise this vision.
- 1.2 The principal purpose of the Neighbourhood Plan is to guide development within the Spitalfields Neighbourhood Area. It also provides guidance to anyone wishing to submit a planning application for development within the neighbourhood area. The process of producing a plan has sought to involve the community as widely as possible. The different topic areas are reflective of matters that are of considerable importance to Spitalfields, its residents, businesses and community groups.
- 1.3 Some of the Neighbourhood Plan policies are general and apply throughout the Plan area, whilst others are site or area-specific and apply only to the appropriate areas illustrated on the relevant map. Nevertheless, in considering proposals for development, Tower Hamlets Borough Council will apply all relevant policies of the Plan. It is therefore assumed that the Plan will be read as a whole, although some cross-referencing between Plan policies has been provided.
- 1.4 The process of producing the Neighbourhood Plan has identified a number of actions which have been presented separately to the policies. This is because these are not specifically related to land use matters and therefore sit outside the jurisdiction of a Neighbourhood Plan. These actions will be addressed by the Neighbourhood Forum outside of the Neighbourhood Plan process.

## Policy context

- 1.5 The Neighbourhood Plan represents one part of the development plan for the neighbourhood area over the period 2020-2035, the others being the Tower Hamlets Local Plan [2020](#) and the London Plan [2021](#). The National Planning Policy Framework is also a material consideration.
- 1.6 Tower Hamlets Borough Council, as the local planning authority, designated the Spitalfields Neighbourhood Area in April 2016 to enable the Spitalfields Neighbourhood Forum to prepare the Neighbourhood Plan. This is a business Neighbourhood Plan, reflecting the fact that business and related matters are considered to be the priority matters to be addressed through planning policy at the neighbourhood scale.
- 1.7 The Neighbourhood Plan has been prepared in accordance with the Town & Country Planning Act 1990, the Planning & Compulsory Purchase Act 2004, the Localism Act 2011 and the Neighbourhood Planning Regulations 2012 (which were amended in 2015). The Neighbourhood Forum has prepared the plan to establish a vision for the future of the area and to set out how that vision will be realised through the planning of land use and development change over the plan period.
- 1.8 The map in Figure 1.1 below shows the boundary of the Neighbourhood Plan area. This covers part of Spitalfields and Banglatown ward.

Figure 1.1: Spitalfields neighbourhood plan area



- 1.9 The Neighbourhood Plan has ~~a number of two~~ appendices, ~~with two of these~~ – Appendix A on Local Character Area Appraisals and Appendix B on Non-Designated Heritage Assets - directly informing and containing detail relevant to Policy SPITAL1, and which should be read in conjunction with that Policy SPITAL1.

~~Appendix C is part of the evidence base that has informed the designation of the Local Green Spaces in Policy SPITAL5 but does not affect how the policy should be applied. Appendix D is for information and does not explicitly relate to any of the policies.~~

### **Monitoring the Plan**

- 1.10 Spitalfields Neighbourhood Planning Forum, as the responsible body, will be responsible for monitoring the effectiveness and delivery of the plan. and periodically reviewing it to ensure its continued relevance.



## 2 LOCAL CONTEXT

### History of Spitalfields

*“Spitalfields is the oldest industrial suburb in London. it was already densely peopled and “almost entirely built over,” in 1701 when Lambeth was still a marsh, Fulham a market garden and Tottenham Court Rd a green. it owes its origins to those refugee traditions which, in defiance of the Elizabethan building regulations, and to escape the restrictions of the city guilds, settled in Bishopsgate Without and the Liberty of Norton Folgate. Spitalfields is a junction between, on the one hand, a settled, indigenous population, and on the other, wave upon wave of newcomer.” Raphael Samuel, 22nd July 1988<sup>1</sup>*

- 2.1 Spitalfields is a neighbourhood which sits just outside the ancient and long since removed walls of the historic City of London.
- 2.2 A recent archaeological excavation revealed an important Roman sarcophagus whose lead lining with its rich scallop shell decorations contained the remains of a petite Roman woman who had lain undisturbed for over a thousand years, She was dug up to make way for the kind of urban redevelopment that have sprung up across London and especially Tower Hamlets in the last twenty years. The recovery of ten well-preserved Roman burials and extensive evidence of the early urbanisation of Spitalfields during building works in Cobb Street in 2020 suggests that much more may yet be discovered.
- 2.3 The neighbourhood’s name derives from The New Hospital of St Mary without Bishopsgate founded in 1197 and which became known as St Mary’s Spital. The priory’s charnel house, circa 1320, once a store for the bones of those who died in the Great Famine of the 13<sup>th</sup> century can be glimpsed beneath the shiny glass and steel modern office block that towers above it.
- 2.4 On a field nearby, a market – the Spitalfields market – began in the 13<sup>th</sup> century, was licensed by Charles I in 1638 and moved into its current premises in the Grade II-listed Horner buildings in 1887.
- 2.5 On every street, there are layers of history.
- 2.6 Civil War defences ran through the area, approximately along the line of Brick Lane. Diarist Samuel Pepys visited the Old Artillery Ground in Spitalfields in 1669 to watch the testing of new guns. Gun Street, Artillery Lane, Artillery Passage are all echoes of this land use, but it was after the Great Fire of London, in 1666, that Spitalfields became a prime site for development. Elegant rows of Georgian terraced housing sprung up in the streets around the market and the houses in Elder Street, Folgate Street, Fournier, Wilkes, Princelet and Hanbury Streets all survive to this day remarkably intact after a vigorous campaign to save them from demolition by amongst others, contemporary resident, Dan Cruickshank.
- 2.7 Many of the first occupants of these early 18<sup>th</sup> houses were Huguenots fleeing from a hostile France. They brought with them their creative artistry as silk weavers and the Spitalfields reputation for creativity survives to this day. The Spire of Christchurch, the Hawksmoor

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<sup>1</sup> Quoted in ‘Farewell to Spitalfields’, Spitalfields Life, 2010

masterpiece consecrated in 1729, dominated the roof line, its entrance facing Westwards along Brushfield Street towards Bishopsgate, the street named after one of the seven ancient entrances to the City of London. At the other end of Fournier Street the former French Protestant church, became a synagogue, when Jewish immigrants fleeing pogroms in Eastern Europe settled in the area. The building is now a mosque where the Bangladeshi community, who settled in the area in the later part of the 20<sup>th</sup> century, worship. The electoral ward was named Spitalfields and Banglatown in 1998 as a reflection of the important presence of the community around Brick Lane, the neighbourhood's north south spine, well known for curries but now offering an increasingly diverse cuisine.

*"... the architectural, social and cultural history of Spitalfields is as rich and as extraordinary as that found in more apparently exotic locations."*<sup>2</sup>

**Dan Cruickshank**

## **Spitalfields today**

- 2.8 Spitalfields remains a unique and special place. The Spitalfields Neighbourhood Area contains an abundance of interesting and eclectic historic buildings; has several vibrant markets; houses; many small, medium and large businesses both creative and corporate. The area is home to many different communities and is of special cultural significance to the British Bangladeshi community who form a substantial proportion of the local residential population. What people love about Spitalfields is its relaxed diversity, its sense of community, and the appreciation of the layers of history that suffuse its streets, not uniform and stuccoed in a single past, but richly varied spanning from Roman times to the present day.
- 2.9 Businesses, residents and tourists all hope to thrive in this well-connected part of Central London, which counts as its neighbours the City of London – one of the world's top global financial and legal services hubs; Shoreditch - a vibrant night-time economy spot and an increasingly important technology hub centred around Old Street roundabout; and Whitechapel – the main east/west thoroughfare, richly historic neighbourhood and important administrative centre. The UNESCO World Heritage Site of The Tower of London is a short walk south from Spitalfields.

### **Pressures and challenges in Spitalfields**

- 2.10 The area has come under intense pressure in recent years as an employment centre, reflecting the success and growth of the City of London. This has combined with a growing popularity of Spitalfields as a destination for local, regional, national and international tourists who come for the many markets, restaurants, pubs, bars, architecture and history. A successful commercial hub has been developed in and around the Truman Brewery with a strong fashion and creative focus and the tech industry around Shoreditch and Old Street roundabout is expanding at pace towards and into the Spitalfields Neighbourhood Area.

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<sup>2</sup> Cruickshank, D., *Spitalfields: A History of a nation in a handful of streets* (2016)

- 2.11 The consultation exercise conducted by the Neighbourhood Forum, which included both a survey and a comprehensive set of interviews with key stakeholders identified the strong connection that everyone had with the character of the area: creative, dynamic, diverse, vibrant, lively, attractive, historic and relaxed. However, this very character is threatened by what many perceive to be over-development by businesses, both small and large, seeking to cash in on the neighbourhood's popularity.
- 2.12 The attendant pressures on space have created widespread affordability concerns for the small businesses that lend so much to Spitalfields' reputation, as well as for local residents, many of whom have been priced out of the homes they grew up in.
- 2.13 The arrival of Crossrail is likely only to increase these pressures and their impact on the residential population, which includes a high number of deprived households. The 2011 census shows 46,030 people living in 18,440 households within 800 metres of Brick Lane District Centre, making it the 4<sup>th</sup> most densely populated town centre in Tower Hamlets (ref. Tower Hamlets High Streets & Town Centres Strategy 2017 – 2022). The total resident population of the Spitalfields Neighbourhood Area has been estimated to be 6,572 people.<sup>3</sup>
- 2.14 Spitalfields, whose name derives from the fields which adjoined the new hospital of St Mary without Bishopsgate, suggests a green and leafy place. But the fields have long since disappeared under centuries of construction and the neighbourhood suffers from a lack of urban greenery. The poor provision of public open space combines with the thundering London thoroughfare, Commercial Street, which splits the neighbourhood in two. Commercial Street is also a red route and carries a huge weight of traffic seeking to avoid the Central London Congestion Charge. The consequence is poor air quality and noise.
- 2.15 Three major areas of concern were identified during the consultation process – provision of local housing, litter and Anti-Social Behaviour.
- 2.16 The need for additional housing that is affordable is identified as a key issue in Spitalfields. The Tower Hamlets Local Plan 2020 has recognised this and has policies which seek to address the matter. Specifically:
- i. Policy S.H1 (Meeting housing needs) requires the delivery across the borough of at least 58,965 net additional homes by 2031, with at least 50% of these being affordable. It must also ensure that new housing provides for the range of needs of the community.
  - ii. Policy D.H2 (Affordable housing and housing mix) requires development to provide the appropriate mix of affordable housing (rented and intermediate housing) and of dwelling sizes.
- 2.17 These policies together are sufficient to improve the availability of housing of the right type in Spitalfields and the Neighbourhood Plan fully supports their implementation. Housing development is encouraged within the Neighbourhood Area, particularly where there are opportunities to deliver this as part of a mix of uses where housing schemes would otherwise be

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<sup>3</sup> Local Government Association, 'Basic Facts about Spitalfields Neighbourhood', based on 2011 National Census data at super output area level.



unviable. It will be important that any such development does not compromise the stated objectives of the Neighbourhood Plan.

- 2.18 To address the litter problem, more bins have recently been provided by the Borough Council although there are still problems with the frequency of emptying. The Forum will continue to encourage the Council to enhance the refuse collection service in the Neighbourhood Area, but it is considered that any direct funding or involvement in rubbish, e.g. buying more bins, using CIL monies was beyond the scope of this plan.
- 2.19 Anti-Social Behaviour (ASB) issues are very difficult to fix when creating guidelines for new developments. Operating CCTV and the deployment of Council enforcement officers and police is not something a Neighbourhood Plan can demand. The area urgently needs public toilets. The Forum did consider a site allocation for the former toilets outside Christ Church and another one on Bell Lane, but we were advised this could end up being an impediment to getting new toilets delivered to the area.

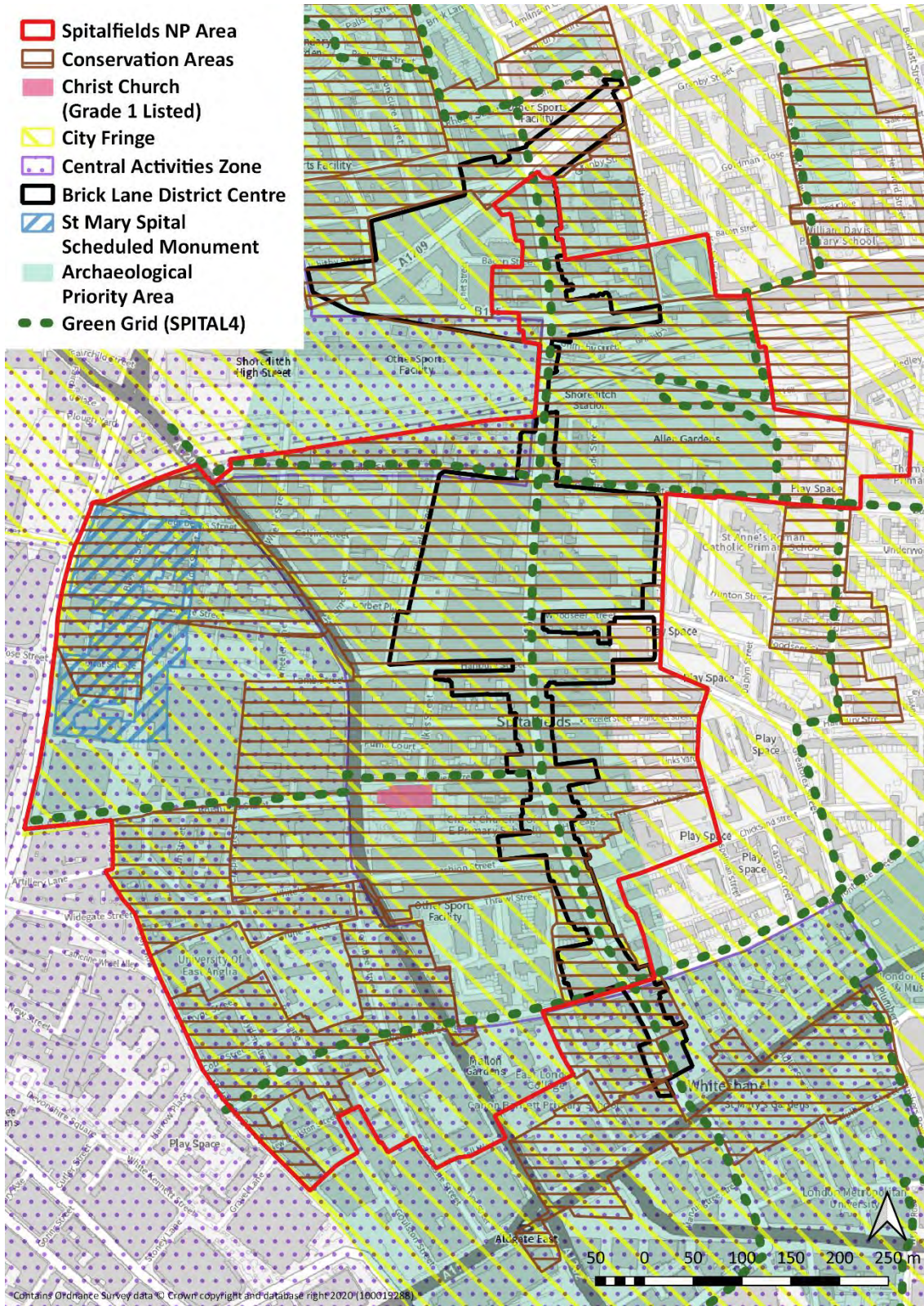
### Planning context

- 2.20 The area is covered by the Tower Hamlets Local Plan, adopted in 2020. It is made up of a patchwork of distinct planning zones:
- There are four Conservation Areas in the Spitalfields Neighbourhood Area:
    1. Brick Lane and Fournier Street
    2. Elder Street
    3. Artillery Passage
    4. Wentworth Street.
  - ~~The Spitalfields Neighbourhood Area is part of the Tech City cluster in the City Fringe Opportunity Area given special status in the London Plan. "In the City Fringe, the Tech City cluster should be supported as one of London's nationally-significant office locations and complemented by Development Plan policies to enable entrepreneurs to locate and expand there and to provide the flexibility and range of space that this sector needs, including affordable space" (London Plan 2021, para 6.8.3). The western edge is part of the City Fringe zone given special status in the London Plan. "The City Fringe/Tech City OAPF should nurture the employment, business and creative potential of the digital creative sectors and ensure that suitable commercial floorspace, supporting uses and related infrastructure is available to meet the needs of this growing cluster." (ref. London Plan Annex 1 – Opportunity and Intensification Areas)~~
  - The area west of Commercial Street is in the Central Activities Zone (CAZ) designated in the London Plan. This is classified as a preferred office location (POL) and split into secondary and tertiary POLs. The secondary POLs are locations where offices are the dominant use but some residential development is permitted. The tertiary POL - which makes up most of this area - has a more diverse range of uses although new proposals should predominantly provide employment floorspace.

- The Brick Lane area is designated as a District Centre in the Tower Hamlets Local Plan and parts of it has its own identity as Banglatown.

Figure 2.1 (Planning context) shows the locations and boundaries of the above features.

Figure 2.1: Planning context





- 2.21 Parts of the area sit within the protected views of St Paul's Cathedral and The Tower of London set out in The London View Management Framework and the Grade I listed Christ Church is recognised as an important local landmark, having a borough-designated view from Brushfield Street towards Fournier Street.
- 2.22 There are several active street markets in Brick Lane (along Brick Lane from Quaker Street to Bethnal Green Road, Sclater Street and Cheshire Street) and Middlesex Street (including Wentworth Street, Goulston Street, Castle Street, Middlesex Street, Strype Street and Bell Lane) (ref. Tower Hamlets High Streets & Town Centres Strategy 2017-2022), as well as privately run markets in Spitalfields Market, Old Spitalfields Market and the Truman Brewery.
- 2.23 Spitalfields is an area of very high archaeological significance with many layers of its history buried below modern ground level. As well as including the St Mary Spital Scheduled Monument, almost all of the Neighbourhood Plan area is an Archaeological Priority Area (APA), as identified in 2017, and is recognised as such in the Local Plan. Since 2017 further evidence has come to light which has increased the area's archaeological significance, including prehistoric and Roman finds as well as new research to define the route of London's Civil War defences and the location of the Brick Lane Fort.
- 2.24 Spitalfields contains a very large number of important national heritage listed assets. As noted in the City Fringe Opportunity Area Framework (2015), "The City Fringe includes a great number of designated heritage assets and many buildings and spaces of heritage value. These are very important for the character of the area and continue to make an important contribution to the attractiveness of the area for creative industries."

### 3 VISION AND OBJECTIVES

#### Vision for Spitalfields

The Neighbourhood Plan's vision is to conserve and improve all the ingredients that come together to make Spitalfields such a distinctive and attractive neighbourhood. Throughout the period to 2035 we want to maintain the delicate balance between businesses - large or small, corporate or creative - local residents, and local, national and international visitors. They all compete for the 21<sup>st</sup> century's scarce urban resource - the space to live, work, rest and play. We want to ease the many pressures of inner city living which impact both publicly and privately held indoor and outdoor space. We want to enable the different parts and peoples of the area to work together harmoniously by conserving the cherished sense of place; protecting the distinctive urban grain; maintaining the vibrant cultural character; and helping local commercial and retail enterprises thrive as they welcome visitors into a safe, clean and entertaining environment with the broadest of offerings.

#### Objectives

- 3.1 Following an extensive consultation exercise in which key stakeholders were interviewed and a broad opinion survey was carried out, we have identified the key areas of concern for those who care about Spitalfields and Banglatown. We have grouped our policies under three objectives which reflect these areas of concern:

1. Environment
2. Urban Heritage
3. Business Mix

##### 1. Environment

***Objective 1: To provide as much greenery as possible in this deeply urban area***

- 3.2 The area has precious little green space and this must be protected. The public benefit of even the small patches of open space available in this neighbourhood cannot be underestimated and it should be improved, better maintained and kept litter and debris free. Any opportunities for further planting of both trees, pocket parks and innovative green environmental solutions in new developments will be encouraged. We want to increase biodiversity, improve air quality, and ensure that healthy and fulfilling outdoor living and leisure activities are encouraged, facilitated and promoted.

##### 2. Urban Heritage

***Objective 2: To protect and enhance the historic built environment***

- 3.3 The charm of Spitalfields' historic built heritage must be preserved and conservation area policies and regulations, including archaeology, should be adhered to and defended. The plan seeks to preserve the unique character of Spitalfields and we have divided the neighbourhood into 17 Local Character Areas which provide more detail on the built environment and which further elaborate the existing conservation area character studies published by the council.

- 3.4 Opportunities to enhance the existing built environment should be encouraged. The Plan formally identifies and protects a series of 'Non-Designated Heritage Assets', these being interesting historic buildings and artefacts. The atmosphere of a neighbourhood is created by its buildings and their facades and fabric as well as the spaces in between.
- 3.5 The Plan recognises that it is not possible or desirable to preserve the area in aspic. New developments, especially larger scale developments must respect the distinctive urban grain and street pattern which are a widely appreciated defining characteristic of the neighbourhood. Change and adaptation should not be allowed to impose new buildings with an excessive height and scale compared with their surroundings. The strategic role of the City Fringe, while welcomed for its economic benefits, should not be allowed to overwhelm the character and mostly low-rise charm of Spitalfields. Future developments should not cause an unacceptable deterioration of sunlight.

### **3. Business Mix**

***Objective 3: To maintain the special and diverse business mix that has settled in the area whilst maximising the employment opportunities that result from the neighbourhood's prime location and to support the small scale creative and artisan businesses that have always been part of the Spitalfields story.***

- 3.6 New development should have a positive effect on the business and residential mix of the neighbourhood. Affordability is a concern and where appropriate, affordable business units should be delivered.
- 3.7 New businesses should be encouraged to respect the existing population of the area. Existing, small scale local businesses should be nurtured and supported. The retail offering should be broad and spread across the area. It should not become monolithic or monocultural. The policies in this plan seek to preserve a mixture of business uses occupying its premises.
- 3.8 The Plan lists a number of projects which will be prioritised in collaboration with the council and seek to improve and enhance the layers of story and history which lie across the neighbourhood.

#### **Broader objectives**

- 3.9 The Forum wants the Plan to help improve the communications between key stakeholders and groups in the area to allow a freer, democratic structure to voice local concerns and enhance the dialogue with the local authority and neighbouring wards and boroughs. Throughout the period of the plan the sense of community spirit and cohesion will be fostered and increased. The neighbourhood will continue to support a diverse range of communities and life for all ages and incomes and this is a consideration for all the policies.
- 3.10 The Forum also wishes to enhance the flow of visitors, residents and workers and passers-by through the area, with better signage and improved connectivity. We will continue to work with the statutory authorities to ameliorate the detrimental effect of heavy traffic in the neighbourhood.
- 3.11 Pollution, noise, anti-social behaviour and crimes against property and people have a detrimental effect on the quality of life in the area and should be mitigated. Initiatives to improve safety and cleanliness of the streetscape will be encouraged.

- 3.12 This Plan will make Spitalfields a cleaner, less cluttered and less congested place. The Spitalfields neighbourhood will be easier to access, be safer and more welcoming to visit. The Plan aims to provide a better quality of life for workers, businesses, visitors and residents, whatever their abilities, income, or cultural background.
- 3.13 The Neighbourhood Plan has been assembled during the global Covid-19 outbreak, whose impact will have far reaching and as yet unknown consequences. The many challenges it will be present can also bring opportunities to strengthen the local community support that has been manifest during Spring 2020 and to continue to support local businesses as they re-emerge from lockdown.
- 3.14 There is a strong desire to keep Spitalfields:
- green - the clean air from less traffic is welcome;
  - peaceful - the noise reduction from fewer cars is beneficial;
  - safe - the police presence on the streets is comforting;
  - open for business - supporting local business with improved tenant/landlord communications;
  - historic - recognising the importance of conservation policy in the built environment;
  - creative - providing space for artistry, craftsmanship and culture to flourish.

## 4 URBAN HERITAGE

- 4.1 The historic environment plays a huge part in people's understanding and appreciation of Spitalfields. Its heritage brings tourism and business but is also fundamental to the lives of thousands of people who live or work in the area.
- 4.2 Spitalfields is an area of outstanding heritage value, with a complex and varied history covering many centuries, from Roman and medieval origins, through 18<sup>th</sup> century development, and successive waves of immigration from Europe and Asia, right up to the contemporary cultural heritage of Banglatown and the area's world-renowned street art. Its heritage significance encompasses all four aspects of value identified in Annex 2 of the National Planning Policy Framework, namely archaeological, architectural, artistic and historic, and in all these respects the significance of Spitalfields is very high. Paragraph 184 of the National Planning Policy Framework explains that the significance of heritage assets can vary from sites and buildings of local historic value to those of the highest significance, such as World Heritage Sites which are internationally recognised.
- 4.3 Spitalfields has many heritage assets identified as being of national significance. This is already recognised by the statutory listing of a great many buildings within the area have statutory listing, some at the highest level of Grade I and Grade II\*, and by the designation of some sites have been designated as Scheduled Ancient Monuments and Areas of Archaeological Priority. Recently there have been finds of prehistoric and Roman artefacts and new research has been undertaken to better define the route of London's Civil War defences and the location of the Brick Lane Fort. The potential presence of these undesignated assets of national importance only increases the area's archaeological significance. Most of the area covered by the Spitalfields Neighbourhood Plan lies in one of four long-established Conservation Areas, namely Artillery Passage, Brick Lane/Fournier Street, Elder Street and Wentworth Street. There are also a number of locally listed buildings, which the Plan seeks to protect although their preservation carries less weight than for listed buildings.
- 4.4 The Forum recommends that when consultations on new development proposals in the Spitalfields Neighbourhood Area are being undertaken the appropriate planning authorities should endeavour to consult relevant heritage groups with a key interest in Spitalfields including, for example, the Spitalfields Historic Buildings Trust, the East End Preservation Society, The Georgian Group and the Victorian Society.
- 4.5 There is a strong existing policy framework covering the Spitalfields Neighbourhood Plan Area. These comprise:
- Government policy, as set out in the National Planning Policy Framework 2019, notably Section 12 'Achieving Well Designed Places' and Section 16 'Conserving and Enhancing the Historic Environment', and national Planning Practice Guidance.
  - The Intend to Publish version of the London Plan approved for adoption by the Minister for Housing, Communities and Local Government in (20219).
  - ~~London-wide policies contained within the London Plan 2016.~~
  - GLA City Fringe Opportunity Area Planning Framework 2015.

- Borough-wide policies contained with the Local Plan for Tower Hamlets, adopted in January 2020, notably Section 3 'Creating Attractive and Distinctive Places' including Policy S.DH3 'Heritage and the Historic Environment', and Section 4 'City Fringe Sub-Area' which identifies Spitalfields as a character place.
- The Town Centre Hierarchy in the neighbourhood, including Brick Lane District Centre and Wentworth Street CAZ Retail Frontage.
- Appraisals and Management Guidelines for Artillery Passage Conservation Area 2007, Brick Lane/Fournier Street Conservation Area 2009, Elder Street Conservation Area 2007 and Wentworth Street Conservation Area 2007.
- London Borough of Tower Hamlets Shopfront and Roller Shutter Guide (non-formal guidance).

Figure 2.1 (Planning context) shows the locations and boundaries of a number of these features.

- 4.6 The Spitalfields Neighbourhood Planning Forum considers that additional policies are needed to support, reinforce and supplement the existing policy documents listed above because those policies do not always address the specific characteristics of Spitalfields. They are considered to be in general conformity with the hierarchy of existing policies but are intended to be specific to the Spitalfields Neighbourhood Plan Area as a whole and appropriate for the sensitive and sustainable preservation and enhancement of its remarkable heritage.
- 4.7 The Forum is aware that policies for the protection of the historic environment have to be balanced against other policies in the NPPF, London Plan and Tower Hamlets Local Plan for economic growth, housing provision, transport and sustainability, and with the presumption as set out in the NPPF in favour of development. However, in any balancing exercise in a place such as Spitalfields, great weight should be afforded to heritage considerations, in line with the NPPF. There are opportunities for new development to enhance the character and appearance of the heritage assets through a high-quality design led approach which is informed by the local character appraisal.
- 4.8 The data collected in the Neighbourhood Plan public survey (Commonplace Outreach Survey in 2018) showed that, with the exception of the provision of more public waste bins, the protection of local heritage was the single highest 'improvement' local people who took part in the survey wished to see across the whole Neighbourhood Plan Area. The main *positive* responses chosen by people taking part in survey when commenting on any particular place were, in descending order, that the area was 'historic', 'welcoming' and 'attractive'. People who live, work and visit Spitalfields value highly the heritage of large parts of the area and the way neighbourhood appears. This sense of urban heritage is manifested in the historic buildings and characterful places in Spitalfields which they see and appreciate being immersed within. The Plan therefore has policies that protect the physical fabric of the neighbourhood and conserve and enhance its rich urban heritage.
- 4.9 The second most commented on location in the survey was around Fournier Street in the historic Georgian centre of Spitalfields. The most frequent 'positive' and 'neutral' comments recorded in this area were focussed upon 'general praise' for the character of the area and calls for the preservation and conservation of its heritage. The single largest improvement people chose when commenting on this area was the 'protection of heritage'. This demonstrates strong support for



the conservation and enhancement of historic areas of character. This desire to enhance and celebrate the urban heritage of Spitalfields is reflected in the many calls to restore historic road surfaces (cobblestones).

- 4.10 The third most commented on specific location in the survey was the Old Truman Brewery site and again, the aspect of the site which people appreciated most was that it was 'historic' but there was also strong support for this area to be further developed as a commercial space with well-designed buildings. This shows that whilst people who live in, work in and visit Spitalfields appreciate its general sense of history and heritage, there is not a uniform view about the character or potential across the whole neighbourhood and people understand different parts of Spitalfields as having contrasting characters which should be reflected in variations in the type of development that is permitted.
- 4.11 The data collected in the Neighbourhood Plan survey of key local businesses and other major local stakeholders in 2017 and 2018 showed that the second most appreciated attribute of Spitalfields for them was the 'architectural heritage of the area'. Historic residential streets, examples of grand architecture, and the impressions made by different ethnic communities on the physical fabric of the area were also noted by a broad range of respondents.
- 4.12 The idea that the area had a varied character was also reflected in the stakeholder research. Respondents commented on the 'mixed use' of the area with its overlap of commercial and residential uses, as well as overlap of old and new buildings.
- 4.13 In order to gather more detailed evidence on these heritage matters, the Neighbourhood Forum commissioned a comprehensive survey of the area from acknowledged experts in the field, namely Dan Cruickshank and Alec Forshaw, to provide a street-by-street inventory of buildings and structures, including street furniture, that were considered to be of local architectural and/or historic interest. This was carried out in April/May 2020 and comprised visual recording and fieldwork and recourse to existing reference documents. It did not involve internal building inspections. Appendixes B and [the evidence base document 'Assets of Historical Interest'](#) are the result of this work.

### **Protecting the physical fabric of Spitalfields**

- 4.14 It is important that all applicants and decision makers have a good understanding of the heritage significance and townscape qualities of Spitalfields and the potential impact of any proposed development. There are Character Appraisals and Management Guidelines for all four conservation areas which are within or partly within the Spitalfields Neighbourhood Plan Area as well as the Local Character Area appraisals in this plan (Appendix A). These appraisals contain detailed analyses of the history, character and appearance of each individual area. Figure 4.1 shows the boundaries of the Character Areas, with Appendix A showing more detailed maps of each individual area.
- 4.15 The urban grain and the height of the different parts of Spitalfields should be contextually respected as detailed in the Local Character Area appraisals.
- 4.16 The importance of carefully controlling the scale, mass, footprint and materials of new development is already recognised in generic terms in the Local Plan (Policy S.DH1) but these

need to be applied with regard to the special and specific character and appearance of Local Character Areas in Spitalfields. They should reinforce recommendations that already exist in the Management Guidelines for the four conservation areas which encompass most of Spitalfields and particularly as detailed in the Local Character Area appraisals.

- 4.17 The Local Plan and the NPPF recognise the importance of the setting of heritage assets, and the character area guidance included in Appendix A provides important context for understanding the setting of heritage assets within the neighbourhood area. When decisions are made on proposals located outside the neighbourhood area, but which are identified as potentially impacting the setting of heritage assets within the neighbourhood area, the character area guidance is a relevant consideration in understanding the setting of the heritage asset.
- 4.18 The Conservation Area Appraisals and Management Guidelines for the four conservation areas identify a number of important views of particular landmarks or street vistas, although these are not always particularly specific or detailed. Policy D.DH4 of the Local Plan states that “Development will be required to demonstrate how it preserves and enhances local views identified in conservation area appraisals and management guidelines”.
- 4.19 There is scope and encouragement for high quality contemporary design, which respects context and meets the requirement to preserve and enhance the character and appearance of the Local Character Areas whilst making the best use of land and meeting the need for housing and employment floorspace. The aim should be to reinforce and strengthen the existing local distinctiveness of Local Character Areas in Spitalfields, including the appropriate materials and colours for new buildings and extensions.
- 4.20 There will be situations where the use of contrasting materials and/or colour in a development would make a positive contribution to Spitalfields, and there are existing examples of this. As with all proposed developments, this would be assessed on a case by case basis and would depend on the Local Character Area in which it is located as well as its immediate context.
- 4.21 There were calls through the stakeholder research to attempt to preserve the ‘unique visual culture’ of areas of the neighbourhood associated with the British-Bangladeshi community, in particular, the recognition of particular heritage assets important to that community which are not designated or given any formal protection and are found in some areas of the neighbourhood, particularly on Brick Lane.
- 4.22 Whilst across the Neighbourhood Area there are already many statutorily listed buildings and a number of locally listed buildings, there are also many other buildings and structures that contribute positively to the character and appearance of Spitalfields. The most important of these buildings and structures that are not already statutorily or locally listed have been identified in Appendix B. It is important that these are recognised and identified so that their heritage value can be retained and enjoyed by all. This includes items of street furniture or surfacing, which are not controlled by planning applications, but can too easily be lost or eroded if their significance is not recognised. This is compatible with Policy S.DH3 (Heritage and the historic environment) of the Local Plan which recognises the importance of both designated and non-designated heritage assets, and a presumption in favour of retaining unlisted buildings that make a positive contribution. A comprehensive survey was carried out in April/May 2020. Every street, building or structure visible from the public realm was visually inspected, and assessed in terms of:

- Age and condition
- Architectural design
- Historic fabric
- Quality of materials and workmanship
- Use and function
- Historical association
- Social history, and
- Townscape importance.

The most important 40 historic assets based on the above criteria were selected for inclusion in Appendix B: Non-Designated Heritage Assets.

4.224.23 Significant archaeological remains survive in the area and this is recognised by the designation of the St Mary Spital Scheduled Monument and the inclusion of almost all the Neighbourhood Plan area within an Archaeological Priority Area. It is now known that human activity was drawn to the area on the watershed between the Wallbrook and the Black Ditch more than 5,000 years ago, a significant time depth. The better-known Roman, medieval and Huguenot heritage of the area is only part of the time span. This will be an important consideration in any construction work that disturbs potential archaeological remains, potentially almost anywhere within the area.

4.24 Historic England, with information provided by local authorities, maintains a register of Heritage at Risk. In 2019, Wentworth Street Conservation Area and a number of other designated assets within the Spitalfields area were included, as shown in Appendix A. The NPPF requires local planning authorities to follow a positive strategy for the historic environment and to target heritage assets at most risk from neglect and decay. The Forum will work with the London Borough of Tower Hamlets to identify assets at risk and promote opportunities to address risk either through refurbishment or enhancement of settings.

4.234.25 A list of ‘assets of historical interest’ ~~are~~ is provided in the evidence document described in paragraph 4.13 above~~Appendix D~~. Although not subject to any policies in this plan, these items were noted by conservationists as being of local historical interest.

4.244.26 A subject raised by some local people as a concern is the presence of illegal street art/graffiti on certain buildings across the Neighbourhood Area. Such activity is not specifically a matter that can be controlled by planning policy and therefore cannot be controlled by this Plan. Further, while graffiti or street art on a building which has not been authorised by the owner of that building is illegal, street art on a (non-statutorily listed building) which is authorised by the owner of that building is not illegal. Certain types of authorised street art are considered to enhance the townscape of an area, and indeed street art is an element of the character of certain parts of the Spitalfields area, but it is felt by the Neighbourhood Plan that there should be a balance, with street art being in appropriate locations and not being painted illegally.

4.254.27 Figure 4.2 shows the significant views within the Spitalfields Area. The number assigned to each view corresponds to the numbering presented in the narrative in Appendix A: Local Character Area Appraisals.



Figure 4.1: Spitalfields Character Areas

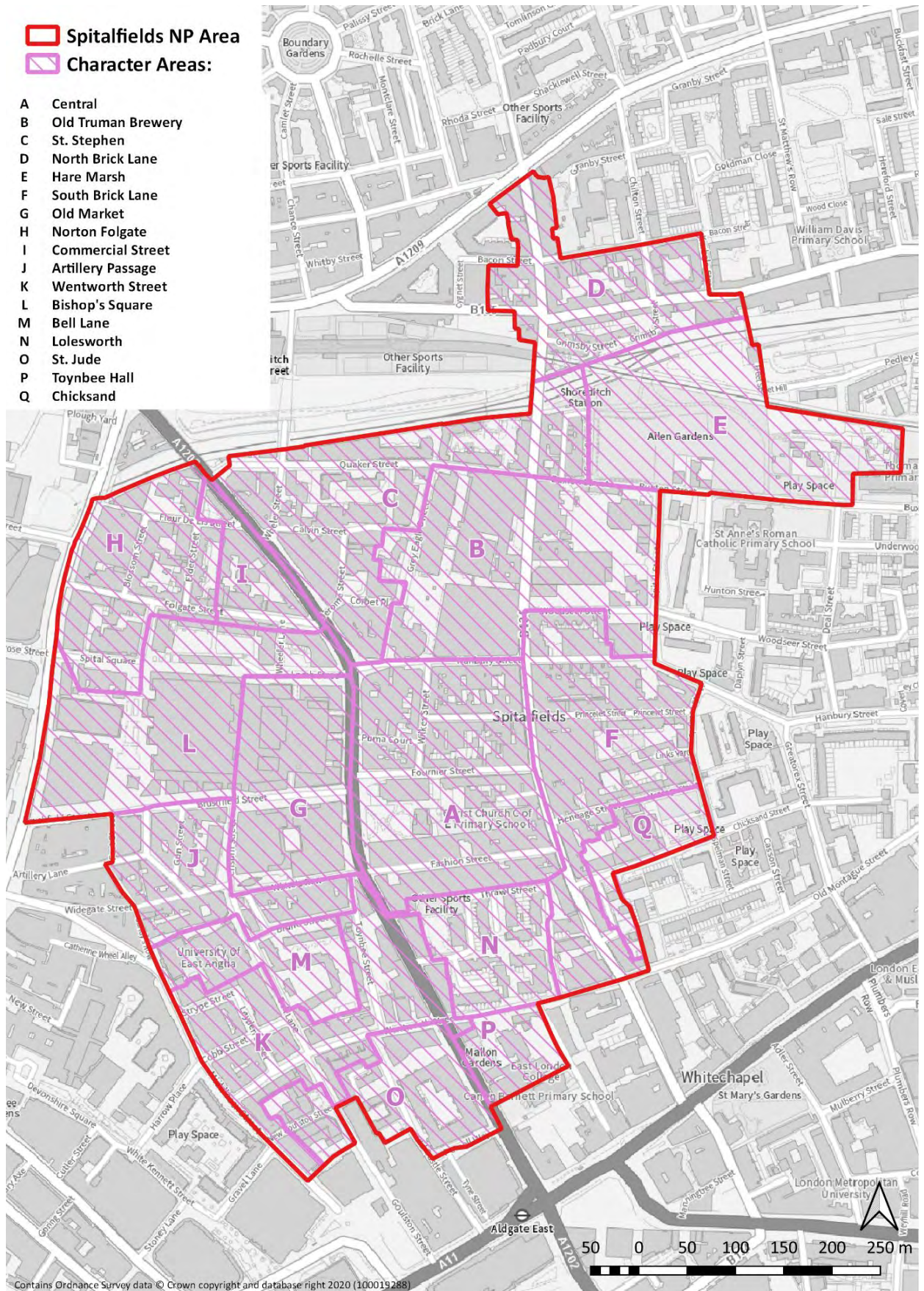
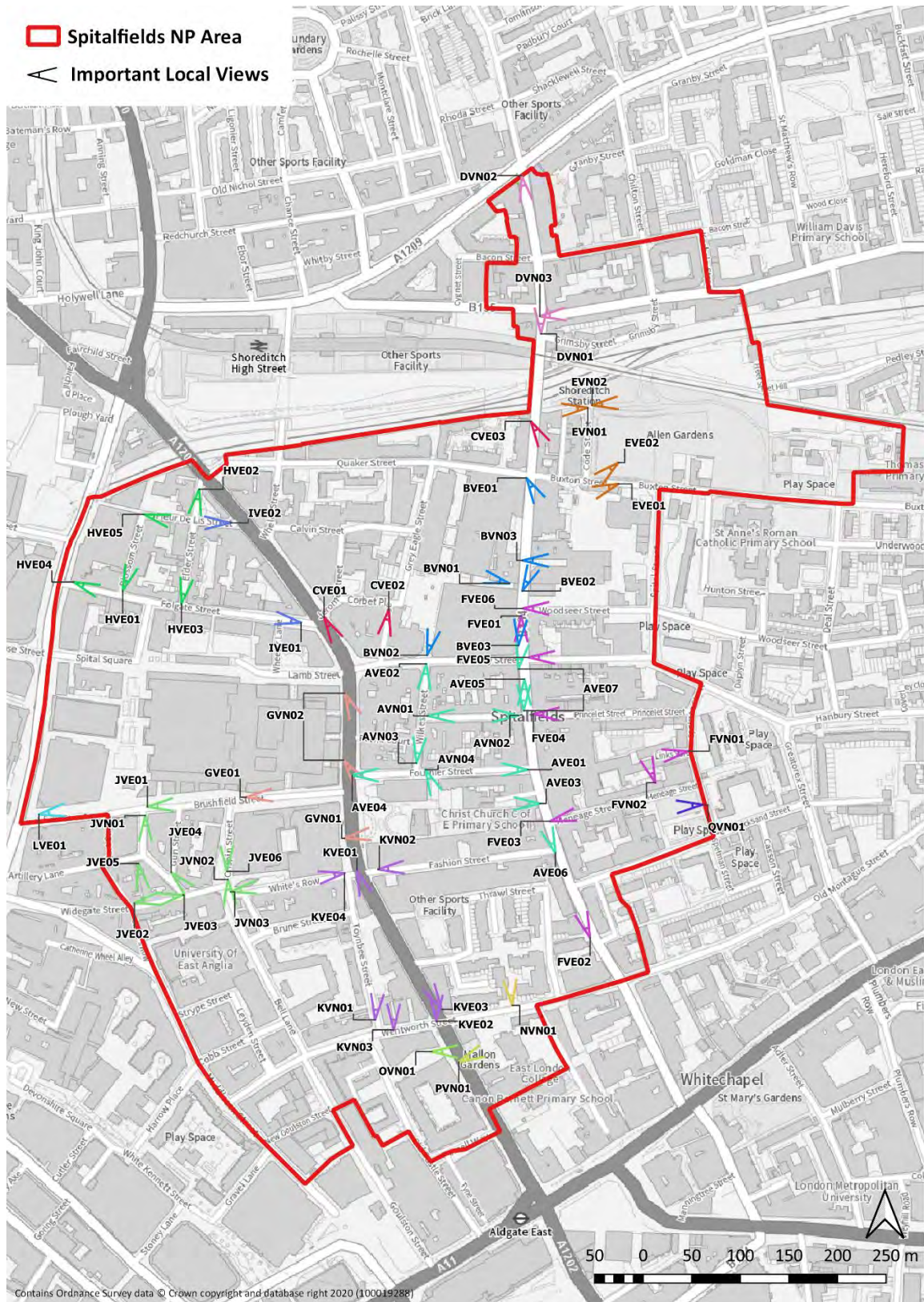




Figure 4.2: Significant views within the Spitalfields Area



The significant views include (1) views already identified as important in the existing adopted Conservation Area Management Guidelines; and (2) additional views considered important because they give views of a specific identified landmark eg. the spire of Christ Church or the Old Truman Brewery chimney, or because they offer good general street and townscape views.

#### POLICY SPITAL1: PROTECTING THE PHYSICAL FABRIC OF SPITALFIELDS

- A. All development, including new buildings and extensions or alterations to existing buildings, shall be of a high quality of design, which complements and enhances the local character and identity of Spitalfields.
- B. All applications ~~for development within conservation areas, identified in Figure 2.1, should demonstrate how the proposal addresses the key elements of the character and appearance of the Spitalfields area including the impact on any conservation area and Local Character Areas identified in Figure 4.1 and Appendix A within which the application site sits or adjacent to it, and the impact on the setting of listed buildings and other heritage assets that they would not have a harmful impact on the character or appearance of the area. Development proposals should not have a negative impact on listed buildings or other designated heritage assets, or their settings.~~
- C. All applications which have an impact on the significance of heritage assets, including archaeology, or their setting must be accompanied by a Heritage Assessment or a programme of archaeological investigation.
- D. ~~All applications for development should take account of their impact on the Local Character Areas identified in Figure 4.1 and Appendix A, within which the application site sits or adjacent to it.~~ New development should interact and interface positively with the street and streetscape described in the Local Character Area in which it is located<sup>4</sup>, including respecting existing or, where possible, historic street facing building lines and frontages.
- E. Development should contribute positively to the character of existing and nearby buildings and structures, and should have regard to the form, function and heritage of its Local Character Area.
- F. Development should be sensitive to its setting and should respect the scale, height, mass, orientation, plot widths, and grain of surrounding buildings, streets and spaces. This applies within the Local Character Area within which the site is located, and, where relevant, where it directly impacts an adjacent Local Character Area.
- G. Development should have regard to any impact on the local views identified in the relevant Conservation Area Appraisal or Character Area Appraisal, ~~and shown on Figure 3.2.~~
- H. New development should generally favour a palette of materials and colours that is sympathetic and harmonious within the context of its Local Character Area.
- I. Development should secure the sustainable management of archaeological heritage, including undesignated archaeological remains of demonstrably equivalent significance to a scheduled monument.

<sup>4</sup> The Local Character Area Appraisals are presented in Appendix A.

J. The buildings and structures in Appendix B are considered to be non-designated heritage assets (NHA) which contribute to the character and appearance of Spitalfields. There should be a presumption in favour of their retention and of the protection of the elements of each NHA which contribute to that character and appearance.

K. New development which would prevent or reverse the neglect and decline of heritage assets defined as at risk by English Heritage, or enhance their settings, will be supported.

## Land use, activities and frontages

- [4.264.28](#) The range of uses and activity in Spitalfields are integral to its character, just as its buildings and structures are integral to its appearance. The overriding character of the area is of a wide mixture of business, leisure and residential uses, often cheek-by-jowl, which gives the area diversity, vitality and a rich and varied community focus.
- [4.274.29](#) Section 3 of the Local Plan, 'Creating Attractive and Distinctive Places', recognises that land use is a vital component for heritage protection. The retention of active and attractive street frontages is essential to the preservation and enhancement of Spitalfields.
- [4.284.30](#) The existing characters and appearances of the Local Character Areas of Spitalfields, including their grain and scale, and the rhythm of their frontages should be respected. Where appropriate with respect to that local character, any proposals to consolidate small, ground floor level commercial units must ensure that the design does not detract from the width of the original properties so that this important character is retained.
- [4.294.31](#) Shop fronts and signage are an important contribution to the character and vitality of the area. Well-designed frontages and signage enhance the function and vitality of streets. Attractive and historic shop front features should be retained, and reinstated where missing.
- [4.304.32](#) Equally, new commercial shopfronts should be informed by the existing commercial shopfront features in that Character Area and should also be informed by the Borough Council's Shopfront and Roller Shutter Guide. Solid security shutters on commercial property can result in an unattractive, sterile and hostile environment when premises are closed, which harms the character and vitality of the area. This must be balanced against the need for security to protect commercial businesses from burglary and vandalism.
- [4.314.33](#) Various local stakeholders, through the Neighbourhood Plan research, cited the consolidation of small commercial units into larger ones as being detrimental to the local area in terms of its character. This relates to the impact that poorly designed, large shopfronts have on the rhythm of certain streets in particular which have a fine grain. Such proposals for consolidation must be designed with particular care to ensure that they do not represent a visual break to this architectural rhythm.



## POLICY SPITAL2: LAND USE, ACTIVITIES AND FRONTAGES

- A. New development should maintain and create a positive relationship between buildings and street level activity, including the provision of appropriate activities at ground floor level facing and fronting the street as set out in the Local Character Area appraisals.
- B. Any consolidation of ground floor commercial, business and service (Class E uses) units must respect the rhythm of the street and ensure that there is no detrimental impact on the appearance of the Local Character Area.
- C. New or altered shopfronts and signage should demonstrate a high quality of design that preserves and enhances the character and appearance of the Local Character Area within which the application sits.
- D. Original features such as recessed doorways, pilasters, mouldings and fascias should be retained and repaired where damaged.

### Public realm

[4.324.34](#) Both Section 3 of the Local Plan, 'Creating Attractive and Distinctive Places' and Section 4 'Protecting and Managing Our Environment' seek the provision of attractive and sustainable public realm. The historic street plan of Spitalfields is an integral part of its character and appearance and there may be opportunities to reinstate elements that have been lost as part of more recent development.

[4.334.35](#) The London Plan 2021 (Chapter 10) seeks a shift from car use to more space-efficient travel. It aims to secure a rebalance towards walking, cycling and public transport use and also to minimise freight trips on the road network. Policy T1 of the London Plan aims for 80% of all London trips to be made by these sustainable modes by 2041. Policy T2 – Healthy Streets expects development plans to promote and demonstrate the application of the Mayor's Healthy Streets approach. Section 16 of Tower Hamlets Local Plan also aims for a more efficient and connected transport network with reduced need to travel and incentives for modal shift towards cycling, walking and public transport usage. This Healthy Streets approach in Spitalfields should contribute to visual improvements to the streetscene, better air quality, and a safer and cleaner environment. These outcomes are consistent with the underlying aim of Policy SPITAL3, to preserve and enhance the historic public realm of the area.

[4.344.36](#) Historic surfacing materials, such as York stone paving and granite setts and kerbs, and historic street furniture such as bollards, coal hole covers and street signs are important to the character and appearance of the area and must be retained. The existing Conservation Area Management Guidelines already reference opportunities to expose and repair areas of granite setts that are currently hidden beneath tarmac or damaged by trenching.

[4.354.37](#) In new areas of public realm and in renewal and enhancement schemes the materials used should be appropriate to and respect their context. For most of the Spitalfields area this will mean traditional materials should normally be used. The aspiration to repair existing historic paving,

carriageway surface and street furniture on public land is intended to apply specifically to incidences where the asset has been damaged by roadworks (e.g. utility works) or by road traffic accidents and efforts should be made to return the said asset so far as is reasonably practicable to its previous state.

[4.364.38](#) Such is the importance of heritage to the community that lives and works in Spitalfields that the Forum consider it appropriate to outline a range of projects to be funded by CIL receipts which are designed to improve or enhance the urban heritage value of Spitalfields and are detailed in the project list in Table 4.1.

[4.374.39](#) These policies are supported by [176](#) Local Character Area appraisals including descriptions of local views, a list of non-designated heritage assets and a CIL Project List.

**POLICY SPITAL3: PUBLIC REALM**

- A. The existing layout of streets, alleys and passageways in Spitalfields should be retained.
- B. Where new development takes place, street space for walking, cycling and leisure purposes will be maximised. Public transport routes will be protected and enhanced where necessary. Freight trips on the road network will be minimised where possible, and managed to promote safe, clean and efficient freight functions.
- C. Existing historic paving, carriageway surface and street furniture which are on public land should be retained and, where appropriate, repaired to a high standard.
- D. Where the opportunity arises in new development, the reinstatement of historic building lines and former streets, alleys or passageways will be encouraged, provided this does not materially increase the risk of crime.
- E. Where practical and viable, major new development should seek to create new areas of public realm which are accessible to the local community.
- F. Where appropriate new development that provides public realm should do so in a way that responds to the archaeological heritage of the site and its surroundings.

### Heritage projects

[4.384.40](#) Table 4.1 below provides a list of heritage projects which are important to address the objectives of the Neighbourhood Plan. For the avoidance of doubt the list of projects is not in order of priority. They are also projects which CIL funding should be used for where possible.

**Table 4.1: Priority heritage projects to be funded and delivered**

No.	Project name	Description
1	Restore and reinstate the historic cobbles on Wilkes Street, Princelet	Carefully remove tarmac, fill in gaps with new cobble setts where roadworks have removed

No.	Project name	Description
	Street (west), Fournier Street and Fashion Street.	historic cobble setts. There has been consistent strong support from residents of these streets for this and is a recommendation on the Brick Lane & Fournier Street Conservation Area guidelines adopted by LBTH to reintroduce historic street surfaces.
2	Restore street furniture outside Christ Church Gardens	Reconnect the drinking fountain outside Christ Church Gardens to a drinking water supply. Repair the telephone box and seal the door shut to prevent misuse.
3	Restore and reinstate the historic cobbles on Grey Eagle Street, Corbet Place, Jerome Street and Calvin Street.	Carefully remove tarmac, fill in gaps with new cobble setts where roadworks have removed historic cobble setts.
4	Restore and reinstate the historic cobbles on Brushfield Street, Gun Street, Steward Street and Artillery Lane.	Carefully remove tarmac, fill in gaps with new cobble setts where roadworks have removed historic cobble setts.
5	Pavement project in in Local Character Area A	Where appropriate, replace concrete and tarmac pavements in Local Character Area A with York Stone. This will help enhance the Conservation Area. There has been consistent strong support from residents of these streets for this and is a recommendation on the Brick Lane & Fournier Street Conservation Area guidelines adopted by LBTH to reintroduce historic street surfaces. Also, where possible, to locate, repair and repaint in correct manner any “Christ Church Spitalfields” parish bollards held by Tower Hamlets in storage and return them to suitable locations within the aforementioned conservation area.
6	Provide Outdoor Public Seating on main shopping and market streets	In suitable locations place outdoor public seating along Commercial Street, Wentworth Street, Brick Lane and Hanbury Street. We recommend these seats should have a bespoke design that celebrates the local heritage of Spitalfields and Banglatown. <del>The seats should be designed to prevent people sleeping on them.</del>
7	Street light project in Local Character Area A	Replace the lighting or adjust down the colour temperature of existing light fittings/source in lamp-posts, in Local Character Area A to provide a softer,

No.	Project name	Description
		more yellow tone of lighting appropriate for the historic character of that Local Character Area.

## 5 OPEN SPACES AND ENVIRONMENT

- 5.1 Spitalfields is a densely inhabited part of Inner London. The proportion of homes with private gardens is unsurprisingly low. Over recent years it has become apparent how access to green spaces has a significant benefit on our health, both physical and mental. Not only do green open spaces provide places for leisure and general enjoyment, but they also reduce the direct impact of air pollution (mainly produced by vehicles), exposing people to lower levels of nitrogen dioxide and particulate matter for shorter periods of time. Exposure to air pollution is a significant issue in Spitalfields.
- 5.2 The Neighbourhood Plan research shows that green spaces, the environment and open space are priority issues for local people.

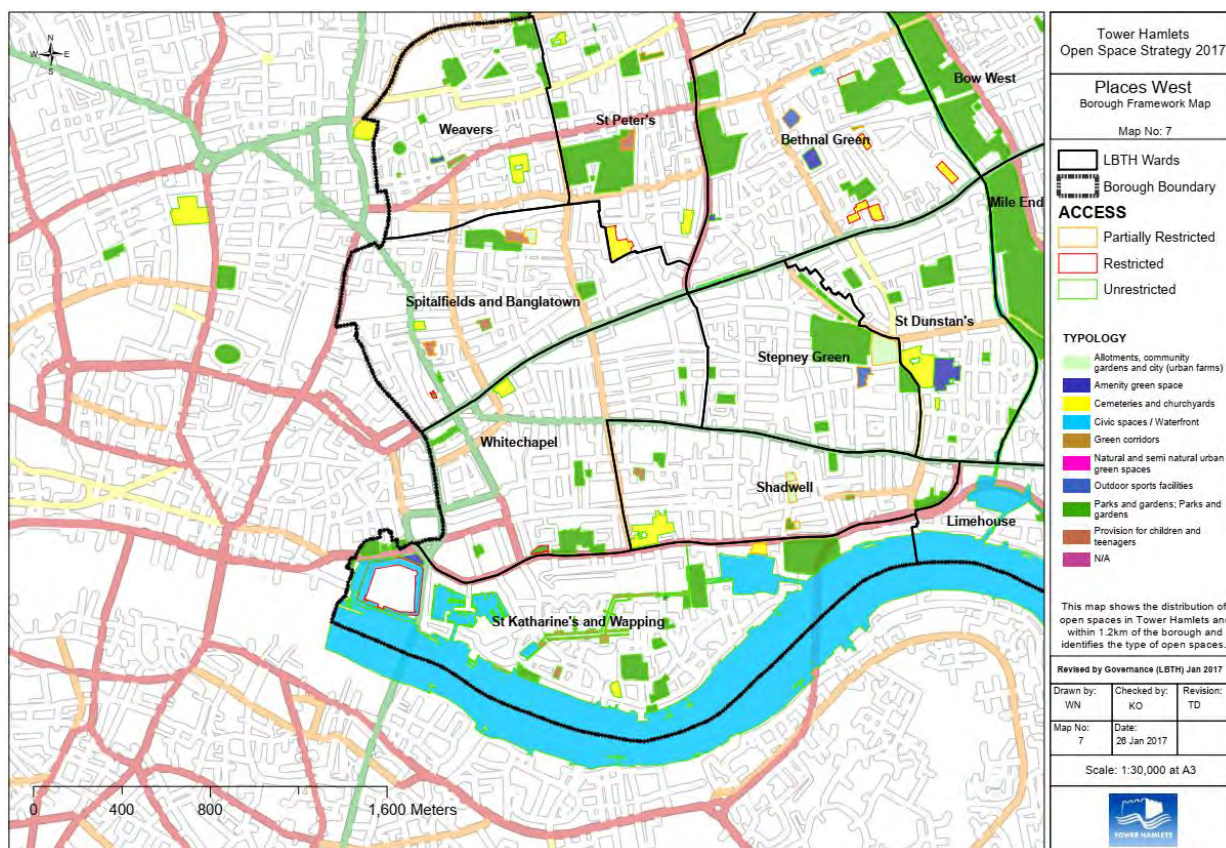
### **Facilitating urban greening**

- 5.3 Large parts of Spitalfields have a significant deficiency of open space (in particular in the south and west), based on the recognised standard for the required level per 1,000 population. The Tower Hamlets Open Space Strategy 2017 projected that in 2020 Spitalfields and Banglatown ward, within which the Spitalfields Neighbourhood Forum Area sits, would have approximately 0.2 hectares of open space per 1,000 population<sup>5</sup>, where less than 0.5 hectares means that an area is classified as having a high level of deficiency. This makes it one of the three most open space deficient wards in the borough. Figure 5.1 shows that the City Fringe area generally lacks the quality and range of open space of locations such as Mile End and Bow West.
- 5.4 The Open Space Strategy 2017 identifies the provision of a pocket park as one of the principal ways that this deficiency may be reduced. This will help to provide improved connectivity to existing open spaces. Local Plan Policy S.OWS1 (Creating a network of open spaces) specifically identifies Spitalfields and Banglatown ward as a location where such opportunities must be maximised. This is set against a backdrop of development sites have limited opportunities to provide conventional open space due to their limited size.

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<sup>5</sup> LB Tower Hamlets (2017) *Parks and Open Spaces: An open space strategy for the London Borough of Tower Hamlets 2017-2027* – Figure 48

Figure 5.1: Open spaces in the western Tower Hamlets area, by type



Source: Tower Hamlets Open Space Strategy 2017

- 5.5 The Green Grid, as shown in Figure 5.1 (Open spaces in the western Tower Hamlets area, by type) and in Figure 2.1 (Planning context), is defined as an integrated network of high-quality open spaces, streets, waterways and other routes that aim to encourage walking within Tower Hamlets. ‘Green’ means both places where trees and vegetation should be planted and also routes where people can walk and cycle more, thus improving health and reducing emissions due to lower car use. The Allen Gardens area is identified in the Open Space Strategy as one of the strategic projects for improving the Green Grid. This is part of the strategy to enhance permeability for pedestrians between Bethnal Green to the North and residential areas located south of the Greater Anglia railway line towards Whitechapel, passing through Spitalfields. Specifically it proposes to link St Matthews Row with Allen Gardens over the existing footbridge linking Cheshire Street and Pedley Street and down the existing pedestrian/cycle path. The proposals are to create a high quality walking environment through extensive renovation, including improvements to materials, lighting and visibility on the footbridge and seating and planting in Allen Gardens and way finding to it. This would contribute towards the Mayor of London’s ‘Healthy Streets’ concept which seeks to improve health through increased levels of walking and cycling.
- 5.6 The Spitalfields community also identified a number of other locations where improvements to green infrastructure could be made. These are identified as projects for investment, specifically through the use of CIL funding.



5.7 Generally there is a need to maximise the opportunities for urban greening. This is particularly important in areas of open space deficiency such as the south and west parts of Spitalfields, where the lack of green space increases the risk of experiencing the urban heat island effect, a phenomenon which is expected to worsen with climate change. Increasingly, more creative ways are being demonstrated about how greening can be achieved even in highly urbanised locations and on new development sites where space is at a premium. Local Plan Policy D.ES3 (Urban greening and biodiversity) requires all development to protect and enhance biodiversity. This includes through the maximisation of ‘living building’ elements such as green roofs, walls, terraces and other green building techniques.

5.8 There are ways in which such urban greening can thrive. For example:

- orientating buildings so that green walls face north reduces maintenance;
- ensuring green roofs are designed to allow the maximum practical depth of the substrate;
- opportunities are taken to plant trees in natural soils.

#### Urban Greening Factor

5.9 The ~~draft~~ London Plan [2021](#) has devised an ‘Urban Greening Factor’ (UGF) model<sup>6</sup>, to assist plan makers and developers in determining the appropriate provision of urban greening for new developments. The factors making up the UGF are a simplified measure of various benefits provided by soils, vegetation and water based on their potential for rainwater infiltration as a proxy to provide a range of benefits such as improved health, climate change adaption and biodiversity conservation. A UGF score for a new development will be between 0 (worst) and 1 (best). In the absence of a target in a lower tier plan, ~~draft~~ London Plan [2021](#) Policy G5 (Urban greening) proposes a UGF score of 0.4 for predominantly residential development and 0.3 for predominantly ~~B1~~ commercial development ~~(excluding B2 and B8 uses) (offices and light industrial)~~. This only applies to major developments<sup>7</sup>. Bespoke approaches are encouraged although the Local Plan does not include its own UGF.

5.10 The Urban Greening Factor for a proposed development is to be calculated in the manner set out in the ~~emerging~~ London Plan, currently being in the following way:

*(Factor A x Area) + (Factor B x Area) + (Factor C x Area) etc. divided by Total Site Area*

5.11 So, for example, an office development with a 600m<sup>2</sup> footprint on a site of 1,000m<sup>2</sup> including a green roof, 250m<sup>2</sup> car parking, 100m<sup>2</sup> open water and 50m<sup>2</sup> of amenity grassland would score the following:

$$(0.7 \times 600) + (0.0 \times 250) + (1 \times 100) + (0.4 \times 50) / 1000 = 0.54$$

So, in this example, the proposed office development exceeds the interim target score of 0.3 for a predominately commercial development.

<sup>6</sup> See ~~‘Intend to Publish’ version of the draft~~ London Plan, pp.364-368

<sup>7</sup> ‘Major development’ is defined in the NPPF as: for residential development, where 10 or more homes will be provided, or the site has an area of 0.5 hectares or more; for non-residential development, additional floorspace of 1,000m<sup>2</sup> or more, or a site of 1 hectare or more.

- 5.12 It is therefore considered that a UGF for Spitalfields is appropriate. The ~~draft~~ London Plan is clear that this should take into account local circumstances in respect of matters such as poor air quality and deficiencies in green space. Given that these are both issues in Spitalfields, then it is considered that, as a minimum, using the ~~draft~~ London Plan's working UGF is justified. It is expected that development will be predominantly commercial but that residential development will still be significant.
- 5.13 Given the built characteristics of Spitalfields, it is considered that a number of high scoring urban Greening Factors could be delivered on many developments in the Neighbourhood Area:
- Designs for taller buildings can make significant contributions to a target score by including green roofs and green walls or by vegetating balconies and other features on upper floors.
  - Given that street level in Spitalfields is not completely shaded by very tall buildings, planting of trees which are large at maturity and provide more biomass, shade and amenity is an option.
  - For the same reason, planting of flower-rich perennials (which are biodiversity-rich habitats) and hedges, are capable of flourishing.

#### **POLICY SPITAL4: FACILITATING URBAN GREENING**

- A. Development is expected, insofar as is reasonable and practical, to maximise on-site urban greening and to support the enhancement of green infrastructure in Spitalfields. Features such as green walls, green roofs and tree planting must be designed in a way to minimise maintenance and maximise the longevity of the green infrastructure feature.
- B. All major residential development proposals must seek to achieve an Urban Greening Factor (UGF) score of at least 0.4 and all major ~~Class B1~~ commercial schemes ~~(excluding B2 and B8 uses)~~ a UGF score of at least 0.3, ~~based on the factors set out in London Plan Policy G5~~. Where it is demonstrably not reasonably and practically possible to achieve the relevant score, provision towards off-site urban greening will be required. Such provision should firstly address the urban greening projects identified in Table 5.1.
- C. Proposals to enhance the quality and accessibility of the Green Grid network through Spitalfields will be strongly supported.



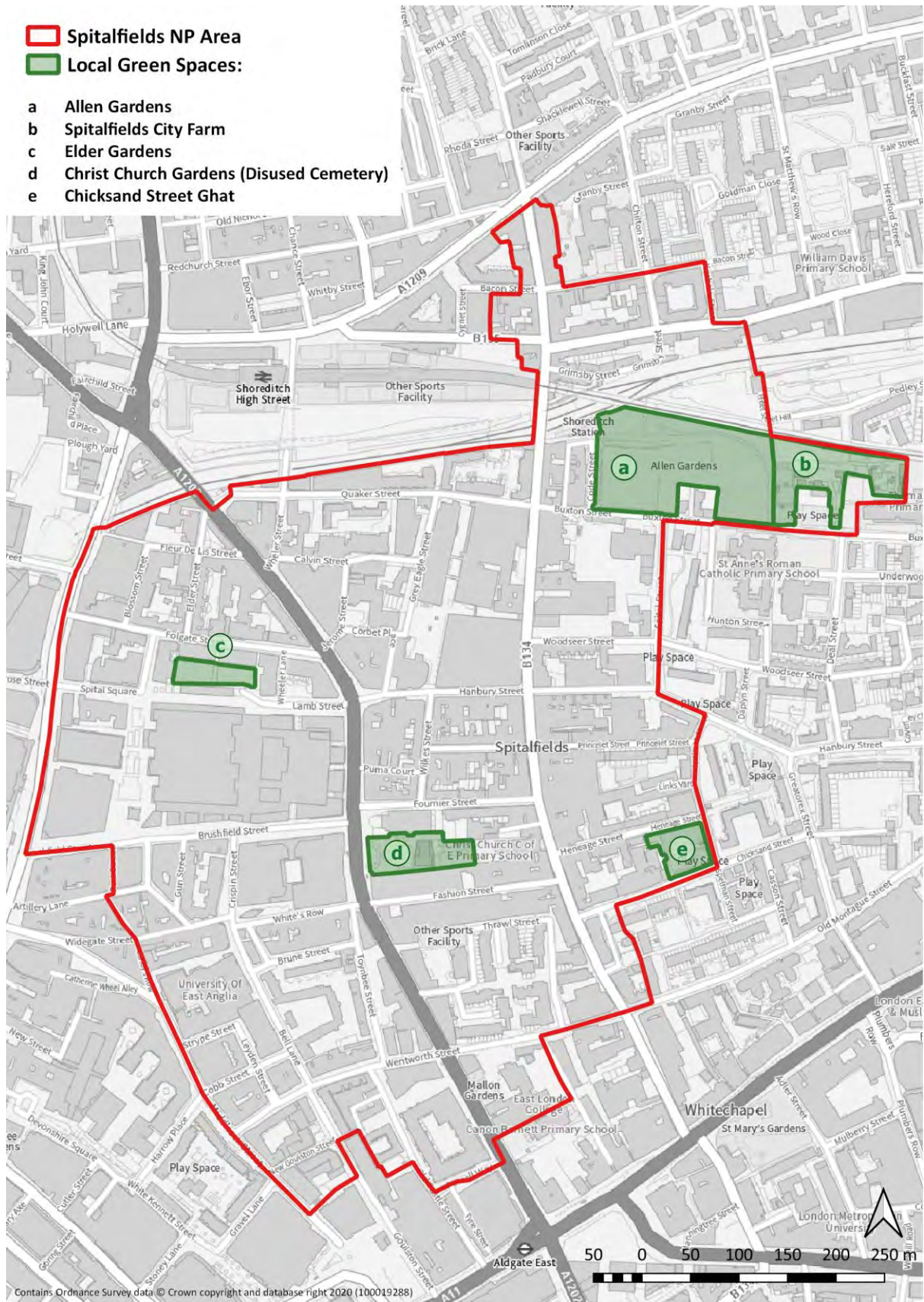
## Local Green Spaces

- 5.14 Under the NPPF, Neighbourhood Plans have the opportunity to designate Local Green Spaces which are of particular importance to them. This will afford protection from development other than in very special circumstances. The NPPF says that the Local Green Space designation should only be used where the green space is:
- i. in reasonably close proximity to the community it serves;
  - ii. demonstrably special to a local community and holds a particular local significance, for example because of its beauty, historic significance, recreational value (including as a playing field), tranquillity or richness of its wildlife; and
  - iii. local in character and is not an extensive tract of land.
- 5.15 The following five areas, shown in Figure 5.2, are considered to fulfil all of the criteria of the NPPF:
1. Allen Gardens
  2. Spitalfields City Farm
  3. Elder Gardens
  4. Christ Church Gardens
  5. Chicksand Street Ghat
- 5.16 Detailed maps and information about each space ~~including details are shown in Appendix C. Details~~ of how each area fulfils the Local Green Space criteria is included in the supporting evidence base.

### POLICY SPITAL5: LOCAL GREEN SPACES

- A. The following 5 areas shown on the Policies Map and in Figure 5.2 are designated as Local Green Spaces:
- a. Allen Gardens
  - b. Spitalfields City Farm
  - c. Elder Gardens
  - d. Christ Church Gardens
  - e. Chicksand Street Ghat
- B. ~~Local policy for managing~~Decisions on planning applications for development on a Local Green Space should be consistent with national planning policy for Green Belts. Proposals for built development on Local Green Spaces will not be permitted unless it can be clearly demonstrated that it is required to enhance the role and function of that Local Green Space or that very special circumstances exist, for example where it is essential to meet specific necessary utility infrastructure and no feasible alternative site is available.

Figure 5.2: Local Green Spaces





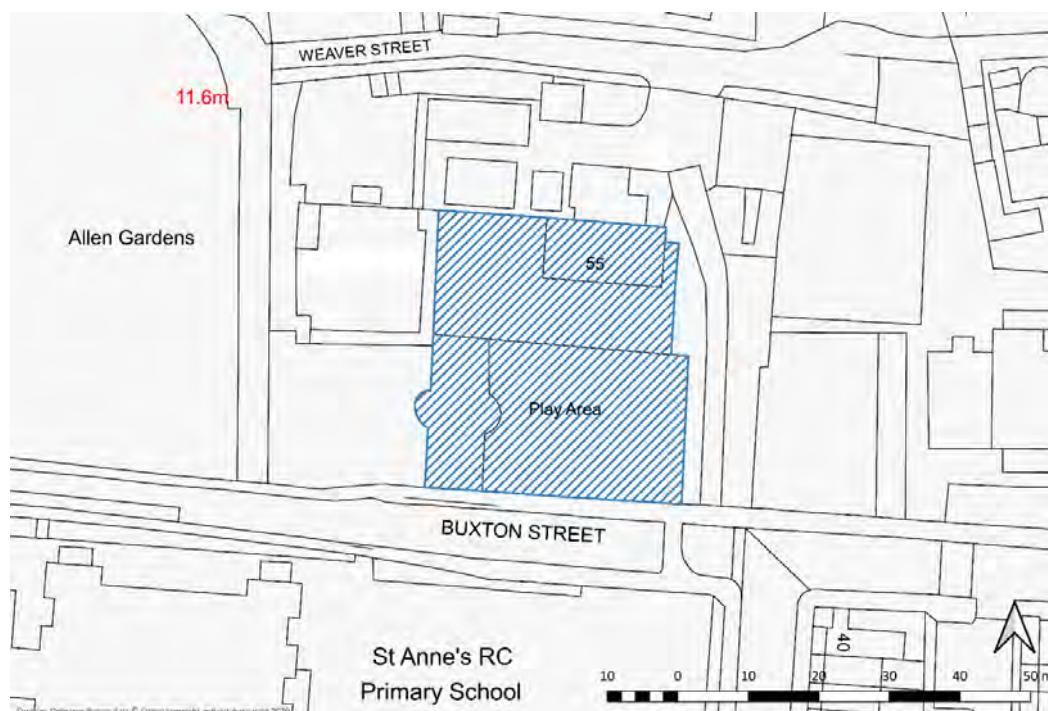
## Ram & Magpie site

5.17 The Ram and Magpie site is named after a sculpture of a ram and magpie that is here on this site, having been commissioned under the Bethnal Green City Challenge in 1996. The sculpture remembers a pub of the same name which was located nearby in the early 20th century. The Ram and Magpie site was part of a Victorian cul-de-sac called North Place which was destroyed by enemy action



during the war. Currently on the site is a nursery facility; a temporary building used by Allen Gardens Playgroup (55 Buxton Street) and an adjacent play space. The hut used by the playgroup and the adjacent play space are located behind fences and reserved for the exclusive use of children enrolled at that playgroup. On the main part of the site, the largest part right alongside Buxton Street, there had been some publicly accessible play equipment, but this was removed to discourage anti-social behaviour and recycled as a climbing frame by the neighbouring Spitalfields City Farm for use by its goats. Despite this, serious anti-social behaviour continues on the main part of the site where the public play equipment had once been. This area is accessible from Buxton Street and is largely hardstanding.

**Figure 5.3: Ram and Magpie site**





- 5.18 Whilst not owned by Spitalfields City Farm, access to the site has been provided for its use via a gate direct from the farm. The space has been used in the past by the farm to exercise its donkeys and provide donkey rides on community event days. This includes its most important annual fundraising event, the 'Oxford and Cambridge Goat Race', which enables it to safely host food vendors with generator requirements. The Farm wishes to retain and formalise the access and use of the site to further its activities, mainly as a paddock space. It also wishes to use the space to provide wider benefits such as the creation of an accessible Forest School space to run workshops but also somewhere clean, safe and green to simply be enjoyed by the public during the farm's opening hours.
- 5.19 Policy SPITAL6 therefore identifies the priorities for this publicly accessible open space, namely to genuinely create an important opportunity to green the space, facilitate the activities of Spitalfields City Farm and reduce anti-social behaviour principally activity associated with drug use and prostitution.

#### **POLICY SPITAL6: RAM AND MAGPIE SITE**

**Proposals to use the open space at the Ram & Magpie site (approximately 0.15 hectares as shown on the Policies Map and in Figure 5.3) for activities associated with Spitalfields City Farm will be strongly supported. Any such proposals must retain the open nature of the site.**

## Urban greening projects

5.20 Table 5.1 below provides a list of urban greening projects which are important to address the objectives of the Neighbourhood Plan. For the avoidance of doubt the list of projects is not in order of priority. They are also projects which CIL funding should be used for where possible.

**Table 5.1: Priority urban greening projects to be funded and delivered**

No.	Project Name	Description
1	Tree planting on Brick Lane	Trees to be planted on streets should preferably be native deciduous species with a preference for London Plane trees where space permits. London Planes are synonymous with iconic London locations and these trees already exist at 91 Brick Lane.
2	Planting suitable climbing plants on Calvin Street, Jerome Street and Grey Eagle Street	Wisteria, jasmine, honeysuckle and other fragrant and/or flowering climbing plants have been shown to be popular with the community. They would require wire supports and the identification of suitable locations. Suitable plots should be identified through a dialogue between LBTH and property owners facilitated by the Neighbourhood Forum.
3	Planting Wisteria in other suitable public locations, e.g. Brick Lane, Flower & Dean, Holland Estate	Wisteria is a successful climbing plant which has been shown to be popular with the community. It would require wire supports and the identification of suitable locations. The areas we recommend are the ends of terraces and boundary walls. Suitable plots should be identified by through a dialogue between LBTH and property owners facilitated by the Neighbourhood Forum.
4	Ponds in Allen Gardens for endangered amphibians and increasing biodiversity	The pond/s shall be specially designed for breeding amphibians with gently sloping sides and absent of any fish should be located in the eastern side of Allen Gardens either in the north east corner, or between Old St. Patrick's School and the children's play area (with suitable fencing around) or in the middle of eastern area where the existing wild area is. The ponds should also be surrounded by an area of wild terrestrial habitat suitable for amphibians to hibernate and forage in.
5	Re-wilding project on part of Allen Gardens to encourage birds	Planting of hawthorne, rowan and blackberries (brambles around the boundary wall of the Old St. Patrick School and adjacent building (35-37 Buxton Street) as well as around the perimeter of the envisaged pond area. This is to discourage graffiti and painting on that wall which is harmful to wildlife and provide food and cover for birds.
6	Re-wilding project on part of Allen Gardens to encourage butterflies and other invertebrates	Providing further space for wild grasses and flowers. Planting honeysuckle and flowering buddleia to provide food source for adult butterflies. Allowing an area to be set aside where nettles can grow and common buckthorn can be planted which will provide a food for several species of butterfly noted to be in their larval stage in the Borough biodiversity report.
7	Tree planting on Cheshire Street and Sclater Street	Trees to be planted on streets should preferably be a native deciduous species, flowering and climbing plants could be added to walls and should contribute to increasing biodiversity.

No.	Project Name	Description
8	Tree planting in Wentworth Street, Bell Lane and adjoining side streets	Trees to be planted on streets should preferably be a native deciduous species and contribute to increasing biodiversity.

**Mural of a pair of *Great Crested Newts* displayed at the farm to celebrate local biodiversity**





## 6 COMMERCIAL MIX

- 6.1 Small and micro-businesses are the lifeblood of the Tower Hamlets economy. Over 95% of the borough's businesses are defined as small businesses, employing fewer than 50 people<sup>8</sup>. Its 15,000 micro-businesses (10 or fewer employees) creating annual turnover of £6.7 million<sup>9</sup>. Spitalfields accounts for over 300 of these small and micro business employers. Meanwhile, industrial floorspace in the borough declined by 43% to 800,000m<sup>2</sup> between 2000 and 2012, above the Inner London average<sup>10</sup>. Employment is increasingly being focused in the service, retail and light industrial sectors.
- 6.2 Spitalfields' location in the City Fringe has created additional demand from larger corporate businesses spreading out from the traditional core locations in the City. The result has been to increase rents which has impacted the existing small businesses. As an example, the Fruit and Wool exchange contained over 100 small, local businesses but was forced to close because the building was redeveloped. It has since been replaced by a single corporate employer. The Tower Hamlets Employment Land Review<sup>11</sup> estimated that the pressure on the West of the Borough will only increase in time due to the new Crossrail station at Whitechapel and recommended taking decisive action to protect businesses which directly service the residential population, including trade counters, building supplies and car sales and repair garages together with associated local waste, recycling and transport uses.
- 6.3 Yet Spitalfields still has much diversity to its commercial activity. Brick Lane is home to a diverse mix of fashion, art, entertainment, retail and start-up businesses. The richness and complexity of the area's character today is due to many factors, not least the overlapping cultural legacy of three successive groups of immigrants, each of which has made a unique contribution to the area. These businesses are served predominantly from shops, pubs, restaurants and cafés at ground floor level, with offices, storage and residential uses above. The Truman Brewery now contains cultural venues, art galleries, restaurants, nightclubs, start-up spaces and shops. There are many clothing shops scattered through the area, with the rest of the mainly residential area also being home to some light industry, warehouse retail, art galleries, museums, health centres and educational buildings. 'Diversity' and 'vibrancy' are two words regularly used to describe the commercial feel of Spitalfields.
- 6.4 Testimonials from existing businesses and stakeholders in the area revealed the overwhelming concern was rising rents pricing small businesses out of the area<sup>12</sup>. As a whole this was considered to be having a detrimental effect on the Spitalfields area, making it more generic. This was cited by all types of businesses, including retailers and restaurateurs, with an increasing number of chain retail stores occupying space in Brick Lane. For instance, a representative from the Brick Lane Restaurants Association said: "The rents are just creeping up, creeping up, every year and so are the rates now. I don't see a bright future for us restaurateurs, especially in Brick Lane". Similarly, a guide organising local walking tours said, "Rising rents...people [are] being priced out

<sup>8</sup> Source: Tower Hamlets Local Plan 20~~2019~~

<sup>9</sup> Source: Office for National Statistics

<sup>10</sup> Source: Peter Brett Associates (2016) *Tower Hamlets Employment Land Review*

<sup>11</sup> See footnote 9

<sup>12</sup> Commonplace (2019) *Spitalfields Commonplace Outreach Report 2018/19*

of the area and as a whole that [is] having a detrimental effect on the Spitalfields area and as the area becomes more generic, becomes less unique as a lot of smaller businesses and independents and creative people are forced out.”

- 6.5 Research conducted in 2017-2018 by the East End Trades Guild (EETG)<sup>13</sup> with its Spitalfields members shows presently that 2 out of 4 businesses have had to close down or relocate due to the high rents. A second survey<sup>14</sup> conducted in 2020 by the EETG with small and micro businesses in the Spitalfields area showed that 85% of respondents found it likely or extremely likely that they would have to relocate or close down their business in the next 5 years if nothing is done to provide more affordable workspace. Specifically, restaurants, cafes and shops struggled with increasing rents, as they paid on average around 24% of their turnover towards rent. Long-term commercial residents of Spitalfields that had traded in the area for more than 10 years, had on average experienced a rent increase of over 200% since moving to their current premises.
- 6.6 The impact of Covid-19 is expected to significantly exacerbate the above-mentioned issues. The survey conducted by EETG in 2020 found that 67% businesses in Spitalfields would have to dissolve or relocate their business if they were asked to re-start or continue paying the same level of rent as they did before the Covid-19 outbreak. Furthermore, 50% reported that this would force them to let go some of their employees. 69% of the respondents stated that it will most likely take them more than a year to return to normal levels of trading.
- 6.7 Clause 4 of Local Plan Policy D.EMP2 (New employment space) requires major commercial and mixed-use development schemes to provide at least 10% of new employment floorspace as affordable workspace. Paragraph 10.25 says that this space should be let at an affordable tenancy rate, at least 10% below the indicative market rate for the relevant location, for a period of not less than ten years.
- 6.8 Draft London Plan Policy E3 (Affordable workspace) outlines that planning obligations may be used to secure affordable workspace at rents maintained below the market rate for that space for a specific social, cultural or economic development purpose. It states that consideration should be given to the need for affordable workspace in areas identified in a local Development Plan Document where cost pressures could lead to the loss of affordable or low-cost workspace for micro, small and medium-sized enterprises. An area where this applies is considered to be the City Fringe.
- 6.9 Given the high concentration of small and micro-businesses in Spitalfields, the Neighbourhood Plan considers that it is justifiable for this affordable workspace to be let at a cost which is at least 45% below the indicative market rental value at the time of letting. This reflects the need to be in general conformity with the Local Plan policy and the importance of addressing this issue in Spitalfields, a location rich in such business needs whilst also facing the pressure of high rents in a City Fringe location. Sensitivity tests conducted as part of the Local Plan Viability Assessment<sup>15</sup> reported that the delivery of affordable workspace at 50% of the market rent was found to be

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<sup>13</sup> East End Trades Guild (2017-2018) *Affordable Business Rents*

<sup>14</sup> East End Trades Guild (2020) *Spitalfields Neighbourhood Plan: affordable workspace and business mix*

<sup>15</sup> BNP Paribas Real Estate (2017) *London Borough of Tower Hamlets Local Plan Viability Assessment*, for London Borough of Tower Hamlets



viable (paragraph 7.22), indicating that the affordable workspace policy in the Neighbourhood Plan can be feasibly implemented.

- 6.10 This policy approach is justified by the evidence base which supported the Borough Council's Local Plan Policy EMP2, clause 4<sup>16</sup> which found that some major development schemes could viably support 10% of new employment floorspace at a 40% to 50% discount in market rental rates. It also has similarities to the approach in neighbouring Shoreditch, with a similar policy in the draft Hackney Local Plan (Policy LP29 – Affordable Workspace and Low Cost Employment Floorspace) for the Shoreditch Priority Office Area (POA). This was supported by a viability assessment of the policy<sup>17</sup> which found that such a policy would still result in residual land values exceeding existing use values 'by a significant margin'<sup>18</sup>. The employment profile in Shoreditch is similar to Spitalfields, with both being in the City Fringe and subject to the strategic growth proposals in the City Fringe Opportunity Area, as well as the major investments such as Crossrail 2 that will attract new investment but also put pressure on rents, particularly for small and micro-businesses in the cultural and creative sectors which are the lifeblood of Spitalfields' economy.
- 6.11 A discount of at least 45% on the indicative market rent in the local area for a period of at least 12 years is therefore considered to represent an appropriate balance.
- 6.12 The affordable workspace should be secured in the usual way through legal agreement with the Borough Council. As advised in paragraph 10.25 of the Local Plan, applicants should work with the Council's Growth and Economic Development Service and recognised affordable workspace providers to determine the nature of the affordable workspace provision on a case by case basis. Applicants can manage the space either themselves or in association with a provider, whether chosen from an approved list prepared by the Council or otherwise ~~not included on an approved list, provided the terms can be~~ agreed with the Council. In all cases, the applicant will be required to provide details of management arrangements as part of the planning application.

#### **POLICY SPITAL7: AFFORDABLE WORKSPACE**

**As required by Tower Hamlets Local Plan Policy D.EMP2<sup>19</sup> (New employment space), major development<sup>20</sup> of commercial and mixed-use schemes must provide at least 10% of new employment floorspace as affordable workspace for a minimum of 10 years. In Spitalfields, this provision should be let at an affordable rate at least 45% below the Neighbourhood Area's indicative market rate for a minimum of 12 years, subject to viability (which must clearly be demonstrated by an open book viability appraisal).**

<sup>16</sup> Peter Brett Associates (2016) *Tower Hamlets Affordable Workspace Evidence Base*

<sup>17</sup> BNP Paribas Real Estate (2018) *London Borough of Hackney: Proposed Submission Local Plan and Community Infrastructure Levy Viability Assessment*, for London Borough of Hackney

<sup>18</sup> *Ibid.*, paragraph 6.26

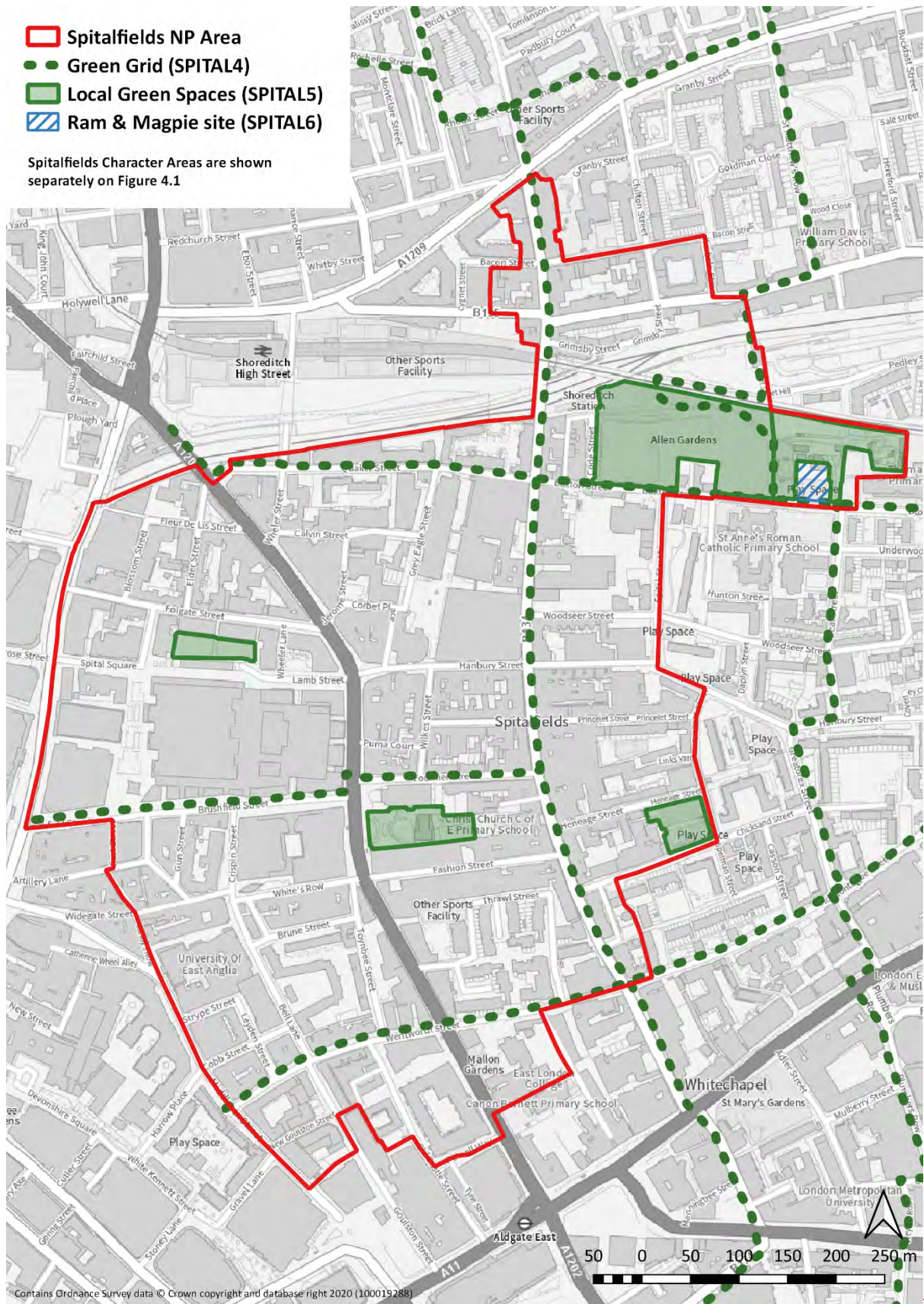
<sup>19</sup> Clause 4

<sup>20</sup> 'Major development' is as defined in the NPPF

## **7 COMMUNITY INFRASTRUCTURE LEVY PRIORITIES**

- 7.1 Tables 4.1 and 5.1 respectively provide lists of heritage and greening projects which are important to address the objectives of the Neighbourhood Plan. For the avoidance of doubt the projects are not listed in order of priority in either table. Similarly, for the avoidance of doubt there is no priority as between the urban heritage and urban greening projects. This represents the list of projects that the Forum considers should be able to use Community Infrastructure Levy (CIL) funding to address.

## 8 POLICIES MAP



## APPENDIX A LOCAL CHARACTER AREA APPRAISALS

### INTRODUCTION

1. The Spitalfields Neighbourhood Plan Area covers an area whose character and appearance is not uniform in terms of its built environment or its activities. In order to enable local context to be better understood and considered when evaluating proposals for change the Spitalfields Neighbourhood Plan Area has been divided into seventeen sub-areas called Local Character Areas, and the particular character of each is set out below.

2. Much of the Neighbourhood Plan Area lies within one of four conservation areas, designated by the local planning authority over the past fifty years. These all have their own Conservation Area Appraisals and Management Guidelines which have been adopted by the local planning authority between 2007 and 2009. The Local Character Area character appraisals below do not seek to duplicate or replace these, but simply to augment, clarify, specify in greater detail and update what they already contain.

3. Two of the conservation areas, Brick Lane/Fournier Street and Elder Street, have been subdivided into smaller Local Character Areas because of their diverse character. This is in line with the analysis already contained within the Conservation Area Appraisals and Management Guidelines.

4. Six of the Local Character Areas (L-Q) cover parts of the Neighbourhood Plan Area that are not within designated conservation areas. These nevertheless have elements of heritage significance which deserve recognition and protection where appropriate. They also sit close to conservation areas and other designated heritage assets whose setting is important to protect.

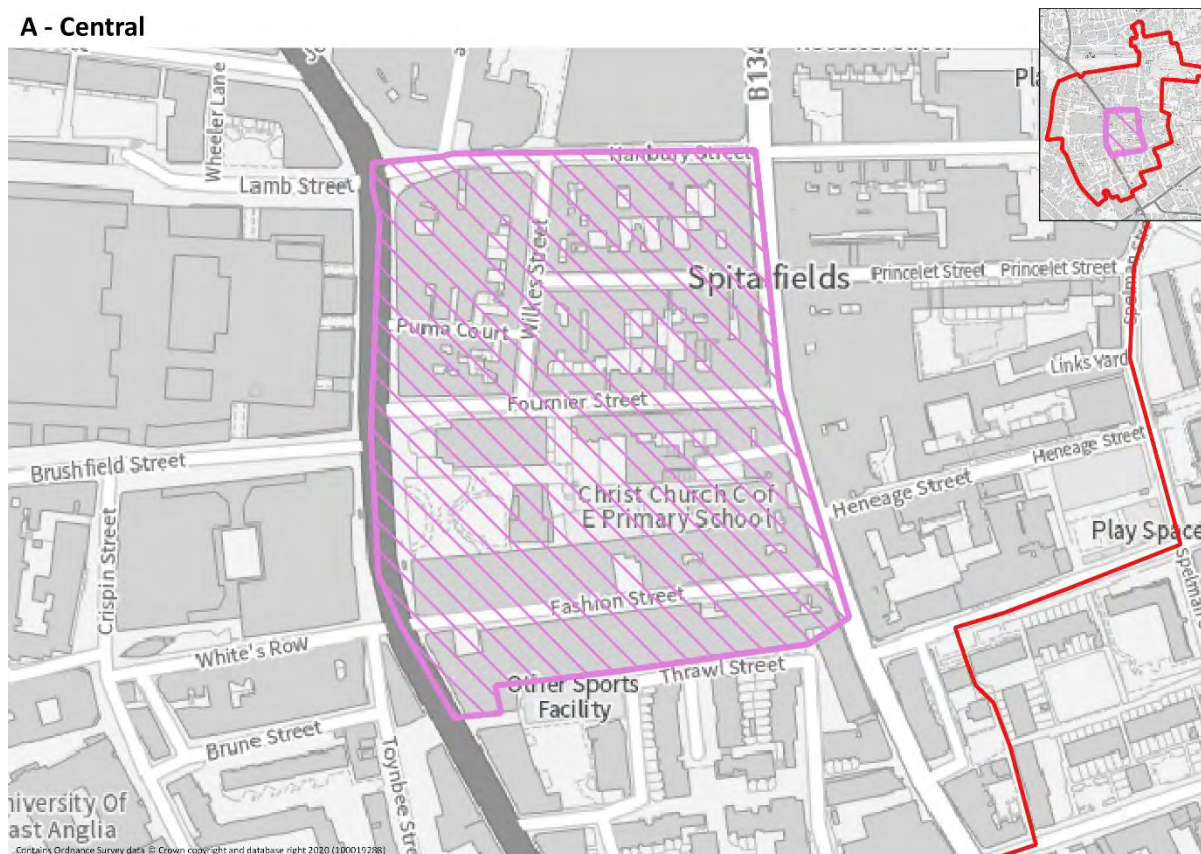
5. The analysis of these Local Character Areas does not mean that they should be considered in isolation. The boundaries often run down the centre line of a street where both sides of the road relate to each other. Clearly it is possible that proposals in one Local Character Area may have profound impacts on others, and not only at their boundaries.

6. The character appraisals seek to identify important townscape views in the area, and inevitably many of these medium or long vistas will be framed by buildings in different Local Character Areas, or run across the roof tops of other Local Character Areas.

7. The view numbers referenced in bold are shown in Figure 4.2.



### A - Central



A1 This Local Character Area is arguably the core of the Spitalfields area. Within this grid of streets lies the most complete group of early 18<sup>th</sup> century houses in London and Nicholas Hawksmoor's Christ Church, one of Europe's finest Baroque churches, and a great landmark for the whole of Spitalfields. The streets of Local Character Area A comprised the first Conservation Area to be designated in the London Borough of Tower Hamlets as the Fournier Street Conservation Area in 1969, subsequently extended in 1978, 1998 and 2008, incorporating Brick Lane and much of the wider area, which are covered by Local Character Areas B, C, D, E, F and G.

A2 A substantial element of the very high heritage significance of this Local Character Area derives from its occupation by three successive groups of immigrants over a period of three hundred years, all of whom have left a rich cultural legacy, imbedded into the character and appearance of the area.

A3 The Brick Lane/Fournier Street Conservation Area Appraisal and Management Guidelines, adopted by the local authority in 2009, provide a very detailed account of the historic development of the area (pages 4-8) and there is detailed advice about how the houses of the Wood-Mitchell Estate should be cared for on pages 24-25.

A4 The majority of old houses in Fournier, Wilkes, and Princelet Street are now in residential use, and as the Management Guidelines state, this is the best way of preserving their remarkable historic fabric. This extraordinary enclave is, however, bounded by streets with much more varied land use. The west side of Brick Lane is part of the vibrant artery of Banglatown with its lively retail and restaurant uses. The south side of Hanbury Street also has a large number of non-residential ground floor uses, and fronts on to the south side of the Brewery complex (Local Character Area B). The east side of Commercial Street is similarly lined with bars and food outlets from the Golden Heart public house on

the corner with Hanbury Street to the Ten Bells public house at Fournier Street, and is part of a very active evening and weekend economy.

A5 The Local Character Area contains a very high concentration of statutorily listed buildings, several at Grade I and Grade II\*, together with a few locally listed buildings. There are nevertheless a number of non-designated heritage features, including items of paving and street furniture, that have been identified and recorded in Appendix BD.

A6 Christ Church is a great landmark, and the existing Conservation Area Management Guidelines (page 19) state in general terms that views of it from publicly accessible places should be protected. The Guidelines identify the Mosque on the corner of Brick Lane and Fournier Street as a landmark and note important view eastwards along Fournier Street and in Brick Lane. For greater clarity these views from within Local Character Area A are described in more detail below. Views of Christ Church from outside Local Character Area A are described elsewhere in other Local Character Area character appraisals, but inevitably have implications for anything in the foreground or background of that view:

- along Fournier Street westwards from the junction with Brick Lane, with the spire rising above the roofs of the houses on the south side of the street (View AVE01)
- view looking southwards down Wilkes Street from the junction with Hanbury Street towards the nave of the church (View AVE02)
- the view from Brick Lane into Seven Stars Yard with Christ Church spire in the background (View AVE03)
- the view eastwards down Fournier Street from the junction with Commercial Street, terminating in buildings on the east side of Brick Lane (View AVE04). The note of concern expressed on page 25 of the 2009 Appraisal about potential development in Brick Lane has happily been resolved by a new building of appropriate scale and materials
- a continuum of views of the Mosque on Brick Lane southwards from its junction with Hanbury Street (View AVE05) and northwards from Fashion Street (View AVE06)
- a continuum of views of the Truman Brewery and chimney from the west side of Brick Lane from Princelet Street up to the junction with Hanbury Street (view AVE07)

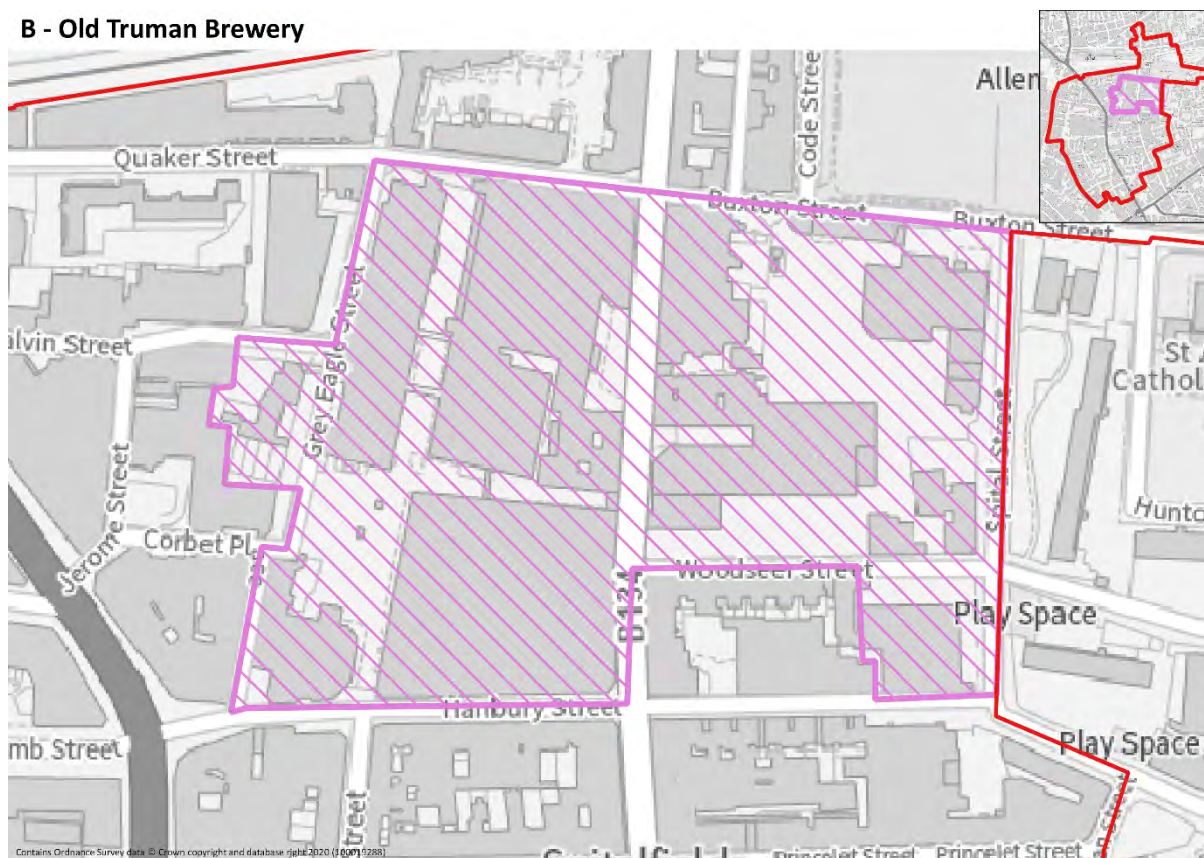
A7 A number of additional vistas and street views are also identified which contribute to the character of the Local Character Area, whose quality is vulnerable to alterations and extensions at roof level or new taller buildings. The following views are important and efforts should be made to protect them:

- Princelet Street from junction with Wilkes Street looking towards Brick Lane and beyond (View AVN01).
- along Princelet Street looking westwards from Brick Lane towards Wilkes Street (despite the glass blocks of Bishops Square in the background) (View AVN02).
- along Wilkes Street from [junction of Fournier Street] northwards towards the Brewery (View AVN03).
- view through the gap between the church and vicarage in Fournier Street across the churchyard towards the rear of the buildings on the north side of Fashion Street (View AVN04).

A8 There are two listed buildings on the Historic England Assets at Risk Register:

- 2 Wilkes Street (ref. 1242278)
- 19 Princelet Street (ref. 1260421)

## B - Old Truman Brewery



B1 The complex of buildings either side of Brick Lane that comprise the site and works of the former Truman Brewery forms a distinct part of the Brick Lane/ Fournier Street Conservation Area with its own particularly character and appearance, very different from the early 18<sup>th</sup> century terraced houses of Local Character Area A, the tight streets of Local Character Area C or the narrow grain of Brick Lane north and south (Local Character Areas D and F). The buildings within the Truman Brewery are generally larger in grain and plot size. It should be noted too that the brewery complex does also span Grey Eagle Street, physically linked by a utilitarian bridge, with buildings of no architectural quality that are within Local Character Area C.

B2 This distinct quality of mainly industrial buildings is recognised in the Conservation Area Appraisal and Management Guidelines 2009, which also describe the historic development of the brewery, and the qualities of the principal brewery buildings that survive. The buildings within the Truman Brewery have been converted from their former brewing use to a variety of commercial uses.

B3 Several of the historic buildings on the brewery site are listed but there are other buildings and structures that contribute to the historic and architectural character and appearance of the area, and these have been included in Appendix D as assets of historical interest.

B4 Many of the brewery buildings relate strongly to the spaces in which they sit, and the quality of paving and surface treatment is crucial to the retention and potential enhancement of this character. The section of Brick Lane running through the brewery complex has been sympathetically treated. Historic materials and items of street furniture are particularly important and are included in the list of non-designated heritage assets (see Appendix B), to be retained and carefully repaired and maintained.



B5 The area also includes a number of empty sites, such as former car parks or service yards, and utilitarian, 20<sup>th</sup> century buildings where there are opportunities for redevelopment or imaginative adaptation which will enhance the area and introduce more permeability into and through the brewery complex. Such opportunities for larger buildings need to consider their interface with adjoining Local Character Areas, such as North Brick Lane and St Stephen. The most sensitive perimeter interface is facing Woodseer Street, including the new residential block at 15 Spital Street because of the 19th century terrace of housing on the south side of the street.

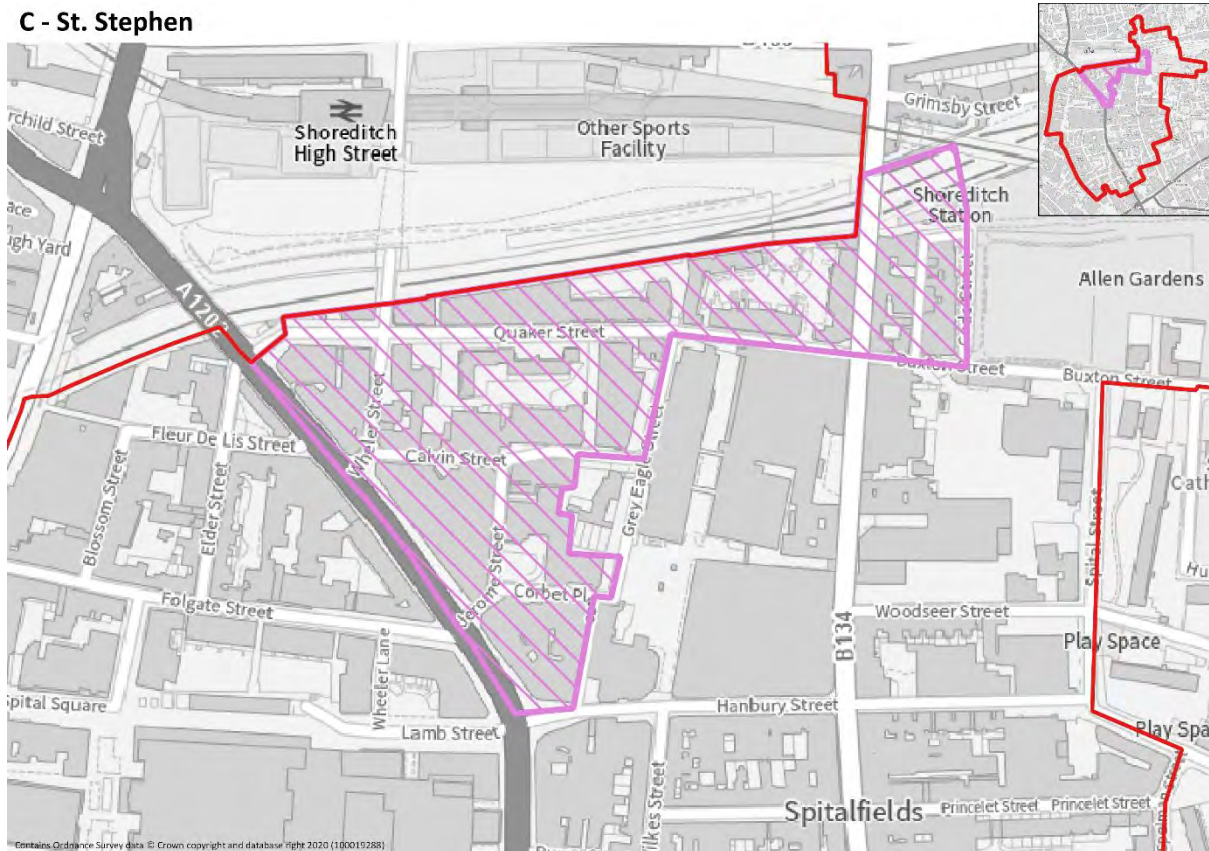
B6 The area contains examples of world-renowned street art, sanctioned by the relevant building owners, which attract international and domestic visitors to Spitalfields.

B7 The Brick Lane/Fournier Street Conservation Area Appraisal and Management Guidelines recognise the Truman Brewery chimney as a landmark, and states that views of its from publicly accessible spaces should be protected. This includes certain key views from within Local Character Area B, where it is sometime seen in close proximity to other brewery buildings, but also because of the chimney's height there are views from further afield, including Local Character Areas C, E and F.

B8 The following views and vistas within the Local Character Area are considered important and efforts should be made to protect them:

- view from Brick Lane near Buxton Street looking south towards the chimney (View BVE01).
- view from Brick Lane under the bridge looking north (View BVE02).
- From west side of Brick Lane north of Hanbury Street looking north towards the brewery chimney (View BVE03).
- view from Brick Lane looking westwards under the arch into the brewery yard (although it is acknowledged that this can be closed off by security shutters) (View BVN01).
- view from the north end of Wilkes Street in Hanbury Street looking northwards through to Quaker Street (View BVN02) (although it is acknowledged that there is an extant planning permission for the erection of a replacement bridge between buildings along this view).
- from Brick Lane looking eastwards between the former stables and north side of No.146 (View BVN03)~~near Buxton Street looking south towards the chimney.~~

**C - St. Stephen**



C1 This Local Character Area, bordered to the north by the railway line, to the east by the main Brewery complex, and to the south-west by the diagonal Commercial Street, contains much of its street plan from the 17<sup>th</sup> century, if few of its original buildings. Many of its streets, such as Calvin Street, Corbet Place and Grey Eagle Street, are very narrow, and not to a strict grid plan. There is an intimacy and sense of labyrinth that is not found elsewhere in the straight orthogonal layout of the 18<sup>th</sup> century streets. To some extent this Local Character Area feels ‘cut off’ from its surroundings by the railway to the north, the long brewery buildings to the east of Grey Eagle Street and the large commercial buildings facing Commercial Street. A virtually continuous wall of five/six storey housing has recently been built along the north side of Quaker Street, including Sheba Place, providing at least a form of barrier to the railway and the Bishopsgate Goodsyard site to the north.

C2 A small part of the Local Character Area does include a short stretch of Brick Lane, including the new Sheba Place development on the west side and three storey (plus dormer) terraces on the east side, all with ground floor shops. This section is far more akin to Local Character Areas D and F in terms of scale, grain and land use. It also includes the 1990 Daniel Gilbert House, along the western side of Code Street, overlooking the park.

C3 In the area west of Grey Eagle Street, although there are isolated groups of buildings with small grain and a three storey scale, much of the development is larger in scale, both in terms of heights of five and six storeys and with expansive footprints. The brewery does in fact straddle both sides of the road, linked by a modern bridge. Those historic buildings that do survive seem particularly vulnerable in this area and great care must be taken to protect their setting. There are a number of empty sites where sensitive development is highly desirable, to help repair the area and reinforce its historic sense

of enclosure. Together with the adjacent brewery site this area offers great opportunities for positive investment.

C4 The imposing Art Deco five storey London County Council flats, built in 1930 along the south side of Quaker Street are set back from the historic street line, but is probably an example of where the exception proves the rule. Some other post-war developments have disregarded historic street lines in a far less satisfactory manner, possibly anticipating road widening schemes that have now been abandoned. Reinstatement of historic building lines and the maintenance of the existing street pattern is essential to the protection and regeneration of this area.

C5 There is a mix of land uses in the area, but generally not of the fine grain found in Brick Lane. There are a number of sizeable blocks of new flats together with large commercial buildings, notably along Commercial Street, and very little retail or restaurant uses.

C6 The size and solidity of many of the buildings, coupled with the narrow streets, gives this Local Character Area a gritty, hard-edged and unrelieved urban character, which is possibly the most challenging in terms of regeneration in the whole of the Spitalfields area.

C7 The Local Character Area contains a number of listed buildings but there are several others which do contribute positively to the historic and architectural character and appearance of the area which are worthy of recognition. Some features such as the bridge across the road in Jerome Street add enormously to the industrial character of these streets. These are included in the list of assets of historical interest in Appendix D.

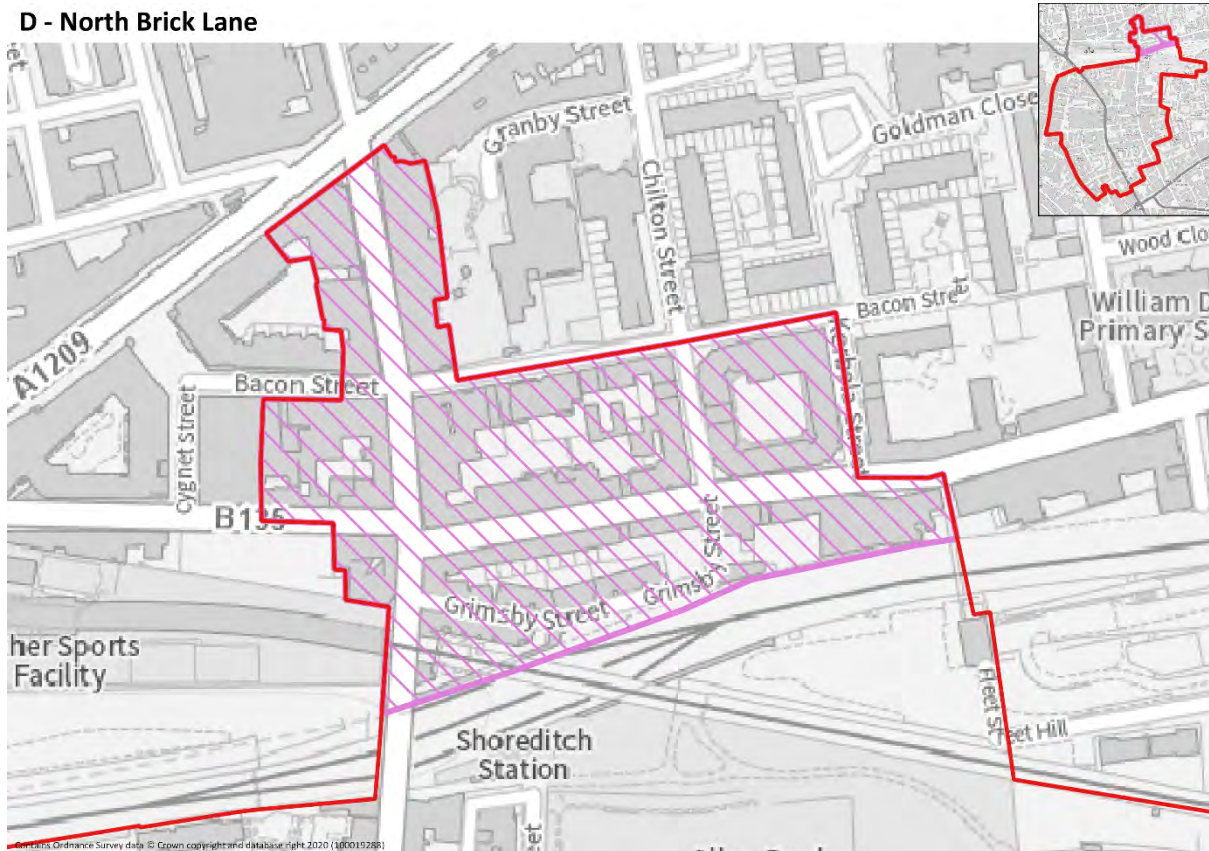
C8 Pavement and road surfaces in this area are generally poor and have often been badly repaired or patched following construction works. However, some historic road surfacing, paving and street furniture survives, also noted in Appendix D, which are worthy of being retained, restored where damaged and kept in good repair. Historic granite setts survive in the carriageway beneath modern tarmac in many streets.

C9 The existing fragmented and sometimes scarred nature of the area means that there are few 'picture postcard' views within the area. The close view of the red brick warehouse on the north side of Calvin Street from the dog-leg junction with Jerome Street gives a flavour of the 19<sup>th</sup> century. By contrast the vista along Calvin Street from Grey Eagle Street, despite interesting buildings on either side is marred by the foreground and the staggering height of Principal Place in the distance. The narrow view of the tall red brick chimney on the west side of Jerome Street from its eastern corner with Corbet Place is a striking reminder of the industrial past.

C10 Two good views of Christ Church exist from within the Local Character Area, as follows, and efforts should be made to protect them:

- from the junction of Jerome Street and Commercial Street looking south towards Christ Church ([View CVE01](#)).
- from the north-south section of Corbet Place looking towards Hanbury Street with the spire of Christ Church rising behind ([View CVE02](#)).
- view of the brewery chimney looking southwards from Brick Lane from south of the railway bridge, particularly from the west pavement ([View CVE03](#)).

#### D - North Brick Lane



D1 This Local Character Area forms a distinct part of the Brick Lane/Fournier Street Conservation Area, north of the railway line and its modern railway bridge which forms a strong visual and physical barrier to the rest of the CA to the south. The Conservation Area Appraisal and Management Guidelines provide a very good description of the historical development of the area and its character and appearance.

D2 The overriding quality of this Local Character Area derives from its consistency of scale of three and four storey buildings, a grain of narrow frontages facing narrow streets, with very few large building plots. There are consistent and continuous street lines, with everything built hard onto the back edge of pavement. Where new development has occurred within the area, such as sections of Cheshire Street, it has been done to an appropriate scale of plot widths, heights and architectural rhythm, and using traditional materials of brick and timber. While some of the old buildings have been lovingly restored there remain many further opportunities for more careful and imaginative refurbishment projects.

D3 The historic shabbiness of this part of Brick Lane has been partly replaced by fashionable retail outlets and vibrant shops selling food and clothing. The weekend market continues to thrive, drawing people from far and wide, but the weekday and evening economy is also thriving. This vibrant activity and mix of lively ground floor uses in Brick Lane and its side streets is crucial to the character of this Local Character Area.

D4 The Local Character Area contains a number of statutorily and locally listed buildings, but not the density or concentration of Local Character Areas A or B. These streets do however contain a great wealth of historic fabric, previously overlooked perhaps because of its condition and the assumed



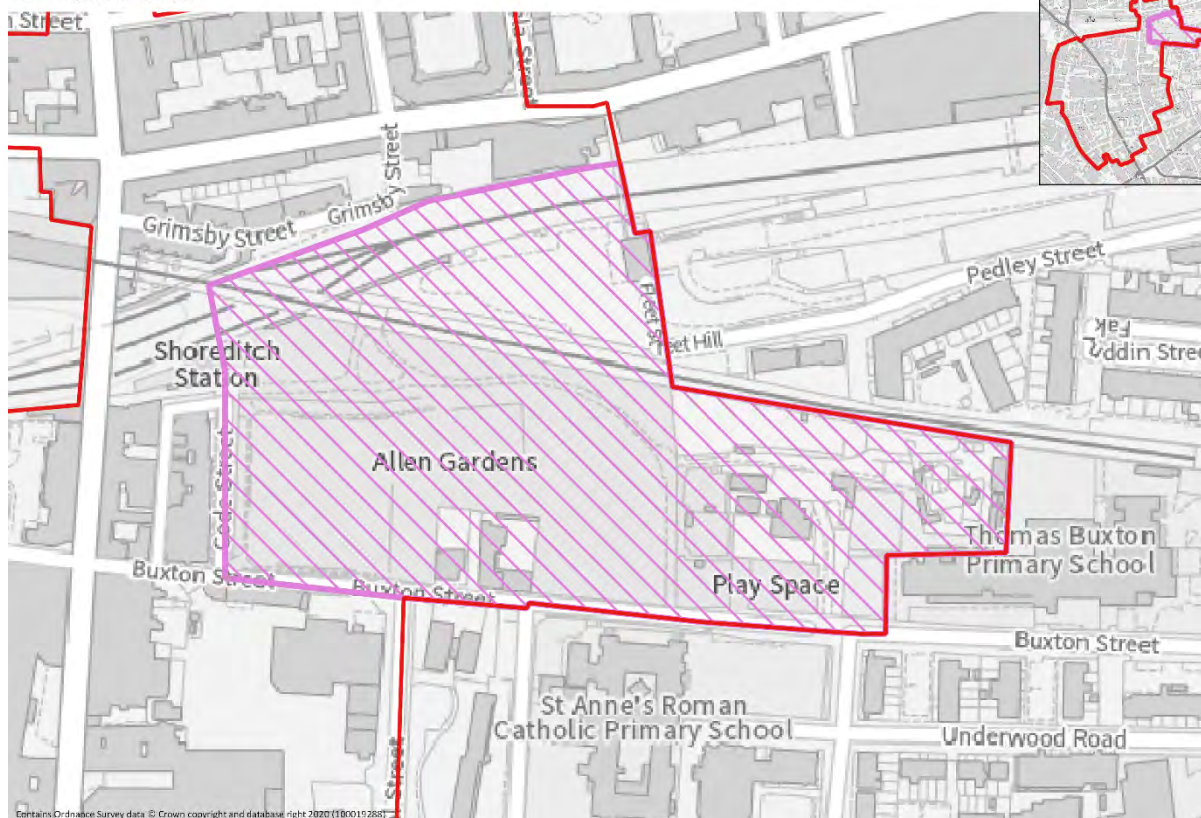
poverty of the area. While the Conservation Area Appraisal in 2009 correctly noted that many of the buildings on Brick Lane north of Sclater Street and Cheshire Street are thought to be mid-18<sup>th</sup> century tenements behind rebuilt 19<sup>th</sup> century facades, and potentially worthy of listing, that status has not yet been achieved. One locally listed building, No.17 Cheshire Street, has been lost to redevelopment. No.161 Brick Lane, mentioned in *The Buildings of England* in 2005 has also been lost. Although the Conservation Area Appraisal does mention a few other buildings of interest such as No.157, formerly the Jolly Butcher public house, they were afforded no status in 2009. Many of the old buildings in this area, even though altered or partly defaced, tell a story of social history and adaptation over centuries of occupation, all of which contribute positively to the character and appearance of the area. They have been included in the list of non-designated heritage assets in Appendix B.

D5 The existing Conservation Area Appraisal notes several views that should be protected, but none are specified in detail for this Local Character Area. Views westwards along Bacon and Sclater Streets and along Bethnal Green Road have been greatly changed by the overwhelming scale of recent development west of Cygnet Street, and this adverse impact could be exacerbated by excessive development of the Bishopsgate Goods Yard.

D6 The following views are important and efforts should be made to protect them:

- the continuous and consistent height of buildings along Brick Lane, coupled with the variety of architecture, provide a continuum of townscape views looking north from the railway bridge towards Bethnal Green Road [\(View DVN01\)](#), and in the opposite direction from Bethnal Green Road, looking down into Brick Lane [\(View DVN02\)](#). The even roof lines are an important component of this view.
- Cheshire Street, looking eastwards from the junction with Brick Lane, is lined by interesting buildings particularly on the south side and provides a fine view, enhanced by the consistent roof lines and the distant bend in the street which is an invitation to explore [\(View DVN03\)](#).

## E - Hare Marsh



E1 The vast majority of this Local Character Area comprises Allen Gardens which is a major public open space and amenity for local residents and workers. Two important buildings remain on Buxton Street, the vicarage which is listed and the former school which is not but is included on the inventory of assets of historical interest in Appendix D.

E2 Within and alongside the public open space there are also physical reminders of the historic streets that once covered this area. Fragments of original granite sett carriageways and kerb lines survive, and the layout of footpaths sometime follows the line of ancient streets. These are important reminders of the past. As meaningful survivals of historic fabric they have been included as Non-Designated Heritage Assets in Appendix B.

E3 The area contains examples of street art which attracts international and domestic visitors to Spitalfields. Street art and other painting on the garden walls around 35-37 Buxton Street should be discouraged because of the harm toxic water run-off may be causing endangered amphibians that live nearby.

E4 As one might expect from a large open space, there are fine views in many directions, but from within the park ([View EVE01](#)) and along Buxton Street ([View EVE02](#)) the Truman Brewery chimney is a prominent landmark. Any development of empty sites on the eastern part of the brewery site will need to ensure that these views are carefully considered. [There are also views from the junction of Cope Street and Pedley Street, westwards along the alleyway towards Brick Lane \(View EVN01\) and eastwards along the path across the path following the historic line of Pedley Street \(View EVN02\).](#)

**F - South Brick Lane**



F1 South of the brewery complex, Brick Lane is the busy and narrow artery of Banglatown. As noted by *The Buildings of England* (2005), it has a great deal of character but little that stands out architecturally. Built up tightly to the street (not with projecting shop fronts or set-back upper floors) from the late 17<sup>th</sup> and early 18<sup>th</sup> century, much was rebuilt in the late 19<sup>th</sup> or early 20<sup>th</sup> century, maintaining a broadly consistent scale of around four storeys, with projecting dormers in mansard or sloping roofs. The grain of Brick Lane is of narrow plots and individual shops, with very few buildings with large footprints or wide frontages. Despite few of the buildings being statutorily or locally listed, there is a wealth of historic fabric, often with a patina of alterations that tell their own stories of social and cultural change.

F2 To the east, the tightly-knit side streets provide a wider range of building types, from the two storey (plus dormers not always visible from the street) terraced houses of Woodseer Street to grand Edwardian tenements and impressive workshop and factory buildings, some with wider and more unified frontages. These display a great range of architectural styles and detailing.

F3 Those buildings that are not already listed but which nevertheless are considered to make a positive contribution to the character and appearance of the area are included in the inventory of non-designated heritage assets in Appendix B.

F4 Land use is also crucial to the character of the Local Character Area with a vibrant mix of small retail and restaurant businesses lining Brick Lane, and occasionally spilling into side streets. Generally the character of the side streets is much quieter, with more residential uses and office or studio uses. The contrast between Brick Lane and its side streets is particularly important.

F5 The Conservation Area Appraisal mentions various landmarks including the Great Mosque, the Truman Brewery, and the striking 1984 Health Centre further south. The gently curving nature of Brick Lane and its consistent scale and building line results in a continuum of townscape views from all along the street, in both directions, with the various landmarks in the near, medium or far distance. Many of the junctions with side streets have buildings which celebrate their corner positions. The Appraisal notes that many of the side streets are straight and offer long views from Brick Lane to the east, framed by buildings of generally consistent heights. In these views the rooflines are important and proposals which affect these should be carefully considered. There are shorter yet tantalising views into Links Yard from Spelman Street, across the granite setts in the entrance courtyard of the former industrial buildings behind, and an even better view of the splendid 19th century brick chimney within Kinks Yard from the yard behind No.33 Heneage Street.

F6 The following views are considered important and efforts should be made to protect them:

- along Brick Lane in both directions for its full length, southwards from the junction with Woodseer Street ([View FVE01](#)) and northwards from Wentworth Street/Montague Street ([View FVE02](#)).
- from Brick Lane eastwards along Heneage Street ([View FVE03](#)).
- from Brick Lane looking eastwards along Princelet Street ([View FVE04](#)).
- from Brick Lane looking eastwards along Hanbury Street ([View FVE05](#)).
- from Brick Lane looking eastwards along Woodseer Street ([View FVE06](#)).
- from Spelman Street into Links Yard, including the top part of the spire of Christ Church ([View FVN01](#)).
- from rear of Heneage Street to chimney of Links Yard ([View FVN02](#)).

F7 The quality of street and pavement surface varies through the area, with some parts recently repaved in good quality York stone while other parts are more utilitarian. Exposed granite setts remain in Heneage Street and in several pavement crossovers. These are included in the inventory of Appendix D, with the intention that they are retained and kept in good repair. The historic street furniture is identified as a series of non-designated heritage assets and is also shown in Appendix B.



## G - Old Market



G1 The former wholesale fruit, vegetable and flower market together with the former Fruit and Wool Exchange form a distinctive part of the Brick Lane/Fournier Street Conservation Area. Its character and appearance is described on pages 8 and 9 of the Conservation Area Appraisal and Management Guidelines 2009.

G2 In 2018 the Fruit and Wool Exchange site was redeveloped, incorporating the former car park in White's Row, but also involving the loss of the historic Dorset Street. While the 1929 frontage to Brushfield Street has been retained and adapted, the character of the former exchange has now changed to one of a corporate office building with an element of ground floor retail uses. A new pedestrian route has been created from the central entrance in Brushfield Street to White's Row, but the semi-public space in the centre is dark and little more than an entrance to the offices.

G3 The additional floors of offices, although set back from the street frontages, do impinge of various longer views, for example along Commercial Street (see Local Character Area K).

G4 North of Brushfield Street, the former wholesale market, as converted in the 1990s, remains a major attraction for visitors to the area. Its scale and frontages on to Commercial Street are entirely appropriate for the area. The Conservation Area, and therefore this Local Character Area, does not include the two storey 1929 neo-Georgian range along the north side of Brushfield Street (see Local Character Area L).

G5 The old market buildings are nationally listed, but there are a number of other features that have been identified which contribute positively to the character and appearance of the Local Character Area. Much of the paving in the area has recently been renewed in good quality materials, but some

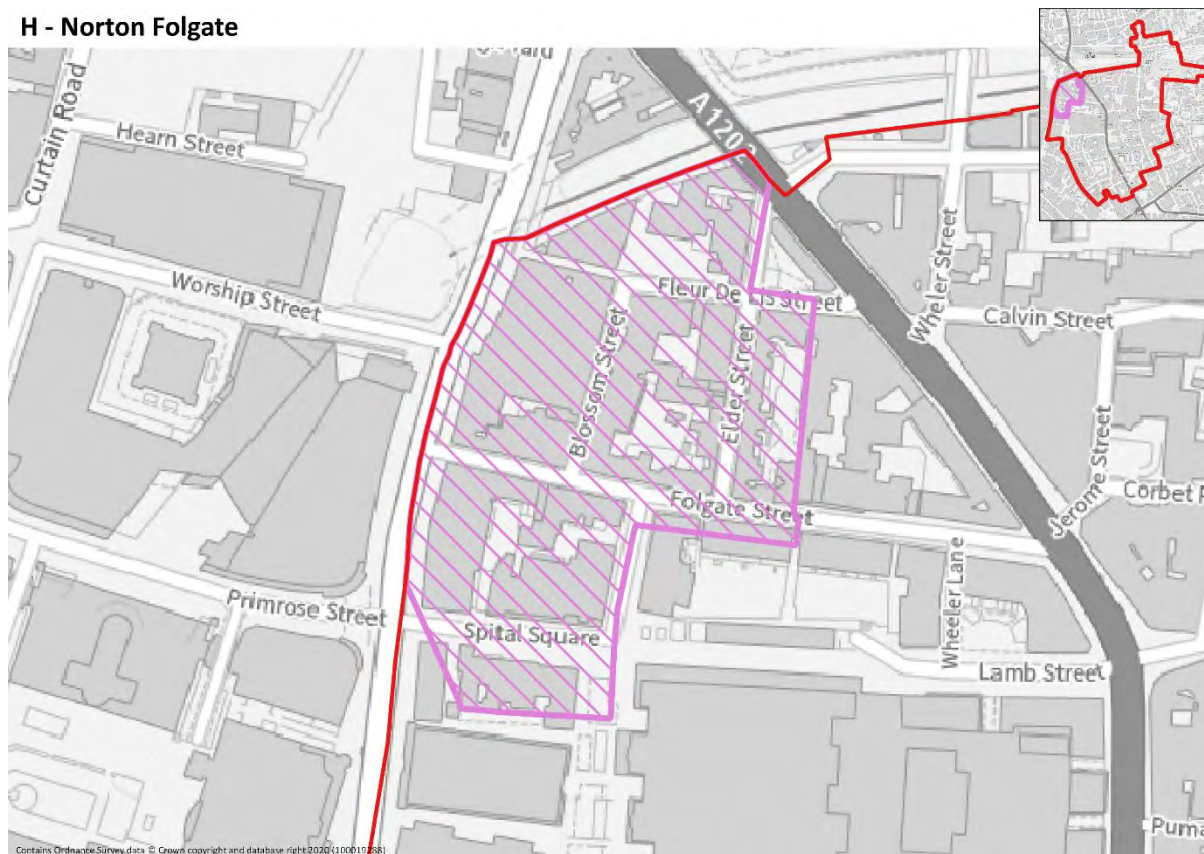
items of historic street furniture remain. These are included in the list of assets of historical interest at Appendix D.

G6 The view of the spire and west end Christ Church along the full length of Brushfield Street is already identified in the Conservation Area Appraisal, and both the old market buildings and the former Fruit and Wool Exchange are in the near foreground of this view ([View GVE01](#)). Any increase in bulk or upward extension, including visible roof plant or antennae, is likely to be harmful to this view.

G7 An addition view has been identified from the wide pavement along the eastern side of the former Fruit and Wool Exchange, between Brushfield Street and White's Row, of the wider setting of Christ Church, its west end and tower, and the south side of the nave, but also including its church yard and the backdrop of early 18<sup>th</sup> century houses in Fournier Street ([View GVN01](#)). This is one of London's most outstanding pieces of townscape and efforts should be made to protect it.

G8 The view of Christ Church also carries on northwards for the full length of Commercial Street along the pavement outside the old market building from Lamb Street to Brushfield Street. This is a continuous view where the spire rises above the parapets of the buildings on the east side of Commercial Street, in Local Character Area A, and highly sensitive to any roof top alterations or extensions ([View GVN02](#)). Again, efforts should be made to protect this view.

## H - Norton Folgate



H1 This Local Character Area comprises about two-thirds of the Elder Street Conservation Area, designated by the local authority in 1969. The Conservation Area Appraisal and Management Guidelines adopted in 2007 contain a thorough description of the history of the area and its character and appearance at that time. Since then, however, much of this part of the Conservation Area has been radically altered and the historic character affected by the implementation of British Land's proposals for redevelopment (which was refused by Tower Hamlets Council but which was subsequently approved by the Greater London Authority). The area between Blossom Street and Norton Folgate/Shoreditch High Street has been largely demolished, to be replaced by much taller modern offices. A number of facades have been retained. As the 2007 Appraisal noted on page 7, the Nicholls and Clarke site "represents a glimpse of the interwoven complexity often found in old London, and may include walls and other structures from the former Hospital Priory".

H2 While the listed early 18<sup>th</sup> century terraces of Elder and Folgate Streets survive, their setting will be altered by the height and bulk of new buildings, and their setting will be threatened by large scale developments and proposals to the west and north.

H3 Spital Square is an important enclave in the south-west corner of the area, with significant listed buildings. The setting of these buildings, particularly St Botolph's Hall, has been improved by the new 20 Bishops Square, by Matthew Lloyd architects, completed in 2009. It won an RIBA award in 2010. Its five-storey scale and warmly coloured terracotta are appropriate for its context, and a welcome contrast to the uncompromising office blocks in Local Character Area L. Eden House on the north side of Spital Square, built in 2008, also is five storeys. Anything higher would have an adverse impact on

the houses in Folgate Street and development must therefore avoid or demonstrate that it can fully mitigate any such impacts.

H4 An existing oddity is that the boundary of the Conservation Area, and hence the boundary between Local Character Areas H and L, runs at a diagonal, cutting through existing buildings. While this may reflect ancient boundaries of the liberty of Norton Folgate, it might be more sensible to amend the boundary to run along the centre line of Stothard Place from Bishops Square to Bishopsgate.

H5 There is a variety of land uses within the Local Character Area, with most streets containing a mix of uses within them. This variety is part of the character of the area and enhances the grain and sense of diversity in the area. Large scale monolithic uses are not appropriate, and the retention of small-scale services interspersed between residential and business accommodation is important.

H6 While many buildings in the area are listed there are a few that are not but which nevertheless contribute positively to the character and appearance of the area. These additional buildings, including the facades retained in Blossom Street and Norton Folgate are presented in Appendix D as assets of historical interest.

H7 Much of the area has been repaved in good new materials and some of the historic street surfaces are already listed. There are however some features of street furniture not currently listed. These have been identified and included as assets of historical interest in Appendix D. Ideally they should be retained in situ and properly maintained.

H8 The 2007 Conservation Area Appraisal mentions various important views within in the area, and notes on page 8 that the character of the area has been altered by the 12 storey Bishops Square and the 35 storey Broadgate Tower, which was under construction at the time of publication. These views are described and updated in greater detail below but, for avoidance of doubt, are required to be protected through the 2007 Conservation Area Appraisal rather than this Character Area Appraisal and Policy SPITAL1:

- the view northwards up Blossom Street from the junction with Folgate Street will certainly be changed by the new British Land development, and may no longer give the “ dramatic and accurate glimpse of mid 19<sup>th</sup> century commercial London, including the warehouses, loading gateways, gas street lights, bollards and road setts” that the Conservation Area Appraisal described in 2007 [\(View HVE01\)](#).
- the view southwards along Elder Street from its junction with Commercial Street, and continuing south of Fleur-de-Lis Street remains framed by historic buildings and the neo-Georgian frontage of Loom Court. The view is closed by the facsimile Georgian facades of Folgate Street, with the glass blocks of Bishops Square rising behind. This view appears on the cover of the Conservation Area Appraisal [\(View HVE02\)](#).
- the view northwards up Elder Street from its junction with Folgate Street is similarly lined with historic buildings of consistent parapet height, looking towards the low brick walls of the railway cutting on Commercial Street and warehouses of Shoreditch in the distance. It will be particularly affected by any large developments at the western end of the Bishopsgate Goodsyard [\(View HVE03\)](#).

- the views westwards along Folgate Street (**View HVE04**) and Fleur de Lis Street (**View HVE04**) are already dominated by the very tall buildings in the City and Hackney, now including Principal Place and Curtain Street towers.  
~~the most unaltered views remaining today are eastwards along Folgate Street and Fleur de Lis Street towards Commercial Street, framed by buildings in Local Character Area L.~~

~~There is one scheduled monument on the Historic England Assets at Risk Register – the Prior and Hospital of St Mary Spital in Steward Street (ref. 1001982). This also extends into Character Area L.~~



### I - Commercial Street



I1 This triangular-shaped Local Character Area is dominated by the industrial and commercial buildings fronting the south-west side of Commercial Street, which cuts as a diagonal through the historic grid plan of Elder, Fleur-de-Lis and Folgate Streets. The scale of buildings is mainly five or six storeys, with wide and grand frontages, matching the scale of buildings on the other side of the street in Local Character Area C.

I2 The north and south sides of Folgate Street comprise pastiche late-20<sup>th</sup> century redevelopment.

I3 The Elder Street Conservation Area Appraisal states that various views are important, two of which originate within Sub-Area I.

- the view westwards along Folgate Street from its junction with Commercial Street is lined with buildings of consistent parapet heights, but terminates in the tall slab of the Broadgate Tower (View IVE01)
- the view westwards along Fleur-de-Lis Street from its junction with Commercial Street is framed by fine buildings in the foreground but the skyline is now dominated by very tall buildings behind. The views of the retained warehouses on Blossom Street will also have a backdrop of taller buildings on Norton Folgate (View IVE02)

I4 Most of the area has been repaved with appropriate materials, including York stone, and historic carriageway setts survive in Folgate and Elder Street. Items of historic street furniture or materials are not protected by listing, but nevertheless are worthy of note and are therefore included on the list of assets of historical interest in Appendix D.



## J - Artillery Passage



J1 This Local Character Area corresponds exactly with the Artillery Passage Conservation Area which was designated by the local planning authority in 1973 and extended to its current boundaries in 1975. Both the character and appearance of the area are very well described in the Conservation Area Appraisal and Management Guidelines adopted by the local authority in 2007. Its recommendations should be adhered to and will be supported by the Neighbourhood Plan. The tightly-knit nature of the area with its narrow streets and passageways, its low scale of three and four storey buildings and fine grain of small plots and narrow frontages makes this area very susceptible to harm from extensions to buildings or redevelopment within the area or nearby.

J2 In addition to the statutorily and locally listed buildings already identified, a number of non-designated heritage assets have been recognised in Appendix D, all of which contribute positively to the character and appearance of the Conservation Area. These should be retained. As well as buildings the list also includes items of street furniture.

J3 Much of the area has been repaved in recent years with sympathetic materials, particularly York stone flags and granite kerbs, which is welcome. However special care must be taken to retain historic features such as bollards where they survive, which are also included in the inventory of Appendix D.

J4 With regards to the views identified on Page 8 of the Appraisal, these are clarified as follows but, for avoidance of doubt, are required to be protected through the 2007 Conservation Area Appraisal rather than this Character Area Appraisal and Policy SPITAL1:

- the view towards Christ Church extends the full length of Brushfield, almost from Bishopsgate, west of the Local Character Area. All the frontages and roof lines of buildings on Brushfield Street

frame this continuous view, including buildings in Local Character Area G and L. The two set-back floors on the new Bishops Court development have a negative impact on this view. Any further upward extensions which impinge on the view should be resisted on any properties in Brushfield Street [\(View JVE01\)](#).

- the views along Artillery Passage apply to both directions, looking eastwards from Sandys Row [\(View JVE02\)](#) and westwards from Artillery Lane [\(View JVE03\)](#).
- the view of No.56 Artillery Lane from the junction with Gun Street is now dominated by the Nido Tower of 100 Middlesex Street, south of Frying Pan Alley [\(View JVE04\)](#).
- the views into and within Parliament Court are remarkably intimate, including a glimpse of the rear of the Sandys Row Synagogue, and require careful protection [\(View JVE05\)](#).
- there is a continuum of views along Crispin Street from its junction with Artillery Lane and White's Row towards old Spitalfields market, albeit with the glass block of Bishops Square rising behind the Brushfield Street frontage [\(View JVE06\)](#).

J5 The following additional views are of merit and therefore efforts should be made to protect them:

- looking southwards from Brushfield Street down Steward Street towards the cupola of No.44 Artillery Lane [\(View JVN01\)](#).
- looking south from Crispin Street outside the Convent of Mercy towards Bell Lane, Tenter Ground and White's Row [\(View JVN02\)](#).
- looking eastwards along White's Row towards Commercial Street, and continuing down Fashion Street to Brick Lane (one of the longest views in the whole of Spitalfields) [\(View JVN03\)](#).

J6 It should be noted that Bishops Court, mentioned on Page 7 of the Appraisal has now been redeveloped, although this is considered to be at rather too great a scale despite the existence of the Management Guidelines.

[J7 There is one listed building on the Historic England Assets at Risk Register – the Sandys Row Synagogue in Sandys Row \(ref. 1260323\).](#)

**K - Wentworth Street**



K1 This Local Character Area corresponds exactly with the Wentworth Street Conservation Area, designated by the local authority in 1989. The character and appearance of the area, including its historical development, are very well described in the Conservation Area Appraisal and Management Guidelines adopted by the local authority in 2007.

K2 The 2007 Appraisal suggests two component parts for the Conservation Area, one based around Wentworth Street market and the other around Commercial Street. However in terms of building types, the magnificent row of commercial buildings along the east side of Middlesex Street (all built following the road widening by the Metropolitan Board of Works in 1883) are similar in scale and character to the fine ranges of industrial, workshop and warehouse buildings that line both sides of Commercial Street. In between these western and eastern boundaries the area is dominated by inter-war London County Council residential development of the Holland Estate, incorporating ground floor shops along Wentworth Street. These robust blocks of public housing line the majority of both sides of Wentworth Street and dominate the townscape. The side streets, including the long streets of Bell Lane and Toynbee Street and the grid of shorter side streets such as Cobb, Leyden and Strype Streets, contain a wider variety of buildings from the 19<sup>th</sup> and 20<sup>th</sup> centuries, generally smaller in scale, but built hard on to the streets with no set-backs.

K3 In terms of character and land use the street market and clothing industries, together with their plethora of shops and showrooms, have traditionally dominated Wentworth Street and Middlesex Street. The side streets are quieter, with less ground floor activity, and this contrast is important to the character of the area.

K4 Very few buildings in the Local Character Area are statutorily or locally listed. The Conservation Area Appraisal 2007 specifically mentions a few other buildings, such as the Bell public house on Middlesex Street, which contribute positively to the character and appearance of the area. However there are a great many more which deserve recognition for the role they play in defining the character and appearance of the area and its historic development. Some of these are considered to merit inclusion in the list of non-designated heritage assets in Appendix B and the remainder that are simply worthy of note are included in the list of assets of historical interest in Appendix D.

K5 In recent years there has been welcome investment in refurbishing several important buildings in the area, such as Nos 9-23 Leyden Street and No.80 Middlesex Street, which are exemplary. Where new development has occurred such as the extensions of the 1930s Brody House between Leyden Street and Bell Lane, this has generally respected the character of the area. Great care however must be taken not to increase the scale of existing buildings by upward extensions in a manner that will harm the existing, consistent scale of the townscape. Development must therefore avoid or demonstrate that it can fully mitigate any such impacts.

K6 The 2007 Appraisal describes a number of important townscape views in the area. These are clarified as follows (for avoidance of doubt, these are required to be protected through the 2007 Conservation Area Appraisal rather than this Character Area Appraisal and Policy SPITAL1):

- view southwards down Commercial Street from the junction with White's Row and Toynbee Street, with a consistent scale of buildings and parapet height, sensitive to any roof extension [\(View KVE01\)](#).
- views northwards up Commercial Street from its junction with Wentworth Street, on both sides of the street, with fine sequences of buildings of consistent heights. The bulky additional storeys on the Fruit and Wool Exchange have impacted on these views, and from the east side of the street the towers of Principal Place, Curtain Road and Broadgate also dominate what was once a fine view. Nevertheless there must be sensitivity to any roof extensions on the buildings in the Local Character Area which might further erode the townscape [\(Views KVE02 and KVE03\)](#).
- view westwards along White's Row from the north end of Toynbee Street, although this is somewhat dominated by the glass blocks of Broadgate in the background. The new three storey frontage of the Fruit and Wool Exchange development now provides welcome enclosure to the north side of White's Row along the eastern half of the street. This view reflects the vista eastwards from the other end of White's Row (see Local Character Area J) [\(View KVE04\)](#).

K7 The following additional views are of merit and therefore efforts should be made to protect them:

- looking north from the southern end of Toynbee Street at its junction with Wentworth Street towards the upper part of spire of Christ Church [\(View KVN01\)](#).
- view eastwards along the full length of Fashion Street from Commercial Street towards Brick Lane [\(View KVN02\)](#).
- view from Wentworth Street looking north into Ann's Place and beyond; an atmospheric glimpse of historic 19th century Spitalfields [\(View KVN03\)](#).

K8 The Conservation Area Appraisal notes that the high-rise Denning Point tower "overshadows" the fine warehouse buildings on Commercial Street close to Wentworth Street. The same can be said of the new Nido Tower to the north, between Bell Lane and Middlesex Street, similarly outside the

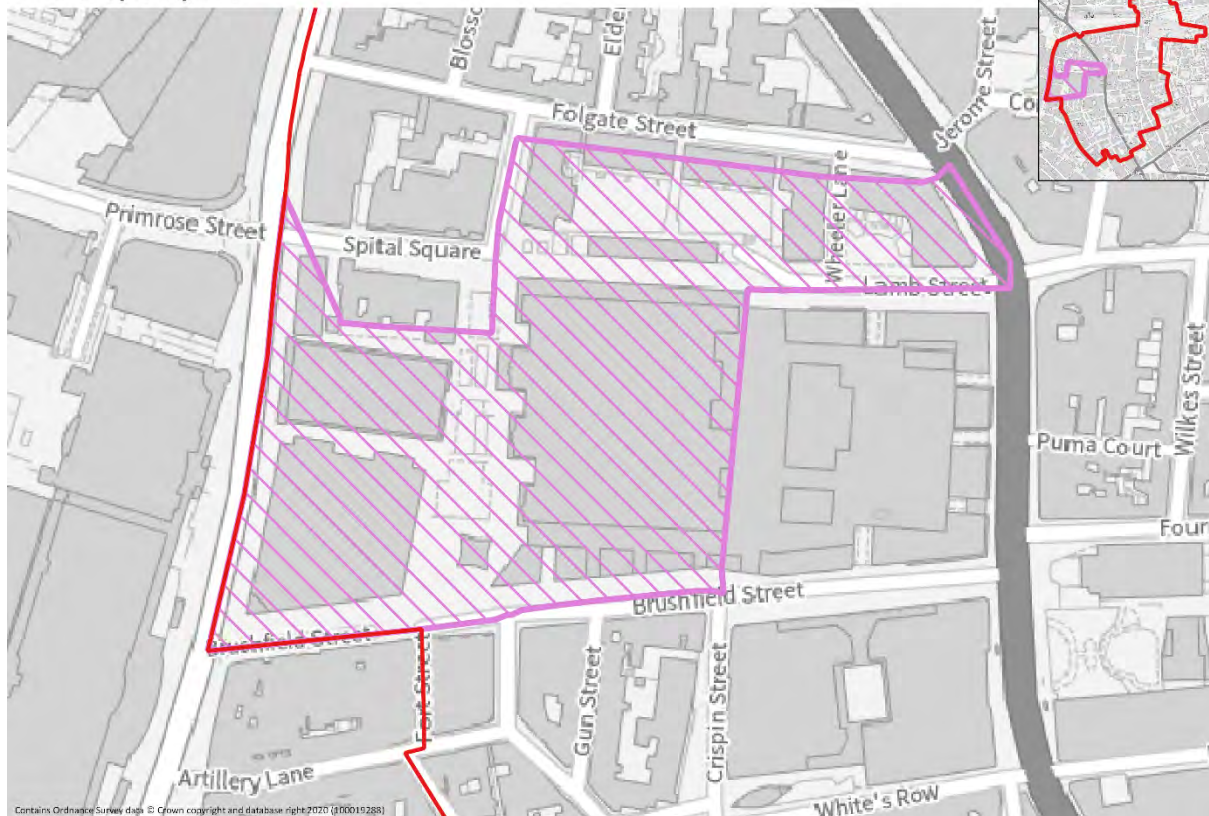


conservation area but impacting on it in an adverse manner. Perhaps the most dramatic demonstration of contrasting scale, and the cheek-by-jowl proximity of economic wealth in the City of London to the comparative poverty but historic continuity of this part of Spitalfields, is the panorama looking westwards along Wentworth Street, where the City's cluster of 21<sup>st</sup> century office towers rise in spectacular fashion over the 19<sup>th</sup> and 20<sup>th</sup> century rooftops.

K9 Much of the area in and around the market has been repaved in recent years with good quality materials, including new York stone and granite kerbs, which is welcome. However, great care must be taken to retain the few historic features which survive. The tightly-knit and hard urban character of the area together with its land uses means that there are few trees or green spaces, but those that exist are an important foil to the built fabric. There are proposals to make a new 'pocket' park on the site of the disused public conveniences at the south end of Leyden Street. If possible the existing vent shaft and the historic bollard on the existing island should be retained.

[K10 The whole of the Wentworth Street Conservation Area is on the Historic England Assets at Risk Register \(ref. 7462\).](#)

## L - Bishop's Square



L1 This comprises the largest Local Character Area which does not have conservation area status. Most of it was subject to comprehensive redevelopment whose planning started in the 1980s when the area was still within the demise of the City Corporation (before the boundary changes of 1994). The large-scale steel and glass office blocks of Nos 250 and 280 Bishopsgate, completed in 2000/1, relate far more closely to the financial quarter of Broadgate and London Wall than to the character of Spitalfields. Only the five-storey scale of No.288 Bishopsgate, by Foggo Architects, pays any respect to the scale of the adjacent Spital Square in Local Character Area H.

L2 The largest development however, completed in 2005 after an extensive archaeological dig, is Bishops Square whose twelve storey glass slabs of corporate offices are considered comparatively bland for a design by Foster + Partners. These blocks replaced some of the former market buildings that were not listed, and now abut the listed buildings to the east (Local Character Area G). Along the north side of Brushfield Street the pretty, two-storey 1929 range of market buildings (originally used by banks and offices) were sensitively restored and extended westwards in a contemporary manner. They are considered to be assets of historical interest and included in Appendix D.

L3 This two-storey range forms a very important frontage to the street and is a critical element framing the view towards Christ Church, already identified in Local Character Area J. Any upward extension of this range, or roof-top plant, could harm this view.

L4 Between these large-scale office developments, Bishops Square itself is a major new public open space for the area, which is now benefiting from maturing trees and vegetation. The quality of paving and landscaping as well as its maintenance, is high, and the seating and tented canopy space are well used by workers, visitors and no doubt some local residents too. The public realm has also been a



location for many works of art and sculpture, often ephemeral, but two works, *Goat* and *Wooden Boat with Seven People*, now seem to be permanent features, at the south and north ends of the space. In time they may become part of the area's heritage.

L5 The most significant feature in terms of heritage, and an outcome of the extensive archaeological investigation, is the preservation in situ in the centre of Bishops Square of the walls of the charnel house or chapel crypt of St Mary Spital, publicly accessible to view down steps and through a glass lid. This is a scheduled ancient monument.

L6 The narrow alleyway of Stothard Passage is also of heritage significance, an ancient route that follows the line of 12<sup>th</sup> century monastic walls. The 17<sup>th</sup> century house at No.1, although much rebuilt, probably incorporates fragments of medieval fabric. Surprisingly it is not listed, and is included in the list of assets of historical interest in Appendix D.

L7 The pedestrian route from Bishops Square to Bishopsgate between Nos. 250 and 288 is also important as a reminder of former streets.

L8 North of Bishops Square, Lamb Street connects Spital Square with Commercial Street, partly pedestrianised, and behind the low range of food outlets on its north side lies the sequestered open space of Elder Gardens, a pleasant oasis of trees and shrubs, which connects to Folgate Street via Nantes Passage.

L9 Although the commercial development of Bishops Square and Bishopsgate is quite recent, the uncertain future demand for large office accommodation may hasten a rethink about their use. It remains to be seen how adaptable these buildings might be. Were redevelopment ever to be contemplated, then a lower scale and a wider mix of uses, including residential, would be welcome.

L10 The views of Christ Church along the full length of Brushfield Street are of great importance and the view from the junction with Bishopsgate affords the longest view of the west end and spire (View LVE01).

L11 There is one scheduled monument on the Historic England Assets at Risk Register – the Prior and Hospital of St Mary Spital in Steward Street (ref. 1001982). This also extends into Character Area K.

### M - Bell Lane



M1 Lying between the Artillery Passage and Wentworth Street Conservation Areas, this area comprises two distinctive parts and groups of buildings either side of Bell Lane. To the east is the Holland Estate, built 1927 – 1936 by the London County Council, including a series of mainly four-storey brick blocks in neo-Georgian style, built in robust brick with good details which survive except for plastic replacement windows. These comprise Brune, Barnett and Carter Houses. Other parts of this LCC development lie within the Wentworth Street CA, Local Character Area K, including Bernard House, facing Toynbee Street, and the north and south sides of Wentworth Street. Together they form a strong group. Indeed, there is a strong argument for adding the blocks in Local Character Area M into the Wentworth Street Conservation Area so that the whole estate shares the same level of protection. The inter-war blocks are considered to be of local heritage merit and therefore have been added to the list of non-designated heritage assets in Appendix B.

M2 There are good views into the estate from Toynbee Street and Bell Lane, with the blocks satisfyingly arranged around generous communal space.

M3 To the west of Bell Lane is the former site of the 19<sup>th</sup> century Jewish Free School, demolished in 1939, and whose site was redeveloped in 2010 as The Nido, 100 Middlesex Street. The 112 metre tower provides student accommodation. The design of the tower and its substantial podium, by T.P. Bennett Architects, makes little concession to its context, either in terms of materials or architectural form.

M4 The tower in particular has a negative impact on the surrounding area, including views within Local Character Areas J and K.

## N - Lolesworth



N1 This area has a surprisingly cohesive character. Historically the site of Rothschild Buildings, built to house the Jewish poor, and demolished in the 1970s, the area including Flower and Dean Street, Thrawl Street and Nathaniel Close, was redeveloped in 1983/4 by Shephard, Epstein & Hunter for the Toynbee Housing Association, comprising 2/3 storey housing, densely grouped around pedestrian routes, brown brick with expansive sloping roofs, praised in *The Buildings of England*. After nearly forty years the buildings and their landscape seem to have matured well, and the area possesses a cohesive sense of community as well as architecture.

N2 The reinstated 1886 archway provides a focus onto Wentworth Street. From here there is an unusual view northwards along Flower and Dean Street towards the fine tall plane trees behind Christ Church churchyard, the round-arched windows of the rear of Fashion Street and the tops of the attics and roofs of Fournier Street. Efforts should be made to protect this view ([View NVN01](#)).



## O - St. Jude



O1 This area borders the Wentworth Street Conservation Area, and falls into three parts each with a distinct character.

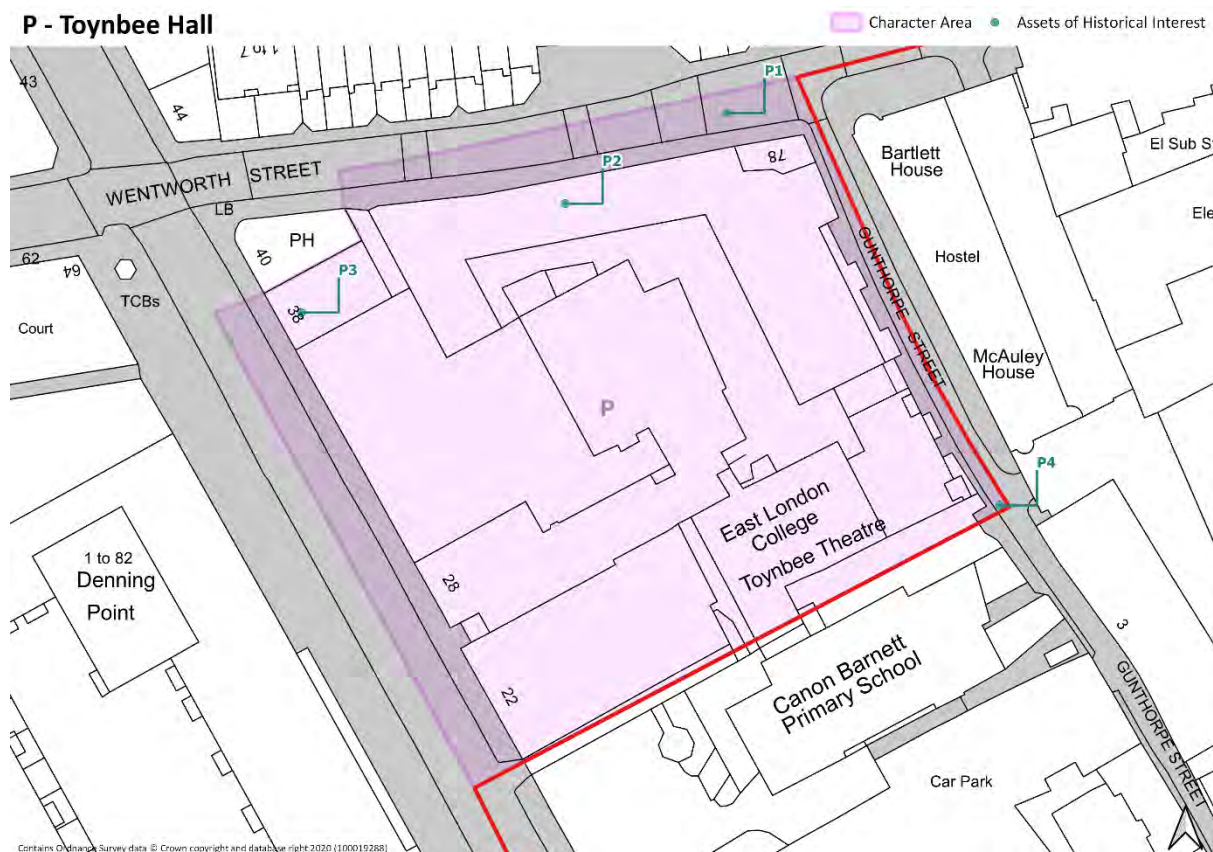
O2 West of Goulston Street, either side of New Goulston Street, is three and four storey late 20<sup>th</sup> century housing, all in brown brick with colourful window frames. Although the development does not respond precisely to historic building forms or plots, the old streets survive (including historic granite setts in New Goulston Street, partially revealed), and the scale of buildings is subservient to the warehouses and tenements of Middlesex Street, Wentworth Street and Goulston Street to the west, north and east. This sympathetic scale should be retained, were redevelopment or intensification to be contemplated.

O3 Between Old Castle Street and Goulston Street are two well-constructed interwar LCC housing blocks, Jacobson and Herbert Houses, which sit in pleasant landscaped grounds. These two blocks contribute positively to the area, and have been included on the list of assets of historical interest Appendix D. Immediately abutting the boundary with Herbert House, but just outside the area, is the remarkable façade of the 1846 former wash house.

O4 Between Old Castle Street and Commercial Street and fronting the south side of Wentworth Street the whole area has been redeveloped in the early 21<sup>st</sup> century. The four and five storey podium blocks, although set back from historic street lines on Old Castle Street and employing contemporary materials and design, do at least respect the prevailing scale of the Holland Estate and the adjacent conservation area. However the tall tower of Denning Point, as noted in Local Character Area K, has a negative impact on the Wentworth Street Conservation Area, notably the setting of the warehouses

along Commercial Street, and has an adverse impact on the setting of the listed Toynbee Hall, Local Character Area P.

O5 The new public space and pedestrian route between Old Castle Street and Commercial Street, known as Resolution Plaza, affords a good view of the recently exposed frontage of Toynbee Hall, adding to the continuum of views across the road from the pavement on the west side of Commercial Street [\(View OVN01\)](#).



P1 Toynbee Hall and its setting have been dramatically improved in recent years. The new public gardens now provide a magnificent frontage onto Commercial Street which enables the restored Grade II listed buildings to be fully appreciated. The space is now sensitively framed by a new five-storey arcaded pale brick building to the south (next to the orange brick of the restored No.22 Commercial Street) and good quality new buildings to the north together with the existing Nos 38 and 40 Commercial Street.

P2 The south side of Wentworth Street now provides a good range of new and restored buildings. Although Toynbee Hall is listed, there are also a number of other assets of historical interest which contribute towards the character and appearance of the area. These have been included in Appendix D.

P3 Although the area is overshadowed by the tall tower of Denning Point on the west side of Commercial Street, the view of Toynbee Hall from Commercial Street looking eastwards is an important new panorama, with its 'Tudor' chimneys and roof now silhouetted against sky. Efforts should be made to protect this view, including in relation to any future development that may come forward east of Gunthorpe Street, both close by or distant ([View PVN01](#)).



## Q - Chicksand



Q1 Lying outside but abutting the Brick Lane Conservation Area, this area comprises late C20 housing estates and a sizeable and well-used public park and playground between Heneage Street, Chicksand Street and Spelman Street, known as Chicksand Ghat.

Q2 There are no buildings of heritage interest in the area, but the granite setts in the carriageway of Heneage Street are worthy of note and are therefore included in the list of assets of historical interest, shown in Appendix D.

Q3 From the pavement on Spelman Street, looking across the park and multi-use games area, there is an unexpected but good view of the spire of Christ Church ([View QVN01](#)). Efforts should be made to his view protect this view, particularly in the consideration of future development at Bishopsgate Goodyard and other sites in Shoreditch.

## APPENDIX B NON-DESIGNATED HERITAGE ASSETS

Dan Cruickshank and Alec Forshaw were commissioned by the Spitalfields Neighbourhood Forum to carry out a comprehensive survey of the neighbourhood area in April/May 2020. Every street, building or structure visible from the public realm was visually inspected, and assessed in terms of:

- Age and condition
- Architectural design
- Historic fabric
- Quality of materials and workmanship
- Use and function
- Historical association
- Social history, and
- Townscape importance.

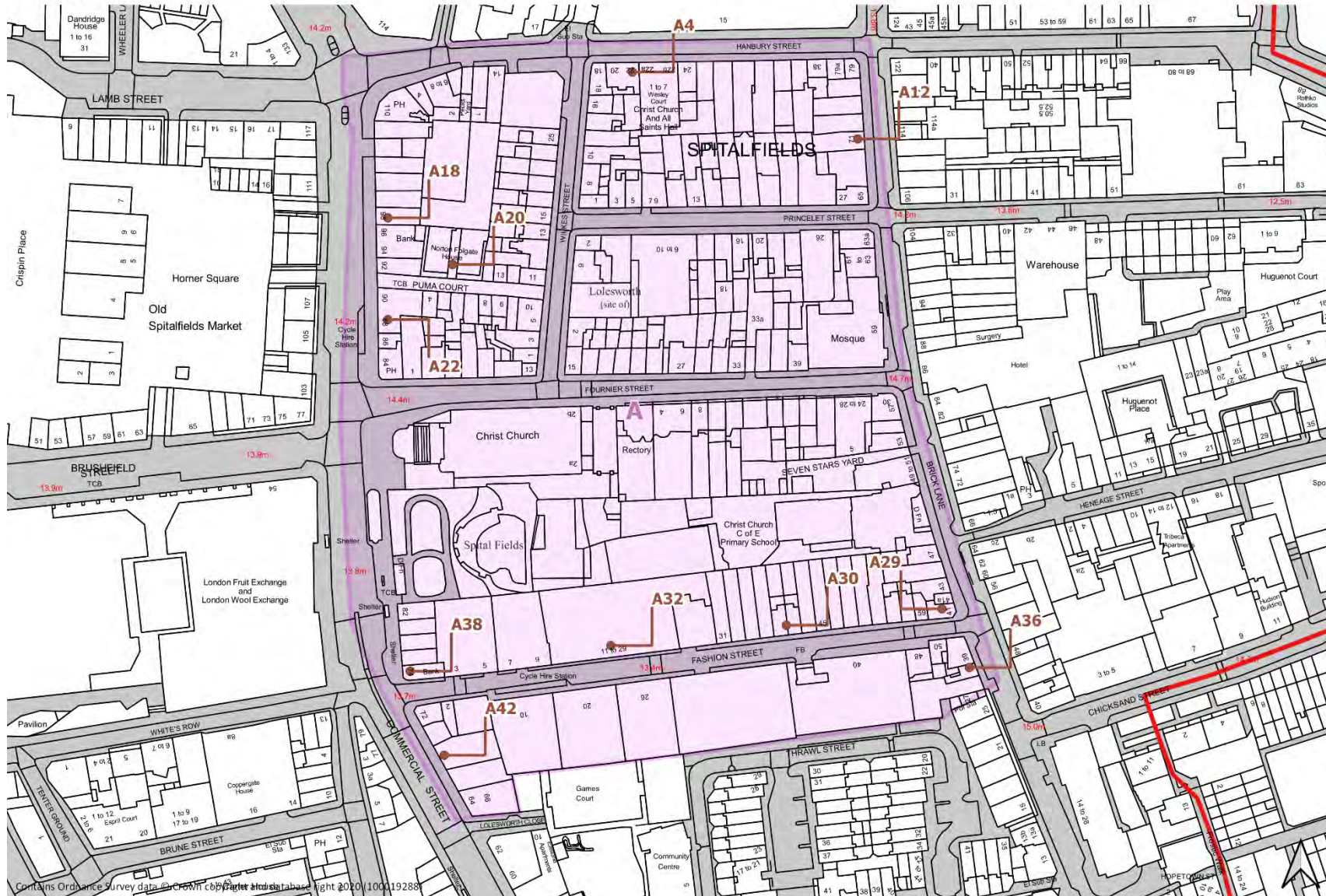
Reference was made to The Buildings of England: London Volume 5: East, The survey of London and Spitalfields (Dan Cruickshank 2020).

The most important 40 historic assets based on the above criteria were selected for inclusion in this Appendix B: Non-Designated Heritage Assets. The remaining items are included in the evidence base document, List of Assets of Historic Importance.




### A - Central

Character Area    Non-Designated Heritage Assets



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No.	Asset Name	Address	Description	Photograph
1	A12	65-79 Brick Lane	<p>65 to 79 Brick Lane (65 marks the corner house with Princelet Street) is one of the earliest (if much rebuilt and altered) and important residential groups in Spitalfields. The houses were developed in c 1705 by Joseph Truman, along with adjoining houses in Princelet Street and in Hanbury Street. Houses in Princelet Street and Hanbury Street remain more substantially intact, but widths and heights of more altered houses on Brick Lane, along with design features, arguably remain part of Truman's build.</p> <p>Number 65, brick façade rebuilt in minimal manner, in 20th century. But at first floor level, at party wall with 67, an area of 1705 brick work remains, with quoined window dressings in red brick.</p> <p>Number 67 has a facade of c 1705, flat-topped windows and string course. Possibly rebuilt in 19th century in most sympathetic manner but almost certainly original 1705 build. Façade now painted white so hard to be sure of date but a portion of window jamb at second floor level recently crumbled away to reveal early looking red bricks. This is near exposed 1705 brickwork on number 65, and the bond of this appears continuous with 67. It is far more likely than not, to judge by brick arches and other details, that this is essentially the façade and house of c 1705. Pevsner records it as an '18th century house.' Interior and rear elevations should be examined.</p>	



Number 69 was “The Laurel Tree’ public house, as proclaimed on a brick panel. Designed in pleasing permutation of Queen Anne Revival style, dated 1901 and in terracotta cartouche and entwined THB, presumably signifying public house belonged to Truman, Hanbury and Buxton brewery of Brick Lane. Pevsner suggests that ‘probably by Bruce. J. Capell for Truman’s’ (p. 418). A charming design of visual significance, with part of pub’s ornate timber oriel surviving at ground floor level.



Number 71 was re-fronted or rebuilt late 19th century in style of the 1720s houses in adjoining streets.

Number 73 was re-fronted in late 19th or early 20th century in manner of original 1705 facade. Very well done, although facing bricks perhaps a little too yellow and timber eaves cornice does not match Georgian style. It is made of moulded brick and topped with a parapet. The 1705 houses originally had timber eaves cornices and no parapets. The wide, central third floor window interesting detail, perhaps simulating original arrangement. Early houses on Hanbury Street are similar.



Number 75 was re-fronted un late 19th century in manner of 1705, but simpler than number 73, notably no string courses.

Number 77 was re-fronted in late 19th century in 1720s style, much like number 71, Number 79, on corner with Hanbury Street, late 19th century, built as a public house, was called ‘The Phoenix’. 65 - 79 Brick Lane have historic and architectural importance of the highest order.





			As well as some of these properties having been re-fronted, behind the street frontage some of these properties have been considerably altered.	
2	A18	92-98 and 102-104 Commercial Street	<p>Modest terrace of flats over shops, including one with ground floor adapted in early 20th century to house a branch of the Midland Bank, now St. John's restaurant. Number 92, on the corner with Puma Court, was 'The Red Lion' Public House. Buildings were constructed after 1850, most presumably by c 1860. Surprisingly small and simple buildings for such a visually important site on a new thoroughfare. Reveals the difficulty the Metropolitan Board of Works must have been having letting sites along its new street.</p> <p>These properties all make a significant contribution to the townscape of this part of Spitalfields because of their front elevations (some contribute more than others, and some only at upper floors) but each has had substantial changes made to the interiors and large portions of the rear sections and roofs have been radically changed since construction.</p>	
3	A20	Norton Folgate Alms-houses, Puma Court	<p>Norton Folgate Alms-houses of 1860 by T. E. Knightly. A delightful pair of two storey ranges facing each other across a narrow court and presenting gables on their facades to Puma Court. A plaque on the wall of the alms-houses reminds us how they were put up by the Trustees of the Liberty of Norton Folgate after their original alms-houses, located in Norton Folgate, were demolished to make way for Commercial Street. These buildings are the last physical reminder of the ancient Liberty of Norton Folgate and accordingly have significant value both historically and for</p>	




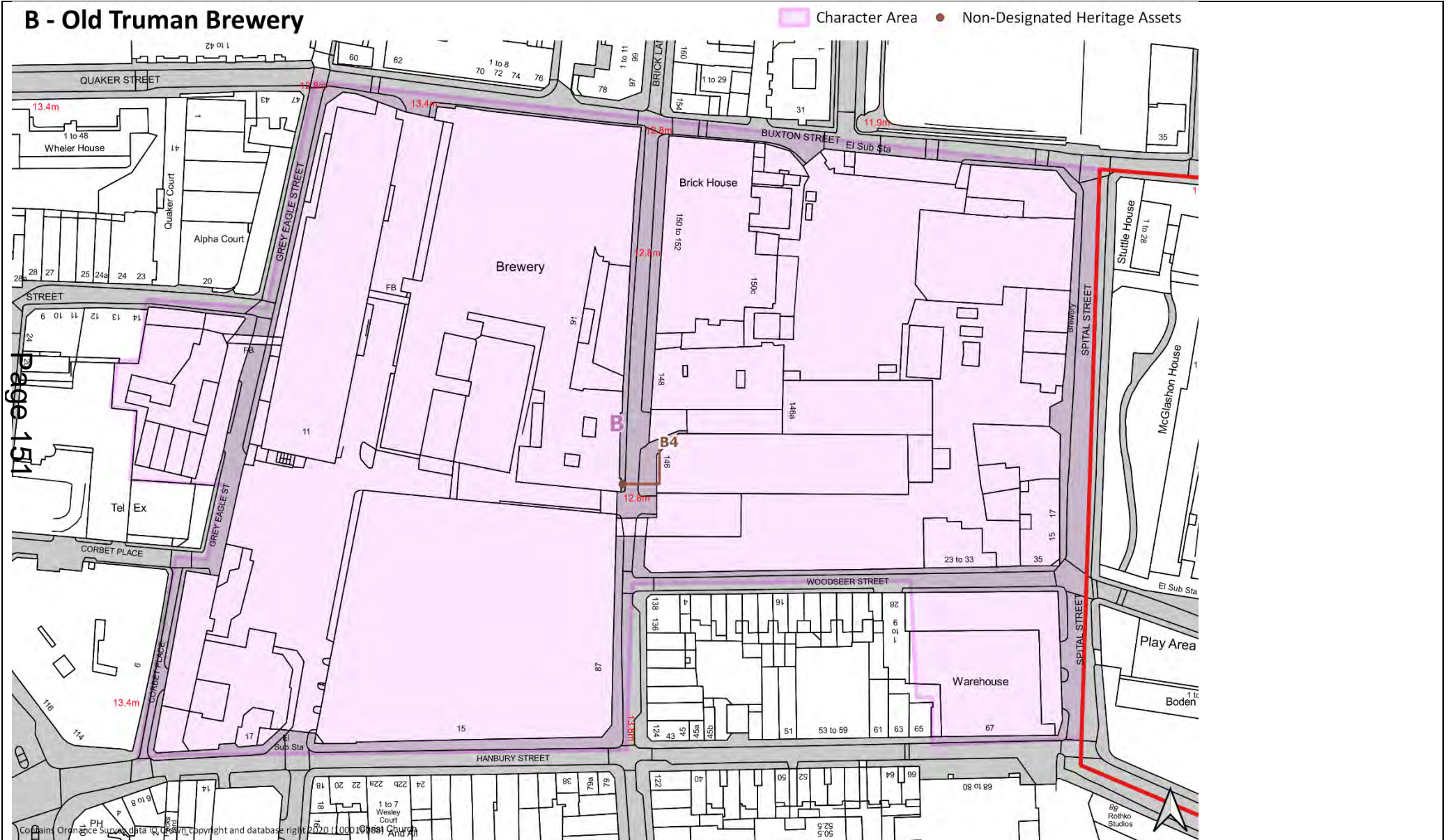
			their contribution to the townscape of Spitalfields at Puma Court.	
4	A22	86-90 Commercial Street	Taller buildings, 86 denuded of classical window architraves, 88 very fine, abstracted classical with tall pilaster strips that evolve into giant arcading. Very sculptural and typical of stripped classical mid-19th century industrial architecture of Spitalfields and Shoreditch. See for example number 148, 150 Commercial Street. Most handsome and memorable group. All must date from soon after 1850.	
Page 147	A29	41 Brick Lane	41 Brick Lane (on corner with Fashion Street), a very strong corner composition of c 1870s. Classical details, large first floor windows, probably built as a public house. Very important in the local townscape but because holds corner well, forms key part of a vista and essential part of sequence of buildings in Brick Land and Fashion Street with important group value.	

6	A30	31-59 Fashion Street	<p>A sustained terrace of apartments and shops of c 1890-1900 in simple Flemish Renaissance revival manner with third floor only single bay wide and topped by diminutive pediment to suggest terrace formed of gabled houses in 17th century Dutch/Flemish manner. Note five central houses have flat-topped gables while five on each side have pedimented tops. A nice subtle touch that gives the uniform group some visual variety in the most economic manner. The group continues for run of three buildings in Brick Lane, having skipped over a slightly earlier former pub on the corner of Brick Lane and Fashion Street. OS maps show terrace had small yards to the rear that also served buildings facing onto the church yard. Until the mid-19th century these yards were linked to form a long, narrow court. This Flemish Renaissance style was fashionable from the 1880s (see Pont Street, Chelsea) and - in much reduced form - became popular around Brick Lane (see Hanbury Street) and so something of a house-style for the area. Consequently this terrace is very important to the architectural history of Spitalfields east of Commercial Street and around Brick Lane.</p>		
7	A32	11-29 Fashion Street	<p>Built as stable yard and workshop buildings, was location of Scammell engineering works (started as wheelwrights and coach builders), where the concept of articulated lorries was invented. Building in part dates to c 1840, one corner has system of cast-iron stanchions of Doric column form and roof with timber king post trusses. The complex is of great local and national interest and historic importance.</p>		

8	A36	35-37 Brick Lane	<p>35 and 37 Brick Lane. A most interesting pair, perhaps mid to late 18th century in origin (note mansard roof and window proportions). Now with stucco fronts and mid-19th century details, including stunted tile-clad pilaster strips with bizarre wedge-shaped capitals at party walls. Most characterful and probably of early date.</p>	
Page 149	A4	Hanbury Hall, 22a Hanbury Street	<p>Built 1719 as Huguenot church probably by Samuel Worrall. Substantial elements of original building remain, especially the east elevation facing yard of 24 (including window with timber mullions), and parts of interior, although interior much altered in recent years. However, part of dentil cornices survives. Church was originally set-back from the street within a shallow court, but in 1867 existing frontage built on north edge of court, destroying original Hanbury Street elevation and extending church to the north.</p>	




10	A38	74 Commercial Street	<p>On corner with Fashion Street. It was 'The Queen's Head' public house. More conventionally classical in the manner of 1840, but presumably late 1840s in date. Number 74 holds the corner very well - sedate and handsome, brick built but with stucco or Roman Cement for window surrounds. Details restrained and classically correct. Three storey, yellow brick with curved corner to north side of Fashion Street, name inscribed on cornice and head painted onto curved corner. Projecting bracket for sign or lantern at 1st floor. Glazed green tiles to ground floor and timber shop front. Evidently John Nash's Regent Street had been studied. If built as a public house the composition needed to be noticed, but this was achieved through style rather than through brassy vulgarity. Evidently the work of a gentleman rather than a showman.</p>		
	A42	64-68 Commercial Street	<p>A factory and workshop block, boldly designed and eminently practical in conception - almost like a machine. The simple and functional design, with large windows, a loading bay on Commercial Street and a crane, dates from the 1850s. The only slight concession to the functionally non-essential is a rugged cornice and the odd serrations to the soffits of the window arches. But, generally, this block demonstrates most forcefully that spare and gaunt utilitarian buildings can be heroic and possesses a sublime and almost abstract beauty. Currently such architecture remains little noticed or valued in Spitalfields. Yet these buildings are of tremendous artistic and historic importance and do much to give Spitalfields its strong and distinct architectural character.</p>		



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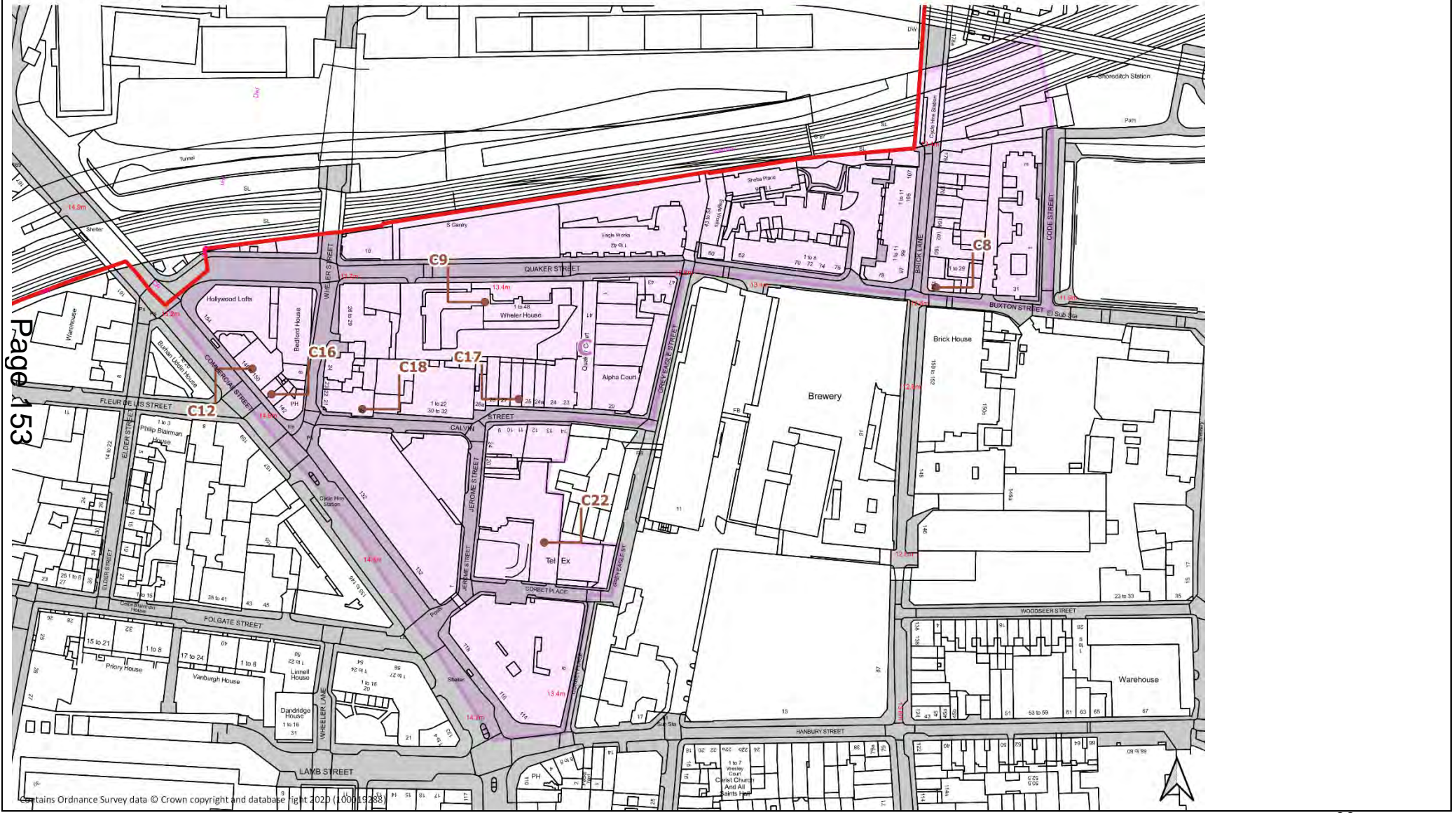
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12	B4	Brick Lane genuine cannon bollards	Pair of bollards on Brick Lane at junction with Dray Walk leading into Old Truman's brewery. The pair does not match exactly in details, but both same size and both appear to be genuine cannon, if so, it is probable they had once been mounted in warships, perhaps used during the Napoleonic Wars.	
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### C - St. Stephen

Character Area ● Non-Designated Heritage Assets





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13	C16	144-146 Commercial Street	<p>144-146 broadly similar in design to the Commercial Tavern next door at 142 but slightly simpler with a few ornamental details omitted. However still a very richly decorated pair with first floor windows set within in and arcade springing from deep imposts, with keystones embellished with masks; architraves, cornices and brackets to second floor windows, and all is crowned with a bold cornice plain frieze and parapet. Ornamental decorative work is in stucco or Roman Cement, with walling of yellow brick. This is a tremendously important and visually significant group, set on a crucial curve in the alignment of Commercial Street, closing the vista to the north and offering a fine prospect to the south. These three buildings have great townscape, group - and individual - significance and form one of the best architectural set-pieces in the street.</p>		
14	C17	23-28a Calvin Street	<p>23-28a Calvin, a good late 19th century roughly uniform group of very good three storey workshops and shops, with loading bays. Group incorporates yard and a set-back as line of street shifts. The building is of highly significant and characterful townscape value.</p>		



15	C18	36 Calvin Street	<p>A late 19th century, 4 storey warehouse with central loading bay. Simple but characterful piece of industrial street architecture revealing much about character of street in the late 19th century.</p>	
	C22	20 Jerome Street	<p>Sensational early 20th century industrial classical building, somewhat in Baroque spirit of famed electricity generating buildings for tram system. Built as telephone exchange, 1928 by the Office of Works (See The Buildings of England, London 5: East, Bridget Cherry, Charles O'Brien and Nikolaus Pevsner Yale University Press, 2005, p. 414)</p>	

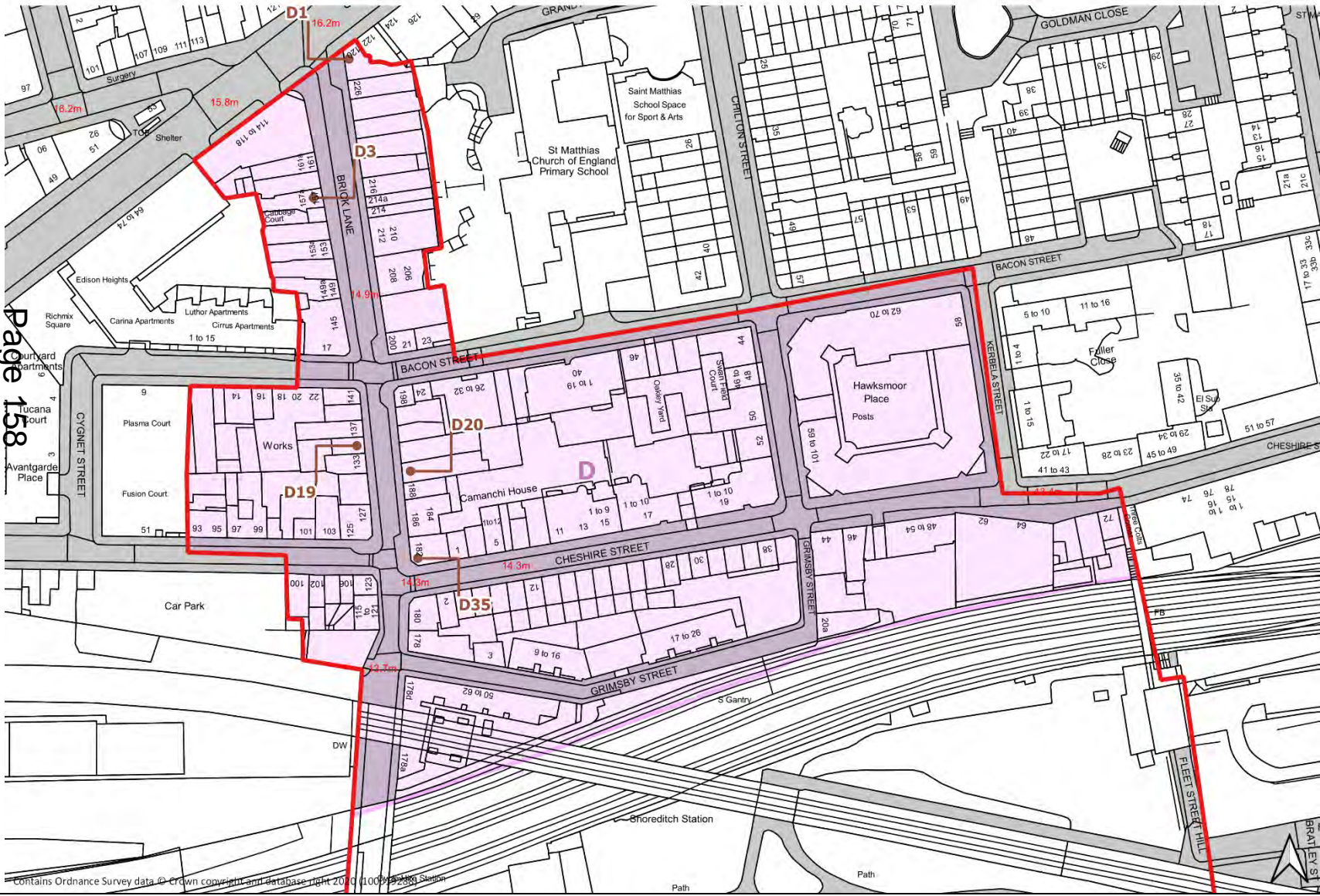
17	C8	154 Brick Lane	<p>On corner with Buxton Street, a fine former public House (The Two Brewers). A pub on the site from at least 1805, existing building c dated 1860 on panel on Buxton Street frontage, which also states 'Built S. Arno'. Ground floor late 19th century Truman tiled pub frontage. A very handsome and bold classical design with good detail to first and second floor windows. Surrounds rendered in stucco, particularly fine are wide, tripartite first floor windows, suggesting location of original dining room. This building holds a corner well and contributes significantly to the townscape of this part of Brick Lane.</p>	
17	C9	Quaker Wheler, (Wheler House)	<p>On south side of Quaker Street, an inter-war five-storey, brick-built gallery access block of council flats. Some slight Art-Deco forms and detailing, particularly galleries with convex, convex quadrant curves. Block commemorates a moment in the architectural history of council housing in Spitalfields and replaced part of the network of bleak courts described in 1840s and 1880s by Engels and Charles Booth.</p>	

19	C12	148-150 Commercial Street	<p>Matching pair of commercial/industrial building with plain facades articulated by giant pilaster strips that are linked at the top to form a giant arcade. The building is now rendered and painted off-white, which gives this powerful abstract facade treatment an added sculptural quality, especially when late morning sun rakes across its frontage. The building must date from the late 1850s or early 1860s and is typical of the more characterful and visually striking industrial architecture being constructed at the time in Shoreditch (see Charlotte Road) and Spitalfields (see 88 Commercial Street). The unusual simplicity of this bold façade is most clear appreciated when seen in the context of its flamboyant neighbours of similar date. The contrast could not be more dramatic. This is a truly wonderful and very important group that encapsulates the history of the early building of Commercial Street.</p>	
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### D - North Brick Lane

Character Area ● Non-Designated Heritage Assets





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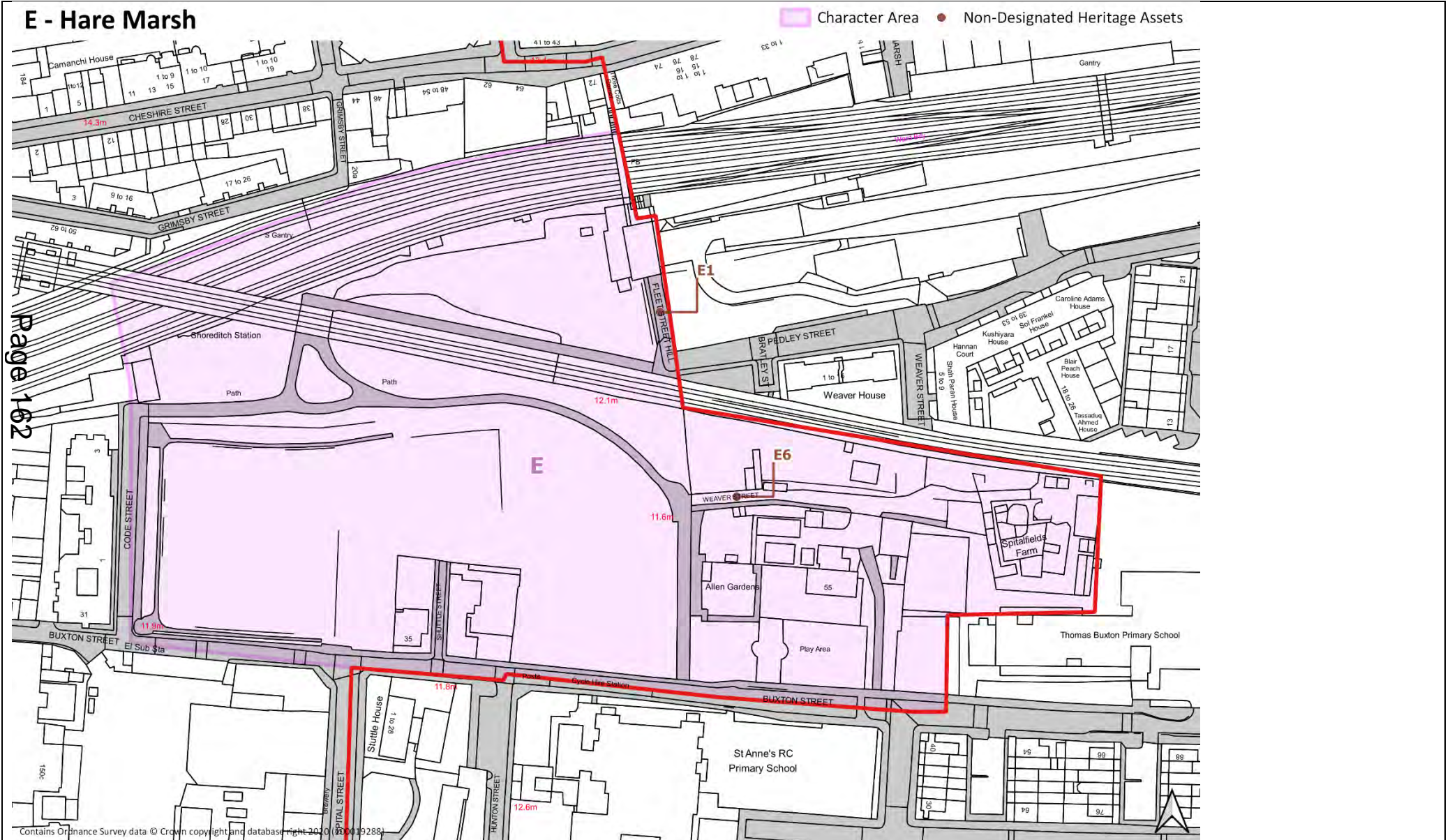
20	D1	120 Bethnal Green Road	<p>East corner with Brick lane, formerly The Flower Pot public house, late C19, 4 storey, corner turret, wide 1st floor windows, paired windows above, very fine corner building, C20 shop front.</p>	
159	D19	137-141 Brick Lane	<p>A very good and characterful mixed group, mid to late 19th century date, Number 137 was built as a public house "The Dukes Motto". Three storeys with faience tile elevation to upper floors, cornice, mouldings, brackets for hanging signs. Façade looks early 20th century. 139 and 141 particularly good pair, perhaps c 1840- rendered cornice to 139, architraves and cornices to windows of 141, decorated stucco window surround and hoods, possesses a splendid radial corner where elevation turns into Bacon Street. Buildings frame an important vista south along Brick Lane.</p>	



					
D20	190 Brick Lane	Very important house of the 1770s. Documented and described in Peter Guillerey's book.			

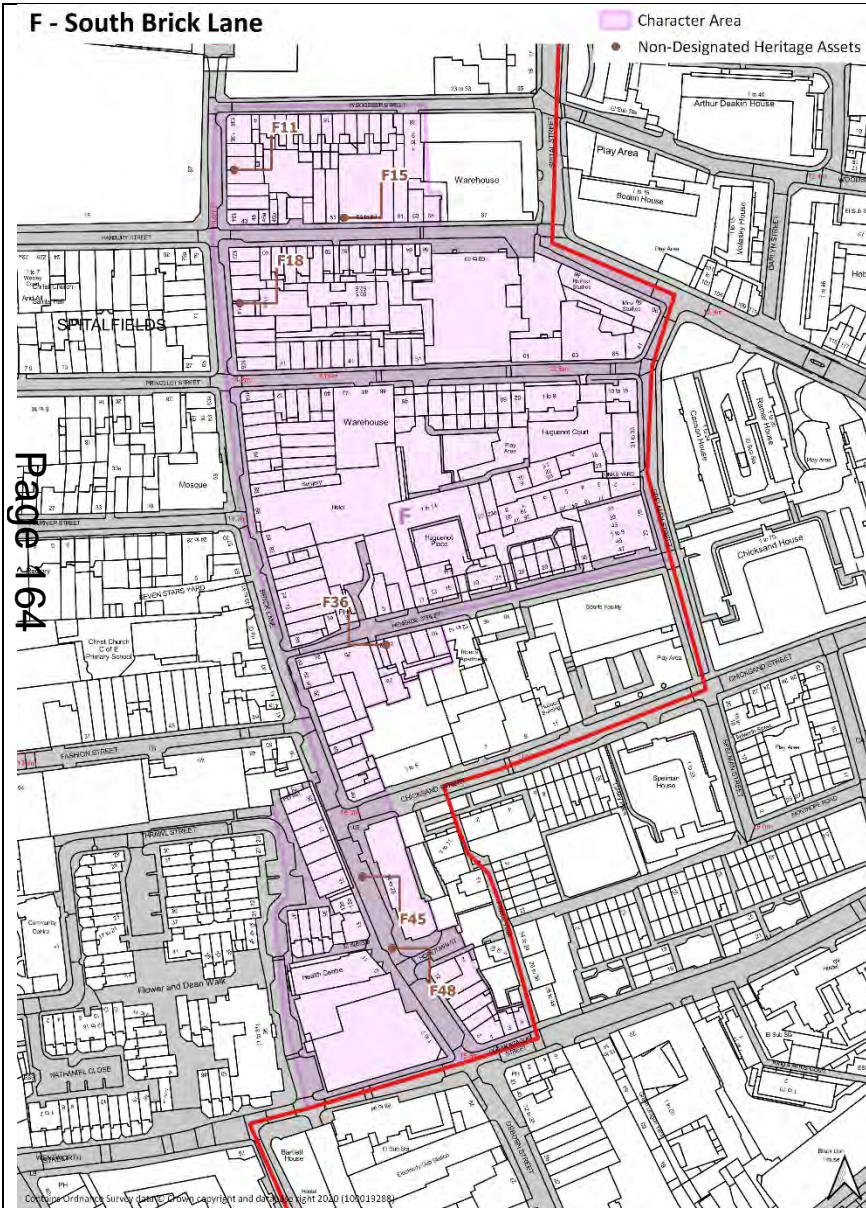
23	D3	157 Brick Lane	Former public house 1930s, in free Queen Anne style, symmetric with pair of flat Dutch gable, yellow brick with red brick projecting window arches, ornate rainwater hoppers, and central cartouche 'THE JOLLY BUTCHERS TRUMAN HANBURY BUXTON & CO. LTD.'	
Page 161	D35	182 Brick Lane	Solid red brick classical building of c 1900 with classical details including key stones, a first floor pedimented window and crowning cornice at eaves level. Holds the corner very well, so great townscape importance. As dominant character suggests, was built as a public house - The Old Crown. (some documents state was 'The Old George.'	









25	E1	Fleet Street Hill arch	<p>Arch within viaduct leads to stairs and bridge over railway lines. Famous and very piece of local townscape. In adjoin lot element from 1890s extension to Liverpool Street Station that were salvaged in the 1980s when station redeveloped.</p>	
Page 163	E6	Weaver Street road surface	<p>At east end of Allen Gardens, and within Spitalfields City Farm, portions of the area's narrow cobbled streets survive, complete with granite curbs - notably at east end of Weaver Street and cobbled yard of now lost Goods Shed. (see Survey of London vol. XXVII).</p>	







27	F11	124-138 (even) Brick Lane	<p>Dated 1903 in cartouches on splayed corners, possibly by H.H. Collions for Jewish developers H. &amp; I. Davis, 3 storeys red brick, steeply pitched roof and prominent dormers with varied hood treatment, flats over shops (except for Woodseer Street). Uniform terrace faced in red brick, modest Queen Anne Revival details, including profiled brick apron below second floor windows, large mullioned and pediment topped dormers that contrive to give group a gabled look in manner Flemish Renaissance Revival. Very nicely done. On corner with Hanbury Street a cartouche bearing stylised initials that appear to H F and states that 'erected' 1903. Pevsner states: 'a neat red brick terrace possibly by H. H. Collins for Jewish builder developers H &amp; I Davis.' (p. 418). So why H.F. on cartouche and not H&amp;ID? This is a very good group that adds greatly to the area's collection of Flemish Renaissance Revival architecture and gives distinction to this portion of Brick Lane.</p>	
	F15	49-59 (odd) Hanbury Street	<p>1920s 4 storey, commercial workshops, large windows, timber sashes, pavement lights for basements. A very fine four storey industrial building of c 1900 of most functional design with an array of wide windows. Shops on the ground floor. Number 55 to 59 were the premises of Harry Epstein, manufacturers of high-quality furniture from the early 20th century into the 1980s. In the 1920 the company specialised in Art Deco and latterly in the reproduction of high-quality French style 18th century furniture. The building was organised as a machine to aid mass production with raw materials delivered at low level and furniture proceeding upwards to be finished in the top storey. Behind the street frontages these properties have been considerably altered in the rear parts and at roof level.</p>	

29	F18	114-122 Brick Lane	A uniform group with a simple late 18th century façade. One door is dated 1797, when a famed Quaker soup kitchen was located here. Pevsner states that buildings are early 18th century in origin and some of the houses are reported to contain early joinery details.
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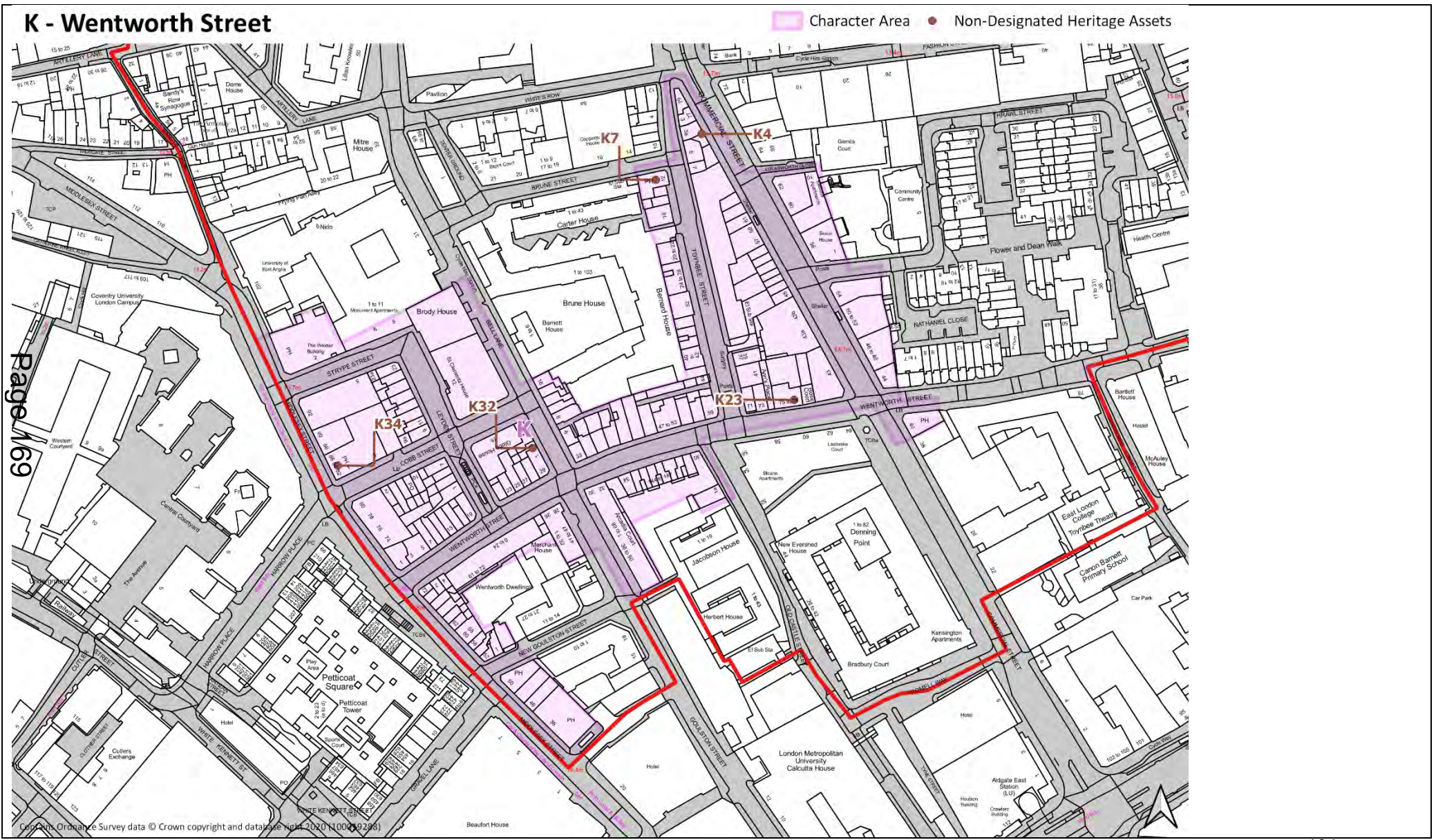


30	F36	2-4 Heneage Street	<p>Mainly 3 storey, C19 houses, yellow brick with red brick arches, ground floor with rusticated render and decorative corning. No.2 formerly a synagogue called Ezrat Haim.</p>	
31	F45	Seven Banglatown Lamp-Posts (Numbers 1-7)	<p>These bespoke lamp-posts were put up in the late 1990s and were the result of a competition involving local schools. They are painted in the Bangladesh national colours of crimson and green and have a lamp shade in a “south Asian style” based on a waterlily, the Bangladesh state emblem.</p>	





32	F48	Brick Lane Decorative Arch	Designed by Mina Thakur, the Brick Lane Arch was erected in 1997 to mark the entrance to 'Banglatown'. The crimson and green colours come from the flag of Bangladesh. Having contributed so much to the area, the Bengali community campaigned to get the arch installed as part of celebrating Bangladeshi culture around Brick Lane
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33	K23	79 Wentworth Street	<p>Mid C19, former pub used 1859-90 as a Ragged School (Buildings of England), 3 storeys to street and 3 bays to east side elevation facing Rose Court, plus mansard, Italianate classical details to window surrounds. Late C19, possibly part of former Ragged School (see entry above), possibly also connected with 43A Commercial Street (Grade II) former Jewish School, 2 storey, yellow brick, tall multi-paned metal windows, elevations to Ann’s Place and Rose Court.</p>	
33	K32	1-7 Bell Lane	<p>C19, 2 storey range including corner to Cobb Street, ground floor shops, much altered but historic interest, probably the oldest buildings in Bell Lane, C19 cast-iron sign “COBB STREET” at 1st floor level on north elevation.</p>	

35	K34	82-86 Middlesex Street	<p>Early C20, commercial, 4 storey, wide rounded gable above cornice with circular window to Middlesex Street, and asymmetric entrance door and round-headed window above, longer elevation to north side of Cobb Street with paired windows, full height loading bay and crane, yellow brick with darker brick window dressings.</p>	
	K4	71-79 Commercial Street	<p>A characterful mixed group of shops with accommodation over. 71-75 are tall - four storeys - classical with deep eaves cornices but plain brick fronts suggesting an economical development. Number 77 only three storeys with spare Italianate detail and now with a wonderfully weathered visage. Number 79 similar scale and similar details but not identical. However probably part of the same build - note the shared rusticated pier at the party wall. Number 77 marks the corner with Toynbee Street, has a wedge-shaped plan and presents a very short bevelled, one window-wide elevation to the north. A visually striking composition and, intended or not, contrives to give the impression that this building is something of a portal to the long straight portion of Commercial Street that stretches south to Aldgate. In townscape terms this building is of vital importance. All the buildings in this group must date from the late 1840s or early</p>	


			<p>to mid-1850s. And note weathered advertising mural high up on party wall of 75, looking north. Should be preserved.</p> <p>Behind the street frontages much has been changed. Some of these properties have been considerably altered to the rear and roof level.</p>	
37	K7	12 Toynbee Street	<p>Public House called the Duke of Wellington at junction with Brune Street. Early C20, detached, 3 storeys including pitched roof. Semi-recessed bay at 1st floor to Toynbee Street.</p>	





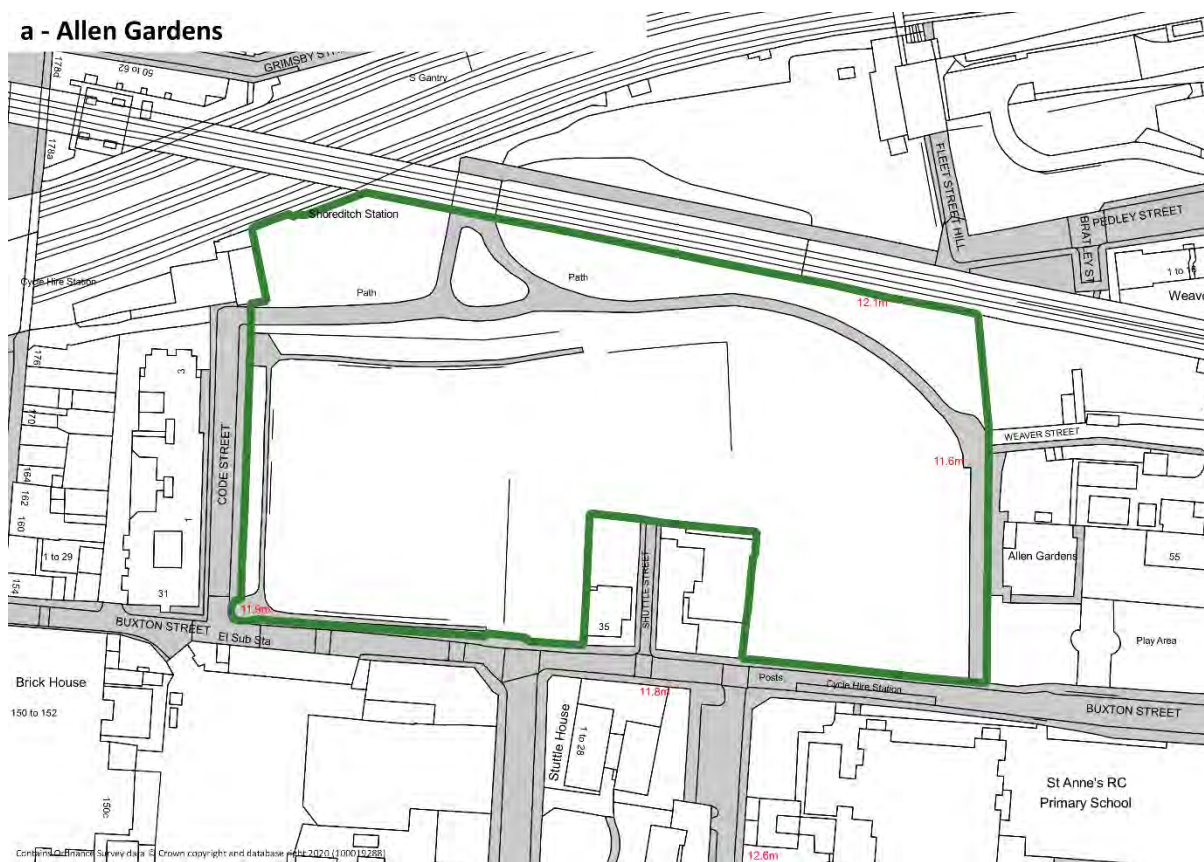
38	M1	Carter House, Brune Street	Part of Holland Estate, 1927-1935 LCC. Note “This way to shelter” painted on wall at ground floor, directing residents to communal air raid shelters during WW2.	
Page 174	M2	Brune House, Bell Lane	Largest block on Holland Estate, 1927-1935 LCC	



40	M3	Barnett House, Bell Lane	Smallest block, 3 storey, of Holland Estate 1927-1935 LCC	
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## APPENDIX C LOCAL GREEN SPACES

### a - Allen Gardens



Allen Gardens form a substantial strip of open communal garden along Buxton Street behind Brick Lane which was laid out between 1958 and 1970.

Up until the 18th Century this park covered part of a much larger open area known as Hare Marsh. Later, in Georgian times, the land was built on and became part of a new urban development called Mile End New Town. Apart from numerous small houses, a church, a pub and two schools were also built here in the early 19th Century. The streets cleared to make way for the park were Pedley Street, Weaver Street, Shuttle Street, Eckersley Street, North Place and Fleet Street Hill.

The initial park plot was much smaller than the current park and was first laid out in 1958 on land made available when post-war temporary housing was demolished. London County Council opted to name this smaller plot in honour of William Allen; a nineteenth century philanthropist who in 1811 sponsored the opening of a non-sectarian school on the site for the poor children of the area. Allen had also been a leading member of the 'Spitalfields Soup Society' formed in 1797 in an attempt to provide relief to unemployed weavers. The park was gradually expanded during the 1960s as the derelict All Saints' Church was demolished and some remaining slums at the north end of Mile End New Town cleared. It was proposed that this additional larger area be called "Allen Fields" but this name appears not to have caught on and the whole place was soon called Allen Gardens.

Until 2006 Shoreditch Underground Station (East London Line) also operated at the north of the park, but this old station has now closed and a new Overground route has been created. The land which previously housed the East London Line track has since been backfilled and now (along the north edge

of Allen Gardens) is linked to and now considered part of Allen Gardens. At the south of the park some of the buildings of the former St. Patrick's School survived the demolition of the adjacent All Saints' Church and are now residential.

Allen Gardens is special to local people because of its value as a place for recreation and sports. Generations of local youngsters from the nearby Chicksand Estate have, since the 1960s, grown up playing football in this park with their friends. Thousands of local people remember gathering after school and on long summer days to play various sports in this vital piece of local green space. Older people have also benefited enormously through being able to use the park as a piece of local freely accessible open space to exercise and get some fresh air. This is of huge benefit to the physical health of people of all ages and all communities. Families with young children make good use of the playground equipment in the eastern end of the park which include swings, a merry-go-round and a climbing net.



Allen Gardens is special to local people because of its relative tranquillity in what is one of the most densely populated parts of the UK. Tower Hamlets has among the fastest growing populations in the UK and Spitalfields & Banglatown is noted as being a part of Tower Hamlets with an expanding population. The provision of a quiet place to escape the crowds both on our streets in busy thoroughfares like Brick Lane or Commercial Street and find somewhere quiet to contemplate, read, breathe, sunbathe and de-stress is vital to mental health and wellbeing. Most local people live in overcrowded housing without gardens. Large parts of Spitalfields are recognised in the Local Plan as suffering from an open space deficiency and it is vital that this park is not nibbled away at the edges and conserved at its largest extent to correct this shortage of open space. Many local people in the inner city spend huge amounts of time indoors and need an area where





they can enjoy sunlight. Vitamin D deficiency due to a lack of access to light is common in central London.

Allen Gardens is also valued because of its richness in wildlife. It is noted in the Local Plan as a Site of Importance for Nature Conservation and is part of the “green grid”. There are a variety of trees and bushes in the park including lime, birch, alder and elm which provide nesting and shelter for local birds. There are a group of rare elm trees in the eastern end of the park which provide a food source

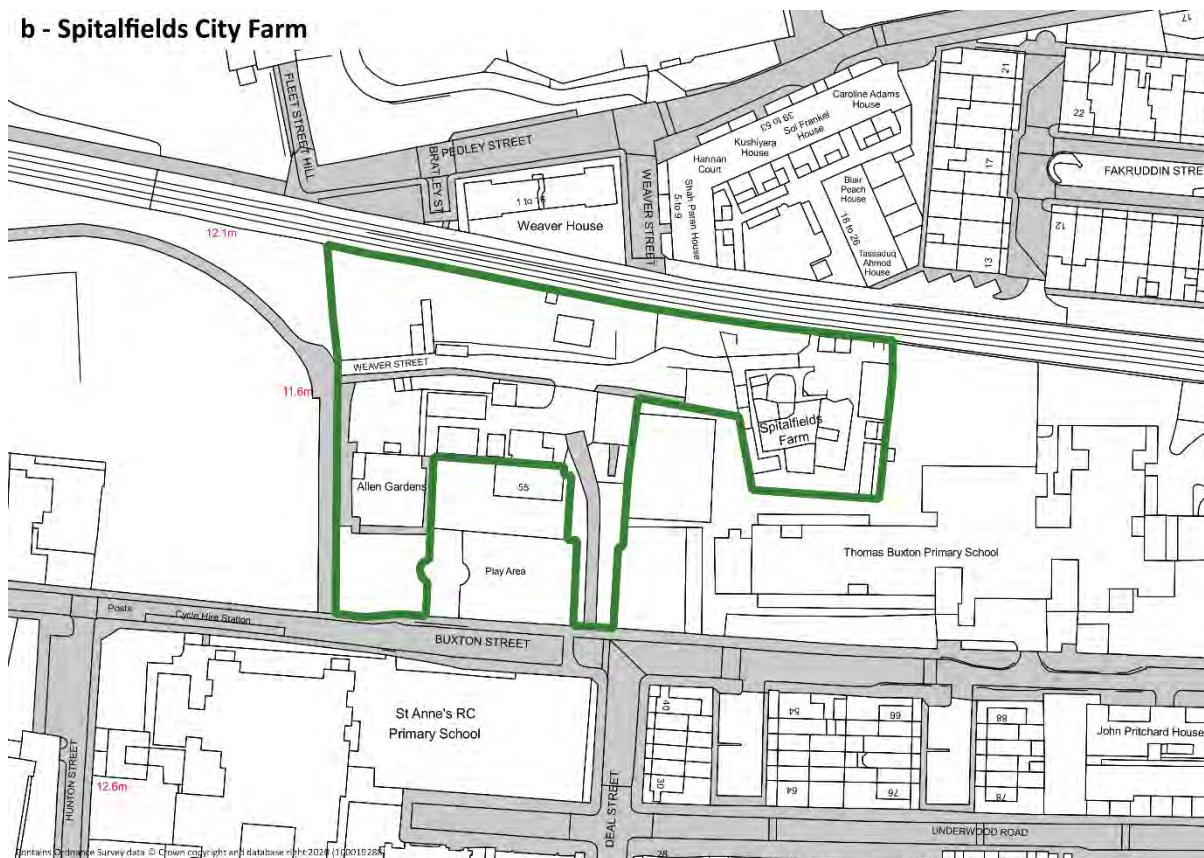
for several endangered butterflies in the larval stage such as the rare Large Tortoiseshell. Areas along the north edge of the park next to the Overground Line have been allowed to go wild and become a wildflower meadow which has provided essential habitat for insects such as various threatened species of bee and bumblebee and local populations of butterflies such as the Brimstone, Peacock, Small Tortoiseshell, Red Admiral and Orange Tip. There are also local populations of endangered herpetofauna including the



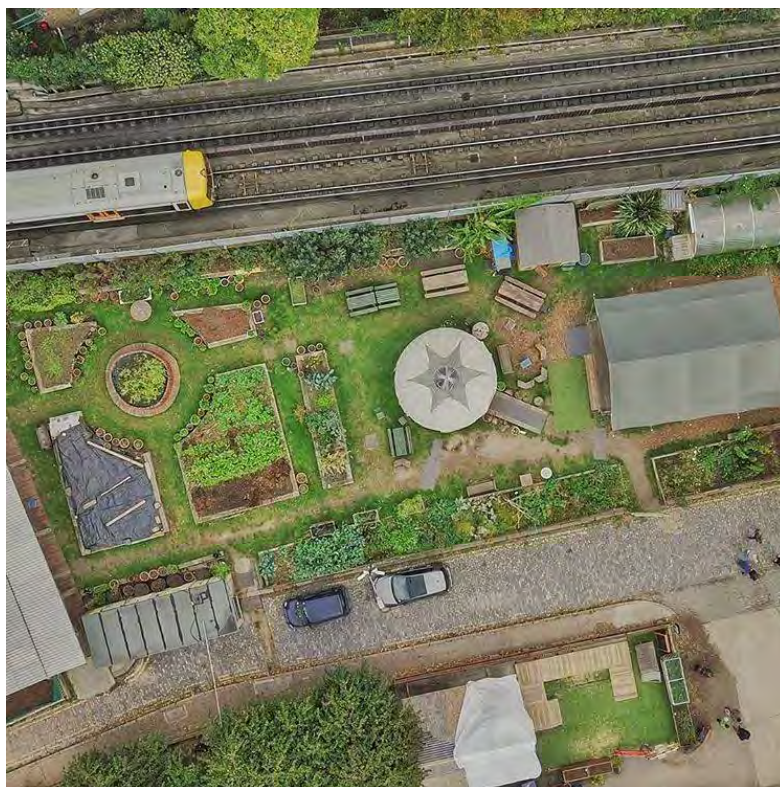
critically endangered Great Crested Newts (*Triturus Cristatus*) which is a Priority Species and has the strongest level of wildlife protection in the UK. These newts have lived in a garden of a nearby house as well as on the farm for at least the last forty years and use Allen Gardens as part of their terrestrial habitat. Protecting the full extent of Allen Gardens and making it a better place for animals and plants to live will ensure endangered and cherished local wildlife will continue to have the habitats they need to survive.

There are several projects noted in the CIL Projects list of this Neighbourhood Plan designed to intensify the green-ness of Allen Gardens and so improve it as a place for people to enjoy at their leisure and to increase its value to local biodiversity.

**b - Spitalfields City Farm**



Spitalfields City Farm is the nearest city farm to the square mile but is also located in one of the most deprived and densely populated wards of Tower Hamlets with one of the lowest volumes of green space per person in the country. The historically important Weaver Street, named for the weaving industry that became prevalent in this area, especially after the 19th century, runs through the farm site. Sited on a former railway goods depot, the farm was started in 1978 in response to local people's wishes to convert wasteland into allotments, having lost theirs to developers in the 1960s. The Farm gained charitable status in 1980 and has since developed into a project providing a wide range of activities and opportunities to the local community and visiting groups.





Well used, supported and enjoyed, the Farm is part of a network of city farms engaging communities and individuals of all ages, abilities and backgrounds, many of whom come from low-income households and



face social exclusion. The Farm appeals and caters to the vast demographic background of the community and offers volunteering from ages nought onwards, as well as various engagement activities for people that come through the gates. Poor physical and mental health is well documented in Tower Hamlets and the Farm aims to alleviate these issues by providing an essential green space which can reduce stress, depression and other ailments, whilst also providing fresh air and opportunities for physical activity and healthy eating. Therefore, Spitalfields City Farm remains a vibrant and colourful multi-cultural area with strong community links. Receiving over 36,000 visitors a year and spread over 1.6 acres (0.66 ha) of land owned by the London Borough of Tower Hamlets and Network Rail, the Farm keeps a selection of farm animals and has developed growing areas in every available space. In addition to vegetable growing, the Farm also maintains a series of ponds and wildlife areas that are critical to populations of biodiversity importance.



A population of crested newts has been thriving in the ponds at Spitalfields City Farm for 15 years or more, the result of an introduction to a nearby garden pond. However, as non-native Alpine Newts and European Tree Frogs, presumably from the same source, have also been seen at the farm, it was uncertain whether these were the strictly protected Great Crested Newt, or the very similar, non-native Italian Crested Newt. In April 2017, analysis of DNA samples confirmed that the newts are indeed native Great Crested Newts (*Triturus cristatus*). This amphibian is protected in the UK under the Wildlife and Countryside Act (1981), considered a priority species under the UK Post-2010 Biodiversity Framework, and is listed as a European Protected Species under Annex IV of the European Habitats Directive.

Vegetation within the wildlife pond areas include a variety of marginal and aquatic species, with small areas of open water present. The terrestrial habitat present includes vegetation managed for wildlife

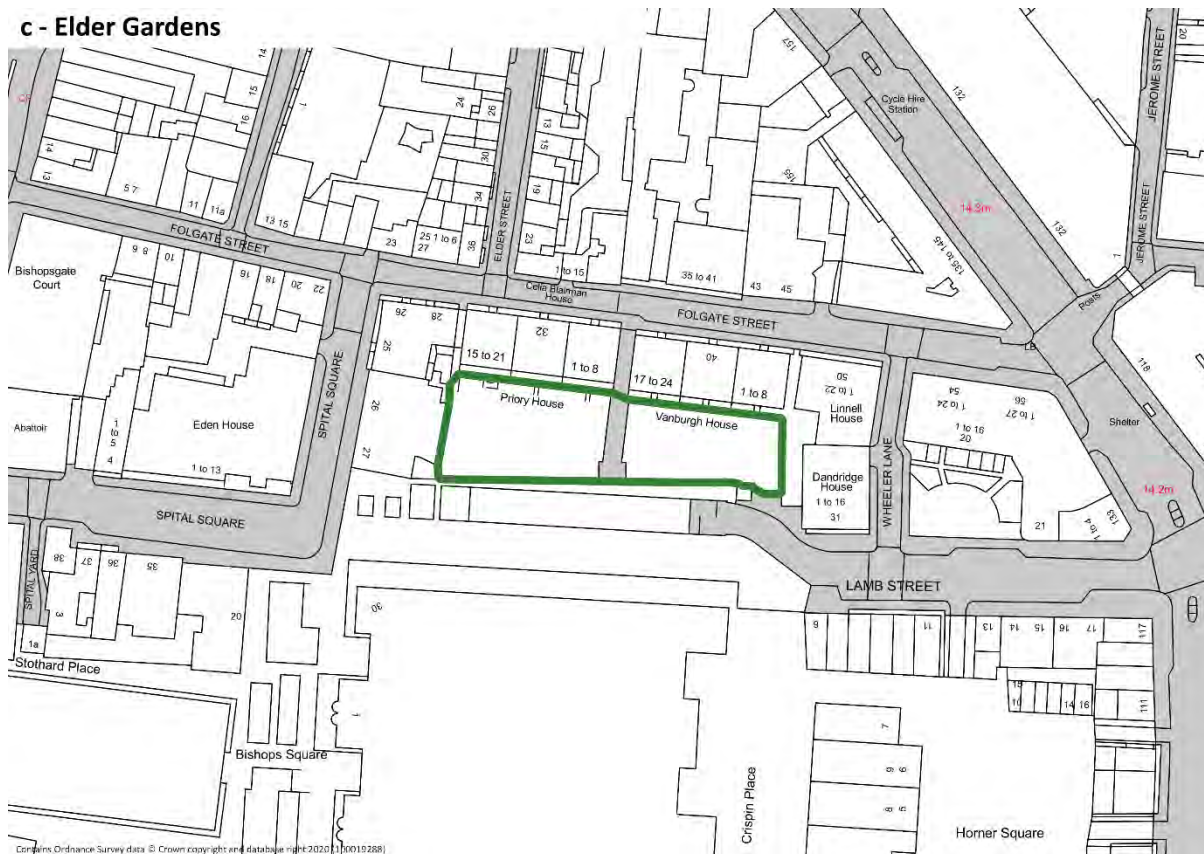
including groundcover and herbaceous vegetation with shrubs and a number of trees, some of which are quite mature.

The farm's patchwork of crops, grazing paddocks, trees and hedgerows provide food, coverage and homes for a number of native birds and other important pollinator species, such as wild bees (a priority species). A growing population of house sparrows are resident to the farm. House sparrows (*Passer domesticus*) were once a common urban bird, however populations have declined drastically, with 68% declines in London since 1994.



House sparrows are currently UK BAP, London BAP, and Tower Hamlets priority species, classified in the UK as 'red' under the Birds of Conservation Concern 4: the Red List for Birds (2015).





Elder Gardens is a unique and beautifully verdant green space created as part of the development agreement for the Spitalfields Market Estate in the late 1990s. It was created primarily for the benefit of residents of the newly developed private St George Estate, comprising some 200 flats on Folgate Street, Lamb Street and Spital Square, which surround the gardens, and the benefit of the general public, particularly workers in Bishops Square office development. All enjoy it as a restful place.

All St George residents have permanent access to the gardens and the resident group is supportive of the designation. The general public also has access to the gardens during the daytime, with the gates being closed to the public from dusk until dawn. Maintenance of the gardens is handled by the current managing agents for the St George Estate, Encore Estates, who are appointed by the St George Residents Association. Costs of landscaping, planting, maintenance





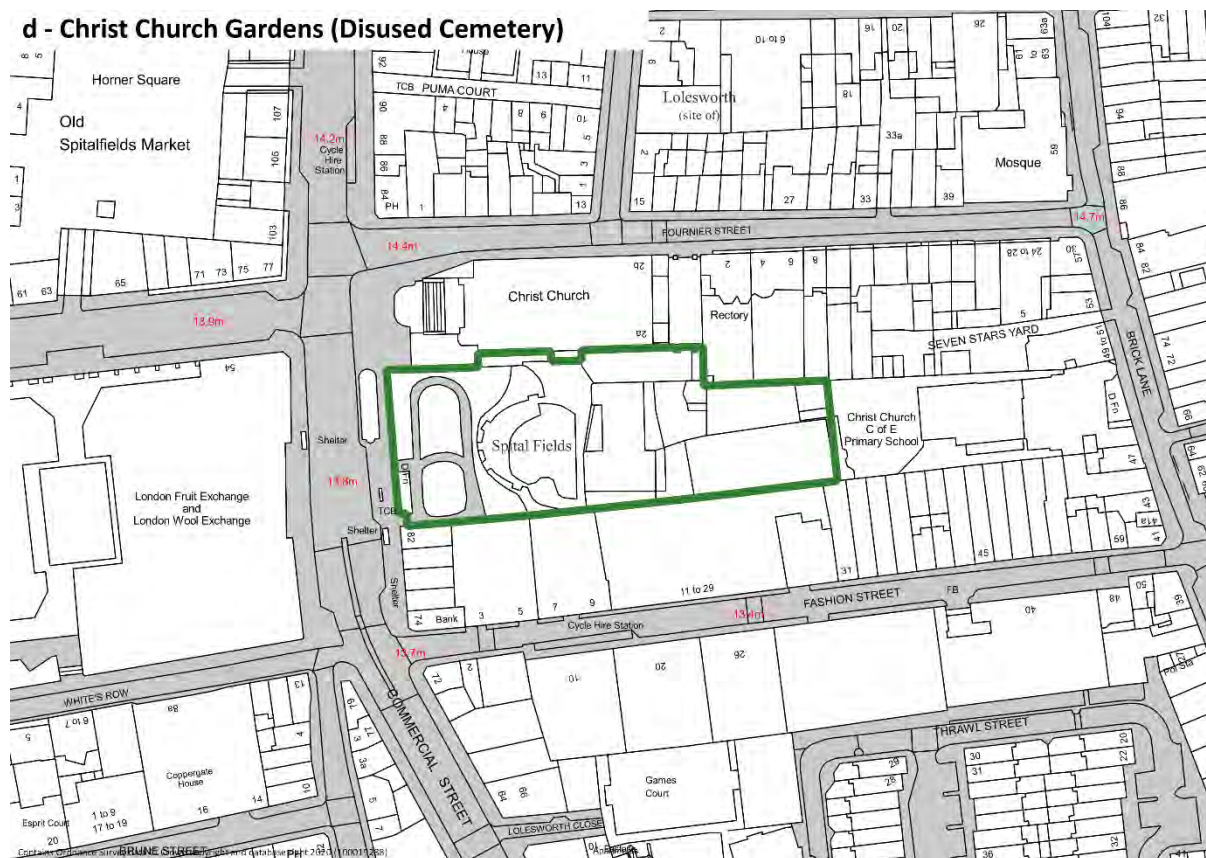
~~and cleaning are paid for from service charges plus an annual contribution from the owners of the Spitalfields Estate, Bishops Square SARL.~~

~~Elder Gardens provides a uniquely quiet haven from the inner city. It is admired for its tranquillity in a natural setting and is much appreciated by the Spitalfields resident community in the western part of the neighbourhood because there are so few other useable green spaces and so few residents have gardens themselves. Local office workers also appreciate the gardens as a quiet place to have a break.~~

~~There are five access points, a stone pathway through the middle between Folgate Street and Lamb Street that divides the gardens into two, bench seating. To maintain the tranquillity of this spot there is a ban on ball games, dogs and radios. There is a paved walkway around the perimeter, which makes it conducive to leisurely strolls for all ages. In contrast with other local open spaces, Elder Gardens is beautifully maintained, landscaped and planted with a wide range of trees, shrubs and flowers.~~

~~Whilst 10 Bishops Square has a substantial landscaped green roof covering the whole of its site, it is regrettably not open to the public, making Elder Gardens even more invaluable. Elder Gardens is unique to Spitalfields because it epitomises the confluence of residents, workers and the public alike, providing a green haven amongst the burgeoning City high rises.~~

**d - Christ Church Gardens (Disused Cemetery)**



Christ Church Gardens (0.38 hectares) forms the western area of Spitalfields Churchyard and has great historic significance. The Churchyard forms the curtilage, the setting of, and is integral to Grade 1 listed Christ Church Spitalfields. The Churchyard, a consecrated disused burial ground, stretches from Commercial Street to Brick Lane. It contains about 67,000 burials and rare 18C burial vaults. The Church and Churchyard, together a National Heritage Asset, is often regarded as Hawksmoor's finest work. The western area of the Churchyard, 0.38 hectares, is protected by a Trust for Public Open Space, first established by the Church of England in 1859. The garden includes the Grade II listed Nash Monument (the Portland stone obelisk topped with a flaming gadrooned urn, standing within its own railings).

The site of the new Church and Churchyard was acquired by the Commissioners of New Churches on 6 November 1711. The Church and Churchyard were consecrated on 5 July 1729.

The entire Churchyard, from Commercial Street to Brick Lane, was closed to burials in 1859. It remains a consecrated disused burial ground, containing about 67,000 burials. The Church court specified that the Churchyard must be used as "a lawn or Ornamental Ground and as an open space in the midst of a crowded and dense population with a view to the health of the said population".

The Brick Lane school was built in 1873, on arches so as not to disturb the many graves that remain beneath. The eastern end of the churchyard, about 30% of the entire area, was designated for school use.

~~The western end of the churchyard, 0.38 hectares, about 70% of the entire burial ground, is still known as Christ Church Gardens. On 20 October 1891 the Metropolitan Public Gardens Association established an agreement “for the laying out and maintenance of the churchyard as a public garden for all the purposes of the Open Spaces Acts 1877-1890”.~~

~~On 5 June 1949 an agreement between the Rector and the Local Authority transferred control and management of Christ Church Gardens to the Local Authority “for the purpose of administering the same in trust to allow the enjoyment thereof by the public as an open space” within the meaning of the Open Spaces Act 1906.~~

~~By 1957 Christ Church was derelict, considered unsafe and closed. The Church was threatened with demolition. In 1969 Christ Church Gardens was licensed by the Local Authority to Trustees of an adventure playground, a public facility, later a youth centre. In 1987, a multi-use games area was laid out by consent of the Local Authority at the eastern-most part of Christ Church Gardens, for use by the adventure playground and the school. The Trust for Public Open Space, protecting the entire 0.38 hectares of Christ Church Gardens, subsisted throughout and survived these arrangements.~~



~~The Friends Trust had been formed in 1976, establishing a programme of restoration for Church and Churchyard, formalized in the Restoration Masterplan agreed with the Church. £15 million, much of this public money, was raised by the Friends Trust which restored the Church building, its 1735 organ, and key elements of the Churchyard, the setting integral to this National Heritage Asset.~~

~~By 2007 Christ Church Gardens had become run down, the youth facilities barely used. The site was publicly accessible until 2011 when all but the western 971 square metres, 25% of the Public Open Space Trust area, was shut.~~

~~In 2014, the Rector and Tower Hamlets entered into a further Management Agreement on substantially the same terms as in 1949, affirming Christ Church Gardens (0.38 hectares) as Public Open Space protected by the Open Spaces Act 1906.~~

~~In January 2019 the ecclesiastical appeal court published a demolition Order for the illegal building thus making way for restoration of the Public Open Space.~~

The gardens also contain a listed war memorial to the dead of the First World War.

Christ Church Gardens are also significant for their beauty. The adjacent Church was designed to be seen in the round, with the western and southernmost aspects incorporating the historic Churchyard regarded as most important. It was also Hawksmoor's intention that the east and south sides could be seen together from the Churchyard. Hawksmoor's genius was to imbue this monumental structure with extraordinary energy and dynamism. He had an innate sculptural feel for form and mass, and for the capacity of stone to carry meaning and metaphor.



Christ Church Gardens is significant for its recreational value and tranquility. The gardens are vital to the health and wellbeing of local people as a tranquil, open green space. Living in the most densely populated inner city area, many residents do not have their own private gardens and so depend on Christ Church Gardens as a breathing space for relaxation and recreation. Local office workers and visitors also benefit from access to the gardens to wind down during the day.



People enjoy the trees for their shade and the grass for sitting and enjoying the sunlight. A border of shrubs and herbaceous plants forms a natural screen from the road, making Christ Church Gardens a welcome oasis of calm away from the hustle and bustle of Commercial Street. Studies have proven how vital green spaces are for the reduction of stress that can otherwise lead to serious health complications. Access to nature has been shown to reduce blood pressure, pulse rate and the levels of the stress hormone cortisol in the body.

Christ Church Gardens is also important to the local population for environmental reasons. Its mature London plane trees are important in helping to reduce levels of air pollution from Commercial Street and generally. As a rare unpaved green space, Christ Church Gardens helps mitigate the urban heat island effect. The urban heat island is a phenomenon where built up areas can be considerably warmer than their rural counterparts (up to 10C higher in London), aggravating the effects of summer heat waves and increasing the local mortality rate. The open ground is also important for sustainable drainage of rainwater, whereby precipitation can be absorbed into the ground, as opposed to flowing into drains and overwhelming the system, contributing to increased flooding.



e - Chicksand Street Ghat



The Chicksand Ghat is a much loved open space used by the community around Brick Lane and surrounding streets. The word 'ghat' means 'bank' or 'garden' in Bengali. The Ghat has been an iconic place ever since the migration of Bangladeshis to this area. It used to be a neglected area with an asphalt football pitch and not much else. It was well known for antisocial behaviour. It is believed the open space has existed since the 1940s.

This space is important for the local community as it is a part of its history. Anyone who has grown up around Brick Lane will know about it and will have "hung out" there as teenagers; whether to meet and socialise with friends or to play football. This space has always been associated with young people and sports. It has and continues to be used by local youth provisions for interclub games.



Since its redevelopment, it has attracted the wider community; from families with small children to youth to the elderly. The youth now have a hangout shelter and of course the much-loved football pitch which has been refurbished as a Multi Use Games Area (MUGA). As such, the multi-use of this area forms a natural deterrent to inappropriate behaviours making the area a safer place for all to live and play. The elderly now feel that they can use this space and use it to take their regular exercise. The park is surrounded by tower blocks with no gardens and therefore has become a welcoming oasis where all residents can enjoy the fresh air and play which supports aspects of health and wellbeing. It also encourages community cohesion; bringing different residents together in a neutral space to get to know each other, socialise and create support networks.

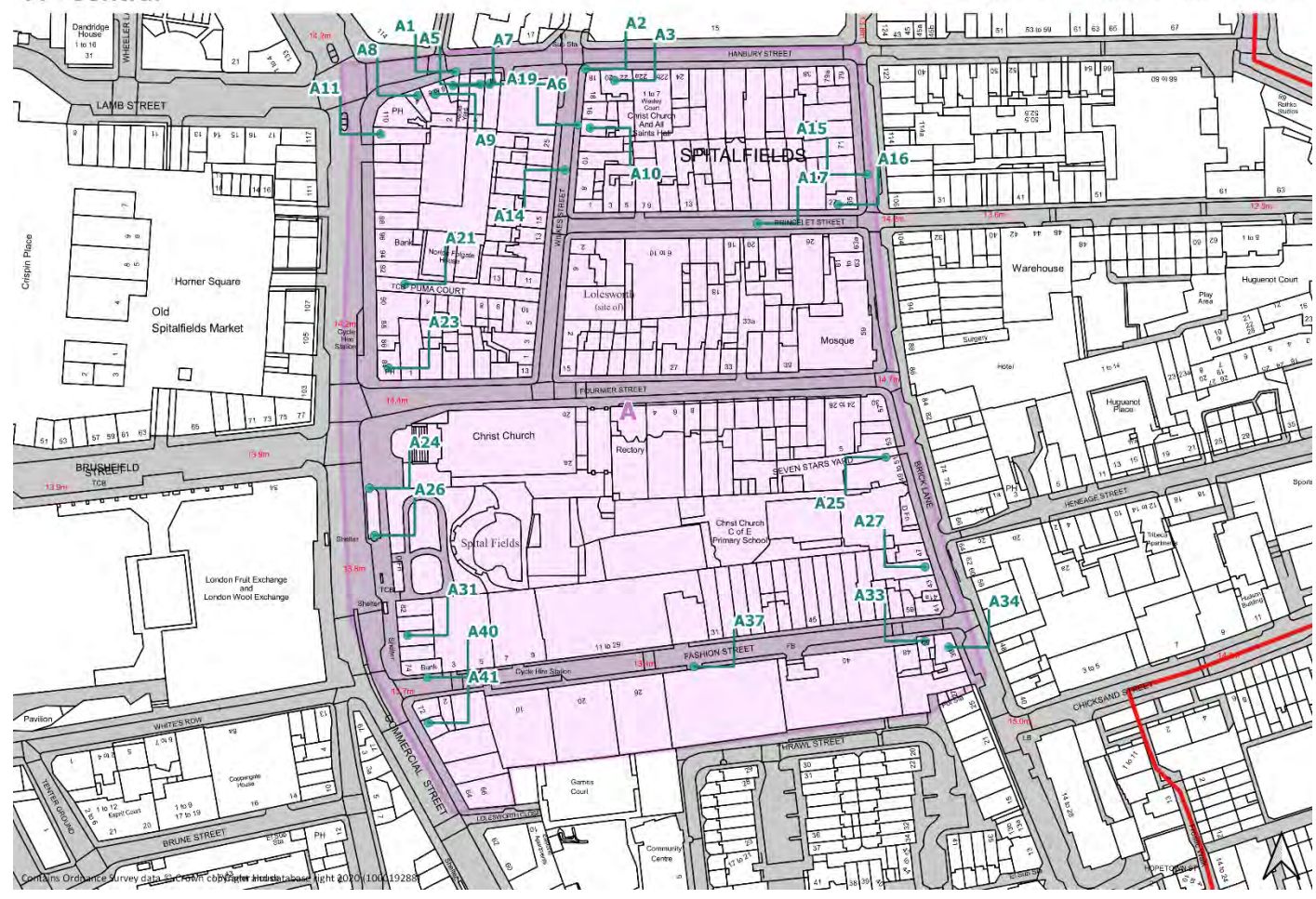




**APPENDIX D ASSETS OF HISTORICAL INTEREST**

**A - Central**

Character Area Assets of Historical Interest

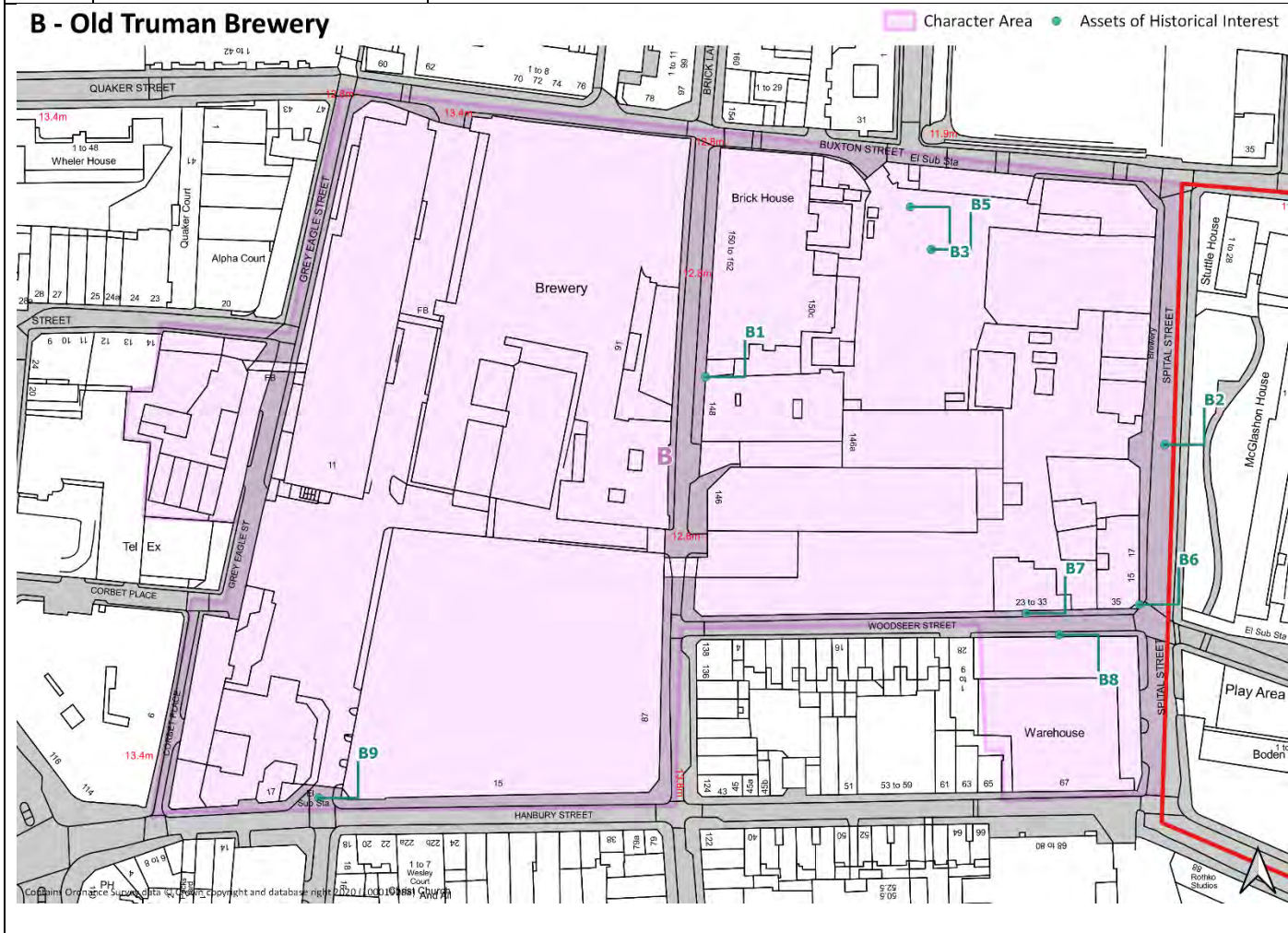


Map Ref.	Address	Description
A1	Hanbury Street—bollard	A bollard of 1819, inscribed with date an 'Christ Church Middx' and a chamfered obelisk bollard of mid to late 19th-century date inscribed BW WD. Identical to bollard in Crispin Street
A10	14 Wilkes Street	14 Wilkes St. This house was built in 1721/2 and its front rebuilt in the late 19 <sup>th</sup> century in a manner that, in general, echoes the original design. Substantial remains of early interior. I assumed was grade II listed. It should be.
A11	108 Commercial Street—note historic signage "Wakefield of Spitalfields"	Simple shop with flat over, c 1850
A14	Wilkes Street hidden road surface	Section of cobbles exposed beneath tarmac.
A15	Brick Lane - 1818 bollard	Bollard, corner of Brick Lane with Princelet Street (on east side of Lane). Inscribed Christ Church Middx, 1818. This is only surviving bollard to have this date not 1819.
A16	27-29 Princelet Street	Late 19c tenements, 3 and 4 storey, yellow brick with red brick dressings. Shadow of painted advertisement on Princelet Street elevation. Good brick

Map Ref.	Address	Description
		built block with delicate brick details, including dentil string course c 1880. A strong composition.
A17	Princelet Street hidden road surface	Section of cobbles exposed beneath tarmac.
A19	Wilkes Street – bollard	In Wilkes Street a bollard of similar design, but without lettering.
A2	Hanbury Street – bollards	At junction of Hanbury Street and Wilkes Street, a pair of cast iron cannon type bollards, with lettering ‘Christ Church Middx 1819’.
A21	Puma Court, flagstones	The court has very good York Stone paving. All in all the court is a most characterful and precious enclave.
A23	84 Commercial Street	The Ten Bells Public House. The building dates from c 1755 (see rear elevation, hopper head and interior details in upper level, but refronted c 1850–60, with pub frontage and ground floor interior of c 1890, with good tile work, by Wm. B. Simpson & Sons. A very powerful and poetic piece that, in its way, holds its own against Christ Church opposite. No mean achievement.
A24	Fournier Street – bollard	MBS (Metropolitan Borough of Stepney) stanchion bollard.
A25	49 Brick Lane, formerly "The Seven Stars" P.H.	49 Brick Lane, built 1937 as a public house, the Seven Stars, designed by William Stewart. Closed in 2002. Large rear extension and yard. A striking design, original ground floor pub frontage, brick first floor and stucco second floor. Vernacular classical details still in manner of Queen Anne Revival/Arts and Crafts but with a dash of Art Deco about it. The embrace by brewers in the 1920s and 30s of aspects of the neo-Georgian/classical and neo-Tudor was part of a sustained commercial policy to move pubs away from their reputation as fearful drinking dens and to make them family-friendly. This means pubs usually contained dining rooms, ideal one for the public bar and one for the saloon, as was as snugs/private bars for female customers. The Seven Stars is a late but architectural significant example of the type.
A26	Commercial St —	Railings to underground lavatory and tall, stout, mushroom topped sewer ventilator shaft.
A27	43-47 Brick Lane	43, 45 and 47 Brick Lane, a group of c 1890, in simple Flemish Renaissance Revival style, each two bays wide and topped by third floor with single window set in gable. This is the same design as buildings in nearby Fashion Street, and these houses were presumably part of the uniform development.
A28	Commercial St – bollard	Cannon type bollards, of mid 19 <sup>th</sup> century date, on corner with Fleur de Lys Street
A3	20 Hanbury Street ("Keep Zero Gallery")	20-22 Hanbury Street is a pair of c 1880, brick built, four storeys high and each two windows wide. They make a handsome block and share a central pediment topped door. Within the pediment is an escutcheon bearing the initials EL. Not the estate so presumably the initials of the builder or the first occupant, suggesting block was built for commercial use. The building replaces houses of 1723/4.
A31	76-82 Commercial Street	Much busier architecture, with tiers of arched windows, set as pairs. The south portion of Commercial Street – from Aldgate to Christ Church, was laid out in 1843 to 18 45, but this group looks later, more like it was built in the 1850s. Late C19, terrace of 3-storey workshops, painted brick, 4 paired sets of



Map Ref.	Address	Description
		round-arched windows, moulded windows surround and cornice, formal north elevation to church yard with three bays, round arch windows, render dressings, important to setting of Christ Church and churchyard.
A33	50 Fashion Street	Early C19, 4 storeys, painted brick, on original building line before set back of 1900 building
A34	39 Brick Lane, formerly 'The Three Cranes' P.H.	Early C19, 3 storeys, three bay to Brick Lane, return elevation to Fashion Street
A37	Fashion St. – bollards	Pair of bollards set on entrance to Bazaar in Fashion Street. Clearly been recently relocated here but very good examples of cannon type with spur. Much lettering on shafts but obscured by layers of paint. Seems to state 'St. George's Pavement Commission', and date of 1850. Another in Wentworth Street, but dated 1846. Presumably all moved to Spitalfields from the parish of St. George in the East.
A40	Fashion St. – bollards	Four MBS (Metropolitan Borough of Stepney) stanchion bollards.
A41	70-72 Commercial Street	A most ornate pair, much fancy brickwork including herring pattern bond in arches above windows of number 70. Presumably 1860s or 70, suggesting that some sites in the new street took considerable time to let. Late C19, 4 storey commercial, red brick with render string courses, dressings and keystones to round-arched windows, splay corner to Fashion Street, later roof extension to No.70.
A5	12 Hanbury Street ("Rosa's")	An early to mid 19th century group of houses and shops that make a vital contribution to sustaining established character at the junction with Commercial Street. Adjoining is the Golden Heart public house, now listed grade II. Best in the group is number 12, with first floor windows set in relieving arches in style of c 1820, but house could be more than a decade later.
A6	14 Hanbury Street ("Sparks")	14 is part of a an early to mid 19th century group of houses and shops that make a vital contribution to sustaining established character at the junction with Commercial Street. Adjoining is the Golden Heart public house, now listed grade II.
A7	10 Hanbury Street ("Japanika")	Incorporated in number 10 arch to Peck's Yard. Peck was a major local businessman in the early 18th century and a dyer so part of the silk industry. His monument is in Christ Church and a number of his vats survive in situ near the yard. it is part of a group of early to mid 19th century group of houses and shops that make a vital contribution to sustaining established character at the junction with Commercial Street.
A8	4 Hanbury Street	Number 4 is part of an early to mid 19th century group of houses and shops that make a vital contribution to sustaining established character at the junction with Commercial Street. Adjoining is the Golden Heart public house, now listed grade II. Best in the group is number 12, with first floor windows set in relieving arches in style of c 1820, but house could be more than a decade later.
A9	6-8 Hanbury Street ("Poppies Fish & Chips")	6-8 is part of an early to mid 19th century group of houses and shops that make a vital contribution to sustaining established character at the junction with Commercial Street. Adjoining is the Golden Heart public house, now listed grade II.

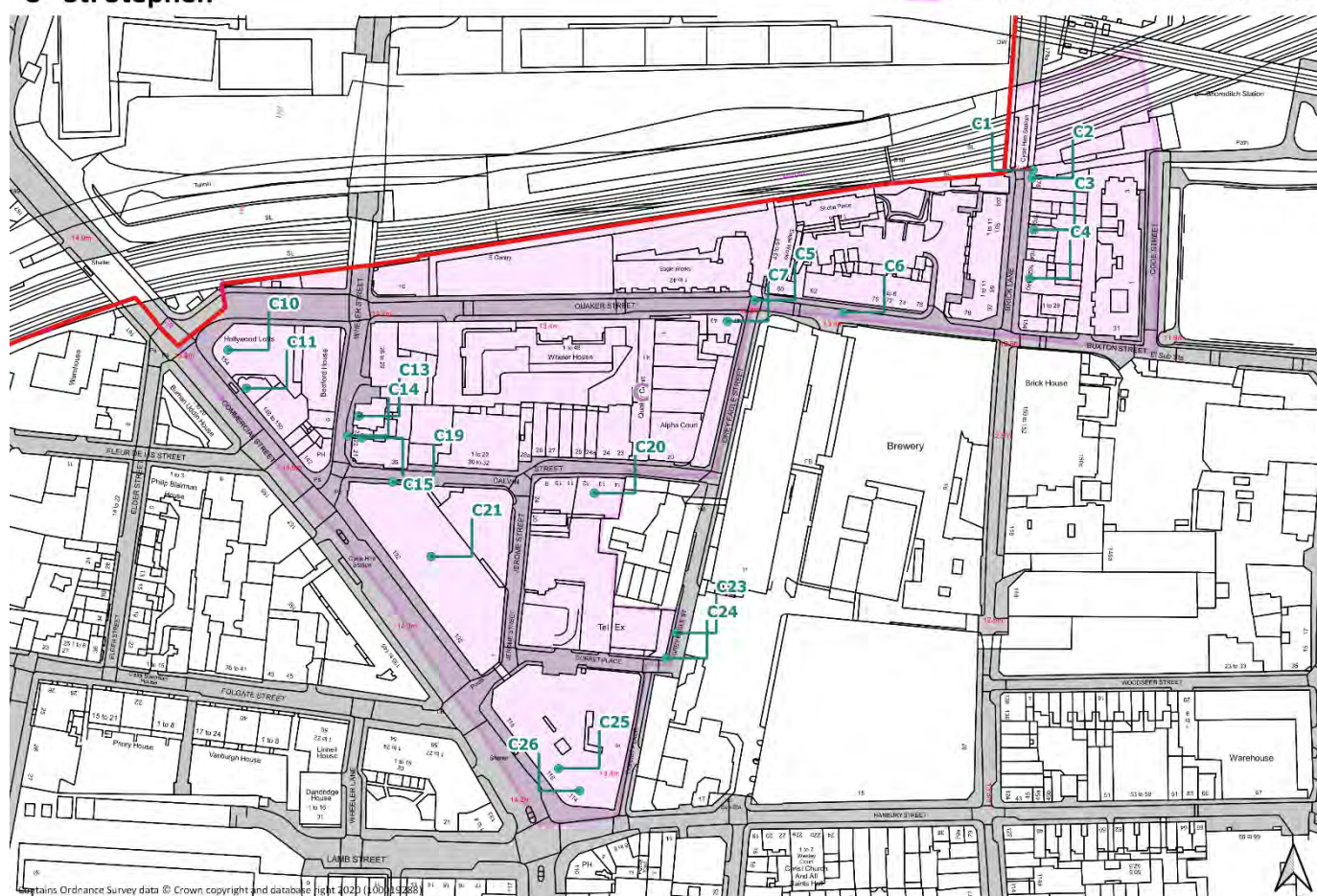
Map Ref.	Address	Description
<p><b>B - Old Truman Brewery</b></p>  <p>Character Area ● Assets of Historical Interest</p>		
B1	150 Brick Lane ("93 Feet East")	Particularly fine is this cobbled entrance passage entered through a wide opening on Brick Lane. Here there are extensive areas of high quality cobbles – seemingly little disturbed – large granite kerb stones and a granite paved route for drays. Particularly moving is the manner in which the tough cobbles next to the granite paving have been worn over the years by the iron rimmed wheels of heavy draws. This underlines why, when lifting and moving cobbles, it is essential to put them back exactly. Any mix-up here and this pattern of usage and wear would be lost.
B2	Cooperage on Spital Street	Along east side of yard is the 'Cooperage', mid 19th century with a a brick chimney at north side hat must have served a large steam engine. Large opening in 'Cooperage' leads to Spital Street. In the opening good cobbling and large granite kerb stones.
B3	Truman Court	On north side of the yard is a good early (c 1840?) single storey structure that has windowless elevation to Buxton Street. Arched openings at east and west ends, each flanked by a narrow semi-circular topped window. This was a fashion pioneered by Sir John Soane in the early 19th century (see rear elevation of c 1812 of his house and museum in Lincoln's Inn Fields and his stables of 1814 at the Royal Hospital Chelsea) and were a popular part of the Italianate style of the 1840s. The west side of the yard joins buildings facing onto Brick Lane and the courts entered from Brick Lane. This is an



Map Ref.	Address	Description
		area of most atmospheric townscape that is particularly rich in early industrial architecture and urban street details.
B5	Truman Brewery Yard east of Brick Lane—surface, cobbling details	Much of the north part is cobbled in very high quality and authentic manner, with, in places, the pattern suggesting presence of now lost structures. Notably, long west side is series of areas paved with large granite slabs that are framed with areas of cobbling.
B6	Woodseer Street junction with Spital Street	Two Gothic style bollards of c 1880
B7	Woodseer Street north side	A very good early 19th century bollard near corner with Brick Lane and four others in the street, c 1850. One multifaceted bollard with stars at top. One cannon type with spur, c 1850. One tapering obelisk bollard
B8	28 Woodseer Street, (30 metres east, in pavement)	Tall octagonal bollard with “lemon-squeezer” top
B9	Wilkes Street (north end) road surface, through Ely's Yard	North extension of Wilkes Street to Quaker Street, now in the brewery area, retains significant areas of cobbles.

**C - St. Stephen**

Character Area Assets of Historical Interest



C1	Pedley Street—bollards	At junction with Brick Lane a pair of ornate late 19th cast iron bollards. Pedley Street was formerly named Fleet Street.
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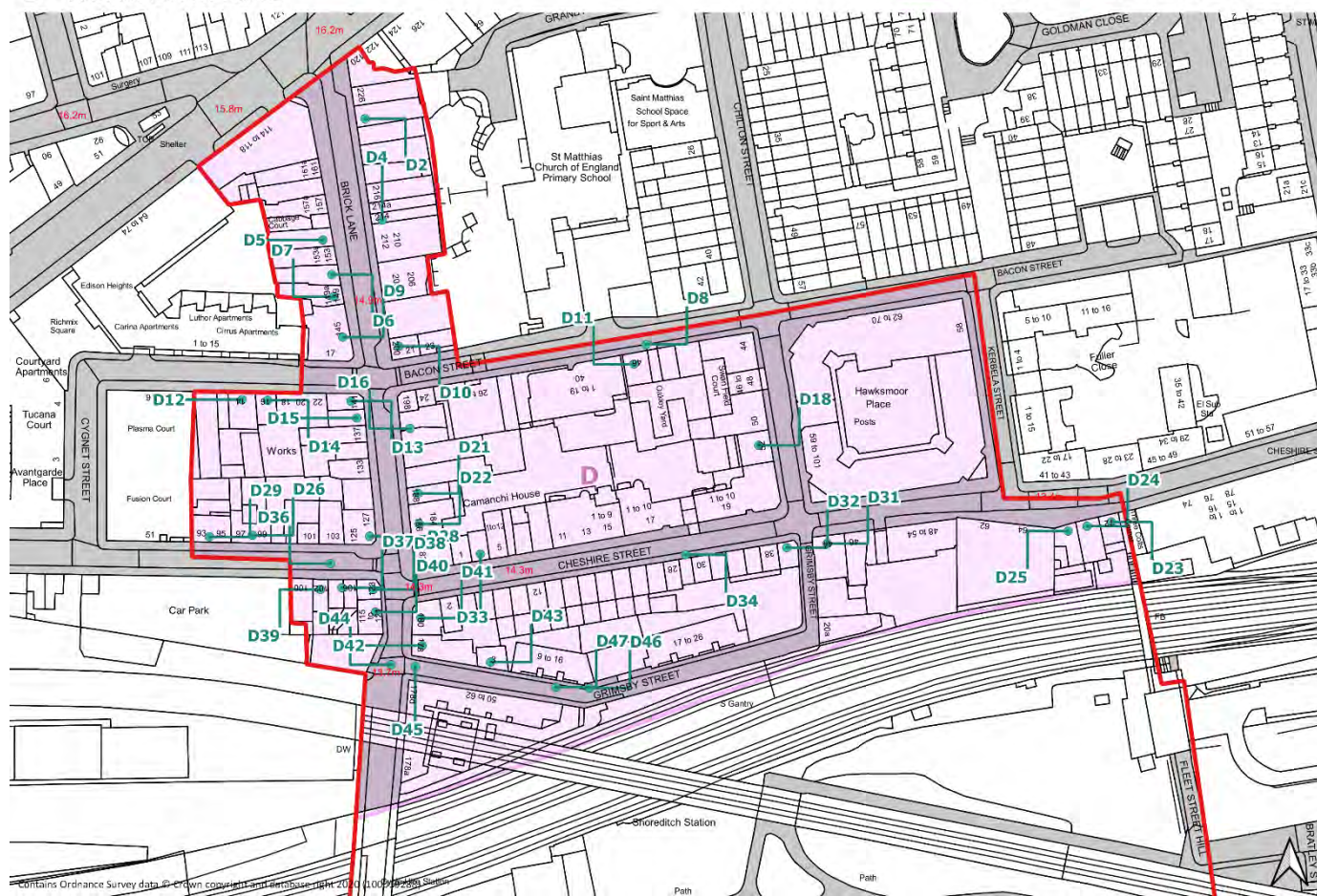
Map Ref.	Address	Description
C10	154 Commercial Street	Façade of cinema of 1935 on the corner with Commercial Street and Quaker Street, replaced St. Stephen's church of 1860-61 by Ewan Christian.
C11	152 Commercial Street (the former Vicarage)	Vicarage for St. Stephen's church, also 1860-1 and also by Ewan Christian. Muscular Gothic and strikingly asymmetrical with red bricks expressing aspects of structure—a very good example of the mid-Victoria Gothic Revival making itself at home in the most urban of locations
C13	24 Wheler Street (formerly, "The Ship" P.H.)	With the radial corner, was 'The Ship' public house (some sources state it was 'The Jolly Weavers', not to be confused with demolished 'Weavers Arms' at 17 Hanbury Street)
C14	Wheler Street—bollards	Five very good mid to late 19th cast iron bollards. From the north: Cannon type with spur: Inscribed in good bold, serif lettering 'St. James.' Presumably re-set here from St James's parish. Cannon type with spur: inscribed 'Dodgson, London. This refers to John Dodgson of Lower Shadwell, registered in the 1841 Post Office Directory as an 'iron and brass founder.' Cannon type with spur: Inscribed 'St. Paul. Shadwell, 1848, Bailey, Pegg & Co, 81 Bankside.' Bailey Pegg started business as founders in Wapping in 1835, later moving to Bankside. Cannon type: Inscribed 'LH'. Perhaps cast for the London Hospital estate in Whitechapel. Gothic type. Inscribed on base 'MBS' Metropolitan Borough of Stepney, so 1900 or a little later.
C15	22 Wheler Street	A much altered group of houses of c 1830, including radial corner, with some surviving finely cut and gauged brick arches to windows. Now the oldest buildings in the street and the last of its early houses.
C19	Calvin Street, pavement lights	Pavement lights, made by Haywood, London, 1930s, some lights adjoined by small but fine, sections of sets.
C2	Pedley Street—name plate	Cast iron name plate 'Pedley Street, E1' Perhaps early 20th century, although might be more modern.
C20	12-14 Calvin Street	12-14 Calvin Street—simple very late 19th century group, utilitarian and characteristic of the area.
C21	132 Commercial Street (the "Exchange Building")	Built in 1935-6 the corner with Jerome Street built and massive block to the north on the site of the former Cambridge Music Hall. This block has much Art Deco details, including squat clock tower with quadrant, fluted corners. This is linked to 116 by high level bridge over Jerome Street.
C23	Grey Eagle Street, hidden road surface	At junction of Quaker Street and Grey Eagle Street, a section of good cobbles show through tarmac.
C24	Corbet Place/Grey Eagle St—bollard	Chamfered obelisk type, inscribed BW WB, like bollard in Crispin Street, c 1860?
C25	116 Commercial Street	Built in 1922-7 for Messrs Godfrey Phillips, tobacco and cigar merchants, to designs of W. Gilbee Scott and B.W.H. Scott.
C26	114 Commercial Street (All Saints)	Built in 1935-6 on the corner with Jerome Street built and massive block to the north on the site of the former Cambridge Music Hall. This block has much Art Deco details, including squat clock tower with quadrant, fluted corners. The scale and design of the blocks wonderfully out of sympathy with Spitalfields neighbours and area's established character. Yet know it is part of the scene, appreciated for its Art Deco flourish and jazzy style.
C3	164-174 Brick Lane	160 etc Brick Lane. At Junction with Pedley Streets. See report for details. Houses and shops c 1870.
C4	160-162 Brick Lane	Good plain, mid 19th century brick fronted pair with ground floor shops.



Map Ref.	Address	Description
E5	Quaker Street	At junction of Quaker Street and Grey Eagle Street, a section of good cobbles show through tarmac.
E6	Quaker Street	Opposite number 66 a good cannon-type bollard, minimal in detail, probably later 19th century.
E7	43-47 Quaker Street	On corner with Grey Eagle Street, block of four storey red brick tenements with corner shop. Modest but nicely built and few a telling details. Important street value and memorial to now lost architectural and social character of those parts of Quaker Street rebuilt in the later 19th century

**D - North Brick Lane**

Character Area Assets of Historical Interest



D10	200 Brick Lane	N.E. corner with Bacon Street, c.1820, 4 storey, yellow brick, repaired, red brick arches
D11	46 Bacon Street	Group of three late C19 tenement, 3 storey plus mansard, recently refurbished, yellow brick with red brick dressings, Stedman House with central front door and windows either side, to the east, entrance to Oakley Yard, and wide timber doors to ground floors. Oakley Yard with 3 storey C19 workshops.
D12	14 Bacon Street	Early C20 warehouse, 4 storey, red brick, wide multi-paned Crittall windows, loading doors to 1st, 2nd and 3rd floors. Exposed west flank elevation retains fireplaces of former No.12, C18 house.

Map Ref.	Address	Description
D13	141 Brick Lane	Mid C19 house and shop, 3storey, 3 bays including curved corner with Bacon Street, decorated stucco window surround and hoods, 1st floor street sign 'BACON ST. E.1.'
D14	16 Bacon Street	C18 house, 3 storey, yellow stock, timber sashes to 1st and 2nd floors
D15	139 Brick Lane	Early C19, 3 storey, plain render window surrounds and cornice, 1st floor street sign 'BRICK LANE E.1.'
D16	194-196 Brick Lane	Pair of 4 storey C19 houses, timber sash windows. At first floor retains portion of façade of c 1765.
D18	52 Chilton Street ("St. Matthias Church House")	52 Chilton St (St Matthias Church Hse). Built in 1887 as the hall for the now long lost St. Matthias Church that stood opposite, on the corner with Cheshire Street. The foundation stone was laid by Princess Christian, the third daughter of Queen Victoria who, born Princess Helena, in 1866 married the impoverished and somewhat elderly Prince Christian of Schleswig-Holstein. A somewhat neglected and from time to time humiliated member of Victoria's family, Princess Christian dedicated her official life to charity and to patronising of good causes—such as women's rights and the Red Cross. So it is not surprising that she was involved in the church hall building enterprise off Brick Lane. 1887 marked the fiftieth year of Victoria's reign—as is recorded on the foundation stone—so this building was, in its small way, part of the programme of London's Jubilee celebrations. The building was designed in a visually pleasing and picturesque—if far from historically correct—Tudor revival style, with drip-moulds to windows, large, off centre gable, and Tudor arch to the main door. The architect was W. Reddall, who was probably also the designer of the nearby 2 to 40 Cheshire Street. Built in c 1870, these are in the late Georgian classical tradition. 52 Chilton Street is playfully ornamental and an historically important link with Queen Victoria's family and her 1887 Jubilee celebrations in East London.
D2	222-226 Brick Lane (even)	Late C19, group of 3 workshops, with single wide tripartite 1st and 2nd floor windows, yellow brick, render dressings
D21	188 Brick Lane	C18, 4 storey house, multi-pane timber sash windows
D22	184-186 Brick Lane	Late C19 tenement, 4 storeys, plus modern roof extension
D23	72 Cheshire Street	Late C19 refronting, 4 storey red brick with decorative terracotta pediments to first floor windows facing street and side alley
D24	70 Cheshire Street	Mid C19, 3 storey plus mansard, pair of sash windows to ground floor, square windows to 1st and 2nd with stucco surrounds, cornice
D25	68 Cheshire Street	Possibly C18 rebuilt in 1920s, 3 storey, yellow brick with red brick soldier course arches, ground floor timber shop front
D26	97-99 Sclater Street (odd)	Pair of weavers houses in Sclater Street (observe wide workshop windows and small windows lighting staircase) much altered but probably c 1718 in origin but largely rebuilt in late 18th and early 19th centuries. House in foreground largely refronted poorly—about 8 years ago (shocking pointing). Cobbles mostly good if badly patched. An important street and important survival, important vista, threatened by Goodsyrd proposal.
D28	125 & 127 Brick Lane	C18 altered, 3 storey, stock brick, single wide window to 1st and 2nd floor with side lights, group value with No.125 (Grade II) adjacent
D29	93-95 Sclater Street (odd)	Late C19, tenement, 4 storey, red brick, 4 bays wide

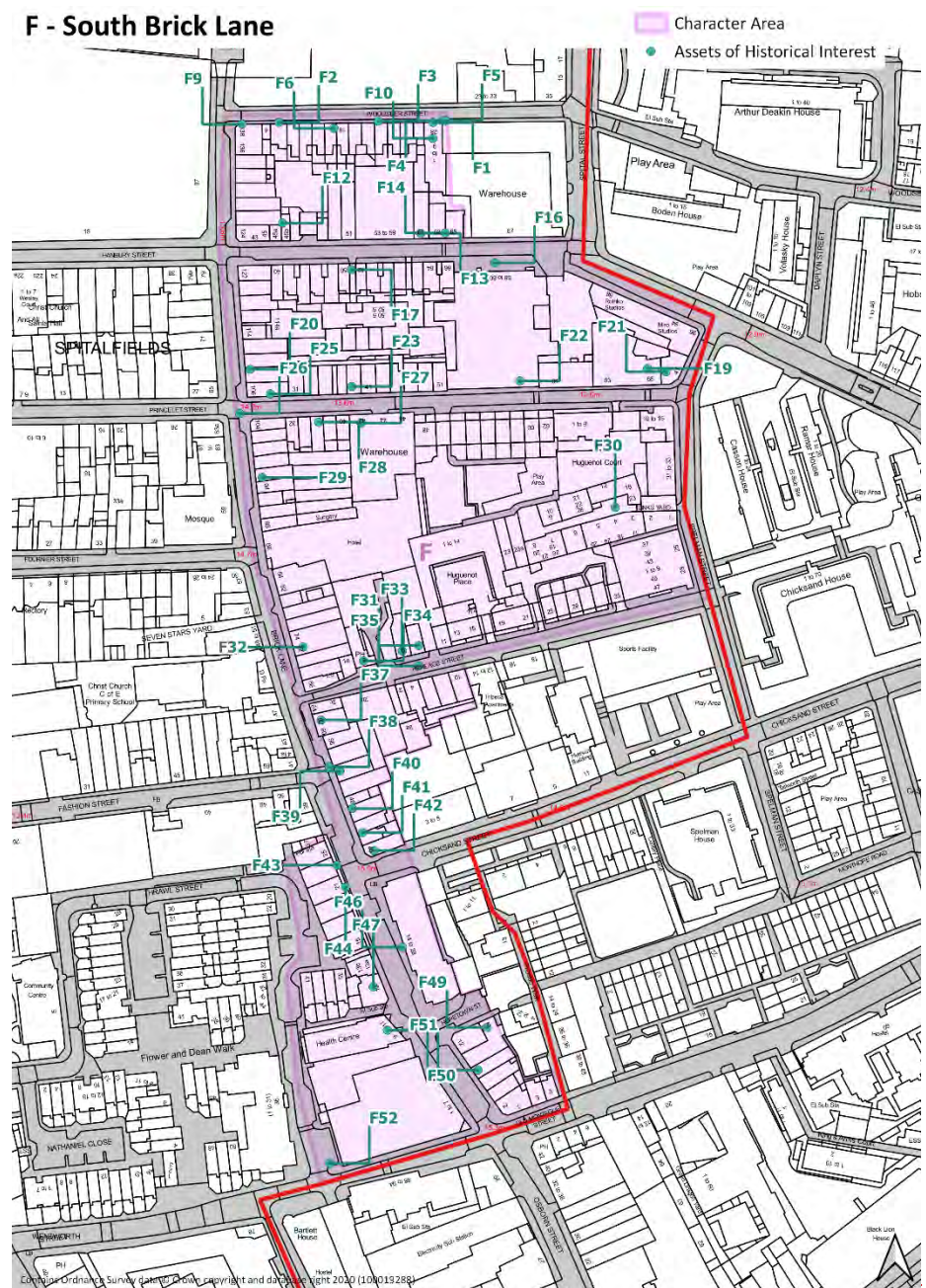
Map Ref.	Address	Description
D31	44 Cheshire Street	Imposing 3-storey, c.1860, former pub, 3 bays, yellow stock brick, timber windows to 1st and 2nd floors, segmented brick arches, timber shop front, side elevation to Grimsby Street and rear elevation visible from there
D32	40 Cheshire Street	Seemingly identical to the statutorily listed terrace of Nos 2-38 (1870 by Reddall & Cumber), and possibly a mistake in the listing address. Forms the eastern end of the terrace and the return side elevation to Grimsby Street. Good timber shop front, restored by BDP in 1991.
D33	3 Cheshire Street	C19, heavily restored, 3-storey, yellow brick, C20 concrete lintel, 2 bays, with wide windows, modern frames
D34	Cheshire Street road surface o/s 28-30	Granite sett crossover, re-laid, in pavement
D36	Sclater Street road surface	Sclater Street, from Brick Lane running west to junction with Cygnet Street, granite sett road surface, with some poor patching
D37	104-106 Sclater Street (even)	C19, pair of 4-storey houses, serrated decoration to 1st window heads, as in nos 119-121 Brick Lane, 2nd and 3rd floors rebuilt C20
D38	123 Brick Lane	Part of group with Nos 104-106 Sclater Street, C19, 4-storey, C20 repairs, splay to corner with street sign 'SCLATER ST. E.1.'
D39	102 Sclater Street	C19 house, 3-storeys, stock brick, C20 window heads
D4	210-220 Brick Lane (even)	C19, terrace of six houses, 4-storey, pair windows, plain brick, gauged arches
D40	119-121 Brick Lane	A good late 19th-century group. Number 119 and 121 retain substantial remains of early shop fascia and have window lintels with unusual serrated soffits. The group frames a characterful view south along Brick Lane to Truman's Brewery.
D41	180 Brick Lane	Modest, polite, late 19th-century elevation. Very good background architecture.
D42	178 Brick Lane	Corner with Grimsby Street, late C19, 4-storey tenement, 3 bays to Brick Lane, 5 to Grimsby Street, red brick with decorative keystone window heads to 1st and 2nd floor
D43	3 Grimsby Street	Late C19 workshop, part 2, part 3-storey, yellow brick with pale gault brick dressings, wide workshop windows with curved heads
D44	Brick Lane road surface at junction with Grimsby Street	Granite sett crossover
D45	Grimsby Street street sign	Cast iron street sign 'GRIMSBY ST. E.2.'
D46	Grimsby Street pavement	Granite curved and splayed corner slabs to crossover
D47	Grimsby Street road surface	From Brick Lane to Cheshire Street, granite sett road surface, including late C19 metal manhole cover in centre of road way
D5	155 Brick Lane	Late C18/early C19, 3-storey house with modern shop, yellow brick with gauged brick arches to windows, Beigal Shop is iconic retail use on ground floor
D6	151 Brick Lane	Late C19 (refronting?), 3-storey yellow brick with red brick dressings, timber shop front
D7	149 Brick Lane	Badly rebuilt replica of weavers house of c 1700
D8	Bacon Street road surface	Granite sett crossover in pavement with granite curved corner stones, o/s no.46
D9	143-147 Brick Lane	1920s workshop, 4-storey, red brick, wide render bands, wide metal windows.



Map Ref.	Address	Description
<p><b>E - Hare Marsh</b></p> <p>Character Area    Assets of Historical Interest</p>		
E2	Old Railway Station, Pedley Street	Single storey ticket office to former Shoreditch Station, on the East London underground line serving a low level platform. Opened 1875, closed 2006. A simple elegant classical brick built pavilion. Now derelict and covered with graffiti. A handsome building that makes a major contribution to its location and forms an important part of the transport history of London. Should be grade II listed and repaired.
E3	Pedley Street – bollard	By entrance to station, a third ornate bollard suggesting all three might have been installed by railway company.
E4	Pedley Street – road surface	At west end on Pedley Street at junction with Bratley Street – large cobbled area. Very good, looks early but with curiously wide joints.
E5	Code Street – road surface	Cobbled in splendid fashion, plus good kerb stones. Junction of Code Street cobbles with remnants of Pedley Street cobbles memorable. Set on different axis so meet at right angle in skilled interwoven herring-bone pattern. It makes a fine urban ornament,
E7	Shuttle Street road surface	Between former Vicarage and No.37, granite sett road surface, running north for 25 metres up to boundary with public open space, and beyond, with granite kerbs.
E8	37 Buxton Street (Old St. Patrick's School)	Simple but very sound mid-19th-century Gothic Revival building. Brick-built with stone detailing. Function is expressed through design, in thorough



Map Ref.	Address	Description
		Gothic Manner. Large windows to upper level classrooms set over low windows lighting more mundane spaces/ Simple Gothic door—presumably leading to stairs to classroom. Lower level of facade wrought of dark blue, glazed engineering brick, tough and easy to cleanse of the horse-dung that passing traffic would have splattered over the lower portion of the façade.
E9	Buxton Street –bollards	Two cast-iron cannon bollards on pavement, flanking entrance to the above




F1	Woodseer Street –bollard	One octagonal and one cannon bollard
F10	28 Woodseer Street	Late C19 warehouse, 4-storey, large multi-pane metal windows, tall ground floor with entrance archway to rear

Map Ref.	Address	Description
F12	45 Hanbury Street	A narrow, single story structure that appears to be an extension of the 1903 terrace on Brick Lane. In c1919 was the premises of J.H. Fisher, umbrella makers.
F13	61 Hanbury Street	Late C19, 4 storey, 3 bays, painted brick, timber sashes
F14	63 & 65 Hanbury Street	Late C19, 4 storey workshops, wide 1st floor windows, 63 with recessed bays and ornamental details. A pair of two bay houses, faced with yellow brick, towards the east end of the street, c 1880-90, presumably designed as shops/workshops with accommodation above. Nice touch is the single wide, first floor window with cast iron stanchions with a stone or cast stone lintel set below a red brick relieving arch—all in Gothic Revival spirit of structural polychromy and honest expression of structure. Number 63 housed not a shop but the Black Lion public house that seems to have closed just before 1921.
F16	Hanbury Street, pavement south side	O/S Second Home, two pairs of curved corner slabs in pink (Aberdeen) granite to two former cross-overs
F17	40-66 Hanbury Street	1906 by J.R. Moore-Smith for Maurice Davis, developer, 3 and 4 storey red brick tenements over shops, recessed entrances to flats, flamboyant Dutch crow-stepped gables with ball finials. A uniform group all topped with steep crow step gables of most dramatic silhouette. Number 52 incorporates entry to yard. The group makes a striking urban vista, especially when viewed from the distant west end of Hanbury Street. All c1890—and the mostly visually arresting Flemish Renaissance Revival group in Spitalfields, despite slightly industrial quality of construction and minimal detailing or ornament. Group has major visual presence and is of great town-scape significance.
F19	65 Princelet Street	Mid C19, earlier than its neighbours, 2 storey with simple gable end
F2	Woodseer Street	O/S No.6 on pavement, cast-iron oblong bollard with round top, inscribed MBS
F20	106-112 (even) Brick Lane & 27 and 29 Princelet Street	Late 19c tenements, 3 and 4 storey, yellow brick with red brick dressings. Shadow of painted advertisement on Princelet Street elevation. Good brick built block with delicate brick details, including dentil string course c 1880. A strong composition.
F21	41 Spelman Street (formerly "The Alma" P.H.)	Early C20, 3 storeys with dramatic modern roof extension
F22	57-63 Princelet Street	1920s, 4 storey workshops, large metal windows, ground floor shops or showrooms
F23	31-51 (odd) Princelet Street	Late C19, 3 storey terrace of eleven houses, yellow brick with render dressings, 4 with commercial ground floor, 7 all residential with Venetian ground floor windows. Timber sashes. A uniform group of most utilitarian houses—a few near Brick Lane with shops—perhaps built for shared occupation. Probably of late 1870s date, if so perhaps conforming to byelaws framed in 1875 Public Health Act, governing design and construction of terrace houses for 'labouring; classes'. Wide ground floor windows incorporating cast iron stanchions of ornate design and stone or cast stone window lintels as recommended by the byelaws. An important group, needs to be explored and investigated.
F25	29-31 Princelet Street	A good mixed use building—tenements and shops/workshops—with ornate banded brickwork. C 1880.

Map Ref.	Address	Description
F26	Brick Lane—bollard	Bollard, corner of Brick Lane with Princelet Street (on east side of Lane). Inscribed Christ Church Middx, 1818. This is only surviving bollard to have this date not 1819.
F27	42 Princelet Street	Early C20, commercial workshops, 2 and 4 storey, render, painted black, modernised Art Deco
F28	32-40 (even) Princelet Street	Late C19 4 storey tenements, part of 88-104 Brick Lane development
F29	88-104 (even) Brick Lane	A four storey group of 1890, with ground floor shops, including Katz. Visually strong group that does much to sustain established visual architectural and use of central portion of Brick Lane
F3	Woodseet Street – bollards*	A fine and mixed array of early bollards. A very good early 19th century bollard near corner with Brick Lane and four others in the street, c 1850. One multifaceted bollard with stars at top. One cannon type with spur, c 1850. One tapering obelisk bollard. Two Gothic style bollards of c 1880 (as in Wheler Street) in Woodseer Street and another two at junction with Spital Street.
F30	Links Yard road surface	Granite sett cobbles and massive granite running slabs in entrance yard, group of 2 and 3 storey brick workshops and factory buildings, with brick chimney
F31	7 & 9 Heneage Street	Pair of early C18 houses, 3 storey, brick with timber sash windows, sensitively and imaginatively restored and converted 1982 by MacCormack Jamieson Pritchard, retaining much original internal fabric and plan form
F32	66-80 (even) Brick Lane	Brick fronted uniform terrace of c 1870. Simple cornice, with bricks set diagonally. Oddly numbers 72 and 74 have flat topped windows while windows in rest of group are segmental, But 72 and 74 also stuccoed while rest of group have brick fronts. So perhaps altered, but this little variety adds interest and picturesque charm. The group has dignity and adds greatly to the background/contextual character of this portion of Brick Lane.
F33	5a & 5b Heneage Street ("Brewer's House")	Early C19, 3 storey, 2 bays, plain painted brick frontage
F34	3 Heneage Street ("Pride of Spitalfields" P.H.)	2 storey, C20 front concealing older fabric behind which belonged to the White Lion Brewery.
F35	Heneage Street, entire length from Brick Lane to Spelman Street	Granite sett road surface, granite sett crossovers in pavements O/S Nos 5, 9, and 33, and on south side with pink granite corner stones
F37	62 Brick Lane	Late C19, 4 storey, 3 bays, yellow brick with curved window heads, red brick arches, symmetric, former PH? Prominent in street because of forward building line
F38	Brick lane street sign	Cast iron street sign on side elevation 'FASHION ST. E'
F39	50-56 Brick Lane	Group of four early C20, 3 storey plus attics, neo-Georgian with Venetian-style 1st floor windows, brick, but three facades painted. Possibly a re-fronting of old houses, given double-pitch mansard, visible from Fashion Street.
F4	Woodseer Street bollard at 28 Woodseer Street, on pavement, kerbside	Cast iron square fluted bollard
F40	46-48 Brick Lane	Built as a small scale but showy cinema, Faience clad, Art Deco in feel, built 1935, designed by Leslie Kemp & F.E Tasker and called the 'Mayfair'—as

Map Ref.	Address	Description
		emblazoned on its façade. Good, and now rare, example of an Art Deco local, small scale cinema.
F41	42-44 Brick Lane	1920s, 3-storey, red brick, arched pediment decoration
F42	40 Brick Lane, north corner with Chicksand Street	Mid-C19, 3-storey, one bay to Brick Lane, with modernised first floor open, splay corner bay, four bays to Chicksand Street, plus two bays of 2 storeys, painted render, parapet cornice, timber sash windows
F43	Brick lane street sign	'THRAWL ST E', fixed to first floor flank wall, historic eastern end of Thrawl Street,
F44	Brick Lane bollard	Cast iron cannon bollard, probably a pair with the one on the other one opposite on the west side of Brick Lane, dated 1819.
F46	Brick Lane bollard	Cast iron bollard, square with chamfered top, with rope marks on sides o/s 13 Brick Lane
F47	13 Brick Lane ("Shaad Restaurant", formerly "The Frying Pan" P.H.)	formerly The Frying Pan Public House, 1891 by S.W. Grant,, 3 storey, render with rusticated quoins and decorative window surrounds and cornice, and ornamental terracotta gable and plaque to curved corner with Thrawl Street
F49	2 Hopetown Street	Early C19 three bay, 3 storey house with ground floor shop front, sole fragment of former terrace. Historic interest
F5	Woodseer Street bollard at 28 Woodseer Street, (3 metres east, in pavement)	Octagonal bollard
F50	9-11 Brick Lane ("Spitalfields Health Centre")	Spitalfields Health Centre, 1984, by John Allan architects with Sheppard, Epstein & Hunter. Cited in The Buildings of England as a good example of new type of health centre, with "an impressive prow like frontage to Brick Lane".
F51	2-12 (even) Brick Lane, & 3-5 Montague Street	C.1950, 3-storey building with flats above shops, upper floor remarkably intact, brick, simple detailing including slim projecting framing to window reveals, entire block from Montague Street to Chicksand Street, good example of austere post-war rebuilding.
F52	Bollard at entrance to Thrawl Street, in pavement,	Cast iron bollard, square, chamfered top, with rope marks on two sides
F6	4-28 Woodseer Street *	A uniform and very handsome two-storey terrace of c 1840. Early C19, two-storey brick terrace of houses, with blind decorative panels in brick parapet concealing valley roofs. Handed front doors
F9	138 Brick Lane	On flank wall, cast iron street sign 'WOODSEER ST.E'

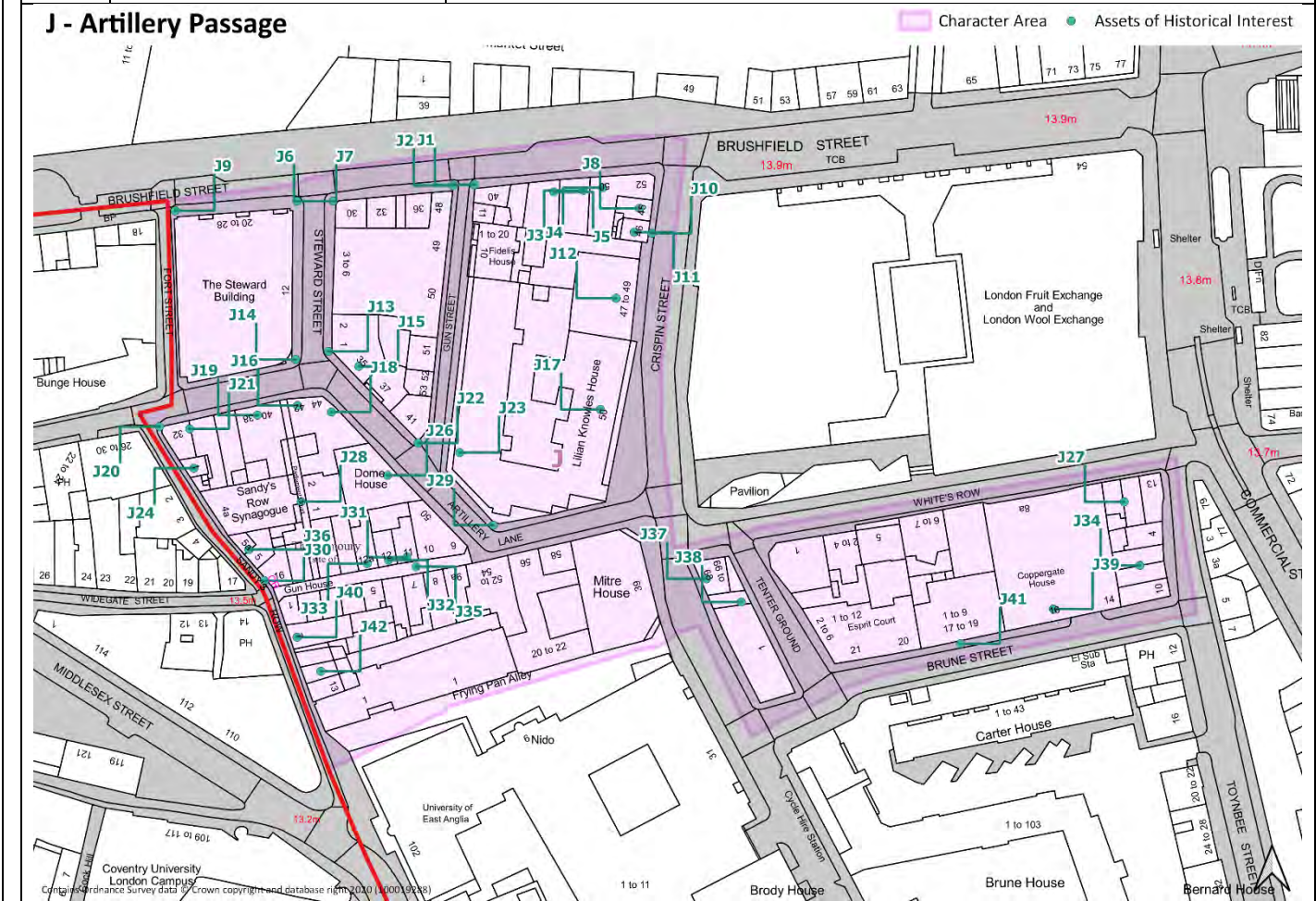


Map Ref.	Address	Description
<p><b>G - Old Market</b></p>  <p>Character Area    Assets of Historical Interest</p>		
G1	Brushfield Street, near junction with Commercial Street	Strip of historic granite setts, relaid as part of traffic calming measures.
G2	Brushfield Street, south side pavement on east corner with Crispin Street; south side pavement 20 metres west of junction with Commercial Street; north side pavement opposite central entrance to Fruit and Wool Exchange;	Three lamp posts, late C19, all same design, ornate castings, diagonal floral bands and fluted column, with BW-WD and crest relief depicting St Martin and the beggar, modern top bracket and light fitting. Identical to statutorily listed lamp post in pavement in front of No.38 Brushfield Street
G3	Brushfield Street, Fruit and Wool Exchange	1929 by Sydney Perks for City Corporation, façade only surviving redevelopment for office 2019 by Bennetts Associates

Map Ref.	Address	Description
<p><b>H - Norton Folgate</b></p> <p>Character Area    Assets of Historical Interest</p>		
H1	4-8 Elder Street	Elder Street, Nos 4-8 (even), late C19 four storey workshops, with shop fronts. Locally listed buildings.
H10	5-7 Folgate Street	5-7 Folgate St. This is the group dated 1904 that forms part of the British Land site (all numbers now obscured). Handsome Queen Anne Revival group with good details, including a panel with initial T for Tillard estate.
H11	6-8 Folgate Street	6-8 Folgate Street are a very good pair of c1820 houses, with fine brickwork. Only facades survive after being converted to housing. Should most certainly be on the local list.
H12	9-11 Folgate Street	The former Pewter Platter now Water Poet PH on corner with Blossom Street, was built c.1900. A handsome building. The corner of the PH bears a large number 9. The building is on the Local List.
H13	38 Spital Square	Late C19 warehouse, 4 storeys, yellow brick with red brick arches to east elevation, west elevation to Spital Yard rebuilt with modern roof storey, cast metal street sign at 1st floor level 'SPITAL YARD, E.1.'
H14	Spital Yard	Granite setts to whole of carriageway
H2	Fleur-de-Lis Passage, from junction with Blossom Street to Shoreditch High Street	C19 York stone paving slabs to passageway




Map Ref.	Address	Description
H3	Fleur-de-Lis Passage, eastern end at junction with Blossom Street	Two cast-iron cannon bollards
H4	12 & 13 Blossom Street	Late C19, part 3 storey, part 4 storey warehouse, blue engineering brick to ground floor, upper floors yellow stock brick, square window openings with C20 lintels, full height loading bay doors and hoists.
H5	16-19 (consecutive) Norton Folgate	Terrace of four houses, late C19 red brick fronts, with moulded brick cornice and string courses, each two bays, timber sash window with multi-pane upper sash, single pane lower sash, ground floor shops
H6	15 Norton Folgate	Late C18 house, 3 storey with mansard and dormers, two bays, ground floor shop front, all except façade demolished 2019
H7	27 Blossom Street	Mid-C19 warehouse, façade only (remainder demolished 2019), 4 storey, yellow stock brick
H8	12 & 13 Blossom Street	Mid-C19 warehouse, 4 storeys including high ground floor, yellow stock brick, segmental arches to window heads, 2 full height loading bays with cranes, return frontage to north side of Fleur-de-Lis Passage, granite sett yard to east frontage forecourt (not public highway)
H9	Folgate Street, north junction with Norton Folgate	Cast-iron cannon bollard in pavement



Map Ref.	Address	Description
J1	Brushfield Street / Gun St.—bollard	Cast iron cannon bollard in pavement at eastern junction with Gun Street
J10	Crispin Street—bollard	Cast iron square fluted bollard in pavement O/S No.46, inscribed BW WD
J11	46 Crispin Street	Late C18, 3 storey, two bay with mansard, 6x6 pane timber sash windows, noteworthy shop front—O'Donovan Bros'
J12	47-49 Crispin Street ("Oakwood Lofts")	Late C19, commercial, 4 storeys, 5 bays, symmetric with central front door up steps, yellow brick with red brick string courses and window surround, exposed steel lintels, probably C20 repairs.
J13	Artillery Lane / Steward St.—Bollard	Cast iron bollard in pavement at eastern junction with Steward Street
J14	Artillery Lane / Steward St.—Bollard	Cast iron bollard in pavement at western junction with Steward Street.
J15	35 Artillery Lane	Late C19 warehouse/commercial, occupying the obtuse corner of Artillery Lane and Steward Street, with three bays to each street. Four storeys plus modern roof extension, late C20 alterations to 1st floor windows. Group value in street despite modern interventions
J16	42 Artillery Lane	C19, 3 storeys plus dormers, three bays, yellow brick
J17	50 Crispin Street	Late C19 warehouse, 4 storey, plus modern set back roof extension, five bays wide, symmetric, yellow brick with red brick dressings, modern windows
J18	44 Artillery Lane	C19 warehouse, 4 storey, occupies pivotal position in obtuse angle of street, prominent cupola visible down Steward Street
J19	38-40 Artillery Lane	C19, 3 storey plus roof, white glazed bricks, ornate timber shopfront (modern)
J2	Brushfield Street / Gun St.—bollard	Cast iron bollards in pavement next to listed lamp post at western junction with Gun Street
J20	Artillery Lane / Sandys Row—Bollard	Cast iron cannon bollard in City of London livery, in pavement at eastern corner of junction with Sandys Row
J21	32-34 Artillery Lane	Late C19, paired of houses with shops, 3 storey plus mansard, yellow stock brick, Venetian windows with side lights, ornate red brick shallow curved arches to window heads, keystones and string courses, splay corner to Sandy's Row
J22	Artillery Lane / Gun St.—Bollard	Two cast iron cannon bollards in pavement at eastern junction with Gun Street, the one nearest the corner inscribed ST GEORGE'S PAVEMENT COMMISSION and JAMES on other side. Cannon type with spur: Inscribed in good bold, serif lettering 'St George Pavement Commission'.
J23	Artillery Lane—façade	At eastern junction with Gun Street, retained façade of late C19 pub, four storeys with gables to Gun Street and Artillery Lane, brick with stone dressings. Group value to street, and historical associations
J24	1 Sandy's Row	Early C19, stock brick, 3 storeys, one bay wide, with 2nd floor wide opening, timber shop front. Side elevation at odd angle to the street., single storey brick wall with access door enclosing side yard, adjoining synagogue
J26	48 Artillery Lane	Dome House, mid C18, originally chapel, used as synagogue 1896-1948, seven bays, with large round-headed windows, three door with timber door cases and front steps, symmetrically arranged, prominent roof lantern (oddly off centre, Buildings of England)
J27	11, 12 & 13 White's Row	Group of three C19 town houses, 3 storey plus mansards, forming corner with Toynbee Street



Map Ref.	Address	Description
J28	Parliament Court, east range	Late C19, or early C20, commercial, three storeys with warehouse doors on upper floors, white glazed brick with dark plinth
J29	Artillery Lane / North side – Bollard	Pavement between Gun Street and Crispin Street, three metal bollards, oblong with curved tops, inscribed MBS (Metropolitan Borough of Stepney), pre-1965, utilitarian design but historic interest. N.B. in the vicinity including south side pavement seven similar design bollards inscribed LBTH, date unknown but clearly an attempt to continue MBS tradition.
J3	48 Brushfield Street	Late C18, 3 storey, three bays, yellow stock with gauged brick arches to windows 2 X 2 timber sashes
J30	5 & 5a Sandy's Row	Early C19, 3 storeys, stock brick, timber sash windows, timber shop fronts
J31	11 Artillery Passage	Early C19, 3 storey, three bays wide, with wider central bay, yellow stock brick, timber shop front
J32	12 Artillery Passage	Early C19, 2 storey, yellow stock brick, timber sashes, shop front
J33	12a Artillery Passage	Early C19, 2 storey, 1st floor pair of 2x2 timber sash windows
J34	4-10 (even) Toynbee Street	C19, possibly C18, terrace of four 4 storey houses with ground floor shops, yellow brick with red brick segmental window arches and banding, forming corner with Brune Street
J35	Artillery Passage	Riven York stone paving to entire length of the Passage
J36	Sandys Row – Bollards	Two cast iron bollards, similar but unusual C19 tall oblong design, one in pavement outside No.16 the other in the centre of paved entrance to Artillery Passage
J37	66-68 Bell Lane	c.1930 three storey purpose built housing by Stepney borough, austere classical detail, important corner position on corner of Bell Lane, White's row and Tenter Ground.
J38	1-3 & 5 Tenter Ground	c.1900, three storey workshops, colourful detail, with white stone, red, blue and yellow brick.
J39	16 Brune Street	Late C19, five storey warehouse, yellow brick, loading bays
J4	50 Brushfield Street	C18, 3 storey, single bay, brick with ground floor shop front, group value as part of terrace
J40	7 Sandy's Row	Late C18 but rebuilt late C20, 3 storeys, purple stock brick, timber sash windows, modern fabric but historic site
J41	17-19 Brune Street	Two steel bollards in pavement O/S Nos.17 – 19, Oblong with rounded tops, marked 'MBS' Metropolitan Borough of Stepney. Probably 1930s. Historic value
J42	9-13 Sandy's Row	Early C19, terrace of three 3 storey houses with ground floor timber shop fronts, yellow brick with red brick window arches and swags, 2nd floor windows within brick gables, two square headed, one Dutch headed.
J5	44-46 Brushfield Street	C18, re-fronted C19, 3 storeys, stock brick with red brick window arches, ground floor shop front, group value in terrace
J6	Brushfield Street / Steward St – bollard	Cast iron cannon bollards in pavement at eastern junction with Steward Street
J7	Brushfield Street / Steward St – bollard	Cast iron cannon bollard in pavement at western junction with Steward Street
J8	45 Crispin Street	Late C18, 3 storey plus mansard with wide single dormer, windows of different sizes on 1st and 2nd floors
J9	Brushfield Street / Fort St – bollard	Cast iron cannon bollard in pavement at corner of eastern junction with Fort Street

Map Ref.	Address	Description
<p><b>K - Wentworth Street</b></p>  <p>Map showing Wentworth Street and surrounding areas. The map highlights various buildings and streets with labels K1 through K50. A red line traces the path of Wentworth Street. A legend indicates that pink shaded areas are 'Character Area' and green dots are 'Assets of Historical Interest'.</p>		
K1	79 Commercial Street ("Eyediology")	Number 79 marks the corner with Toynbee Street, has a wedge-shaped plan and presents a very short bevelled, one window wide elevation to the north. A visually striking composition and, intended or not, contrives to give the impression that this building is something of a portal to the long straight portion of Commercial Street that stretches south to Aldgate. In townscape terms this building is of vital importance.
K10	61 Commercial Street	Late C19 4 storey commercial, curved window arches, southern survivor of original terrace running north
K11	57-59 Commercial Street	Late C19 4 storey commercial, matching pair, each 2 bays wide, with classical detail to windows
K12	56 Commercial Street	1920s 4 storey commercial, red brick, multi-paned metal windows, on north corner with Thrawl Street.
K13	Thrawl Street—road surface	From junction with Commercial Street to junction with Nathaniel Close, granite setts partly exposed
K14	45-55 Commercial Street ("Norvin House")	Late C19, commercial 4 storey, symmetric composition with central 3 bay portion rebuilt after WWII, but side wings to north and south intact, each of 4 bays, yellow brick with red and black brick details including detailed string courses.

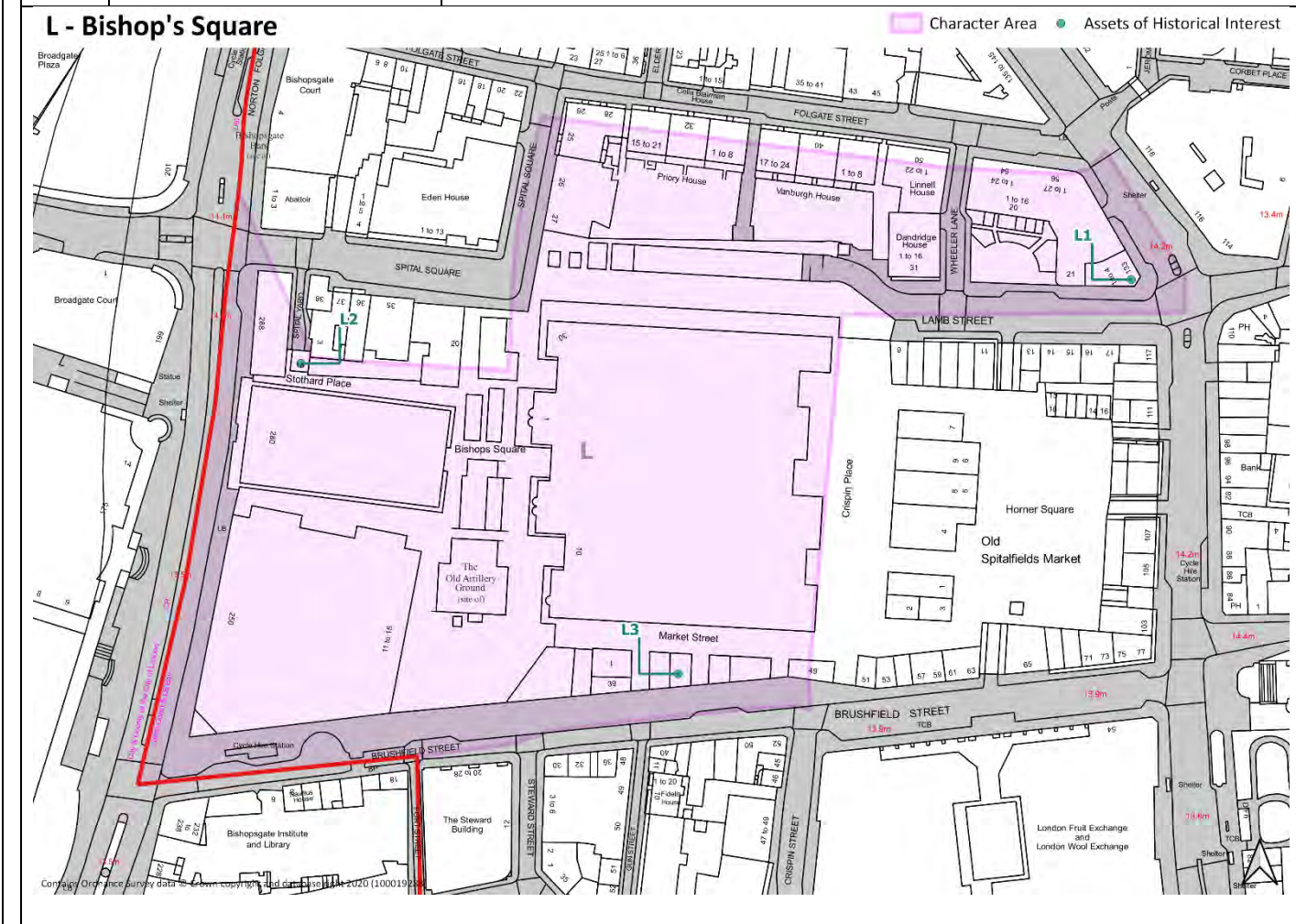
Map Ref.	Address	Description
K15	54 Commercial Street	Late C19 5-storey warehouse, red brick, paired windows, except 4th floor with wide gothic arches openings, splayed corner and longer frontage to Thrawl Street.
K16	36-48 Middlesex Street	Post 1883 widening of street by Metropolitan Board of Work, terrace of warehouse, 4 storeys, with pairs of double height pilasters marking entrances and loading bays, timber sash windows and loading doors
K17	Toynbee Street, west side, Bernard House	4-storey range, part of Holland Estate with similar details to other blocks, ground floor shop/workshop units facing street
K18	Strype Street – Street sign	Cast iron street sign “STRYPE STREET” at 1st floor level at junction with Leyden Street
K19	2 Strype Street	Including No.2 Strype Street, dated 1901, commercial, 5-storey, red brick with render window heads, cornice, ground floor doorcase and pilasters, shaped gables, loading bays with cranes to both Middlesex and Strype Streets, splayed corner
K2	77 Commercial Street	Mid/late C19 3-storey commercial, classical moulded window surrounds, quoins and cornice, 3 bays to Commercial Street, one narrow bay to corner with White’s Row, and rear elevation to Wentworth Street, occupying an unusually narrow site at an important junction.
K20	37, 39 and 41 Toynbee Street	Part of 1930 LCC Holland Estate development with similar details, three storeys plus roof
K21	Anne's Place coal hole	Decorative coal hole cover in pavement
K22	Rose Court	C19 York stone paving slabs, to full width of Court, extending beyond gates onto the private forecourt
K24	9-23 (odd) Leyden Street	C.1900 by James Hood & Son, 4-storey red brick terrace with fine detailing, including good shopfronts, pilaster and moulded cornice, with return side frontages to Cobb Street and Strype Street, including blind windows with matching details. Fine example of model development, recently restored
K25	75 Wentworth Street	Mid C19 plain stock brick, group value with No.79
K26	8-16 Bell Lane (even)	Single-storey shops attached to Brune House and part of Holland Estate
K27	71 & 73 Wentworth Street	Part of 37-41 Toynbee Street, and same as Nos 33-59 Wentworth Street, see above
K28	Anne's Place street sign	Old cast iron street sign to east flank wall
K29	40 Commercial Street, ("Culpeper P.H.")	Originally Princess Alice PH, built 1850, but rebuilt by B.J. Capell for Truman’s brewery in 1883 (Buildings of England); paired first floor windows, fine pub front with tiling, pavement lights in iron frames. Important corner with Wentworth Street. ‘Commercial’ Gothic in detail, with lots of terracotta ornament. A most handsome work that holds the corner with great aplomb, and originally more dominant still because originally five storeys high (presumably with hotel rooms at top) but reduced in height after war damage.
K3	3 & 3a Toynbee Street	Mid C19 tenement, 4 storeys with three bays, plus 3-storey single bay on north side, plain stock brick with red brick window arches
K30	33-59 (odd) Wentworth Street	Part of the London County Council inter-war Holland Estate, three-storey plus steep clay tile roof with hipped dormers, prominent chimney stack and pots, yellow brick with red brick dressings, neo-Georgian details, multi-paned sash windows; shop fronts follow the curve of the street but central section of upper floors step back



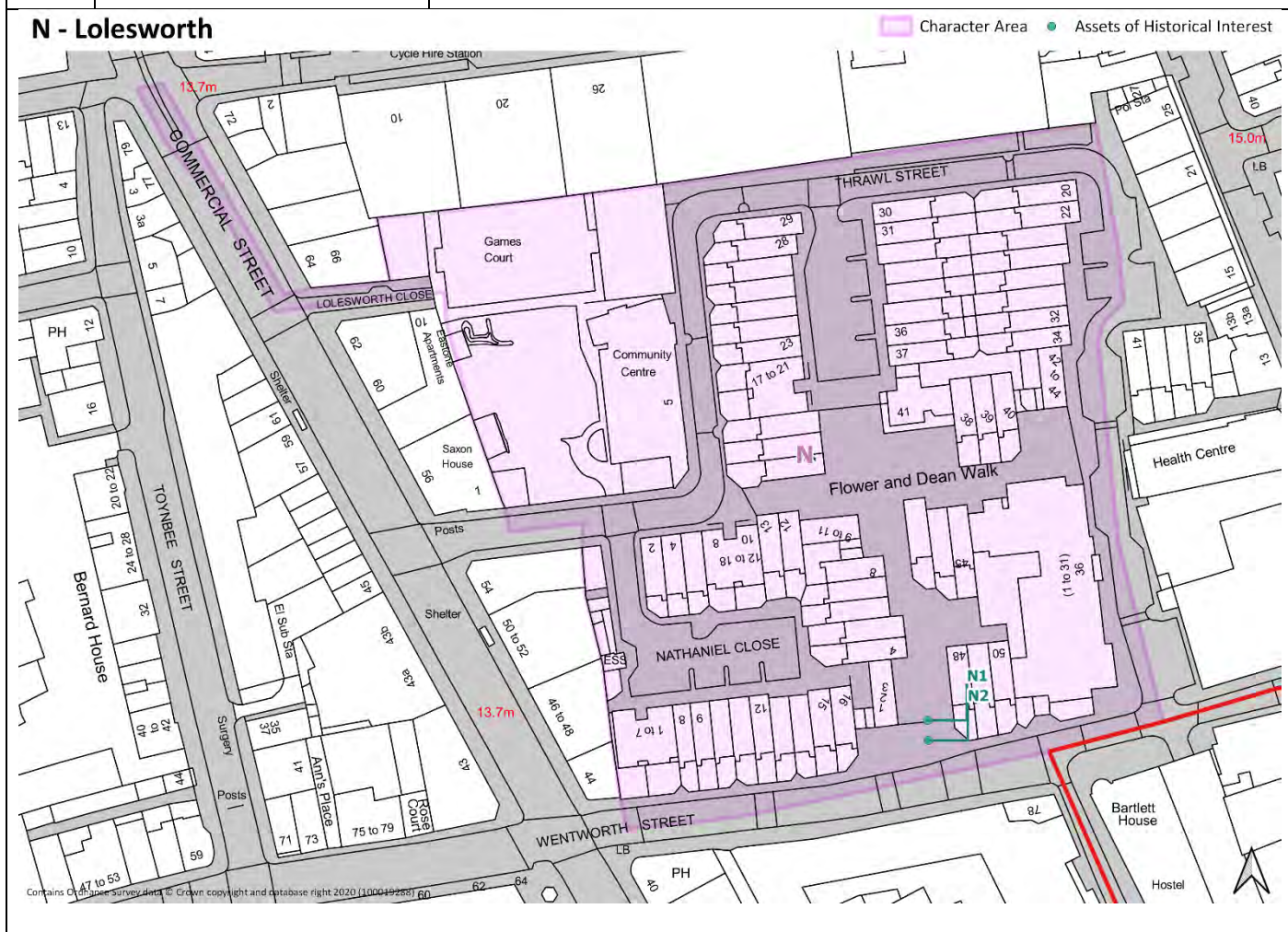
Map Ref.	Address	Description
K31	88-90 Middlesex Street	Including No.2 Strype Street, dated 1901, commercial, 5-storey, red brick with render window heads, cornice, ground floor doorcase and pilasters, shaped gables, loading bays with cranes to both Middlesex and Strype Streets, splayed corner
K33	Old Castle Street – Street sign	Side elevation of No.50 Wentworth Street, metal street sign ‘OLD CASTLE ST. E
K35	7 Cobb Street	Late C19, 4 storey workshops, paired sash windows to upper floors, splayed corner to Cobb Street with high level circular window
K36	16-24, 26-28, 30-32, 34-50 Wentworth Street	1930s LCC 5 storeys with 4 floors of public house above ground floor shops. Yellow brick with red brick window surrounds and string courses, reduced neo-Georgian; Merchant House 2 storey linking range with decorative pediment
K37	1-7 Leyden Street & 7 Cobb Street	Late C19, 4 storey workshops, paired sash windows to upper floors, splayed corner to Cobb Street with high level circular window
K38	21-29 (odd) Wentworth Street	Early/mid C19, terrace of six 2 bay houses, 3 storey with high parapet, brick now painted or pebble-dashed, stucco cornice with dentils
K39	2-10 Cobb Street	Late C19, 4 storey, tenement over shop, currently under repair and hidden by scaffold May 2020
K40	Goulston Street – Street signs	Matching pair of cast iron street signs “GOULSTON STREET E” on east and west flank walls at junction with Wentworth Street
K41	80 Middlesex Street (Osborn House)	Early C20 commercial, 5 storey, corner site with substantial return to south side of Cobb Street, red brick with render detailing, large workshop windows, metal frames, broken pediment to ground floor southern and splay corner entrance, all recently restored
K42	Leyden Street – bollard	Cast iron bollard, square chamfered edges, at southern end of island at junction with Wentworth Street, inscribed ‘WELLS & COMPANY HIGH STREET SHOREDITCH’
K43	7-19 (odd) Wentworth Street	Late C19 workshops, part of same development as Nos 1-7 Leyden Street (see above), 4 storeys, paired sash windows to upper floors, stock brick with red brick string course and render window heads, some now painted, original gables all missing except No.17, pilasters between shop fronts, splayed corner to Leyden Street with circular window, two bay return to Leyden Street
K44	74 Middlesex Street	Former public house C20, north corner with Wentworth Street, a curiosity in a street of grander and taller buildings, two storey, painted render, with shallow third storey and steep mansard on corner (for landlord accommodation), splayed corner with round-headed cartouche for name (covered over). Cast metal sign on 1st floor flank ‘WENTWORTH ST.E.1’
K46	2-4 Wentworth Street	Part of Nos 62-72 Middlesex Street, see above
K47	62-72 (even) Middlesex Street	Including Nos 2-4 Wentworth Street, late C19 tenement with shops, continuation of Nos 52-56 above, yellow brick with render window heads, string courses and cornices, some painted, splay corner with windows to Wentworth Street, flank elevation cast metal street sign ‘WENTWORTH ST.’
K48	52-56 Middlesex Street	Including No.1 New Goulston Street, late C19 tenement with shops, yellow brick with render window heads, string courses and cornices, some painted, timber sash windows, splay corner with windows to New Goulston Street



Map Ref.	Address	Description
K49	1 New Goulston Street	Including No.1 New Goulston Street, late C19 tenement with shops, yellow brick with render window heads, string courses and cornices, some painted, timber sash windows, splay corner with windows to New Goulston Street.
K5	Brune Street—coal hole	Coal hole cover in York stone slab in pavement on south side O/S Duke of Wellington PH
K50	50 Middlesex Street ("The Bell P.H.") **	(Once temporarily called The Market Trader), early C20 Queen Ann style, asymmetric with wider frontage and gable to New Goulston Street, yellow brick with red brick dressings, corner splay and terracotta pediment with bell relief. Pub front with green glazed tile stallriser decorative pilasters and fascia cornice
K6	Brune Street—bollard	In pavement near corner with Toynbee Street O/S Duke of Wellington PH, metal bollard marked MBS
K8	60-62 Commercial Street	Late C19 4 storey commercial, yellow brick with red brick window arches, splay corner and return frontage to Lolesworth Close south side
K9	58 Commercial Street	Mid C19, 3 bays, with C20 double-height workshop front, classical detail above with pediment. The Buildings of England (page 413) mentions occupation by iron tube make, John Russell, with name faintly visible on pediment.



Map Ref.	Address	Description
L1	131 Commercial Street	Built as a branch of Lloyds Bank in 1935 to the design of Victor William. A very erudite and assured wedge of a building on corner with Lamb Street. Although only a 3 storey building it achieves monumentality, and commands the curve in the street, by the use of giant Doric pilasters that frame large ground floor windows that were to light the banking hall. The building is given extra gravity through the display of a very handsome pedimented stone-made doorcase on the building's blunt corner that confronts Commercial Street.
L2	1 Stothard Passage	Late C17, rebuilt C20, 3 storey, rendered frontage and entrance to Stothard Passage, red brick frontage with timber sash windows to north elevation facing Spital Yard, with plaque commemorating Susannah Wesley
L3	37-51 Brushfield Street, north side	1929 extension to market originally for banks and offices, now converted to retail with rear elevation opening onto new mall. Group of five similar 2 storey blocks of 6, 6, 8, 6 and 3 bays wide, linked by 4 double-height archways adorned with City Corporation coat of arms, neo-Georgian style, red brick, corner stone finials, timber sash windows



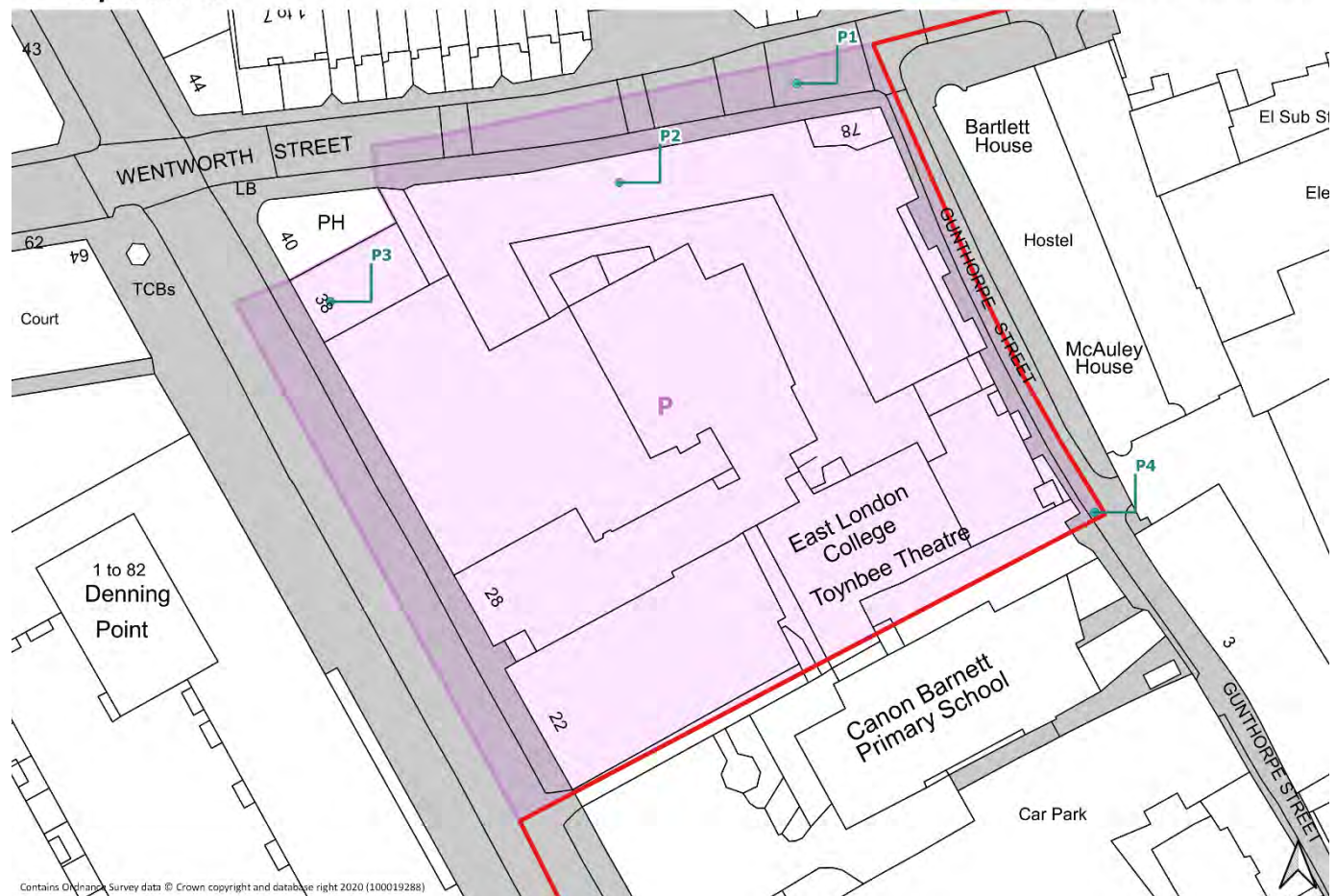
N1	Flower & Dean 1886 Archway	Junction with Wentworth Street, Rothschild Arch 1886, red brick, moved and rebuilt 1980s, inscription stating 'Erected by the Four Per Cent Industrial Dwelling Company Ltd. 1886'
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Map Ref.	Address	Description
N2	Wentworth Street—bollard	Back edge of pavement at entrance to Flower and Dean Street, cast iron cannon bollard, inscribed 'St GEORGE'S PAVEMENT COMMISSION 1846'. Group value with Rothschild arch. Similar to bollard in Fashion Street, made for St George in the East and relocated from elsewhere to Wentworth Street.



O1	New Goulston Street—carriageway	Granite setts in carriageway, partly exposed
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Map Ref.	Address	Description
<p><b>P - Toynbee Hall</b></p>  <p>Character Area    Assets of Historical Interest</p> <p>Contains Ordnance Survey data © Crown copyright and database right 2020 (100019288)</p>		
P1	Wentworth Street – carriageway	From 10 metres west of junction with Gunthorpe Street running east as far as Providence Row, exposed granite setts in carriageway, contiguous with Gunthorpe Street
P2	76 Wentworth Street	Late C19 commercial, red brick, 6-storey with gable, symmetric with gothic arch windows to 1st, 4th and 5th floors
P3	38 Commercial Street	Late C19 commercial 4-storey, with gable, group value with No.40, and provides framework to new space in front of Toynbee Hall
P4	Gunthorpe Street road surface (note: only west side of street is in NA)	Exposed granite setts, complete, including Broads Silent Knight manhole cover



Map Ref.	Address	Description
<p><b>Q - Chicksand</b></p> <p>Character Area    Assets of Historical Interest</p> <p>SEVEN STABS-YARD, BRICK LANE, HENEGGE STREET, CHICKSAND STREET, HOPETOWN ST, OLD MONTAGUE, CHICKSAND HOUSE, Sports Facility, Play Area, Spelman House, Health Centre, El Sub Sta, Hostel, CHICKSAND STREET, SPELMAN STREET, TAILWORTH STREET, MONTHOPE ROAD, CASSON STREET.</p> <p>15.0m, 19.3m, 75.0m, 12.3m</p> <p>Contains Ordnance Survey data © Crown copyright and database right 2020 (100019288)</p>		
Q1	Henegge Street - carriageway	That part of carriageway in Sub-area Q, granite sett road surface (see also Sub-area F)

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**Spitalfields Neighbourhood Planning Forum**



# **Spitalfields Neighbourhood Plan 2020-2035**

**Referendum Version**

**July 2021**

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## **CHAIRMAN'S FOREWORD**

Those of us who volunteered in 2014 to set up an Interim Steering Group to help local resident groups to produce this Neighbourhood Plan did so because we felt great affection for this area and were concerned for its future, whether we work here or have chosen to live here because of its unique mixture of qualities.

As we started to think about the Neighbourhood Plan process, we could see that the mix of its rich history and its diverse urban pressures were both the reason for the area being so fascinating, and also presented major complexities to the Neighbourhood Plan being able to deliver tangible benefits to our residential communities as well as finding ways to support business enterprise and increase commerce in this bustling business neighbourhood area.

In April 2016 the London Borough of Tower Hamlets designated the neighbourhood area as a business neighbourhood area and approved the neighbourhood forum. Fortunately for the forum a significant number of residents, businesses and local stakeholders took part in our public consultations between 2017 and 2020 across our very diverse community. Alongside this, a number of local organisations and individuals with specialist expertise helped us analyse our survey data, to develop our vision, aims and objectives, and have provided us with a robust foundation for this plan.

Several local factors have confirmed the importance of having a plan in place. The implications of poor air quality and development pressures on public realm and green spaces, the need to strengthen the protection given to our built heritage and make policy in this area more dynamic, and the impact of the Coronavirus pandemic, particularly on small and independent businesses, have started to impact on resident's and our commercial life more severely of late. This plan highly commends the bold and ambitious policies contained in the Tower Hamlets Local Plan designed to meet the housing needs of our ever-growing population. Under national policy, neighbourhood plans become an integral part of the overall development plan for the area and once adopted allow a real ground level influence on defining what development is needed and what gets built. So now is the right time for our policies to help shape land use, conservation, infrastructure spending priorities and the business environment for the next fifteen years and lay the foundations for the longer term.

Readers should remember that the policies in a plan of this nature will not automatically generate the types of developments we support or prevent the types of developments we oppose. However, they will provide a clearer guide for the local authorities, private landowners and developers about what is required locally, and what plans might be approved. They will also enable Tower Hamlets planning officers to be clearer with planning applicants about what conditions will need to be met for proposals to be acceptable.

So, this document does not provide a magic answer to long standing development problems, but it is one that will have considerable potential influence for good in some tricky areas of community life. I commend it to all readers and encourage those who are able to vote on its adoption to do so when the time comes.

I must finish by thanking the many people who have had a hand in producing the plan, and especially the small core group of volunteers who have put in so much work over a long period to make it happen.

**James Frankcom, Chairman, Spitalfields Neighbourhood Planning Forum**

Special thanks are due to the following people who have given their time, support and expertise over the years towards the development of this neighbourhood plan:

Tayo Abimbola	Stephanie Mathern
Yasmin Aktar	Junior Mtonga
Chris Bowden	Mike Nicholas
Toby Brown	Krissie Nicolson (Vice Chair, 2019-2020)
Cllr. Shad Chowdhury	Edith Okuth-Awuar
Dan Cruickshank	Saif Osmani (Vice Chair, 2019-2020)
Melanie Denyer	Heloise Palin
David Donoghue (Chairman, 2015-2019)	Steve Paton
Chris Dyson	Lindy Pyrah
Alec Forshaw	Nestor Alfonzo Santamaria
Jeremy Freedman	Tania Shaikh
Charles Gledhill	Jon Shapiro
Joy Godsall	Paul Shearer
Alex Gordon Shute	Michelle Sinden
Mir Haque	Jonathan Stebbins
Lorraine Hart	Philip Vracas
Iqbal Hussain	Phil Warburton
Paul Johnston (Vice Chair, 2015-2019)	Mhairi Weir
Santokh Kaulder	Jason Zeloof
Cllr. Tarik Khan (Vice Chair, 2015-2019)	

# 1 INTRODUCTION

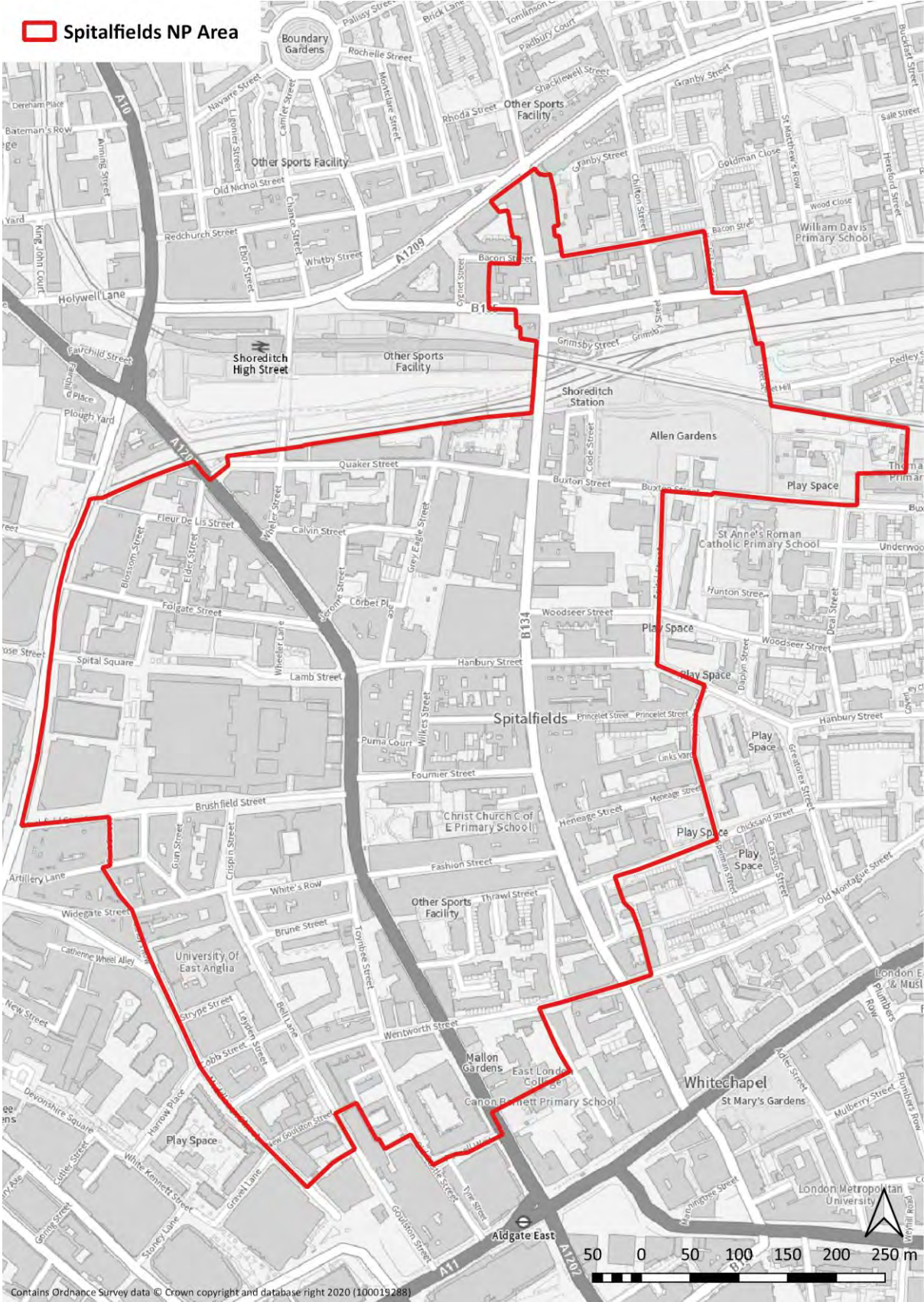
## Purpose of the plan

- 1.1 This document represents the Neighbourhood Plan for Spitalfields for the period 2020-2035. The Plan contains a vision for the future of Spitalfields and sets out clear planning policies to realise this vision.
- 1.2 The principal purpose of the Neighbourhood Plan is to guide development within the Spitalfields Neighbourhood Area. It also provides guidance to anyone wishing to submit a planning application for development within the neighbourhood area. The process of producing a plan has sought to involve the community as widely as possible. The different topic areas are reflective of matters that are of considerable importance to Spitalfields, its residents, businesses and community groups.
- 1.3 Some of the Neighbourhood Plan policies are general and apply throughout the Plan area, whilst others are site or area-specific and apply only to the appropriate areas illustrated on the relevant map. Nevertheless, in considering proposals for development, Tower Hamlets Borough Council will apply all relevant policies of the Plan. It is therefore assumed that the Plan will be read as a whole, although some cross-referencing between Plan policies has been provided.
- 1.4 The process of producing the Neighbourhood Plan has identified a number of actions which have been presented separately to the policies. This is because these are not specifically related to land use matters and therefore sit outside the jurisdiction of a Neighbourhood Plan. These actions will be addressed by the Neighbourhood Forum outside of the Neighbourhood Plan process.

## Policy context

- 1.5 The Neighbourhood Plan represents one part of the development plan for the neighbourhood area over the period 2020-2035, the others being the Tower Hamlets Local Plan 2020 and the London Plan 2021. The National Planning Policy Framework is also a material consideration.
- 1.6 Tower Hamlets Borough Council, as the local planning authority, designated the Spitalfields Neighbourhood Area in April 2016 to enable the Spitalfields Neighbourhood Forum to prepare the Neighbourhood Plan. This is a business Neighbourhood Plan, reflecting the fact that business and related matters are considered to be the priority matters to be addressed through planning policy at the neighbourhood scale.
- 1.7 The Neighbourhood Plan has been prepared in accordance with the Town & Country Planning Act 1990, the Planning & Compulsory Purchase Act 2004, the Localism Act 2011 and the Neighbourhood Planning Regulations 2012 (which were amended in 2015). The Neighbourhood Forum has prepared the plan to establish a vision for the future of the area and to set out how that vision will be realised through the planning of land use and development change over the plan period.
- 1.8 The map in Figure 1.1 below shows the boundary of the Neighbourhood Plan area. This covers part of Spitalfields and Banglatown ward.

Figure 1.1: Spitalfields neighbourhood plan area





- 1.9 The Neighbourhood Plan has two appendices – Appendix A on Local Character Area Appraisals and Appendix B on Non-Designated Heritage Assets - directly informing and containing detail relevant to Policy SPITAL1, and which should be read in conjunction with that Policy SPITAL1.

### **Monitoring the Plan**

- 1.10 Spitalfields Neighbourhood Planning Forum, as the responsible body, will be responsible for monitoring the effectiveness and delivery of the plan. and periodically reviewing it to ensure its continued relevance.

## 2 LOCAL CONTEXT

### History of Spitalfields

*“Spitalfields is the oldest industrial suburb in London. it was already densely peopled and “almost entirely built over,” in 1701 when Lambeth was still a marsh, Fulham a market garden and Tottenham Court Rd a green. it owes its origins to those refugee traditions which, in defiance of the Elizabethan building regulations, and to escape the restrictions of the city guilds, settled in Bishopsgate Without and the Liberty of Norton Folgate. Spitalfields is a junction between, on the one hand, a settled, indigenous population, and on the other, wave upon wave of newcomer.” Raphael Samuel, 22nd July 1988<sup>1</sup>*

- 2.1 Spitalfields is a neighbourhood which sits just outside the ancient and long since removed walls of the historic City of London.
- 2.2 A recent archaeological excavation revealed an important Roman sarcophagus whose lead lining with its rich scallop shell decorations contained the remains of a petite Roman woman who had lain undisturbed for over a thousand years, She was dug up to make way for the kind of urban redevelopment that have sprung up across London and especially Tower Hamlets in the last twenty years. The recovery of ten well-preserved Roman burials and extensive evidence of the early urbanisation of Spitalfields during building works in Cobb Street in 2020 suggests that much more may yet be discovered.
- 2.3 The neighbourhood’s name derives from The New Hospital of St Mary without Bishopsgate founded in 1197 and which became known as St Mary’s Spital. The priory’s charnel house, circa 1320, once a store for the bones of those who died in the Great Famine of the 13<sup>th</sup> century can be glimpsed beneath the shiny glass and steel modern office block that towers above it.
- 2.4 On a field nearby, a market – the Spitalfields market – began in the 13<sup>th</sup> century, was licensed by Charles I in 1638 and moved into its current premises in the Grade II-listed Horner buildings in 1887.
- 2.5 On every street, there are layers of history.
- 2.6 Civil War defences ran through the area, approximately along the line of Brick Lane. Diarist Samuel Pepys visited the Old Artillery Ground in Spitalfields in 1669 to watch the testing of new guns. Gun Street, Artillery Lane, Artillery Passage are all echoes of this land use, but it was after the Great Fire of London, in 1666, that Spitalfields became a prime site for development. Elegant rows of Georgian terraced housing sprung up in the streets around the market and the houses in Elder Street, Folgate Street, Fournier, Wilkes, Princelet and Hanbury Streets all survive to this day remarkably intact after a vigorous campaign to save them from demolition by amongst others, contemporary resident, Dan Cruickshank.
- 2.7 Many of the first occupants of these early 18<sup>th</sup> houses were Huguenots fleeing from a hostile France. They brought with them their creative artistry as silk weavers and the Spitalfields

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<sup>1</sup> Quoted in ‘Farewell to Spitalfields’, Spitalfields Life, 2010

reputation for creativity survives to this day. The Spire of Christchurch, the Hawksmoor masterpiece consecrated in 1729, dominated the roof line, its entrance facing Westwards along Brushfield Street towards Bishopsgate, the street named after one of the seven ancient entrances to the City of London. At the other end of Fournier Street the former French Protestant church, became a synagogue, when Jewish immigrants fleeing pogroms in Eastern Europe settled in the area. The building is now a mosque where the Bangladeshi community, who settled in the area in the later part of the 20<sup>th</sup> century, worship. The electoral ward was named Spitalfields and Banglatown in 1998 as a reflection of the important presence of the community around Brick Lane, the neighbourhood's north south spine, well known for curries but now offering an increasingly diverse cuisine.

*"... the architectural, social and cultural history of Spitalfields is as rich and as extraordinary as that found in more apparently exotic locations."<sup>2</sup>*

**Dan Cruickshank**

## **Spitalfields today**

- 2.8 Spitalfields remains a unique and special place. The Spitalfields Neighbourhood Area contains an abundance of interesting and eclectic historic buildings; has several vibrant markets; houses; many small, medium and large businesses both creative and corporate. The area is home to many different communities and is of special cultural significance to the British Bangladeshi community who form a substantial proportion of the local residential population. What people love about Spitalfields is its relaxed diversity, its sense of community, and the appreciation of the layers of history that suffuse its streets, not uniform and stuccoed in a single past, but richly varied spanning from Roman times to the present day.
- 2.9 Businesses, residents and tourists all hope to thrive in this well-connected part of Central London, which counts as its neighbours the City of London – one of the world's top global financial and legal services hubs; Shoreditch - a vibrant night-time economy spot and an increasingly important technology hub centred around Old Street roundabout; and Whitechapel – the main east/west thoroughfare, richly historic neighbourhood and important administrative centre. The UNESCO World Heritage Site of The Tower of London is a short walk south from Spitalfields.

## **Pressures and challenges in Spitalfields**

- 2.10 The area has come under intense pressure in recent years as an employment centre, reflecting the success and growth of the City of London. This has combined with a growing popularity of Spitalfields as a destination for local, regional, national and international tourists who come for the many markets, restaurants, pubs, bars, architecture and history. A successful commercial hub has been developed in and around the Truman Brewery with a strong fashion and creative focus and the tech industry around Shoreditch and Old Street roundabout is expanding at pace towards and into the Spitalfields Neighbourhood Area.

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<sup>2</sup> Cruickshank, D., *Spitalfields: A History of a nation in a handful of streets* (2016)

- 2.11 The consultation exercise conducted by the Neighbourhood Forum, which included both a survey and a comprehensive set of interviews with key stakeholders identified the strong connection that everyone had with the character of the area: creative, dynamic, diverse, vibrant, lively, attractive, historic and relaxed. However, this very character is threatened by what many perceive to be over-development by businesses, both small and large, seeking to cash in on the neighbourhood's popularity.
- 2.12 The attendant pressures on space have created widespread affordability concerns for the small businesses that lend so much to Spitalfields' reputation, as well as for local residents, many of whom have been priced out of the homes they grew up in.
- 2.13 The arrival of Crossrail is likely only to increase these pressures and their impact on the residential population, which includes a high number of deprived households. The 2011 census shows 46,030 people living in 18,440 households within 800 metres of Brick Lane District Centre, making it the 4<sup>th</sup> most densely populated town centre in Tower Hamlets (ref. Tower Hamlets High Streets & Town Centres Strategy 2017 – 2022). The total resident population of the Spitalfields Neighbourhood Area has been estimated to be 6,572 people.<sup>3</sup>
- 2.14 Spitalfields, whose name derives from the fields which adjoined the new hospital of St Mary without Bishopsgate, suggests a green and leafy place. But the fields have long since disappeared under centuries of construction and the neighbourhood suffers from a lack of urban greenery. The poor provision of public open space combines with the thundering London thoroughfare, Commercial Street, which splits the neighbourhood in two. Commercial Street is also a red route and carries a huge weight of traffic seeking to avoiding the Central London Congestion Charge. The consequence is poor air quality and noise.
- 2.15 Three major areas of concern were identified during the consultation process – provision of local housing, litter and Anti-Social Behaviour.
- 2.16 The need for additional housing that is affordable is identified as a key issue in Spitalfields. The Tower Hamlets Local Plan 2020 has recognised this and has policies which seek to address the matter. Specifically:
- i. Policy S.H1 (Meeting housing needs) requires the delivery across the borough of at least 58,965 net additional homes by 2031, with at least 50% of these being affordable. It must also ensure that new housing provides for the range of needs of the community.
  - ii. Policy D.H2 (Affordable housing and housing mix) requires development to provide the appropriate mix of affordable housing (rented and intermediate housing) and of dwelling sizes.
- 2.17 These policies together are sufficient to improve the availability of housing of the right type in Spitalfields and the Neighbourhood Plan fully supports their implementation. Housing development is encouraged within the Neighbourhood Area, particularly where there are opportunities to deliver this as part of a mix of uses where housing schemes would otherwise be

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<sup>3</sup> Local Government Association, 'Basic Facts about Spitalfields Neighbourhood', based on 2011 National Census data at super output area level.



unviable. It will be important that any such development does not compromise the stated objectives of the Neighbourhood Plan.

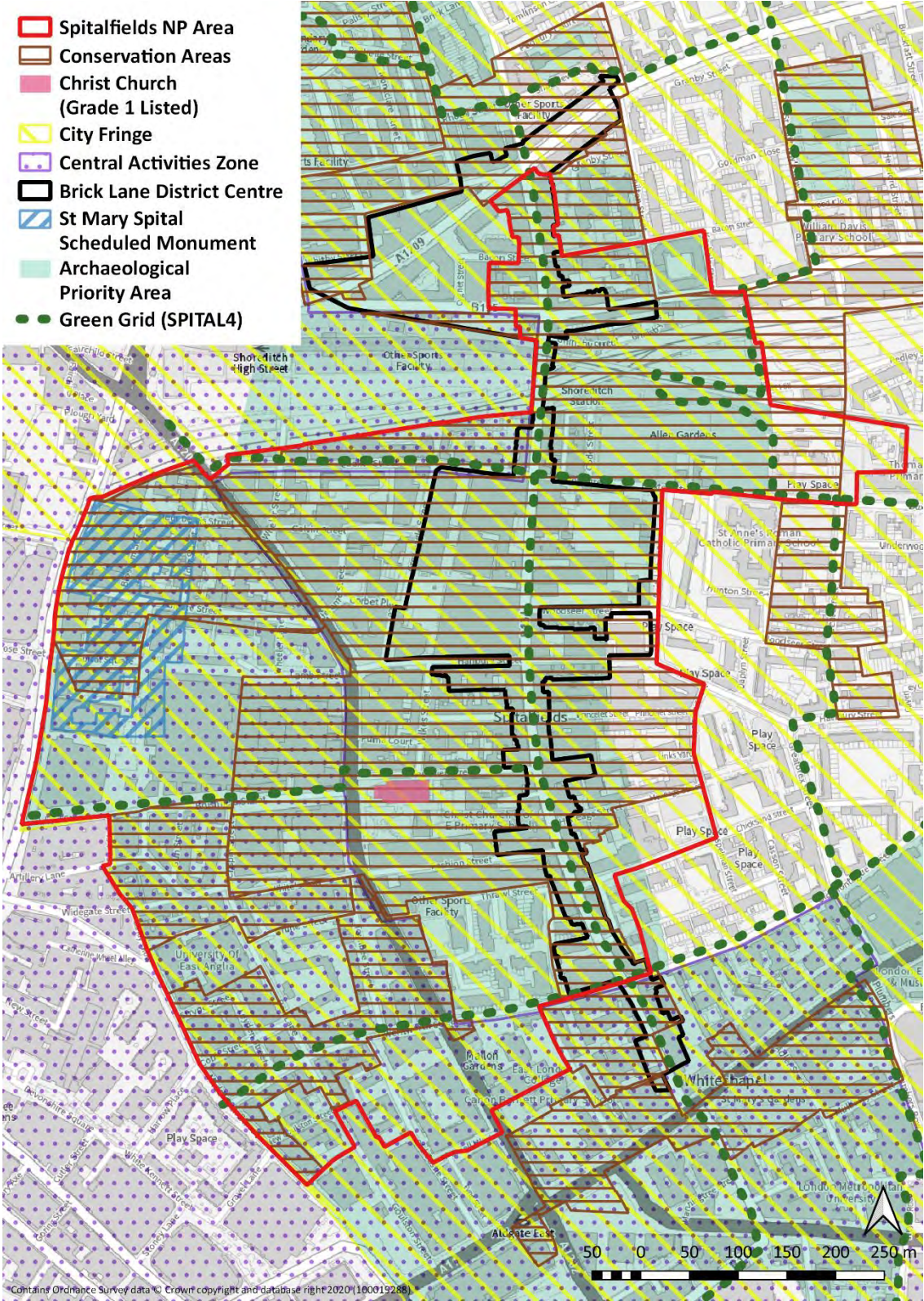
- 2.18 To address the litter problem, more bins have recently been provided by the Borough Council although there are still problems with the frequency of emptying. The Forum will continue to encourage the Council to enhance the refuse collection service in the Neighbourhood Area, but it is considered that any direct funding or involvement in rubbish, e.g. buying more bins, using CIL monies was beyond the scope of this plan.
- 2.19 Anti-Social Behaviour (ASB) issues are very difficult to fix when creating guidelines for new developments. Operating CCTV and the deployment of Council enforcement officers and police is not something a Neighbourhood Plan can demand. The area urgently needs public toilets. The Forum did consider a site allocation for the former toilets outside Christ Church and another one on Bell Lane, but we were advised this could end up being an impediment to getting new toilets delivered to the area.

### **Planning context**

- 2.20 The area is covered by the Tower Hamlets Local Plan, adopted in 2020. It is made up of a patchwork of distinct planning zones:
- There are four Conservation Areas in the Spitalfields Neighbourhood Area:
    1. Brick Lane and Fournier Street
    2. Elder Street
    3. Artillery Passage
    4. Wentworth Street.
  - The Spitalfields Neighbourhood Area is part of the Tech City cluster in the City Fringe Opportunity Area given special status in the London Plan. "In the City Fringe, the Tech City cluster should be supported as one of London's nationally-significant office locations and complemented by Development Plan policies to enable entrepreneurs to locate and expand there and to provide the flexibility and range of space that this sector needs, including affordable space" (London Plan 2021, para 6.8.3).
  - The area west of Commercial Street is in the Central Activities Zone (CAZ) designated in the London Plan. This is classified as a preferred office location (POL) and split into secondary and tertiary POLs. The secondary POLs are locations where offices are the dominant use but some residential development is permitted. The tertiary POL - which makes up most of this area - has a more diverse range of uses although new proposals should predominantly provide employment floorspace.
  - The Brick Lane area is designated as a District Centre in the Tower Hamlets Local Plan and parts of it has its own identity as Banglatown.

Figure 2.1 (Planning context) shows the locations and boundaries of the above features.

Figure 2.1: Planning context



2.21 Parts of the area sit within the protected views of St Paul's Cathedral and The Tower of London set out in The London View Management Framework and the Grade I listed Christ Church is

recognised as an important local landmark, having a borough-designated view from Brushfield Street towards Fournier Street.

- 2.22 There are several active street markets in Brick Lane (along Brick Lane from Quaker Street to Bethnal Green Road, Sclater Street and Cheshire Street) and Middlesex Street (including Wentworth Street, Goulston Street, Castle Street, Middlesex Street, Strype Street and Bell Lane) (ref. Tower Hamlets High Streets & Town Centres Strategy 2017-2022), as well as privately run markets in Spitalfields Market, Old Spitalfields Market and the Truman Brewery.
- 2.23 Spitalfields is an area of very high archaeological significance with many layers of its history buried below modern ground level. As well as including the St Mary Spital Scheduled Monument, almost all of the Neighbourhood Plan area is an Archaeological Priority Area (APA), as identified in 2017, and is recognised as such in the Local Plan. Since 2017 further evidence has come to light which has increased the area's archaeological significance, including prehistoric and Roman finds as well as new research to define the route of London's Civil War defences and the location of the Brick Lane Fort.
- 2.24 Spitalfields contains a very large number of important national heritage listed assets. As noted in the City Fringe Opportunity Area Framework (2015), "The City Fringe includes a great number of designated heritage assets and many buildings and spaces of heritage value. These are very important for the character of the area and continue to make an important contribution to the attractiveness of the area for creative industries."



### 3 VISION AND OBJECTIVES

#### Vision for Spitalfields

The Neighbourhood Plan's vision is to conserve and improve all the ingredients that come together to make Spitalfields such a distinctive and attractive neighbourhood. Throughout the period to 2035 we want to maintain the delicate balance between businesses - large or small, corporate or creative - local residents, and local, national and international visitors. They all compete for the 21<sup>st</sup> century's scarce urban resource - the space to live, work, rest and play. We want to ease the many pressures of inner city living which impact both publicly and privately held indoor and outdoor space. We want to enable the different parts and peoples of the area to work together harmoniously by conserving the cherished sense of place; protecting the distinctive urban grain; maintaining the vibrant cultural character; and helping local commercial and retail enterprises thrive as they welcome visitors into a safe, clean and entertaining environment with the broadest of offerings.

#### Objectives

- 3.1 Following an extensive consultation exercise in which key stakeholders were interviewed and a broad opinion survey was carried out, we have identified the key areas of concern for those who care about Spitalfields and Banglatown. We have grouped our policies under three objectives which reflect these areas of concern:

1. Environment
2. Urban Heritage
3. Business Mix

##### 1. Environment

***Objective 1: To provide as much greenery as possible in this deeply urban area***

- 3.2 The area has precious little green space and this must be protected. The public benefit of even the small patches of open space available in this neighbourhood cannot be underestimated and it should be improved, better maintained and kept litter and debris free. Any opportunities for further planting of both trees, pocket parks and innovative green environmental solutions in new developments will be encouraged. We want to increase biodiversity, improve air quality, and ensure that healthy and fulfilling outdoor living and leisure activities are encouraged, facilitated and promoted.

##### 2. Urban Heritage

***Objective 2: To protect and enhance the historic built environment***

- 3.3 The charm of Spitalfields' historic built heritage must be preserved and conservation area policies and regulations, including archaeology, should be adhered to and defended. The plan seeks to preserve the unique character of Spitalfields and we have divided the neighbourhood into 17



Local Character Areas which provide more detail on the built environment and which further elaborate the existing conservation area character studies published by the council.

- 3.4 Opportunities to enhance the existing built environment should be encouraged. The Plan formally identifies and protects a series of 'Non-Designated Heritage Assets', these being interesting historic buildings and artefacts. The atmosphere of a neighbourhood is created by its buildings and their facades and fabric as well as the spaces in between.
- 3.5 The Plan recognises that it is not possible or desirable to preserve the area in aspic. New developments, especially larger scale developments must respect the distinctive urban grain and street pattern which are a widely appreciated defining characteristic of the neighbourhood. Change and adaptation should not be allowed to impose new buildings with an excessive height and scale compared with their surroundings. The strategic role of the City Fringe, while welcomed for its economic benefits, should not be allowed to overwhelm the character and mostly low-rise charm of Spitalfields. Future developments should not cause an unacceptable deterioration of sunlight.

### **3. Business Mix**

***Objective 3: To maintain the special and diverse business mix that has settled in the area whilst maximising the employment opportunities that result from the neighbourhood's prime location and to support the small scale creative and artisan businesses that have always been part of the Spitalfields story.***

- 3.6 New development should have a positive effect on the business and residential mix of the neighbourhood. Affordability is a concern and where appropriate, affordable business units should be delivered.
- 3.7 New businesses should be encouraged to respect the existing population of the area. Existing, small scale local businesses should be nurtured and supported. The retail offering should be broad and spread across the area. It should not become monolithic or monocultural. The policies in this plan seek to preserve a mixture of business uses occupying its premises.
- 3.8 The Plan lists a number of projects which will be prioritised in collaboration with the council and seek to improve and enhance the layers of story and history which lie across the neighbourhood.

### **Broader objectives**

- 3.9 The Forum wants the Plan to help improve the communications between key stakeholders and groups in the area to allow a freer, democratic structure to voice local concerns and enhance the dialogue with the local authority and neighbouring wards and boroughs. Throughout the period of the plan the sense of community spirit and cohesion will be fostered and increased. The neighbourhood will continue to support a diverse range of communities and life for all ages and incomes and this is a consideration for all the policies.
- 3.10 The Forum also wishes to enhance the flow of visitors, residents and workers and passers-by through the area, with better signage and improved connectivity. We will continue to work with the statutory authorities to ameliorate the detrimental effect of heavy traffic in the neighbourhood.

- 3.11 Pollution, noise, anti-social behaviour and crimes against property and people have a detrimental effect on the quality of life in the area and should be mitigated. Initiatives to improve safety and cleanliness of the streetscape will be encouraged.
- 3.12 This Plan will make Spitalfields a cleaner, less cluttered and less congested place. The Spitalfields neighbourhood will be easier to access, be safer and more welcoming to visit. The Plan aims to provide a better quality of life for workers, businesses, visitors and residents, whatever their abilities, income, or cultural background.
- 3.13 The Neighbourhood Plan has been assembled during the global Covid-19 outbreak, whose impact will have far reaching and as yet unknown consequences. The many challenges it will be present can also bring opportunities to strengthen the local community support that has been manifest during Spring 2020 and to continue to support local businesses as they re-emerge from lockdown.
- 3.14 There is a strong desire to keep Spitalfields:
- green - the clean air from less traffic is welcome;
  - peaceful - the noise reduction from fewer cars is beneficial;
  - safe - the police presence on the streets is comforting;
  - open for business - supporting local business with improved tenant/landlord communications;
  - historic - recognising the importance of conservation policy in the built environment;
  - creative - providing space for artistry, craftsmanship and culture to flourish.

## 4 URBAN HERITAGE

- 4.1 The historic environment plays a huge part in people's understanding and appreciation of Spitalfields. Its heritage brings tourism and business but is also fundamental to the lives of thousands of people who live or work in the area.
- 4.2 Spitalfields is an area of outstanding heritage value, with a complex and varied history covering many centuries, from Roman and medieval origins, through 18<sup>th</sup> century development, and successive waves of immigration from Europe and Asia, right up to the contemporary cultural heritage of Banglatown and the area's world-renowned street art. Its heritage significance encompasses all four aspects of value identified in Annex 2 of the National Planning Policy Framework, namely archaeological, architectural, artistic and historic, and in all these respects the significance of Spitalfields is very high. Paragraph 184 of the National Planning Policy Framework explains that the significance of heritage assets can vary from sites and buildings of local historic value to those of the highest significance, such as World Heritage Sites which are internationally recognised.
- 4.3 Spitalfields has many heritage assets identified as being of national significance. A great many buildings within the area have statutory listing, some at the highest level of Grade I and Grade II\*, and some sites have been designated as Scheduled Ancient Monuments and Areas of Archaeological Priority. Recently there have been finds of prehistoric and Roman artefacts and new research has been undertaken to better define the route of London's Civil War defences and the location of the Brick Lane Fort. The potential presence of these undesigned assets of national importance only increases the area's archaeological significance. Most of the area covered by the Spitalfields Neighbourhood Plan lies in one of four long-established Conservation Areas, namely Artillery Passage, Brick Lane/Fournier Street, Elder Street and Wentworth Street. There are also a number of locally listed buildings, which the Plan seeks to protect although their preservation carries less weight than for listed buildings.
- 4.4 The Forum recommends that when consultations on new development proposals in the Spitalfields Neighbourhood Area are being undertaken the appropriate planning authorities should endeavour to consult relevant heritage groups with a key interest in Spitalfields including, for example, the Spitalfields Historic Buildings Trust, the East End Preservation Society, The Georgian Group and the Victorian Society.
- 4.5 There is a strong existing policy framework covering the Spitalfields Neighbourhood Plan Area. These comprise:
- Government policy, as set out in the National Planning Policy Framework 2019, notably Section 12 'Achieving Well Designed Places' and Section 16 'Conserving and Enhancing the Historic Environment', and national Planning Practice Guidance.
  - The London Plan approved for adoption by the Minister for Housing, Communities and Local Government in 2021.
  - GLA City Fringe Opportunity Area Planning Framework 2015.
  - Borough-wide policies contained with the Local Plan for Tower Hamlets, adopted in January 2020, notably Section 3 'Creating Attractive and Distinctive Places' including Policy S.DH3

‘Heritage and the Historic Environment’, and Section 4 ‘City Fringe Sub-Area’ which identifies Spitalfields as a character place.

- The Town Centre Hierarchy in the neighbourhood, including Brick Lane District Centre and Wentworth Street CAZ Retail Frontage.
- Appraisals and Management Guidelines for Artillery Passage Conservation Area 2007, Brick Lane/Fournier Street Conservation Area 2009, Elder Street Conservation Area 2007 and Wentworth Street Conservation Area 2007.
- London Borough of Tower Hamlets Shopfront and Roller Shutter Guide (non-formal guidance).

Figure 2.1 (Planning context) shows the locations and boundaries of a number of these features.

- 4.6 The Spitalfields Neighbourhood Planning Forum considers that additional policies are needed to support, reinforce and supplement the existing policy documents listed above because those policies do not always address the specific characteristics of Spitalfields. They are considered to be in general conformity with the hierarchy of existing policies but are intended to be specific to the Spitalfields Neighbourhood Plan Area as a whole and appropriate for the sensitive and sustainable preservation and enhancement of its remarkable heritage.
- 4.7 The Forum is aware that policies for the protection of the historic environment have to be balanced against other policies in the NPPF, London Plan and Tower Hamlets Local Plan for economic growth, housing provision, transport and sustainability, and with the presumption as set out in the NPPF in favour of development. However, in any balancing exercise in a place such as Spitalfields, great weight should be afforded to heritage considerations, in line with the NPPF. There are opportunities for new development to enhance the character and appearance of the heritage assets through a high-quality design led approach which is informed by the local character appraisal.
- 4.8 The data collected in the Neighbourhood Plan public survey (Commonplace Outreach Survey in 2018) showed that, with the exception of the provision of more public waste bins, the protection of local heritage was the single highest ‘improvement’ local people who took part in the survey wished to see across the whole Neighbourhood Plan Area. The main *positive* responses chosen by people taking part in survey when commenting on any particular place were, in descending order, that the area was ‘historic’, ‘welcoming’ and ‘attractive’. People who live, work and visit Spitalfields value highly the heritage of large parts of the area and the way neighbourhood appears. This sense of urban heritage is manifested in the historic buildings and characterful places in Spitalfields which they see and appreciate being immersed within. The Plan therefore has policies that protect the physical fabric of the neighbourhood and conserve and enhance its rich urban heritage.
- 4.9 The second most commented on location in the survey was around Fournier Street in the historic Georgian centre of Spitalfields. The most frequent ‘positive’ and ‘neutral’ comments recorded in this area were focussed upon ‘general praise’ for the character of the area and calls for the preservation and conservation of its heritage. The single largest improvement people chose when commenting on this area was the ‘protection of heritage’. This demonstrates strong support for the conservation and enhancement of historic areas of character. This desire to enhance and



celebrate the urban heritage of Spitalfields is reflected in the many calls to restore historic road surfaces (cobblestones).

- 4.10 The third most commented on specific location in the survey was the Old Truman Brewery site and again, the aspect of the site which people appreciated most was that it was 'historic' but there was also strong support for this area to be further developed as a commercial space with well-designed buildings. This shows that whilst people who live in, work in and visit Spitalfields appreciate its general sense of history and heritage, there is not a uniform view about the character or potential across the whole neighbourhood and people understand different parts of Spitalfields as having contrasting characters which should be reflected in variations in the type of development that is permitted.
- 4.11 The data collected in the Neighbourhood Plan survey of key local businesses and other major local stakeholders in 2017 and 2018 showed that the second most appreciated attribute of Spitalfields for them was the 'architectural heritage of the area'. Historic residential streets, examples of grand architecture, and the impressions made by different ethnic communities on the physical fabric of the area were also noted by a broad range of respondents.
- 4.12 The idea that the area had a varied character was also reflected in the stakeholder research. Respondents commented on the 'mixed use' of the area with its overlap of commercial and residential uses, as well as overlap of old and new buildings.
- 4.13 In order to gather more detailed evidence on these heritage matters, the Neighbourhood Forum commissioned a comprehensive survey of the area from acknowledged experts in the field, namely Dan Cruickshank and Alec Forshaw, to provide a street-by-street inventory of buildings and structures, including street furniture, that were considered to be of local architectural and/or historic interest. This was carried out in April/May 2020 and comprised visual recording and fieldwork and recourse to existing reference documents. It did not involve internal building inspections. Appendix B and the evidence base document 'Assets of Historical Interest' are the result of this work.

### **Protecting the physical fabric of Spitalfields**

- 4.14 It is important that all applicants and decision makers have a good understanding of the heritage significance and townscape qualities of Spitalfields and the potential impact of any proposed development. There are Character Appraisals and Management Guidelines for all four conservation areas which are within or partly within the Spitalfields Neighbourhood Plan Area as well as the Local Character Area appraisals in this plan (Appendix A). These appraisals contain detailed analyses of the history, character and appearance of each individual area. Figure 4.1 shows the boundaries of the Character Areas, with Appendix A showing more detailed maps of each individual area.
- 4.15 The urban grain and the height of the different parts of Spitalfields should be contextually respected as detailed in the Local Character Area appraisals.
- 4.16 The importance of carefully controlling the scale, mass, footprint and materials of new development is already recognised in generic terms in the Local Plan (Policy S.DH1) but these need to be applied with regard to the special and specific character and appearance of Local

Character Areas in Spitalfields. They should reinforce recommendations that already exist in the Management Guidelines for the four conservation areas which encompass most of Spitalfields and particularly as detailed in the Local Character Area appraisals.

- 4.17 The Local Plan and the NPPF recognise the importance of the setting of heritage assets, and the character area guidance included in Appendix A provides important context for understanding the setting of heritage assets within the neighbourhood area. When decisions are made on proposals located outside the neighbourhood area, but which are identified as potentially impacting the setting of heritage assets within the neighbourhood area, the character area guidance is a relevant consideration in understanding the setting of the heritage asset.
- 4.18 The Conservation Area Appraisals and Management Guidelines for the four conservation areas identify a number of important views of particular landmarks or street vistas, although these are not always particularly specific or detailed. Policy D.DH4 of the Local Plan states that “Development will be required to demonstrate how it preserves and enhances local views identified in conservation area appraisals and management guidelines”.
- 4.19 There is scope and encouragement for high quality contemporary design, which respects context and meets the requirement to preserve and enhance the character and appearance of the Local Character Areas whilst making the best use of land and meeting the need for housing and employment floorspace. The aim should be to reinforce and strengthen the existing local distinctiveness of Local Character Areas in Spitalfields, including the appropriate materials and colours for new buildings and extensions.
- 4.20 There will be situations where the use of contrasting materials and/or colour in a development would make a positive contribution to Spitalfields, and there are existing examples of this. As with all proposed developments, this would be assessed on a case by case basis and would depend on the Local Character Area in which it is located as well as its immediate context.
- 4.21 There were calls through the stakeholder research to attempt to preserve the ‘unique visual culture’ of areas of the neighbourhood associated with the British-Bangladeshi community, in particular, the recognition of particular heritage assets important to that community which are not designated or given any formal protection and are found in some areas of the neighbourhood, particularly on Brick Lane.
- 4.22 Whilst across the Neighbourhood Area there are already many statutorily listed buildings and a number of locally listed buildings, there are also many other buildings and structures that contribute positively to the character and appearance of Spitalfields. The most important of these buildings and structures that are not already statutorily or locally listed have been identified in Appendix B. It is important that these are recognised and identified so that their heritage value can be retained and enjoyed by all. This includes items of street furniture or surfacing, which are not controlled by planning applications, but can too easily be lost or eroded if their significance is not recognised. This is compatible with Policy S.DH3 (Heritage and the historic environment) of the Local Plan which recognises the importance of both designated and non-designated heritage assets, and a presumption in favour of retaining unlisted buildings that make a positive contribution. A comprehensive survey was carried out in April/May 2020. Every street, building or structure visible from the public realm was visually inspected, and assessed in terms of:

- Age and condition
- Architectural design
- Historic fabric
- Quality of materials and workmanship
- Use and function
- Historical association
- Social history, and
- Townscape importance.

The most important 40 historic assets based on the above criteria were selected for inclusion in Appendix B: Non-Designated Heritage Assets.

- 4.23 Significant archaeological remains survive in the area and this is recognised by the designation of the St Mary Spital Scheduled Monument and the inclusion of almost all the Neighbourhood Plan area within an Archaeological Priority Area. It is now known that human activity was drawn to the area on the watershed between the Wallbrook and the Black Ditch more than 5,000 years ago, a significant time depth. The better-known Roman, medieval and Huguenot heritage of the area is only part of the time span. This will be an important consideration in any construction work that disturbs potential archaeological remains, potentially almost anywhere within the area.
- 4.24 Historic England, with information provided by local authorities, maintains a register of Heritage at Risk. In 2019, Wentworth Street Conservation Area and a number of other designated assets within the Spitalfields area were included, as shown in Appendix A. The NPPF requires local planning authorities to follow a positive strategy for the historic environment and to target heritage assets at most risk from neglect and decay. The Forum will work with the London Borough of Tower Hamlets to identify assets at risk and promote opportunities to address risk either through refurbishment or enhancement of settings.
- 4.25 A list of ‘assets of historical interest’ is provided in the evidence document described in paragraph 4.13 above. Although not subject to any policies in this plan, these items were noted by conservationists as being of local historical interest.
- 4.26 A subject raised by some local people as a concern is the presence of illegal street art/graffiti on certain buildings across the Neighbourhood Area. Such activity is not specifically a matter that can be controlled by planning policy and therefore cannot be controlled by this Plan. Further, while graffiti or street art on a building which has not been authorised by the owner of that building is illegal, street art on a (non-statutorily listed building) which is authorised by the owner of that building is not illegal. Certain types of authorised street art are considered to enhance the townscape of an area, and indeed street art is an element of the character of certain parts of the Spitalfields area, but it is felt by the Neighbourhood Plan that there should be a balance, with street art being in appropriate locations and not being painted illegally.
- 4.27 Figure 4.2 shows the significant views within the Spitalfields Area. The number assigned to each view corresponds to the numbering presented in the narrative in Appendix A: Local Character Area Appraisals.

Figure 4.1: Spitalfields Character Areas

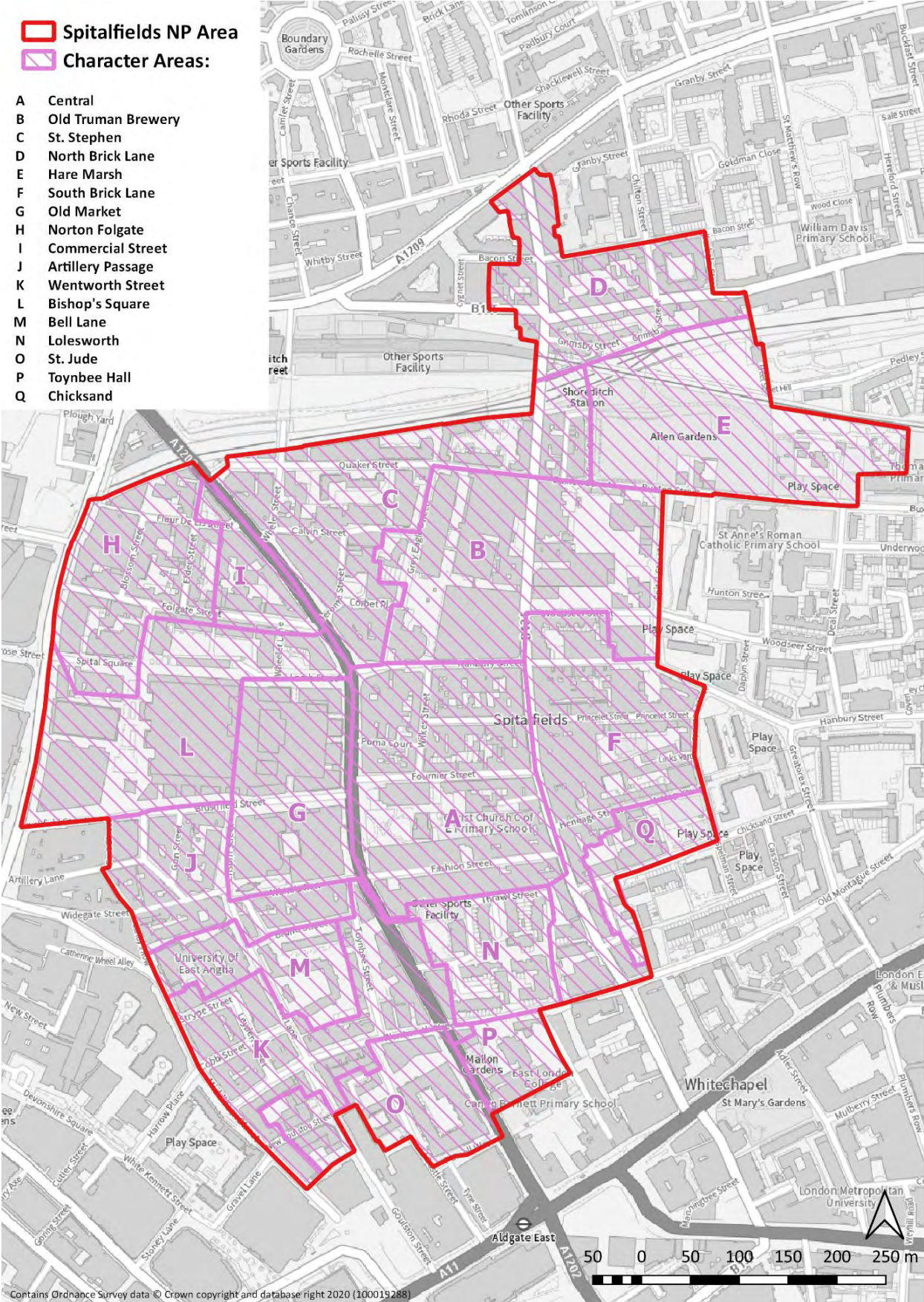
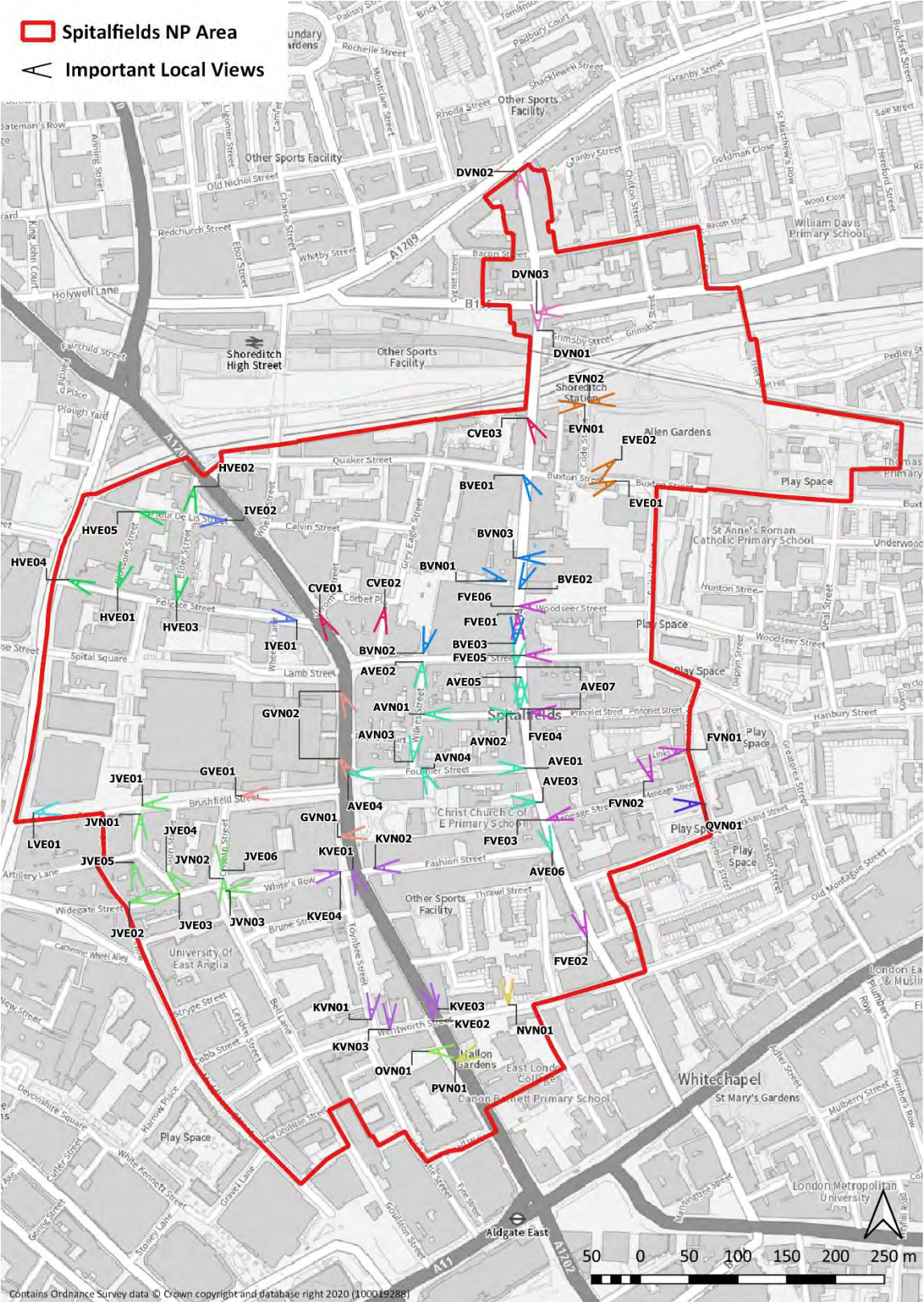




Figure 4.2: Significant views within the Spitalfields Area



The significant views include (1) views already identified as important in the existing adopted Conservation Area Management Guidelines; and (2) additional views considered important because they give views of a specific identified landmark eg. the spire of Christ Church or the Old Truman Brewery chimney, or because they offer good general street and townscape views.

**POLICY SPITAL1: PROTECTING THE PHYSICAL FABRIC OF SPITALFIELDS**

- A. All development, including new buildings and extensions or alterations to existing buildings, shall be of a high quality of design, which complements and enhances the local character and identity of Spitalfields.
- B. All applications for development within conservation areas, identified in Figure 2.1, should demonstrate that they would not have a harmful impact on the character or appearance of the area. Development proposals should not have a negative impact on listed buildings or other designated heritage assets, or their settings.
- C. All applications which have an impact on the significance of heritage assets, including archaeology, or their setting must be accompanied by a Heritage Assessment or a programme of archaeological investigation.
- D. All applications for development should take account of their impact on the Local Character Areas identified in Figure 4.1 and Appendix A, within which the application site sits or adjacent to it. New development should interact and interface positively with the street and streetscape described in the Local Character Area in which it is located<sup>4</sup>, including respecting existing or, where possible, historic street facing building lines and frontages.
- E. Development should contribute positively to the character of existing and nearby buildings and structures, and should have regard to the form, function and heritage of its Local Character Area.
- F. Development should be sensitive to its setting and should respect the scale, height, mass, orientation, plot widths, and grain of surrounding buildings, streets and spaces. This applies within the Local Character Area within which the site is located, and, where relevant, where it directly impacts an adjacent Local Character Area.
- G. Development should have regard to any impact on the local views identified in the relevant Conservation Area Appraisal or Character Area Appraisal, and shown on Figure 4.2.
- H. New development should generally favour a palette of materials and colours that is sympathetic and harmonious within the context of its Local Character Area.
- I. Development should secure the sustainable management of archaeological heritage, including undesignated archaeological remains of demonstrably equivalent significance to a scheduled monument.
- J. The buildings and structures in Appendix B are considered to be non-designated heritage assets (NHA) which contribute to the character and appearance of Spitalfields. There should be a presumption in favour of their retention and of the protection of the elements of each NHA which contribute to that character and appearance.

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<sup>4</sup> The Local Character Area Appraisals are presented in Appendix A.

**K. New development which would prevent or reverse the neglect and decline of heritage assets defined as at risk by English Heritage, or enhance their settings, will be supported.**

### **Land use, activities and frontages**

- 4.28 The range of uses and activity in Spitalfields are integral to its character, just as its buildings and structures are integral to its appearance. The overriding character of the area is of a wide mixture of business, leisure and residential uses, often cheek-by-jowl, which gives the area diversity, vitality and a rich and varied community focus.
- 4.29 Section 3 of the Local Plan, 'Creating Attractive and Distinctive Places', recognises that land use is a vital component for heritage protection. The retention of active and attractive street frontages is essential to the preservation and enhancement of Spitalfields.
- 4.30 The existing characters and appearances of the Local Character Areas of Spitalfields, including their grain and scale, and the rhythm of their frontages should be respected. Where appropriate with respect to that local character, any proposals to consolidate small, ground floor level commercial units must ensure that the design does not detract from the width of the original properties so that this important character is retained.
- 4.31 Shop fronts and signage are an important contribution to the character and vitality of the area. Well-designed frontages and signage enhance the function and vitality of streets. Attractive and historic shop front features should be retained, and reinstated where missing.
- 4.32 Equally, new commercial shopfronts should be informed by the existing commercial shopfront features in that Character Area and should also be informed by the Borough Council's Shopfront and Roller Shutter Guide. Solid security shutters on commercial property can result in an unattractive, sterile and hostile environment when premises are closed, which harms the character and vitality of the area. This must be balanced against the need for security to protect commercial businesses from burglary and vandalism.
- 4.33 Various local stakeholders, through the Neighbourhood Plan research, cited the consolidation of small commercial units into larger ones as being detrimental to the local area in terms of its character. This relates to the impact that poorly designed, large shopfronts have on the rhythm of certain streets in particular which have a fine grain. Such proposals for consolidation must be designed with particular care to ensure that they do not represent a visual break to this architectural rhythm.



**POLICY SPITAL2: LAND USE, ACTIVITIES AND FRONTAGES**

- A. New development should maintain and create a positive relationship between buildings and street level activity, including the provision of appropriate activities at ground floor level facing and fronting the street as set out in the Local Character Area appraisals.**
- B. Any consolidation of ground floor commercial, business and service (Class E uses) units must respect the rhythm of the street and ensure that there is no detrimental impact on the appearance of the Local Character Area.**
- C. New or altered shopfronts and signage should demonstrate a high quality of design that preserves and enhances the character and appearance of the Local Character Area within which the application sits.**
- D. Original features such as recessed doorways, pilasters, mouldings and fascias should be retained and repaired where damaged.**

**Public realm**

- 4.34 Both Section 3 of the Local Plan, 'Creating Attractive and Distinctive Places' and Section 4 'Protecting and Managing Our Environment' seek the provision of attractive and sustainable public realm. The historic street plan of Spitalfields is an integral part of its character and appearance and there may be opportunities to reinstate elements that have been lost as part of more recent development.
- 4.35 The London Plan 2021 (Chapter 10) seeks a shift from car use to more space-efficient travel. It aims to secure a rebalance towards walking, cycling and public transport use and also to minimise freight trips on the road network. Policy T1 of the London Plan aims for 80% of all London trips to be made by these sustainable modes by 2041. Policy T2 – Healthy Streets expects development plans to promote and demonstrate the application of the Mayor's Healthy Streets approach. Section 16 of Tower Hamlets Local Plan also aims for a more efficient and connected transport network with reduced need to travel and incentives for modal shift towards cycling, walking and public transport usage. This Healthy Streets approach in Spitalfields should contribute to visual improvements to the streetscene, better air quality, and a safer and cleaner environment. These outcomes are consistent with the underlying aim of Policy SPITAL3, to preserve and enhance the historic public realm of the area.
- 4.36 Historic surfacing materials, such as York stone paving and granite setts and kerbs, and historic street furniture such as bollards, coal hole covers and street signs are important to the character and appearance of the area and must be retained. The existing Conservation Area Management Guidelines already reference opportunities to expose and repair areas of granite setts that are currently hidden beneath tarmac or damaged by trenching.
- 4.37 In new areas of public realm and in renewal and enhancement schemes the materials used should be appropriate to and respect their context. For most of the Spitalfields area this will mean traditional materials should normally be used. The aspiration to repair existing historic paving,

carriageway surface and street furniture on public land is intended to apply specifically to incidences where the asset has been damaged by roadworks (e.g. utility works) or by road traffic accidents and efforts should be made to return the said asset so far as is reasonably practicable to its previous state.

- 4.38 Such is the importance of heritage to the community that lives and works in Spitalfields that the Forum consider it appropriate to outline a range of projects to be funded by CIL receipts which are designed to improve or enhance the urban heritage value of Spitalfields and are detailed in the project list in Table 4.1.
- 4.39 These policies are supported by 17 Local Character Area appraisals including descriptions of local views, a list of non-designated heritage assets and a CIL Project List.

**POLICY SPITAL3: PUBLIC REALM**

- A. The existing layout of streets, alleys and passageways in Spitalfields should be retained.
- B. Where new development takes place, street space for walking, cycling and leisure purposes will be maximised. Public transport routes will be protected and enhanced where necessary. Freight trips on the road network will be minimised where possible, and managed to promote safe, clean and efficient freight functions.
- C. Existing historic paving, carriageway surface and street furniture which are on public land should be retained and, where appropriate, repaired to a high standard.
- D. Where the opportunity arises in new development, the reinstatement of historic building lines and former streets, alleys or passageways will be encouraged, provided this does not materially increase the risk of crime.
- E. Where practical and viable, major new development should seek to create new areas of public realm which are accessible to the local community.
- F. Where appropriate new development that provides public realm should do so in a way that responds to the archaeological heritage of the site and its surroundings.

**Heritage projects**

- 4.40 Table 4.1 below provides a list of heritage projects which are important to address the objectives of the Neighbourhood Plan. For the avoidance of doubt the list of projects is not in order of priority. They are also projects which CIL funding should be used for where possible.

**Table 4.1: Priority heritage projects to be funded and delivered**

No.	Project name	Description
1	Restore and reinstate the historic cobbles on Wilkes Street, Princelet	Carefully remove tarmac, fill in gaps with new cobble setts where roadworks have removed

No.	Project name	Description
	Street (west), Fournier Street and Fashion Street.	historic cobble setts. There has been consistent strong support from residents of these streets for this and is a recommendation on the Brick Lane & Fournier Street Conservation Area guidelines adopted by LBTH to reintroduce historic street surfaces.
2	Restore street furniture outside Christ Church Gardens	Reconnect the drinking fountain outside Christ Church Gardens to a drinking water supply. Repair the telephone box and seal the door shut to prevent misuse.
3	Restore and reinstate the historic cobbles on Grey Eagle Street, Corbet Place, Jerome Street and Calvin Street.	Carefully remove tarmac, fill in gaps with new cobble setts where roadworks have removed historic cobble setts.
4	Restore and reinstate the historic cobbles on Brushfield Street, Gun Street, Steward Street and Artillery Lane.	Carefully remove tarmac, fill in gaps with new cobble setts where roadworks have removed historic cobble setts.
5	Pavement project in in Local Character Area A	Where appropriate, replace concrete and tarmac pavements in Local Character Area A with York Stone. This will help enhance the Conservation Area. There has been consistent strong support from residents of these streets for this and is a recommendation on the Brick Lane & Fournier Street Conservation Area guidelines adopted by LBTH to reintroduce historic street surfaces. Also, where possible, to locate, repair and repaint in correct manner any “Christ Church Spitalfields” parish bollards held by Tower Hamlets in storage and return them to suitable locations within the aforementioned conservation area.
6	Provide Outdoor Public Seating on main shopping and market streets	In suitable locations place outdoor public seating along Commercial Street, Wentworth Street, Brick Lane and Hanbury Street. We recommend these seats should have a bespoke design that celebrates the local heritage of Spitalfields and Banglatown.
7	Street light project in Local Character Area A	Replace the lighting or adjust down the colour temperature of existing light fittings/source in lamp-posts, in Local Character Area A to provide a softer, more yellow tone of lighting appropriate for the historic character of that Local Character Area.





## 5 OPEN SPACES AND ENVIRONMENT

- 5.1 Spitalfields is a densely inhabited part of Inner London. The proportion of homes with private gardens is unsurprisingly low. Over recent years it has become apparent how access to green spaces has a significant benefit on our health, both physical and mental. Not only do green open spaces provide places for leisure and general enjoyment, but they also reduce the direct impact of air pollution (mainly produced by vehicles), exposing people to lower levels of nitrogen dioxide and particulate matter for shorter periods of time. Exposure to air pollution is a significant issue in Spitalfields.
- 5.2 The Neighbourhood Plan research shows that green spaces, the environment and open space are priority issues for local people.

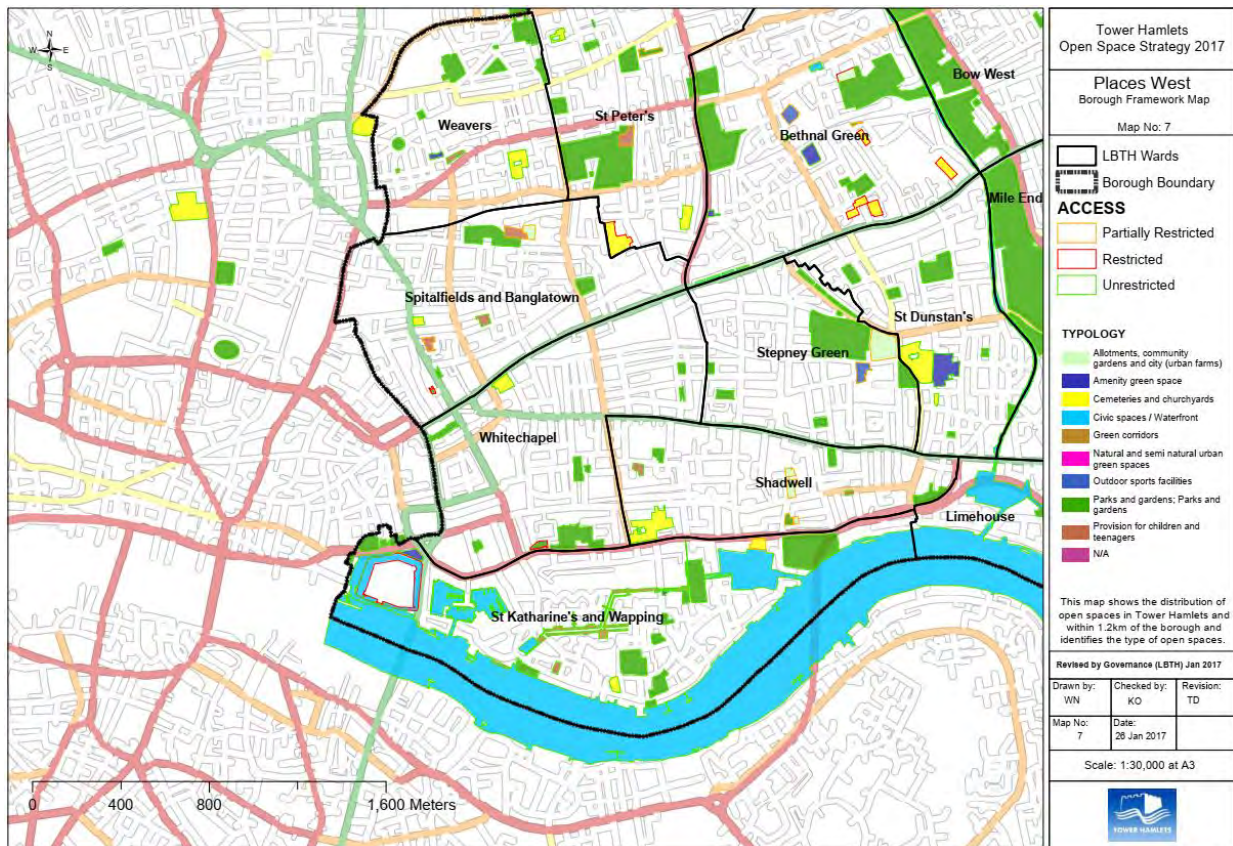
### **Facilitating urban greening**

- 5.3 Large parts of Spitalfields have a significant deficiency of open space (in particular in the south and west), based on the recognised standard for the required level per 1,000 population. The Tower Hamlets Open Space Strategy 2017 projected that in 2020 Spitalfields and Banglatown ward, within which the Spitalfields Neighbourhood Forum Area sits, would have approximately 0.2 hectares of open space per 1,000 population<sup>5</sup>, where less than 0.5 hectares means that an area is classified as having a high level of deficiency. This makes it one of the three most open space deficient wards in the borough. Figure 5.1 shows that the City Fringe area generally lacks the quality and range of open space of locations such as Mile End and Bow West.
- 5.4 The Open Space Strategy 2017 identifies the provision of a pocket park as one of the principal ways that this deficiency may be reduced. This will help to provide improved connectivity to existing open spaces. Local Plan Policy S.OWS1 (Creating a network of open spaces) specifically identifies Spitalfields and Banglatown ward as a location where such opportunities must be maximised. This is set against a backdrop of development sites have limited opportunities to provide conventional open space due to their limited size.

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<sup>5</sup> LB Tower Hamlets (2017) *Parks and Open Spaces: An open space strategy for the London Borough of Tower Hamlets 2017-2027* – Figure 48

**Figure 5.1: Open spaces in the western Tower Hamlets area, by type**



Source: Tower Hamlets Open Space Strategy 2017

- 5.5 The Green Grid, as shown in Figure 5.1 (Open spaces in the western Tower Hamlets area, by type) and in Figure 2.1 (Planning context), is defined as an integrated network of high-quality open spaces, streets, waterways and other routes that aim to encourage walking within Tower Hamlets. ‘Green’ means both places where trees and vegetation should be planted and also routes where people can walk and cycle more, thus improving health and reducing emissions due to lower car use. The Allen Gardens area is identified in the Open Space Strategy as one of the strategic projects for improving the Green Grid. This is part of the strategy to enhance permeability for pedestrians between Bethnal Green to the North and residential areas located south of the Greater Anglia railway line towards Whitechapel, passing through Spitalfields. Specifically it proposes to link St Matthews Row with Allen Gardens over the existing footbridge linking Cheshire Street and Pedley Street and down the existing pedestrian/cycle path. The proposals are to create a high quality walking environment through extensive renovation, including improvements to materials, lighting and visibility on the footbridge and seating and planting in Allen Gardens and way finding to it. This would contribute towards the Mayor of London’s ‘Healthy Streets’ concept which seeks to improve health through increased levels of walking and cycling.
- 5.6 The Spitalfields community also identified a number of other locations where improvements to green infrastructure could be made. These are identified as projects for investment, specifically through the use of CIL funding.

- 5.7 Generally there is a need to maximise the opportunities for urban greening. This is particularly important in areas of open space deficiency such as the south and west parts of Spitalfields, where the lack of green space increases the risk of experiencing the urban heat island effect, a phenomenon which is expected to worsen with climate change. Increasingly, more creative ways are being demonstrated about how greening can be achieved even in highly urbanised locations and on new development sites where space is at a premium. Local Plan Policy D.ES3 (Urban greening and biodiversity) requires all development to protect and enhance biodiversity. This includes through the maximisation of ‘living building’ elements such as green roofs, walls, terraces and other green building techniques.
- 5.8 There are ways in which such urban greening can thrive. For example:
- orientating buildings so that green walls face north reduces maintenance;
  - ensuring green roofs are designed to allow the maximum practical depth of the substrate;
  - opportunities are taken to plant trees in natural soils.

#### **Urban Greening Factor**

- 5.9 The London Plan 2021 has devised an ‘Urban Greening Factor’ (UGF) model<sup>6</sup>, to assist plan makers and developers in determining the appropriate provision of urban greening for new developments. The factors making up the UGF are a simplified measure of various benefits provided by soils, vegetation and water based on their potential for rainwater infiltration as a proxy to provide a range of benefits such as improved health, climate change adaption and biodiversity conservation. A UGF score for a new development will be between 0 (worst) and 1 (best). In the absence of a target in a lower tier plan, London Plan 2021 Policy G5 (Urban greening) proposes a UGF score of 0.4 for predominantly residential development and 0.3 for predominantly commercial development (excluding B2 and B8 uses). This only applies to major developments<sup>7</sup>. Bespoke approaches are encouraged although the Local Plan does not include its own UGF.
- 5.10 The Urban Greening Factor for a proposed development is to be calculated in the manner set out in the London Plan, currently being in the following way:
- (Factor A x Area) + (Factor B x Area) + (Factor C x Area) etc. divided by Total Site Area*
- 5.11 So, for example, an office development with a 600m<sup>2</sup> footprint on a site of 1,000m<sup>2</sup> including a green roof, 250m<sup>2</sup> car parking, 100m<sup>2</sup> open water and 50m<sup>2</sup> of amenity grassland would score the following:
- (0.7 x 600) + (0.0 x 250) + (1 x 100) + (0.4 x 50) / 1000 = 0.54*
- So, in this example, the proposed office development exceeds the interim target score of 0.3 for a predominately commercial development.

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<sup>6</sup> See London Plan, pp.364-368

<sup>7</sup> ‘Major development’ is defined in the NPPF as: for residential development, where 10 or more homes will be provided, or the site has an area of 0.5 hectares or more; for non-residential development, additional floorspace of 1,000m<sup>2</sup> or more, or a site of 1 hectare or more.

- 5.12 It is therefore considered that a UGF for Spitalfields is appropriate. The London Plan is clear that this should take into account local circumstances in respect of matters such as poor air quality and deficiencies in green space. Given that these are both issues in Spitalfields, then it is considered that, as a minimum, using the London Plan's working UGF is justified. It is expected that development will be predominantly commercial but that residential development will still be significant.
- 5.13 Given the built characteristics of Spitalfields, it is considered that a number of high scoring urban Greening Factors could be delivered on many developments in the Neighbourhood Area:
- Designs for taller buildings can make significant contributions to a target score by including green roofs and green walls or by vegetating balconies and other features on upper floors.
  - Given that street level in Spitalfields is not completely shaded by very tall buildings, planting of trees which are large at maturity and provide more biomass, shade and amenity is an option.
  - For the same reason, planting of flower-rich perennials (which are biodiversity-rich habitats) and hedges, are capable of flourishing.

#### **POLICY SPITAL4: FACILITATING URBAN GREENING**

**A. Development is expected, insofar as is reasonable and practical, to maximise on-site urban greening and to support the enhancement of green infrastructure in Spitalfields. Features such as green walls, green roofs and tree planting must be designed in a way to minimise maintenance and maximise the longevity of the green infrastructure feature.**

**B. All major residential development proposals must seek to achieve an Urban Greening Factor (UGF) score of at least 0.4 and all major commercial schemes (excluding B2 and B8 uses) a UGF score of at least 0.3, based on the factors set out in London Plan Policy G5. Where it is demonstrably not reasonably and practically possible to achieve the relevant score, provision towards off-site urban greening will be required. Such provision should firstly address the urban greening projects identified in Table 5.1.**

**C. Proposals to enhance the quality and accessibility of the Green Grid network through Spitalfields will be strongly supported.**



## Local Green Spaces

- 5.14 Under the NPPF, Neighbourhood Plans have the opportunity to designate Local Green Spaces which are of particular importance to them. This will afford protection from development other than in very special circumstances. The NPPF says that the Local Green Space designation should only be used where the green space is:
- i. in reasonably close proximity to the community it serves;
  - ii. demonstrably special to a local community and holds a particular local significance, for example because of its beauty, historic significance, recreational value (including as a playing field), tranquillity or richness of its wildlife; and
  - iii. local in character and is not an extensive tract of land.
- 5.15 The following five areas, shown in Figure 5.2, are considered to fulfil all of the criteria of the NPPF:
1. Allen Gardens
  2. Spitalfields City Farm
  3. Elder Gardens
  4. Christ Church Gardens
  5. Chicksand Street Ghat
- 5.16 Detailed maps and information about each space including details of how each area fulfils the Local Green Space criteria is included in the supporting evidence base.

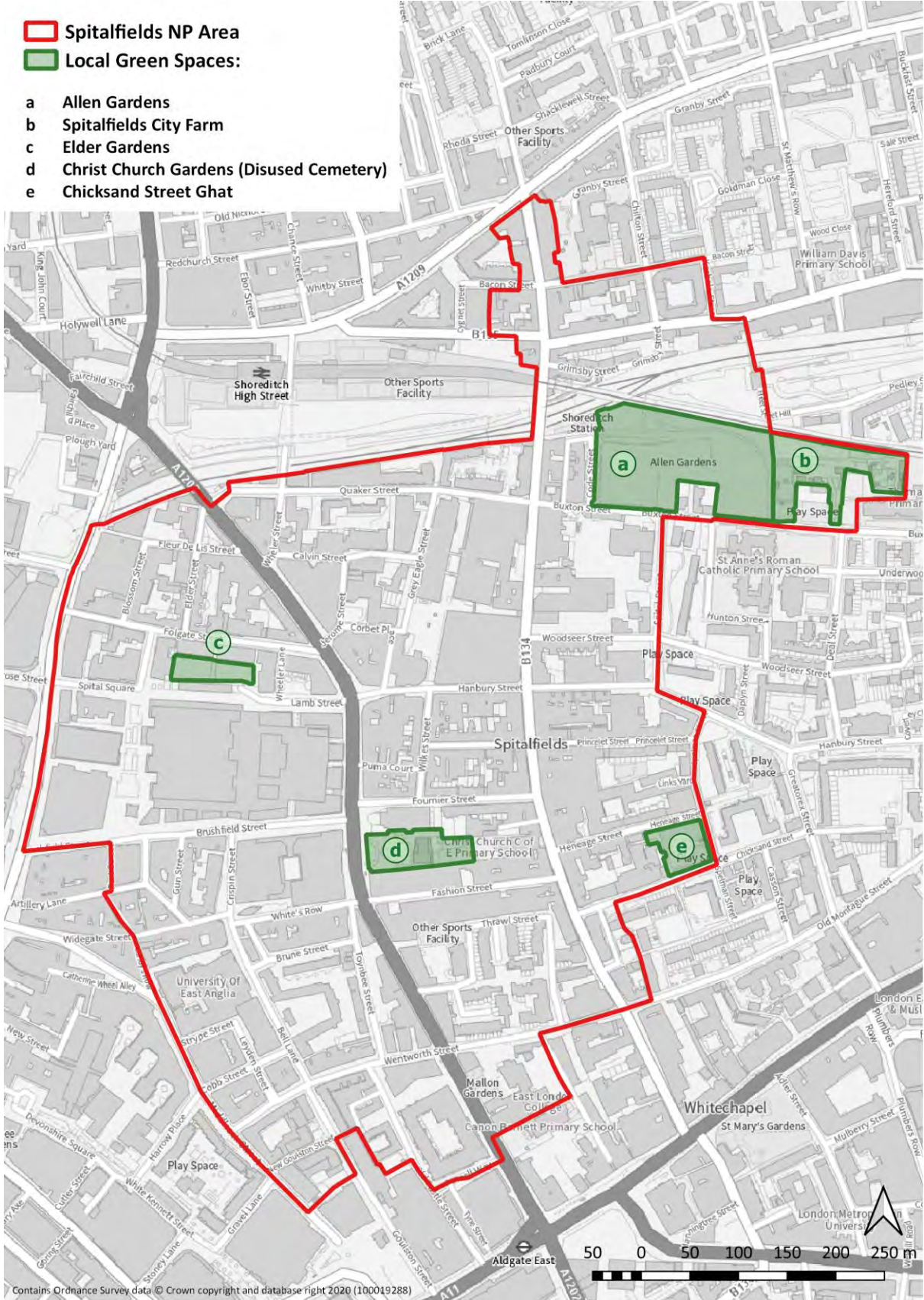
### **POLICY SPITAL5: LOCAL GREEN SPACES**

**A. The following 5 areas shown on the Policies Map and in Figure 5.2 are designated as Local Green Spaces:**

- a. Allen Gardens
- b. Spitalfields City Farm
- c. Elder Gardens
- d. Christ Church Gardens
- e. Chicksand Street Ghat

**B. Decisions on planning applications for development on a Local Green Space should be consistent with national planning policy for Green Belts. Proposals for built development on Local Green Spaces will not be permitted unless it can be clearly demonstrated that it is required to enhance the role and function of that Local Green Space or that very special circumstances exist, for example where it is essential to meet specific necessary utility infrastructure and no feasible alternative site is available.**

Figure 5.2: Local Green Spaces



## Ram & Magpie site

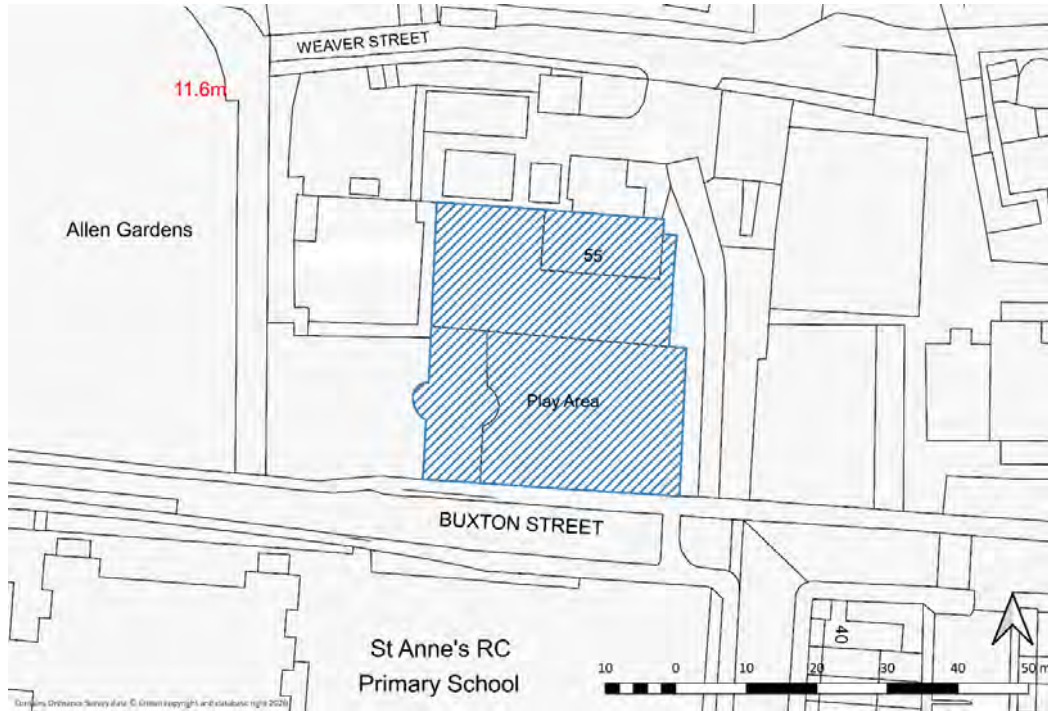
5.17 The Ram and Magpie site is named after a sculpture of a ram and magpie that is here on this site, having been commissioned under the Bethnal Green City Challenge in 1996. The sculpture remembers a pub of the same name which was located nearby in the early 20th century. The Ram and Magpie site was part of a Victorian cul-de-sac called North Place which was destroyed by enemy action



during the war. Currently on the site is a nursery facility; a temporary building used by Allen Gardens Playgroup (55 Buxton Street) and an adjacent play space. The hut used by the playgroup and the adjacent play space are located behind fences and reserved for the exclusive use of children enrolled at that playgroup. On the main part of the site, the largest part right alongside Buxton Street, there had been some publicly accessible play equipment, but this was removed to discourage anti-social behaviour and recycled as a climbing frame by the neighbouring Spitalfields City Farm for use by its goats. Despite this, serious anti-social behaviour continues on the main part of the site where the public play equipment had once been. This area is accessible from Buxton Street and is largely hardstanding.

**Figure 5.3: Ram and Magpie site**





- 5.18 Whilst not owned by Spitalfields City Farm, access to the site has been provided for its use via a gate direct from the farm. The space has been used in the past by the farm to exercise its donkeys and provide donkey rides on community event days. This includes its most important annual fundraising event, the 'Oxford and Cambridge Goat Race', which enables it to safely host food vendors with generator requirements. The Farm wishes to retain and formalise the access and use of the site to further its activities, mainly as a paddock space. It also wishes to use the space to provide wider benefits such as the creation of an accessible Forest School space to run workshops but also somewhere clean, safe and green to simply be enjoyed by the public during the farm's opening hours.



- 5.19 Policy SPITAL6 therefore identifies the priorities for this publicly accessible open space, namely to genuinely create an important opportunity to green the space, facilitate the activities of Spitalfields City Farm and reduce anti-social behaviour principally activity associated with drug use and prostitution.

**POLICY SPITAL6: RAM AND MAGPIE SITE**

Proposals to use the open space at the Ram & Magpie site (approximately 0.15 hectares as shown on the Policies Map and in Figure 5.3) for activities associated with Spitalfields City Farm will be strongly supported. Any such proposals must retain the open nature of the site.

**Urban greening projects**

- 5.20 Table 5.1 below provides a list of urban greening projects which are important to address the objectives of the Neighbourhood Plan. For the avoidance of doubt the list of projects is not in order of priority. They are also projects which CIL funding should be used for where possible.

**Table 5.1: Priority urban greening projects to be funded and delivered**

No.	Project Name	Description
1	Tree planting on Brick Lane	Trees to be planted on streets should preferably be native deciduous species with a preference for London Plane trees where space permits. London Planes are synonymous with iconic London locations and these trees already exist at 91 Brick Lane.
2	Planting suitable climbing plants on Calvin Street, Jerome Street and Grey Eagle Street	Wisteria, jasmine, honeysuckle and other fragrant and/or flowering climbing plants have been shown to be popular with the community. They would require wire supports and the identification of suitable locations. Suitable plots should be identified through a dialogue between LBTH and property owners facilitated by the Neighbourhood Forum.
3	Planting Wisteria in other suitable public locations, e.g. Brick Lane, Flower & Dean, Holland Estate	Wisteria is a successful climbing plant which has been shown to be popular with the community. It would require wire supports and the identification of suitable locations. The areas we recommend are the ends of terraces and boundary walls. Suitable plots should be identified by through a dialogue between LBTH and property owners facilitated by the Neighbourhood Forum.
4	Ponds in Allen Gardens for endangered amphibians and increasing biodiversity	The pond/s shall be specially designed for breeding amphibians with gently sloping sides and absent of any fish should be located in the eastern side of Allen Gardens either in the north east corner, or between Old St. Patrick's School and the children's play area (with suitable fencing around) or in the middle of eastern area where the existing wild area is. The ponds should also be surrounded by an area of wild terrestrial habitat suitable for amphibians to hibernate and forage in.

No.	Project Name	Description
5	Re-wilding project on part of Allen Gardens to encourage birds	Planting of hawthorne, rowan and blackberries (brambles around the boundary wall of the Old St. Patrick School and adjacent building (35-37 Buxton Street) as well as around the perimeter of the envisaged pond area. This is to discourage graffiti and painting on that wall which is harmful to wildlife and provide food and cover for birds.
6	Re-wilding project on part of Allen Gardens to encourage butterflies and other invertebrates	Providing further space for wild grasses and flowers. Planting honeysuckle and flowering buddleia to provide food source for adult butterflies. Allowing an area to be set aside where nettles can grow and common buckthorn can be planted which will provide a food for several species of butterfly noted to be in their larval stage in the Borough biodiversity report.
7	Tree planting on Cheshire Street and Sclater Street	Trees to be planted on streets should preferably be a native deciduous species, flowering and climbing plants could be added to walls and should contribute to increasing biodiversity.
8	Tree planting in Wentworth Street, Bell Lane and adjoining side streets	Trees to be planted on streets should preferably be a native deciduous species and contribute to increasing biodiversity.

**Mural of a pair of *Great Crested Newts* displayed at the farm to celebrate local biodiversity**



## 6 COMMERCIAL MIX

- 6.1 Small and micro-businesses are the lifeblood of the Tower Hamlets economy. Over 95% of the borough's businesses are defined as small businesses, employing fewer than 50 people<sup>8</sup>. Its 15,000 micro-businesses (10 or fewer employees) creating annual turnover of £6.7 million<sup>9</sup>. Spitalfields accounts for over 300 of these small and micro business employers. Meanwhile, industrial floorspace in the borough declined by 43% to 800,000m<sup>2</sup> between 2000 and 2012, above the Inner London average<sup>10</sup>. Employment is increasingly being focused in the service, retail and light industrial sectors.
- 6.2 Spitalfields' location in the City Fringe has created additional demand from larger corporate businesses spreading out from the traditional core locations in the City. The result has been to increase rents which has impacted the existing small businesses. As an example, the Fruit and Wool exchange contained over 100 small, local businesses but was forced to close because the building was redeveloped. It has since been replaced by a single corporate employer. The Tower Hamlets Employment Land Review<sup>11</sup> estimated that the pressure on the West of the Borough will only increase in time due to the new Crossrail station at Whitechapel and recommended taking decisive action to protect businesses which directly service the residential population, including trade counters, building supplies and car sales and repair garages together with associated local waste, recycling and transport uses.
- 6.3 Yet Spitalfields still has much diversity to its commercial activity. Brick Lane is home to a diverse mix of fashion, art, entertainment, retail and start-up businesses. The richness and complexity of the area's character today is due to many factors, not least the overlapping cultural legacy of three successive groups of immigrants, each of which has made a unique contribution to the area. These businesses are served predominantly from shops, pubs, restaurants and cafés at ground floor level, with offices, storage and residential uses above. The Truman Brewery now contains cultural venues, art galleries, restaurants, nightclubs, start-up spaces and shops. There are many clothing shops scattered through the area, with the rest of the mainly residential area also being home to some light industry, warehouse retail, art galleries, museums, health centres and educational buildings. 'Diversity' and 'vibrancy' are two words regularly used to describe the commercial feel of Spitalfields.
- 6.4 Testimonials from existing businesses and stakeholders in the area revealed the overwhelming concern was rising rents pricing small businesses out of the area<sup>12</sup>. As a whole this was considered to be having a detrimental effect on the Spitalfields area, making it more generic. This was cited by all types of businesses, including retailers and restaurateurs, with an increasing number of chain retail stores occupying space in Brick Lane. For instance, a representative from the Brick Lane Restaurants Association said: "The rents are just creeping up, creeping up, every year and so are the rates now. I don't see a bright future for us restaurateurs, especially in Brick Lane". Similarly, a guide organising local walking tours said, "Rising rents...people [are] being priced out

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<sup>8</sup> Source: Tower Hamlets Local Plan 2020

<sup>9</sup> Source: Office for National Statistics

<sup>10</sup> Source: Peter Brett Associates (2016) *Tower Hamlets Employment Land Review*

<sup>11</sup> See footnote 9

<sup>12</sup> Commonplace (2019) *Spitalfields Commonplace Outreach Report 2018/19*

of the area and as a whole that [is] having a detrimental effect on the Spitalfields area and as the area becomes more generic, becomes less unique as a lot of smaller businesses and independents and creative people are forced out.”

- 6.5 Research conducted in 2017-2018 by the East End Trades Guild (EETG)<sup>13</sup> with its Spitalfields members shows presently that 2 out of 4 businesses have had to close down or relocate due to the high rents. A second survey<sup>14</sup> conducted in 2020 by the EETG with small and micro businesses in the Spitalfields area showed that 85% of respondents found it likely or extremely likely that they would have to relocate or close down their business in the next 5 years if nothing is done to provide more affordable workspace. Specifically, restaurants, cafes and shops struggled with increasing rents, as they paid on average around 24% of their turnover towards rent. Long-term commercial residents of Spitalfields that had traded in the area for more than 10 years, had on average experienced a rent increase of over 200% since moving to their current premises.
- 6.6 The impact of Covid-19 is expected to significantly exacerbate the above-mentioned issues. The survey conducted by EETG in 2020 found that 67% businesses in Spitalfields would have to dissolve or relocate their business if they were asked to re-start or continue paying the same level of rent as they did before the Covid-19 outbreak. Furthermore, 50% reported that this would force them to let go some of their employees. 69% of the respondents stated that it will most likely take them more than a year to return to normal levels of trading.
- 6.7 Clause 4 of Local Plan Policy D.EMP2 (New employment space) requires major commercial and mixed-use development schemes to provide at least 10% of new employment floorspace as affordable workspace. Paragraph 10.25 says that this space should be let at an affordable tenancy rate, at least 10% below the indicative market rate for the relevant location, for a period of not less than ten years.
- 6.8 Draft London Plan Policy E3 (Affordable workspace) outlines that planning obligations may be used to secure affordable workspace at rents maintained below the market rate for that space for a specific social, cultural or economic development purpose. It states that consideration should be given to the need for affordable workspace in areas identified in a local Development Plan Document where cost pressures could lead to the loss of affordable or low-cost workspace for micro, small and medium-sized enterprises. An area where this applies is considered to be the City Fringe.
- 6.9 Given the high concentration of small and micro-businesses in Spitalfields, the Neighbourhood Plan considers that it is justifiable for this affordable workspace to be let at a cost which is at least 45% below the indicative market rental value at the time of letting. This reflects the need to be in general conformity with the Local Plan policy and the importance of addressing this issue in Spitalfields, a location rich in such business needs whilst also facing the pressure of high rents in a City Fringe location. Sensitivity tests conducted as part of the Local Plan Viability Assessment<sup>15</sup> reported that the delivery of affordable workspace at 50% of the market rent was found to be

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<sup>13</sup> East End Trades Guild (2017-2018) *Affordable Business Rents*

<sup>14</sup> East End Trades Guild (2020) *Spitalfields Neighbourhood Plan: affordable workspace and business mix*

<sup>15</sup> BNP Paribas Real Estate (2017) *London Borough of Tower Hamlets Local Plan Viability Assessment*, for London Borough of Tower Hamlets



viable (paragraph 7.22), indicating that the affordable workspace policy in the Neighbourhood Plan can be feasibly implemented.

- 6.10 This policy approach is justified by the evidence base which supported the Borough Council's Local Plan Policy EMP2, clause 4<sup>16</sup> which found that some major development schemes could viably support 10% of new employment floorspace at a 40% to 50% discount in market rental rates. It also has similarities to the approach in neighbouring Shoreditch, with a similar policy in the draft Hackney Local Plan (Policy LP29 – Affordable Workspace and Low Cost Employment Floorspace) for the Shoreditch Priority Office Area (POA). This was supported by a viability assessment of the policy<sup>17</sup> which found that such a policy would still result in residual land values exceeding existing use values 'by a significant margin'<sup>18</sup>. The employment profile in Shoreditch is similar to Spitalfields, with both being in the City Fringe and subject to the strategic growth proposals in the City Fringe Opportunity Area, as well as the major investments such as Crossrail 2 that will attract new investment but also put pressure on rents, particularly for small and micro-businesses in the cultural and creative sectors which are the lifeblood of Spitalfields' economy.
- 6.11 A discount of at least 45% on the indicative market rent in the local area for a period of at least 12 years is therefore considered to represent an appropriate balance.
- 6.12 The affordable workspace should be secured in the usual way through legal agreement with the Borough Council. As advised in paragraph 10.25 of the Local Plan, applicants should work with the Council's Growth and Economic Development Service and recognised affordable workspace providers to determine the nature of the affordable workspace provision on a case by case basis. Applicants can manage the space either themselves or in association with a provider, whether chosen from an approved list prepared by the Council or otherwise agreed with the Council. In all cases, the applicant will be required to provide details of management arrangements as part of the planning application.

#### **POLICY SPITAL7: AFFORDABLE WORKSPACE**

**As required by Tower Hamlets Local Plan Policy D.EMP2<sup>19</sup> (New employment space), major development<sup>20</sup> of commercial and mixed-use schemes must provide at least 10% of new employment floorspace as affordable workspace for a minimum of 10 years. In Spitalfields, this provision should be let at an affordable rate at least 45% below the Neighbourhood Area's indicative market rate for a minimum of 12 years, subject to viability (which must clearly be demonstrated by an open book viability appraisal).**

<sup>16</sup> Peter Brett Associates (2016) *Tower Hamlets Affordable Workspace Evidence Base*

<sup>17</sup> BNP Paribas Real Estate (2018) *London Borough of Hackney: Proposed Submission Local Plan and Community Infrastructure Levy Viability Assessment*, for London Borough of Hackney

<sup>18</sup> *Ibid.*, paragraph 6.26

<sup>19</sup> Clause 4

<sup>20</sup> 'Major development' is as defined in the NPPF

## **7 COMMUNITY INFRASTRUCTURE LEVY PRIORITIES**

- 7.1 Tables 4.1 and 5.1 respectively provide lists of heritage and greening projects which are important to address the objectives of the Neighbourhood Plan. For the avoidance of doubt the projects are not listed in order of priority in either table. Similarly, for the avoidance of doubt there is no priority as between the urban heritage and urban greening projects. This represents the list of projects that the Forum considers should be able to use Community Infrastructure Levy (CIL) funding to address.

## APPENDIX A LOCAL CHARACTER AREA APPRAISALS

### INTRODUCTION

1. The Spitalfields Neighbourhood Plan Area covers an area whose character and appearance is not uniform in terms of its built environment or its activities. In order to enable local context to be better understood and considered when evaluating proposals for change the Spitalfields Neighbourhood Plan Area has been divided into seventeen sub-areas called Local Character Areas, and the particular character of each is set out below.
2. Much of the Neighbourhood Plan Area lies within one of four conservation areas, designated by the local planning authority over the past fifty years. These all have their own Conservation Area Appraisals and Management Guidelines which have been adopted by the local planning authority between 2007 and 2009. The Local Character Area character appraisals below do not seek to duplicate or replace these, but simply to augment, clarify, specify in greater detail and update what they already contain.
3. Two of the conservation areas, Brick Lane/Fournier Street and Elder Street, have been subdivided into smaller Local Character Areas because of their diverse character. This is in line with the analysis already contained within the Conservation Area Appraisals and Management Guidelines.
4. Six of the Local Character Areas (L-Q) cover parts of the Neighbourhood Plan Area that are not within designated conservation areas. These nevertheless have elements of heritage significance which deserve recognition and protection where appropriate. They also sit close to conservation areas and other designated heritage assets whose setting is important to protect.
5. The analysis of these Local Character Areas does not mean that they should be considered in isolation. The boundaries often run down the centre line of a street where both sides of the road relate to each other. Clearly it is possible that proposals in one Local Character Area may have profound impacts on others, and not only at their boundaries.
6. The character appraisals seek to identify important townscape views in the area, and inevitably many of these medium or long vistas will be framed by buildings in different Local Character Areas, or run across the roof tops of other Local Character Areas.
7. The view numbers referenced in bold are shown in Figure 4.2.

**A - Central**



A1 This Local Character Area is arguably the core of the Spitalfields area. Within this grid of streets lies the most complete group of early 18<sup>th</sup> century houses in London and Nicholas Hawksmoor's Christ Church, one of Europe's finest Baroque churches, and a great landmark for the whole of Spitalfields. The streets of Local Character Area A comprised the first Conservation Area to be designated in the London Borough of Tower Hamlets as the Fournier Street Conservation Area in 1969, subsequently extended in 1978, 1998 and 2008, incorporating Brick Lane and much of the wider area, which are covered by Local Character Areas B, C, D, E, F and G.

A2 A substantial element of the very high heritage significance of this Local Character Area derives from its occupation by three successive groups of immigrants over a period of three hundred years, all of whom have left a rich cultural legacy, imbedded into the character and appearance of the area.

A3 The Brick Lane/Fournier Street Conservation Area Appraisal and Management Guidelines, adopted by the local authority in 2009, provide a very detailed account of the historic development of the area (pages 4-8) and there is detailed advice about how the houses of the Wood-Mitchell Estate should be cared for on pages 24-25.

A4 The majority of old houses in Fournier, Wilkes, and Princelet Street are now in residential use, and as the Management Guidelines state, this is the best way of preserving their remarkable historic fabric. This extraordinary enclave is, however, bounded by streets with much more varied land use. The west side of Brick Lane is part of the vibrant artery of Banglatown with its lively retail and restaurant uses. The south side of Hanbury Street also has a large number of non-residential ground floor uses, and fronts on to the south side of the Brewery complex (Local Character Area B). The east side of



Commercial Street is similarly lined with bars and food outlets from the Golden Heart public house on the corner with Hanbury Street to the Ten Bells public house at Fournier Street, and is part of a very active evening and weekend economy.

A5 The Local Character Area contains a very high concentration of statutorily listed buildings, several at Grade I and Grade II\*, together with a few locally listed buildings. There are nevertheless a number of non-designated heritage features, including items of paving and street furniture, that have been identified and recorded in Appendix B.

A6 Christ Church is a great landmark, and the existing Conservation Area Management Guidelines (page 19) state in general terms that views of it from publicly accessible places should be protected. The Guidelines identify the Mosque on the corner of Brick Lane and Fournier Street as a landmark and note important view eastwards along Fournier Street and in Brick Lane. For greater clarity these views from within Local Character Area A are described in more detail below. Views of Christ Church from outside Local Character Area A are described elsewhere in other Local Character Area character appraisals, but inevitably have implications for anything in the foreground or background of that view:

- along Fournier Street westwards from the junction with Brick Lane, with the spire rising above the roofs of the houses on the south side of the street **(View AVE01)**
- view looking southwards down Wilkes Street from the junction with Hanbury Street towards the nave of the church **(View AVE02)**
- the view from Brick Lane into Seven Stars Yard with Christ Church spire in the background **(View AVE03)**
- the view eastwards down Fournier Street from the junction with Commercial Street, terminating in buildings on the east side of Brick Lane **(View AVE04)**. The note of concern expressed on page 25 of the 2009 Appraisal about potential development in Brick Lane has happily been resolved by a new building of appropriate scale and materials
- a continuum of views of the Mosque on Brick Lane southwards from its junction with Hanbury Street **(View AVE05)** and northwards from Fashion Street **(View AVE06)**
- a continuum of views of the Truman Brewery and chimney from the west side of Brick Lane from Princelet Street up to the junction with Hanbury Street **(view AVE07)**

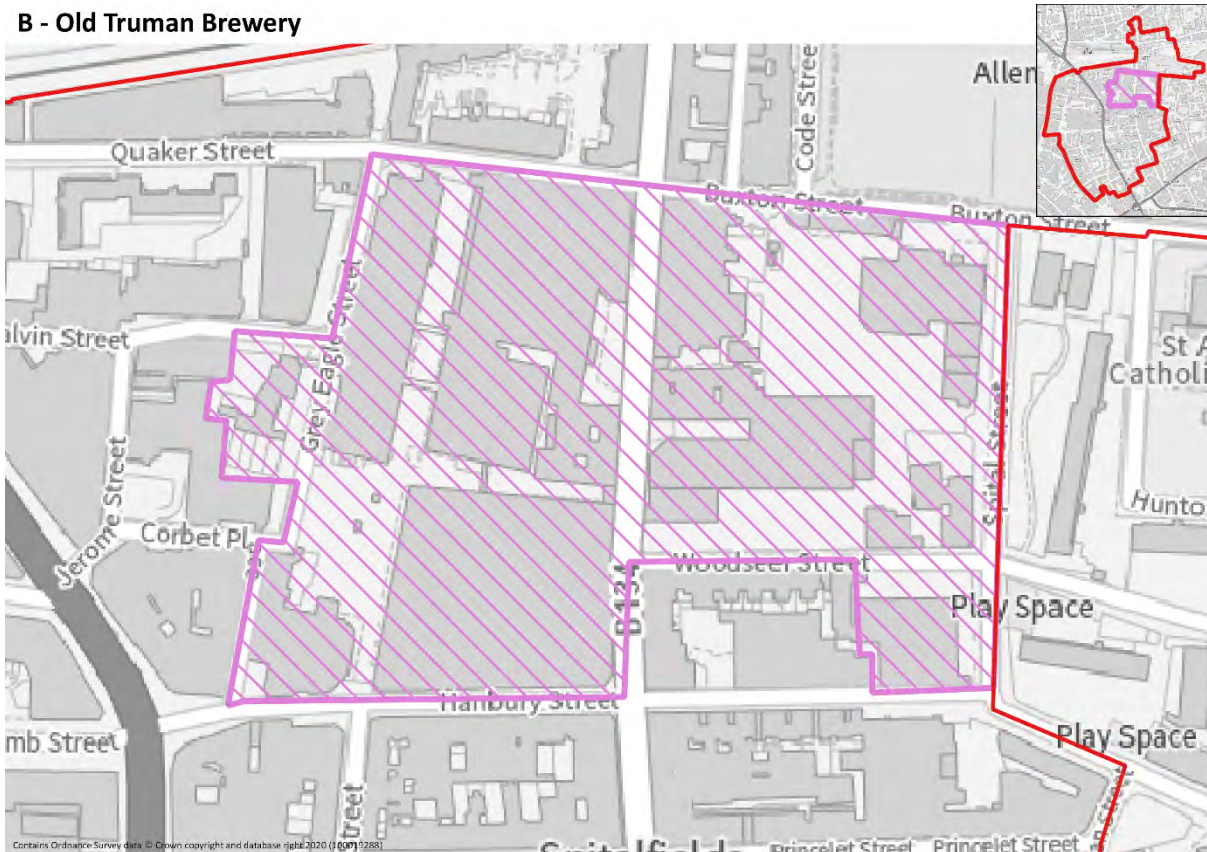
A7 A number of additional vistas and street views are also identified which contribute to the character of the Local Character Area, whose quality is vulnerable to alterations and extensions at roof level or new taller buildings. The following views are important and efforts should be made to protect them:

- Princelet Street from junction with Wilkes Street looking towards Brick Lane and beyond **(View AVN01)**.
- along Princelet Street looking westwards from Brick Lane towards Wilkes Street (despite the glass blocks of Bishops Square in the background) **(View AVN02)**.
- along Wilkes Street from [junction of Fournier Street] northwards towards the Brewery **(View AVN03)**.
- view through the gap between the church and vicarage in Fournier Street across the churchyard towards the rear of the buildings on the north side of Fashion Street **(View AVN04)**.

A8 There are two listed buildings on the Historic England Assets at Risk Register:

- 2 Wilkes Street (ref. 1242278)
- 19 Princelet Street (ref. 1260421)

## B - Old Truman Brewery



B1 The complex of buildings either side of Brick Lane that comprise the site and works of the former Truman Brewery forms a distinct part of the Brick Lane/ Fournier Street Conservation Area with its own particularly character and appearance, very different from the early 18<sup>th</sup> century terraced houses of Local Character Area A, the tight streets of Local Character Area C or the narrow grain of Brick Lane north and south (Local Character Areas D and F). The buildings within the Truman Brewery are generally larger in grain and plot size. It should be noted too that the brewery complex does also span Grey Eagle Street, physically linked by a utilitarian bridge, with buildings of no architectural quality that are within Local Character Area C.

B2 This distinct quality of mainly industrial buildings is recognised in the Conservation Area Appraisal and Management Guidelines 2009, which also describe the historic development of the brewery, and the qualities of the principal brewery buildings that survive. The buildings within the Truman Brewery have been converted from their former brewing use to a variety of commercial uses.

B3 Several of the historic buildings on the brewery site are listed but there are other buildings and structures that contribute to the historic and architectural character and appearance of the area, and these have been included in Appendix D as assets of historical interest.

B4 Many of the brewery buildings relate strongly to the spaces in which they sit, and the quality of paving and surface treatment is crucial to the retention and potential enhancement of this character. The section of Brick Lane running through the brewery complex has been sympathetically treated. Historic materials and items of street furniture are particularly important and are included in the list

of non-designated heritage assets (see Appendix B), to be retained and carefully repaired and maintained.

B5 The area also includes a number of empty sites, such as former car parks or service yards, and utilitarian, 20<sup>th</sup> century buildings where there are opportunities for redevelopment or imaginative adaptation which will enhance the area and introduce more permeability into and through the brewery complex. Such opportunities for larger buildings need to consider their interface with adjoining Local Character Areas, such as North Brick Lane and St Stephen. The most sensitive perimeter interface is facing Woodseer Street, including the new residential block at 15 Spital Street because of the 19th century terrace of housing on the south side of the street.

B6 The area contains examples of world-renowned street art, sanctioned by the relevant building owners, which attract international and domestic visitors to Spitalfields.

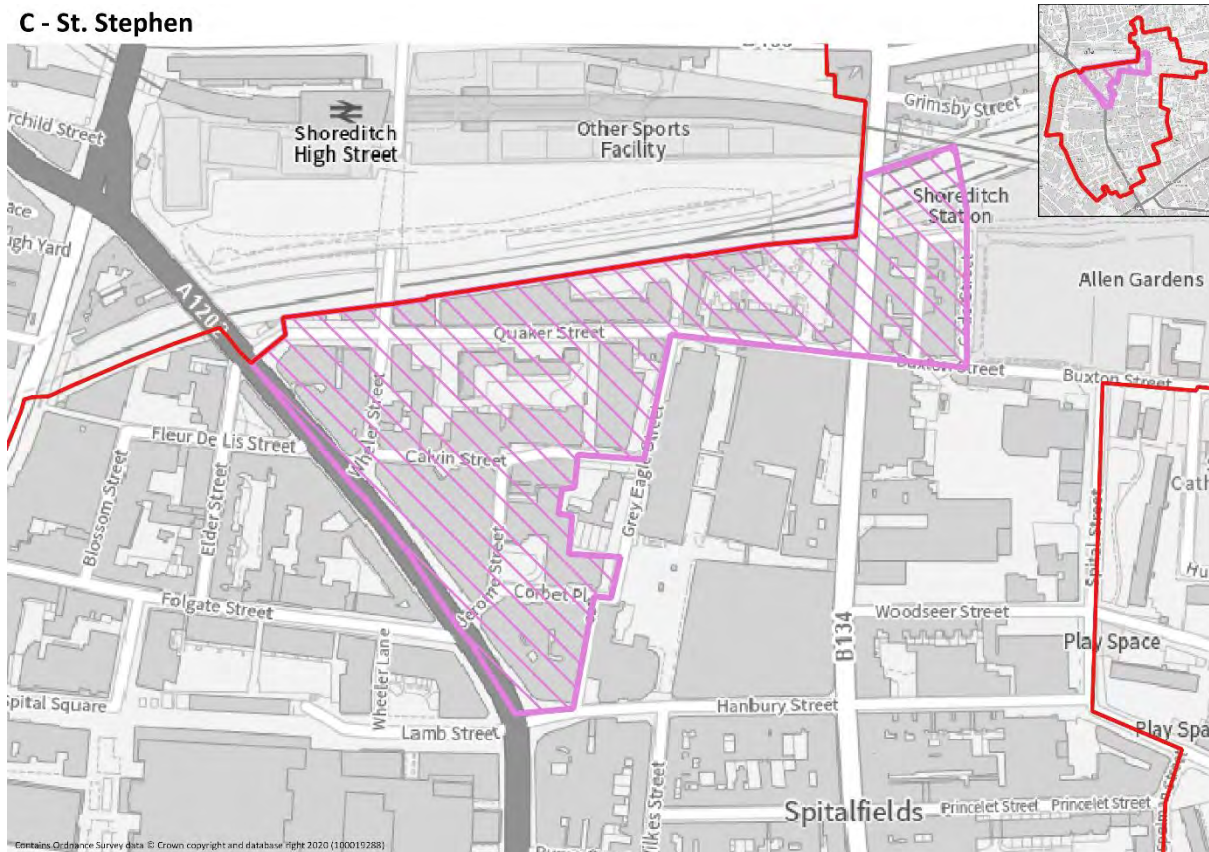
B7 The Brick Lane/Fournier Street Conservation Area Appraisal and Management Guidelines recognise the Truman Brewery chimney as a landmark, and states that views of its from publicly accessible spaces should be protected. This includes certain key views from within Local Character Area B, where it is sometime seen in close proximity to other brewery buildings, but also because of the chimney's height there are views from further afield, including Local Character Areas C, E and F.

B8 The following views and vistas within the Local Character Area are considered important and efforts should be made to protect them:

- view from Brick Lane near Buxton Street looking south towards the chimney (**View BVE01**).
- view from Brick Lane under the bridge looking north (**View BVE02**).
- From west side of Brick Lane north of Hanbury Street looking north towards the brewery chimney (**View BVE03**).
- view from Brick Lane looking westwards under the arch into the brewery yard (although it is acknowledged that this can be closed off by security shutters) (**View BVN01**).
- view from the north end of Wilkes Street in Hanbury Street looking northwards through to Quaker Street (**View BVN02**) (although it is acknowledged that there is an extant planning permission for the erection of a replacement bridge between buildings along this view).
- from Brick Lane looking eastwards between the former stables and north side of No.146 (**View BVN03**).



**C - St. Stephen**



C1 This Local Character Area, bordered to the north by the railway line, to the east by the main Brewery complex, and to the south-west by the diagonal Commercial Street, contains much of its street plan from the 17<sup>th</sup> century, if few of its original buildings. Many of its streets, such as Calvin Street, Corbet Place and Grey Eagle Street, are very narrow, and not to a strict grid plan. There is an intimacy and sense of labyrinth that is not found elsewhere in the straight orthogonal layout of the 18<sup>th</sup> century streets. To some extent this Local Character Area feels ‘cut off’ from its surroundings by the railway to the north, the long brewery buildings to the east of Grey Eagle Street and the large commercial buildings facing Commercial Street. A virtually continuous wall of five/six storey housing has recently been built along the north side of Quaker Street, including Sheba Place, providing at least a form of barrier to the railway and the Bishopsgate Goodsyards site to the north.

C2 A small part of the Local Character Area does include a short stretch of Brick Lane, including the new Sheba Place development on the west side and three storey (plus dormer) terraces on the east side, all with ground floor shops. This section is far more akin to Local Character Areas D and F in terms of scale, grain and land use. It also includes the 1990 Daniel Gilbert House, along the western side of Code Street, overlooking the park.

C3 In the area west of Grey Eagle Street, although there are isolated groups of buildings with small grain and a three storey scale, much of the development is larger in scale, both in terms of heights of five and six storeys and with expansive footprints. The brewery does in fact straddle both sides of the road, linked by a modern bridge. Those historic buildings that do survive seem particularly vulnerable in this area and great care must be taken to protect their setting. There are a number of empty sites where sensitive development is highly desirable, to help repair the area and reinforce its historic sense

of enclosure. Together with the adjacent brewery site this area offers great opportunities for positive investment.

C4 The imposing Art Deco five storey London County Council flats, built in 1930 along the south side of Quaker Street are set back from the historic street line, but is probably an example of where the exception proves the rule. Some other post-war developments have disregarded historic street lines in a far less satisfactory manner, possibly anticipating road widening schemes that have now been abandoned. Reinstatement of historic building lines and the maintenance of the existing street pattern is essential to the protection and regeneration of this area.

C5 There is a mix of land uses in the area, but generally not of the fine grain found in Brick Lane. There are a number of sizeable blocks of new flats together with large commercial buildings, notably along Commercial Street, and very little retail or restaurant uses.

C6 The size and solidity of many of the buildings, coupled with the narrow streets, gives this Local Character Area a gritty, hard-edged and unrelieved urban character, which is possibly the most challenging in terms of regeneration in the whole of the Spitalfields area.

C7 The Local Character Area contains a number of listed buildings but there are several others which do contribute positively to the historic and architectural character and appearance of the area which are worthy of recognition. Some features such as the bridge across the road in Jerome Street add enormously to the industrial character of these streets. These are included in the list of assets of historical interest in Appendix D.

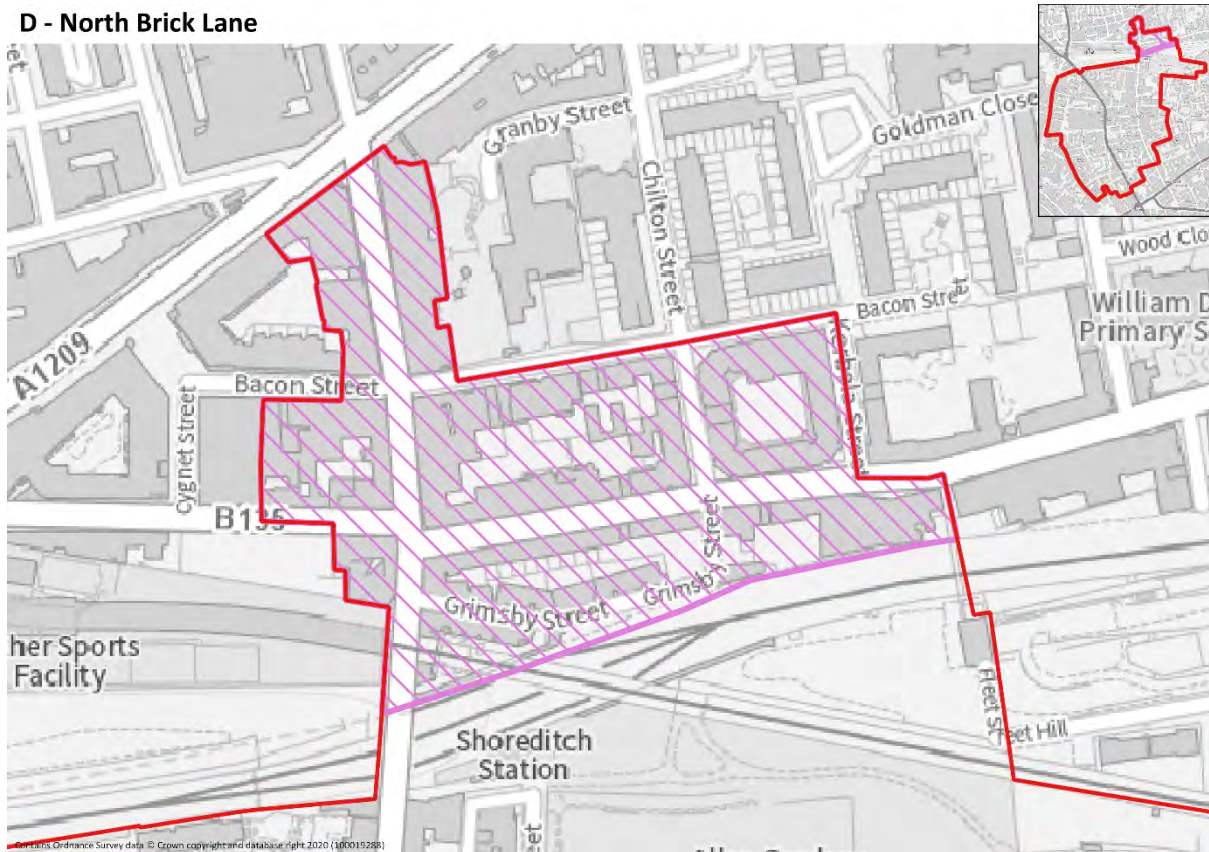
C8 Pavement and road surfaces in this area are generally poor and have often been badly repaired or patched following construction works. However, some historic road surfacing, paving and street furniture survives, also noted in Appendix D, which are worthy of being retained, restored where damaged and kept in good repair. Historic granite setts survive in the carriageway beneath modern tarmac in many streets.

C9 The existing fragmented and sometimes scarred nature of the area means that there are few 'picture postcard' views within the area. The close view of the red brick warehouse on the north side of Calvin Street from the dog-leg junction with Jerome Street gives a flavour of the 19<sup>th</sup> century. By contrast the vista along Calvin Street from Grey Eagle Street, despite interesting buildings on either side is marred by the foreground and the staggering height of Principal Place in the distance. The narrow view of the tall red brick chimney on the west side of Jerome Street from its eastern corner with Corbet Place is a striking reminder of the industrial past.

C10 Two good views of Christ Church exist from within the Local Character Area, as follows, and efforts should be made to protect them:

- from the junction of Jerome Street and Commercial Street looking south towards Christ Church (**View CVE01**).
- from the north-south section of Corbet Place looking towards Hanbury Street with the spire of Christ Church rising behind (**View CVE02**).
- view of the brewery chimney looking southwards from Brick Lane from south of the railway bridge, particularly from the west pavement (**View CVE03**).

**D - North Brick Lane**



D1 This Local Character Area forms a distinct part of the Brick Lane/Fournier Street Conservation Area, north of the railway line and its modern railway bridge which forms a strong visual and physical barrier to the rest of the CA to the south. The Conservation Area Appraisal and Management Guidelines provide a very good description of the historical development of the area and its character and appearance.

D2 The overriding quality of this Local Character Area derives from its consistency of scale of three and four storey buildings, a grain of narrow frontages facing narrow streets, with very few large building plots. There are consistent and continuous street lines, with everything built hard onto the back edge of pavement. Where new development has occurred within the area, such as sections of Cheshire Street, it has been done to an appropriate scale of plot widths, heights and architectural rhythm, and using traditional materials of brick and timber. While some of the old buildings have been lovingly restored there remain many further opportunities for more careful and imaginative refurbishment projects.

D3 The historic shabbiness of this part of Brick Lane has been partly replaced by fashionable retail outlets and vibrant shops selling food and clothing. The weekend market continues to thrive, drawing people from far and wide, but the weekday and evening economy is also thriving. This vibrant activity and mix of lively ground floor uses in Brick Lane and its side streets is crucial to the character of this Local Character Area.

D4 The Local Character Area contains a number of statutorily and locally listed buildings, but not the density or concentration of Local Character Areas A or B. These streets do however contain a great

wealth of historic fabric, previously overlooked perhaps because of its condition and the assumed poverty of the area. While the Conservation Area Appraisal in 2009 correctly noted that many of the buildings on Brick Lane north of Sclater Street and Cheshire Street are thought to be mid-18<sup>th</sup> century tenements behind rebuilt 19<sup>th</sup> century facades, and potentially worthy of listing, that status has not yet been achieved. One locally listed building, No.17 Cheshire Street, has been lost to redevelopment. No.161 Brick Lane, mentioned in *The Buildings of England* in 2005 has also been lost. Although the Conservation Area Appraisal does mention a few other buildings of interest such as No.157, formerly the Jolly Butcher public house, they were afforded no status in 2009. Many of the old buildings in this area, even though altered or partly defaced, tell a story of social history and adaptation over centuries of occupation, all of which contribute positively to the character and appearance of the area. They have been included in the list of non-designated heritage assets in Appendix B.

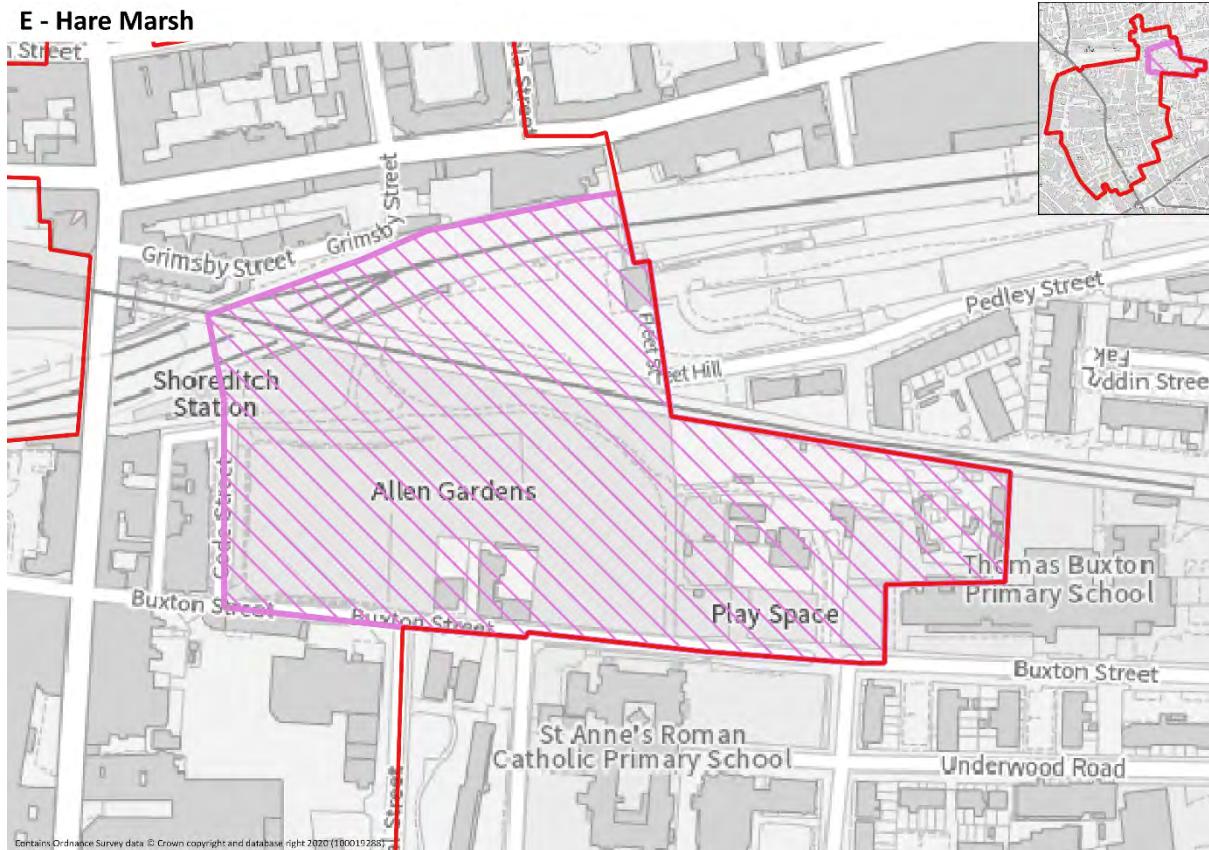
D5 The existing Conservation Area Appraisal notes several views that should be protected, but none are specified in detail for this Local Character Area. Views westwards along Bacon and Sclater Streets and along Bethnal Green Road have been greatly changed by the overwhelming scale of recent development west of Cygnet Street, and this adverse impact could be exacerbated by excessive development of the Bishopsgate Goods Yard.

D6 The following views are important and efforts should be made to protect them:

- the continuous and consistent height of buildings along Brick Lane, coupled with the variety of architecture, provide a continuum of townscape views looking north from the railway bridge towards Bethnal Green Road (**View DVN01**), and in the opposite direction from Bethnal Green Road, looking down into Brick Lane (**View DVN02**). The even roof lines are an important component of this view.
- Cheshire Street, looking eastwards from the junction with Brick Lane, is lined by interesting buildings particularly on the south side and provides a fine view, enhanced by the consistent roof lines and the distant bend in the street which is an invitation to explore (**View DVN03**).



### E - Hare Marsh



E1 The vast majority of this Local Character Area comprises Allen Gardens which is a major public open space and amenity for local residents and workers. Two important buildings remain on Buxton Street, the vicarage which is listed and the former school which is not but is included on the inventory of assets of historical interest in Appendix D.

E2 Within and alongside the public open space there are also physical reminders of the historic streets that once covered this area. Fragments of original granite sett carriageways and kerb lines survive, and the layout of footpaths sometime follows the line of ancient streets. These are important reminders of the past. As meaningful survivals of historic fabric they have been included as Non-Designated Heritage Assets in Appendix B.

E3 The area contains examples of street art which attracts international and domestic visitors to Spitalfields. Street art and other painting on the garden walls around 35-37 Buxton Street should be discouraged because of the harm toxic water run-off may be causing endangered amphibians that live nearby.

E4 As one might expect from a large open space, there are fine views in many directions, but from within the park (**View EVE01**) and along Buxton Street (**View EVE02**) the Truman Brewery chimney is a prominent landmark. Any development of empty sites on the eastern part of the brewery site will need to ensure that these views are carefully considered. There are also views from the junction of Cope Street and Pedley Street, westwards along the alleyway towards Brick Lane (**View EVN01**) and eastwards along the path across the path following the historic line of Pedley Street (**View EVN02**).

**F - South Brick Lane**



F1 South of the brewery complex, Brick Lane is the busy and narrow artery of Banglatown. As noted by *The Buildings of England* (2005), it has a great deal of character but little that stands out architecturally. Built up tightly to the street (not with projecting shop fronts or set-back upper floors) from the late 17<sup>th</sup> and early 18<sup>th</sup> century, much was rebuilt in the late 19<sup>th</sup> or early 20<sup>th</sup> century, maintaining a broadly consistent scale of around four storeys, with projecting dormers in mansard or sloping roofs. The grain of Brick Lane is of narrow plots and individual shops, with very few buildings with large footprints or wide frontages. Despite few of the buildings being statutorily or locally listed, there is a wealth of historic fabric, often with a patina of alterations that tell their own stories of social and cultural change.

F2 To the east, the tightly-knit side streets provide a wider range of building types, from the two storey (plus dormers not always visible from the street) terraced houses of Woodseer Street to grand Edwardian tenements and impressive workshop and factory buildings, some with wider and more unified frontages. These display a great range of architectural styles and detailing.

F3 Those buildings that are not already listed but which nevertheless are considered to make a positive contribution to the character and appearance of the area are included in the inventory of non-designated heritage assets in Appendix B.

F4 Land use is also crucial to the character of the Local Character Area with a vibrant mix of small retail and restaurant businesses lining Brick Lane, and occasionally spilling into side streets. Generally the character of the side streets is much quieter, with more residential uses and office or studio uses. The contrast between Brick Lane and its side streets is particularly important.

F5 The Conservation Area Appraisal mentions various landmarks including the Great Mosque, the Truman Brewery, and the striking 1984 Health Centre further south. The gently curving nature of Brick Lane and its consistent scale and building line results in a continuum of townscape views from all along the street, in both directions, with the various landmarks in the near, medium or far distance. Many of the junctions with side streets have buildings which celebrate their corner positions. The Appraisal notes that many of the side streets are straight and offer long views from Brick Lane to the east, framed by buildings of generally consistent heights. In these views the rooflines are important and proposals which affect these should be carefully considered. There are shorter yet tantalising views into Links Yard from Spelman Street, across the granite setts in the entrance courtyard of the former industrial buildings behind, and an even better view of the splendid 19th century brick chimney within Kinks Yard from the yard behind No.33 Heneage Street.

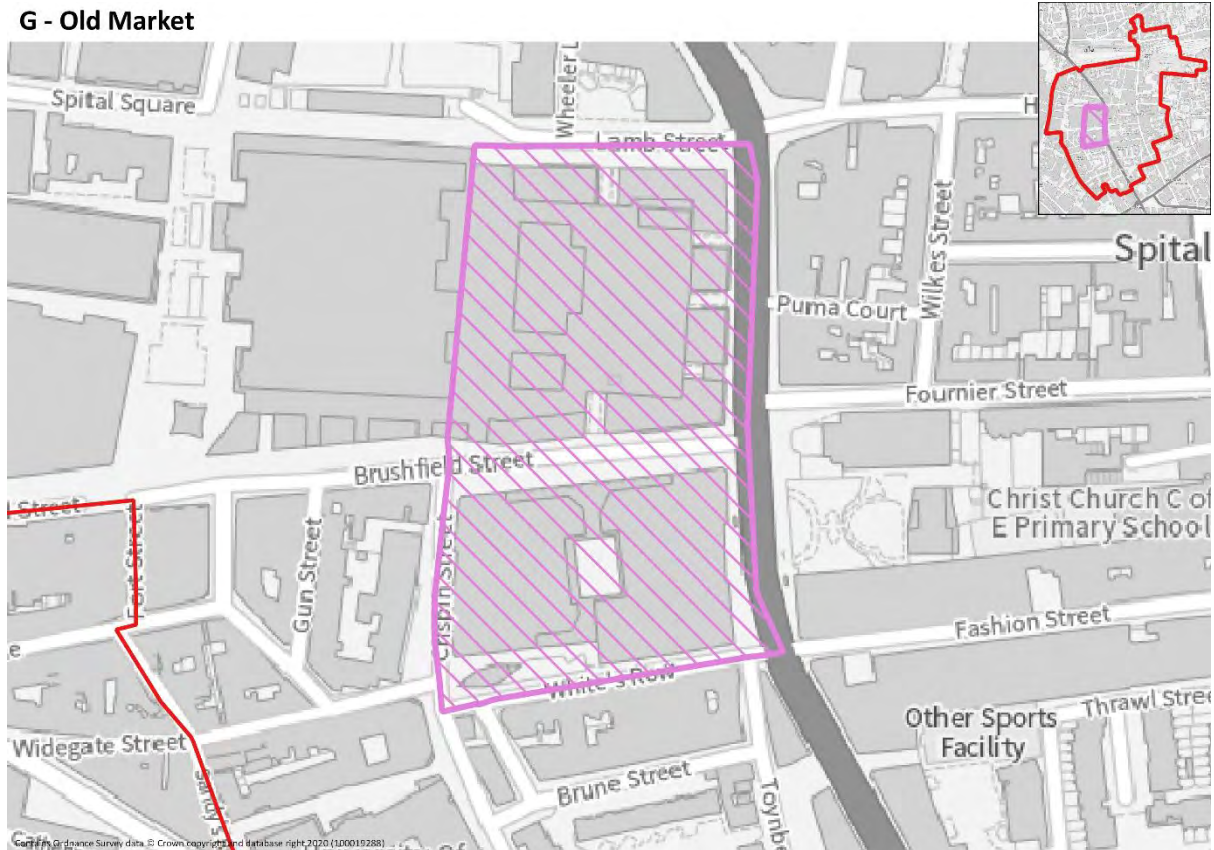
F6 The following views are considered important and efforts should be made to protect them:

- along Brick Lane in both directions for its full length, southwards from the junction with Woodseer Street (**View FVE01**) and northwards from Wentworth Street/Montague Street (**View FVE02**).
- from Brick Lane eastwards along Heneage Street (**View FVE03**).
- from Brick Lane looking eastwards along Princelet Street (**View FVE04**).
- from Brick Lane looking eastwards along Hanbury Street (**View FVE05**).
- from Brick Lane looking eastwards along Woodseer Street (**View FVE06**).
- from Spelman Street into Links Yard, including the top part of the spire of Christ Church (**View FVN01**).
- from rear of Heneage Street to chimney of Links Yard (**View FVN02**).

F7 The quality of street and pavement surface varies through the area, with some parts recently repaved in good quality York stone while other parts are more utilitarian. Exposed granite setts remain in Heneage Street and in several pavement crossovers. These are included in the inventory of Appendix D, with the intention that they are retained and kept in good repair. The historic street furniture is identified as a series of non-designated heritage assets and is also shown in Appendix B.



### G - Old Market



G1 The former wholesale fruit, vegetable and flower market together with the former Fruit and Wool Exchange form a distinctive part of the Brick Lane/Fournier Street Conservation Area. Its character and appearance is described on pages 8 and 9 of the Conservation Area Appraisal and Management Guidelines 2009.

G2 In 2018 the Fruit and Wool Exchange site was redeveloped, incorporating the former car park in White's Row, but also involving the loss of the historic Dorset Street. While the 1929 frontage to Brushfield Street has been retained and adapted, the character of the former exchange has now changed to one of a corporate office building with an element of ground floor retail uses. A new pedestrian route has been created from the central entrance in Brushfield Street to White's Row, but the semi-public space in the centre is dark and little more than an entrance to the offices.

G3 The additional floors of offices, although set back from the street frontages, do impinge of various longer views, for example along Commercial Street (see Local Character Area K).

G4 North of Brushfield Street, the former wholesale market, as converted in the 1990s, remains a major attraction for visitors to the area. Its scale and frontages on to Commercial Street are entirely appropriate for the area. The Conservation Area, and therefore this Local Character Area, does not include the two storey 1929 neo-Georgian range along the north side of Brushfield Street (see Local Character Area L).

G5 The old market buildings are nationally listed, but there are a number of other features that have been identified which contribute positively to the character and appearance of the Local Character Area. Much of the paving in the area has recently been renewed in good quality materials, but some



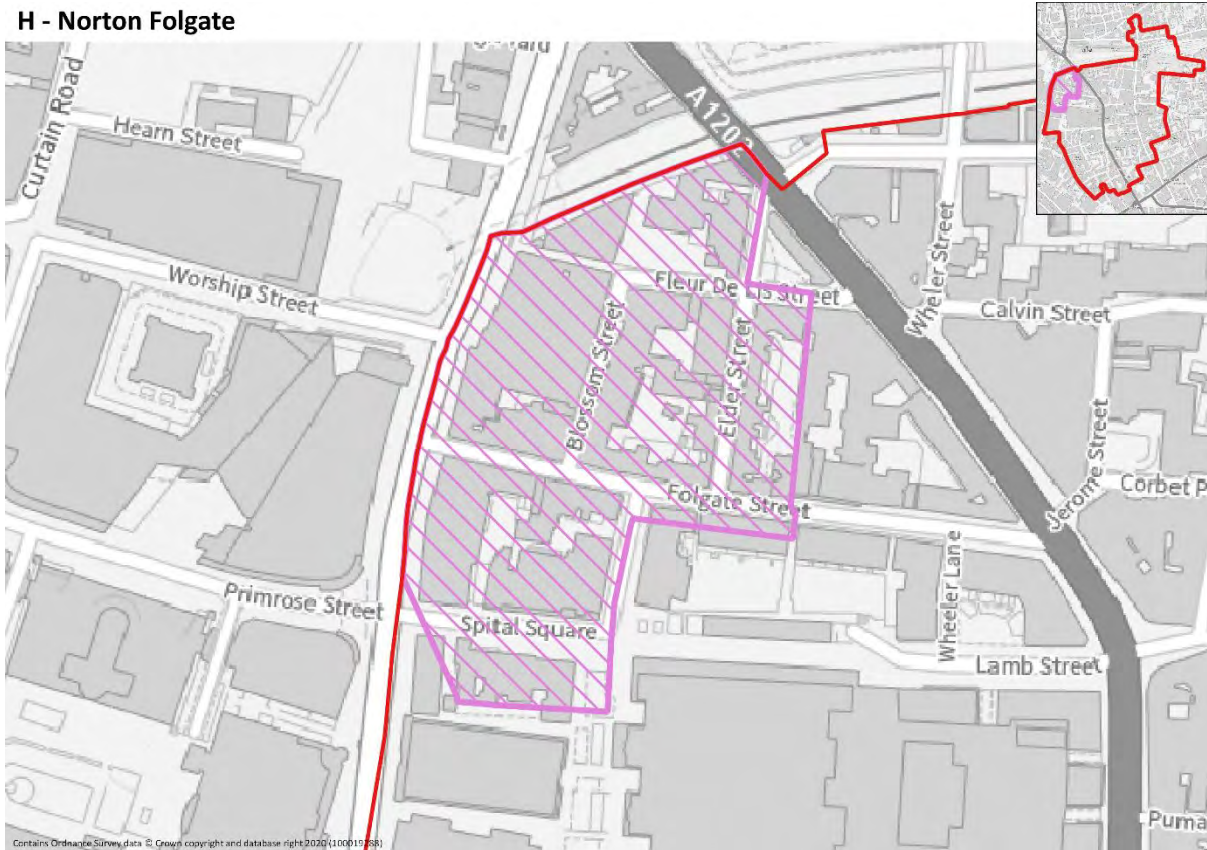
items of historic street furniture remain. These are included in the list of assets of historical interest at Appendix D.

G6 The view of the spire and west end Christ Church along the full length of Brushfield Street is already identified in the Conservation Area Appraisal, and both the old market buildings and the former Fruit and Wool Exchange are in the near foreground of this view (**View GVE01**). Any increase in bulk or upward extension, including visible roof plant or antennae, is likely to be harmful to this view.

G7 An addition view has been identified from the wide pavement along the eastern side of the former Fruit and Wool Exchange, between Brushfield Street and White's Row, of the wider setting of Christ Church, its west end and tower, and the south side of the nave, but also including its church yard and the backdrop of early 18<sup>th</sup> century houses in Fournier Street (**View GVN01**). This is one of London's most outstanding pieces of townscape and efforts should be made to protect it.

G8 The view of Christ Church also carries on northwards for the full length of Commercial Street along the pavement outside the old market building from Lamb Street to Brushfield Street. This is a continuous view where the spire rises above the parapets of the buildings on the east side of Commercial Street, in Local Character Area A, and highly sensitive to any roof top alterations or extensions (**View GVN02**). Again, efforts should be made to protect this view.

## H - Norton Folgate



H1 This Local Character Area comprises about two-thirds of the Elder Street Conservation Area, designated by the local authority in 1969. The Conservation Area Appraisal and Management Guidelines adopted in 2007 contain a thorough description of the history of the area and its character and appearance at that time. Since then, however, much of this part of the Conservation Area has been radically altered and the historic character affected by the implementation of British Land's proposals for redevelopment (which was refused by Tower Hamlets Council but which was subsequently approved by the Greater London Authority). The area between Blossom Street and Norton Folgate/Shoreditch High Street has been largely demolished, to be replaced by much taller modern offices. A number of facades have been retained. As the 2007 Appraisal noted on page 7, the Nicholls and Clarke site "represents a glimpse of the interwoven complexity often found in old London, and may include walls and other structures from the former Hospital Priory".

H2 While the listed early 18<sup>th</sup> century terraces of Elder and Folgate Streets survive, their setting will be altered by the height and bulk of new buildings, and their setting will be threatened by large scale developments and proposals to the west and north.

H3 Spital Square is an important enclave in the south-west corner of the area, with significant listed buildings. The setting of these buildings, particularly St Botolph's Hall, has been improved by the new 20 Bishops Square, by Matthew Lloyd architects, completed in 2009. It won an RIBA award in 2010. Its five-storey scale and warmly coloured terracotta are appropriate for its context, and a welcome contrast to the uncompromising office blocks in Local Character Area L. Eden House on the north side of Spital Square, built in 2008, also is five storeys. Anything higher would have an adverse impact on

the houses in Folgate Street and development must therefore avoid or demonstrate that it can fully mitigate any such impacts.

H4 An existing oddity is that the boundary of the Conservation Area, and hence the boundary between Local Character Areas H and L, runs at a diagonal, cutting through existing buildings. While this may reflect ancient boundaries of the liberty of Norton Folgate, it might be more sensible to amend the boundary to run along the centre line of Stothard Place from Bishops Square to Bishopsgate.

H5 There is a variety of land uses within the Local Character Area, with most streets containing a mix of uses within them. This variety is part of the character of the area and enhances the grain and sense of diversity in the area. Large scale monolithic uses are not appropriate, and the retention of small-scale services interspersed between residential and business accommodation is important.

H6 While many buildings in the area are listed there are a few that are not but which nevertheless contribute positively to the character and appearance of the area. These additional buildings, including the facades retained in Blossom Street and Norton Folgate are presented in Appendix D as assets of historical interest.

H7 Much of the area has been repaved in good new materials and some of the historic street surfaces are already listed. There are however some features of street furniture not currently listed. These have been identified and included as assets of historical interest in Appendix D. Ideally they should be retained in situ and properly maintained.

H8 The 2007 Conservation Area Appraisal mentions various important views within in the area, and notes on page 8 that the character of the area has been altered by the 12 storey Bishops Square and the 35 storey Broadgate Tower, which was under construction at the time of publication. These views are described and updated in greater detail below but, for avoidance of doubt, are required to be protected through the 2007 Conservation Area Appraisal rather than this Character Area Appraisal and Policy SPITAL1:

- the view northwards up Blossom Street from the junction with Folgate Street will certainly be changed by the new British Land development, and may no longer give the “ dramatic and accurate glimpse of mid 19<sup>th</sup> century commercial London, including the warehouses, loading gateways, gas street lights, bollards and road setts” that the Conservation Area Appraisal described in 2007 (**View HVE01**).
- the view southwards along Elder Street from its junction with Commercial Street, and continuing south of Fleur-de-Lis Street remains framed by historic buildings and the neo-Georgian frontage of Loom Court. The view is closed by the facsimile Georgian facades of Folgate Street, with the glass blocks of Bishops Square rising behind. This view appears on the cover of the Conservation Area Appraisal (**View HVE02**).
- the view northwards up Elder Street from its junction with Folgate Street is similarly lined with historic buildings of consistent parapet height, looking towards the low brick walls of the railway cutting on Commercial Street and warehouses of Shoreditch in the distance. It will be particularly affected by any large developments at the western end of the Bishopsgate Goodsyrd (**View HVE03**).

- the views westwards along Folgate Street (**View HVE04**) and Fleur de Lis Street (**View HVE04**) are already dominated by the very tall buildings in the City and Hackney, now including Principal Place and Curtain Street towers.

There is one scheduled monument on the Historic England Assets at Risk Register – the Prior and Hospital of St Mary Spital in Steward Street (ref. 1001982). This also extends into Character Area L.



### I - Commercial Street



I1 This triangular-shaped Local Character Area is dominated by the industrial and commercial buildings fronting the south-west side of Commercial Street, which cuts as a diagonal through the historic grid plan of Elder, Fleur-de-Lis and Folgate Streets. The scale of buildings is mainly five or six storeys, with wide and grand frontages, matching the scale of buildings on the other side of the street in Local Character Area C.

I2 The north and south sides of Folgate Street comprise pastiche late-20<sup>th</sup> century redevelopment.

I3 The Elder Street Conservation Area Appraisal states that various views are important, two of which originate within Sub-Area I.

- the view westwards along Folgate Street from its junction with Commercial Street is lined with buildings of consistent parapet heights, but terminates in the tall slab of the Broadgate Tower (**View IVE01**)
- the view westwards along Fleur-de-Lis Street from its junction with Commercial Street is framed by fine buildings in the foreground but the skyline is now dominated by very tall buildings behind. The views of the retained warehouses on Blossom Street will also have a backdrop of taller buildings on Norton Folgate (**View IVE02**)

I4 Most of the area has been repaved with appropriate materials, including York stone, and historic carriageway setts survive in Folgate and Elder Street. Items of historic street furniture or materials are not protected by listing, but nevertheless are worthy of note and are therefore included on the list of assets of historical interest in Appendix D.

## J - Artillery Passage



J1 This Local Character Area corresponds exactly with the Artillery Passage Conservation Area which was designated by the local planning authority in 1973 and extended to its current boundaries in 1975. Both the character and appearance of the area are very well described in the Conservation Area Appraisal and Management Guidelines adopted by the local authority in 2007. Its recommendations should be adhered to and will be supported by the Neighbourhood Plan. The tightly-knit nature of the area with its narrow streets and passageways, its low scale of three and four storey buildings and fine grain of small plots and narrow frontages makes this area very susceptible to harm from extensions to buildings or redevelopment within the area or nearby.

J2 In addition to the statutorily and locally listed buildings already identified, a number of non-designated heritage assets have been recognised in Appendix D, all of which contribute positively to the character and appearance of the Conservation Area. These should be retained. As well as buildings the list also includes items of street furniture.

J3 Much of the area has been repaved in recent years with sympathetic materials, particularly York stone flags and granite kerbs, which is welcome. However special care must be taken to retain historic features such as bollards where they survive, which are also included in the inventory of Appendix D.

J4 With regards to the views identified on Page 8 of the Appraisal, these are clarified as follows but, for avoidance of doubt, are required to be protected through the 2007 Conservation Area Appraisal rather than this Character Area Appraisal and Policy SPITAL1:

- the view towards Christ Church extends the full length of Brushfield, almost from Bishopsgate, west of the Local Character Area. All the frontages and roof lines of buildings on Brushfield Street

frame this continuous view, including buildings in Local Character Area G and L. The two set-back floors on the new Bishops Court development have a negative impact on this view. Any further upward extensions which impinge on the view should be resisted on any properties in Brushfield Street (**View JVE01**).

- the views along Artillery Passage apply to both directions, looking eastwards from Sandys Row (**View JVE02**) and westwards from Artillery Lane (**View JVE03**).
- the view of No.56 Artillery Lane from the junction with Gun Street is now dominated by the Nido Tower of 100 Middlesex Street, south of Frying Pan Alley (**View JVE04**).
- the views into and within Parliament Court are remarkably intimate, including a glimpse of the rear of the Sandys Row Synagogue, and require careful protection (**View JVE05**).
- there is a continuum of views along Crispin Street from its junction with Artillery Lane and White's Row towards old Spitalfields market, albeit with the glass block of Bishops Square rising behind the Brushfield Street frontage (**View JVE06**).

J5 The following additional views are of merit and therefore efforts should be made to protect them:

- looking southwards from Brushfield Street down Steward Street towards the cupola of No.44 Artillery Lane (**View JVN01**).
- looking south from Crispin Street outside the Convent of Mercy towards Bell Lane, Tenter Ground and White's Row (**View JVN02**).
- looking eastwards along White's Row towards Commercial Street, and continuing down Fashion Street to Brick Lane (one of the longest views in the whole of Spitalfields) (**View JVN03**).

J6 It should be noted that Bishops Court, mentioned on Page 7 of the Appraisal has now been redeveloped, although this is considered to be at rather too great a scale despite the existence of the Management Guidelines.

J7 There is one listed building on the Historic England Assets at Risk Register – the Sandys Row Synagogue in Sandys Row (ref. 1260323).



### K - Wentworth Street



K1 This Local Character Area corresponds exactly with the Wentworth Street Conservation Area, designated by the local authority in 1989. The character and appearance of the area, including its historical development, are very well described in the Conservation Area Appraisal and Management Guidelines adopted by the local authority in 2007.

K2 The 2007 Appraisal suggests two component parts for the Conservation Area, one based around Wentworth Street market and the other around Commercial Street. However in terms of building types, the magnificent row of commercial buildings along the east side of Middlesex Street (all built following the road widening by the Metropolitan Board of Works in 1883) are similar in scale and character to the fine ranges of industrial, workshop and warehouse buildings that line both sides of Commercial Street. In between these western and eastern boundaries the area is dominated by inter-war London County Council residential development of the Holland Estate, incorporating ground floor shops along Wentworth Street. These robust blocks of public housing line the majority of both sides of Wentworth Street and dominate the townscape. The side streets, including the long streets of Bell Lane and Toynbee Street and the grid of shorter side streets such as Cobb, Leyden and Strype Streets, contain a wider variety of buildings from the 19<sup>th</sup> and 20<sup>th</sup> centuries, generally smaller in scale, but built hard on to the streets with no set-backs.

K3 In terms of character and land use the street market and clothing industries, together with their plethora of shops and showrooms, have traditionally dominated Wentworth Street and Middlesex Street. The side streets are quieter, with less ground floor activity, and this contrast is important to the character of the area.



K4 Very few buildings in the Local Character Area are statutorily or locally listed. The Conservation Area Appraisal 2007 specifically mentions a few other buildings, such as the Bell public house on Middlesex Street, which contribute positively to the character and appearance of the area. However there are a great many more which deserve recognition for the role they play in defining the character and appearance of the area and its historic development. Some of these are considered to merit inclusion in the list of non-designated heritage assets in Appendix B and the remainder that are simply worthy of note are included in the list of assets of historical interest in Appendix D.

K5 In recent years there has been welcome investment in refurbishing several important buildings in the area, such as Nos 9-23 Leyden Street and No.80 Middlesex Street, which are exemplary. Where new development has occurred such as the extensions of the 1930s Brody House between Leyden Street and Bell Lane, this has generally respected the character of the area. Great care however must be taken not to increase the scale of existing buildings by upward extensions in a manner that will harm the existing, consistent scale of the townscape. Development must therefore avoid or demonstrate that it can fully mitigate any such impacts.

K6 The 2007 Appraisal describes a number of important townscape views in the area. These are clarified as follows (for avoidance of doubt, these are required to be protected through the 2007 Conservation Area Appraisal rather than this Character Area Appraisal and Policy SPITAL1):

- view southwards down Commercial Street from the junction with White's Row and Toynbee Street, with a consistent scale of buildings and parapet height, sensitive to any roof extension **(View KVE01)**.
- views northwards up Commercial Street from its junction with Wentworth Street, on both sides of the street, with fine sequences of buildings of consistent heights. The bulky additional storeys on the Fruit and Wool Exchange have impacted on these views, and from the east side of the street the towers of Principal Place, Curtain Road and Broadgate also dominate what was once a fine view. Nevertheless there must be sensitivity to any roof extensions on the buildings in the Local Character Area which might further erode the townscape **(Views KVE02 and KVE03)**.
- view westwards along White's Row from the north end of Toynbee Street, although this is somewhat dominated by the glass blocks of Broadgate in the background. The new three storey frontage of the Fruit and Wool Exchange development now provides welcome enclosure to the north side of White's Row along the eastern half of the street. This view reflects the vista eastwards from the other end of White's Row (see Local Character Area J) **(View KVE04)**.

K7 The following additional views are of merit and therefore efforts should be made to protect them:

- looking north from the southern end of Toynbee Street at its junction with Wentworth Street towards the upper part of spire of Christ Church **(View KVN01)**.
- view eastwards along the full length of Fashion Street from Commercial Street towards Brick Lane **(View KVN02)**.
- view from Wentworth Street looking north into Ann's Place and beyond; an atmospheric glimpse of historic 19th century Spitalfields **(View KVN03)**.

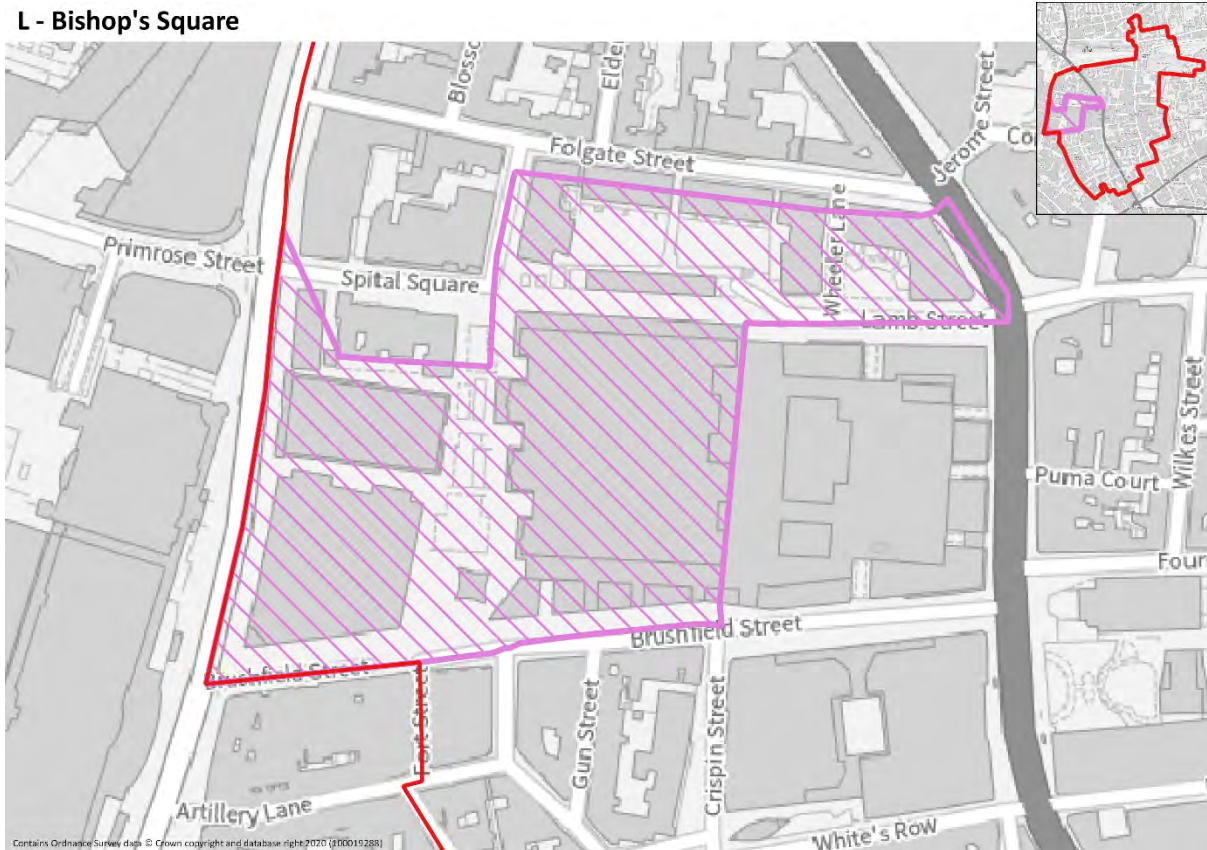
K8 The Conservation Area Appraisal notes that the high-rise Denning Point tower "overshadows" the fine warehouse buildings on Commercial Street close to Wentworth Street. The same can be said of the new Nido Tower to the north, between Bell Lane and Middlesex Street, similarly outside the

conservation area but impacting on it in an adverse manner. Perhaps the most dramatic demonstration of contrasting scale, and the cheek-by-jowl proximity of economic wealth in the City of London to the comparative poverty but historic continuity of this part of Spitalfields, is the panorama looking westwards along Wentworth Street, where the City's cluster of 21<sup>st</sup> century office towers rise in spectacular fashion over the 19<sup>th</sup> and 20<sup>th</sup> century rooftops.

K9 Much of the area in and around the market has been repaved in recent years with good quality materials, including new York stone and granite kerbs, which is welcome. However, great care must be taken to retain the few historic features which survive. The tightly-knit and hard urban character of the area together with its land uses means that there are few trees or green spaces, but those that exist are an important foil to the built fabric. There are proposals to make a new 'pocket' park on the site of the disused public conveniences at the south end of Leyden Street. If possible the existing vent shaft and the historic bollard on the existing island should be retained.

K10 The whole of the Wentworth Street Conservation Area is on the Historic England Assets at Risk Register (ref. 7462).

## L - Bishop's Square



L1 This comprises the largest Local Character Area which does not have conservation area status. Most of it was subject to comprehensive redevelopment whose planning started in the 1980s when the area was still within the demise of the City Corporation (before the boundary changes of 1994). The large-scale steel and glass office blocks of Nos 250 and 280 Bishopsgate, completed in 2000/1, relate far more closely to the financial quarter of Broadgate and London Wall than to the character of Spitalfields. Only the five-storey scale of No.288 Bishopsgate, by Foggo Architects, pays any respect to the scale of the adjacent Spital Square in Local Character Area H.

L2 The largest development however, completed in 2005 after an extensive archaeological dig, is Bishops Square whose twelve storey glass slabs of corporate offices are considered comparatively bland for a design by Foster + Partners. These blocks replaced some of the former market buildings that were not listed, and now abut the listed buildings to the east (Local Character Area G). Along the north side of Brushfield Street the pretty, two-storey 1929 range of market buildings (originally used by banks and offices) were sensitively restored and extended westwards in a contemporary manner. They are considered to be assets of historical interest and included in Appendix D.

L3 This two-storey range forms a very important frontage to the street and is a critical element framing the view towards Christ Church, already identified in Local Character Area J. Any upward extension of this range, or roof-top plant, could harm this view.

L4 Between these large-scale office developments, Bishops Square itself is a major new public open space for the area, which is now benefiting from maturing trees and vegetation. The quality of paving and landscaping as well as its maintenance, is high, and the seating and tented canopy space are well

used by workers, visitors and no doubt some local residents too. The public realm has also been a location for many works of art and sculpture, often ephemeral, but two works, *Goat* and *Wooden Boat with Seven People*, now seem to be permanent features, at the south and north ends of the space. In time they may become part of the area's heritage.

L5 The most significant feature in terms of heritage, and an outcome of the extensive archaeological investigation, is the preservation in situ in the centre of Bishops Square of the walls of the charnel house or chapel crypt of St Mary Spital, publicly accessible to view down steps and through a glass lid. This is a scheduled ancient monument.

L6 The narrow alleyway of Stothard Passage is also of heritage significance, an ancient route that follows the line of 12<sup>th</sup> century monastic walls. The 17<sup>th</sup> century house at No.1, although much rebuilt, probably incorporates fragments of medieval fabric. Surprisingly it is not listed, and is included in the list of assets of historical interest in Appendix D.

L7 The pedestrian route from Bishops Square to Bishopsgate between Nos. 250 and 288 is also important as a reminder of former streets.

L8 North of Bishops Square, Lamb Street connects Spital Square with Commercial Street, partly pedestrianised, and behind the low range of food outlets on its north side lies the sequestered open space of Elder Gardens, a pleasant oasis of trees and shrubs, which connects to Folgate Street via Nantes Passage.

L9 Although the commercial development of Bishops Square and Bishopsgate is quite recent, the uncertain future demand for large office accommodation may hasten a rethink about their use. It remains to be seen how adaptable these buildings might be. Were redevelopment ever to be contemplated, then a lower scale and a wider mix of uses, including residential, would be welcome.

L10 The views of Christ Church along the full length of Brushfield Street are of great importance and the view from the junction with Bishopsgate affords the longest view of the west end and spire (**View LVE01**).

L11 There is one scheduled monument on the Historic England Assets at Risk Register – the Prior and Hospital of St Mary Spital in Steward Street (ref. 1001982). This also extends into Character Area K.



**M - Bell Lane**



M1 Lying between the Artillery Passage and Wentworth Street Conservation Areas, this area comprises two distinctive parts and groups of buildings either side of Bell Lane. To the east is the Holland Estate, built 1927 – 1936 by the London County Council, including a series of mainly four-storey brick blocks in neo-Georgian style, built in robust brick with good details which survive except for plastic replacement windows. These comprise Brune, Barnett and Carter Houses. Other parts of this LCC development lie within the Wentworth Street CA, Local Character Area K, including Bernard House, facing Toynbee Street, and the north and south sides of Wentworth Street. Together they form a strong group. Indeed, there is a strong argument for adding the blocks in Local Character Area M into the Wentworth Street Conservation Area so that the whole estate shares the same level of protection. The inter-war blocks are considered to be of local heritage merit and therefore have been added to the list of non-designated heritage assets in Appendix B.

M2 There are good views into the estate from Toynbee Street and Bell Lane, with the blocks satisfyingly arranged around generous communal space.

M3 To the west of Bell Lane is the former site of the 19<sup>th</sup> century Jewish Free School, demolished in 1939, and whose site was redeveloped in 2010 as The Nido, 100 Middlesex Street. The 112 metre tower provides student accommodation. The design of the tower and its substantial podium, by T.P. Bennett Architects, makes little concession to its context, either in terms of materials or architectural form.

M4 The tower in particular has a negative impact on the surrounding area, including views within Local Character Areas J and K.

**N - Lolesworth**



N1 This area has a surprisingly cohesive character. Historically the site of Rothschild Buildings, built to house the Jewish poor, and demolished in the 1970s, the area including Flower and Dean Street, Thrawl Street and Nathaniel Close, was redeveloped in 1983/4 by Shephard, Epstein & Hunter for the Toynbee Housing Association, comprising 2/3 storey housing, densely grouped around pedestrian routes, brown brick with expansive sloping roofs, praised in *The Buildings of England*. After nearly forty years the buildings and their landscape seem to have matured well, and the area possesses a cohesive sense of community as well as architecture.

N2 The reinstated 1886 archway provides a focus onto Wentworth Street. From here there is an unusual view northwards along Flower and Dean Street towards the fine tall plane trees behind Christ Church churchyard, the round-arched windows of the rear of Fashion Street and the tops of the attics and roofs of Fournier Street. Efforts should be made to protect this view (**View NVN01**).



**O - St. Jude**



O1 This area borders the Wentworth Street Conservation Area, and falls into three parts each with a distinct character.

O2 West of Goulston Street, either side of New Goulston Street, is three and four storey late 20<sup>th</sup> century housing, all in brown brick with colourful window frames. Although the development does not respond precisely to historic building forms or plots, the old streets survive (including historic granite setts in New Goulston Street, partially revealed), and the scale of buildings is subservient to the warehouses and tenements of Middlesex Street, Wentworth Street and Goulston Street to the west, north and east. This sympathetic scale should be retained, were redevelopment or intensification to be contemplated.

O3 Between Old Castle Street and Goulston Street are two well-constructed interwar LCC housing blocks, Jacobson and Herbert Houses, which sit in pleasant landscaped grounds. These two blocks contribute positively to the area, and have been included on the list of assets of historical interest Appendix D. Immediately abutting the boundary with Herbert House, but just outside the area, is the remarkable façade of the 1846 former wash house.

O4 Between Old Castle Street and Commercial Street and fronting the south side of Wentworth Street the whole area has been redeveloped in the early 21<sup>st</sup> century. The four and five storey podium blocks, although set back from historic street lines on Old Castle Street and employing contemporary materials and design, do at least respect the prevailing scale of the Holland Estate and the adjacent conservation area. However the tall tower of Denning Point, as noted in Local Character Area K, has a negative impact on the Wentworth Street Conservation Area, notably the setting of the warehouses

along Commercial Street, and has an adverse impact on the setting of the listed Toynbee Hall, Local Character Area P.

O5 The new public space and pedestrian route between Old Castle Street and Commercial Street, known as Resolution Plaza, affords a good view of the recently exposed frontage of Toynbee Hall, adding to the continuum of views across the road from the pavement on the west side of Commercial Street (**View OVN01**).



**P - Toynbee Hall**



P1 Toynbee Hall and its setting have been dramatically improved in recent years. The new public gardens now provide a magnificent frontage onto Commercial Street which enables the restored Grade II listed buildings to be fully appreciated. The space is now sensitively framed by a new five-storey arcaded pale brick building to the south (next to the orange brick of the restored No.22 Commercial Street) and good quality new buildings to the north together with the existing Nos 38 and 40 Commercial Street.

P2 The south side of Wentworth Street now provides a good range of new and restored buildings. Although Toynbee Hall is listed, there are also a number of other assets of historical interest which contribute towards the character and appearance of the area. These have been included in Appendix D.

P3 Although the area is overshadowed by the tall tower of Denning Point on the west side of Commercial Street, the view of Toynbee Hall from Commercial Street looking eastwards is an important new panorama, with its 'Tudor' chimneys and roof now silhouetted against sky. Efforts should be made to protect this view, including in relation to any future development that may come forward east of Gunthorpe Street, both close by or distant (**View PVN01**).

## Q - Chicksand



Q1 Lying outside but abutting the Brick Lane Conservation Area, this area comprises late C20 housing estates and a sizeable and well-used public park and playground between Heneage Street, Chicksand Street and Spelman Street, known as Chicksand Ghat.

Q2 There are no buildings of heritage interest in the area, but the granite setts in the carriageway of Heneage Street are worthy of note and are therefore included in the list of assets of historical interest, shown in Appendix D.

Q3 From the pavement on Spelman Street, looking across the park and multi-use games area, there is an unexpected but good view of the spire of Christ Church (**View QVN01**). Efforts should be made to his view protect this view, particularly in the consideration of future development at Bishopsgate Goodyard and other sites in Shoreditch.

## **APPENDIX B            NON-DESIGNATED HERITAGE ASSETS**

Dan Cruickshank and Alec Forshaw were commissioned by the Spitalfields Neighbourhood Forum to carry out a comprehensive survey of the neighbourhood area in April/May 2020. Every street, building or structure visible from the public realm was visually inspected, and assessed in terms of:

- Age and condition
- Architectural design
- Historic fabric
- Quality of materials and workmanship
- Use and function
- Historical association
- Social history, and
- Townscape importance.

Reference was made to The Buildings of England: London Volume 5: East, The survey of London and Spitalfields (Dan Cruickshank 2020).

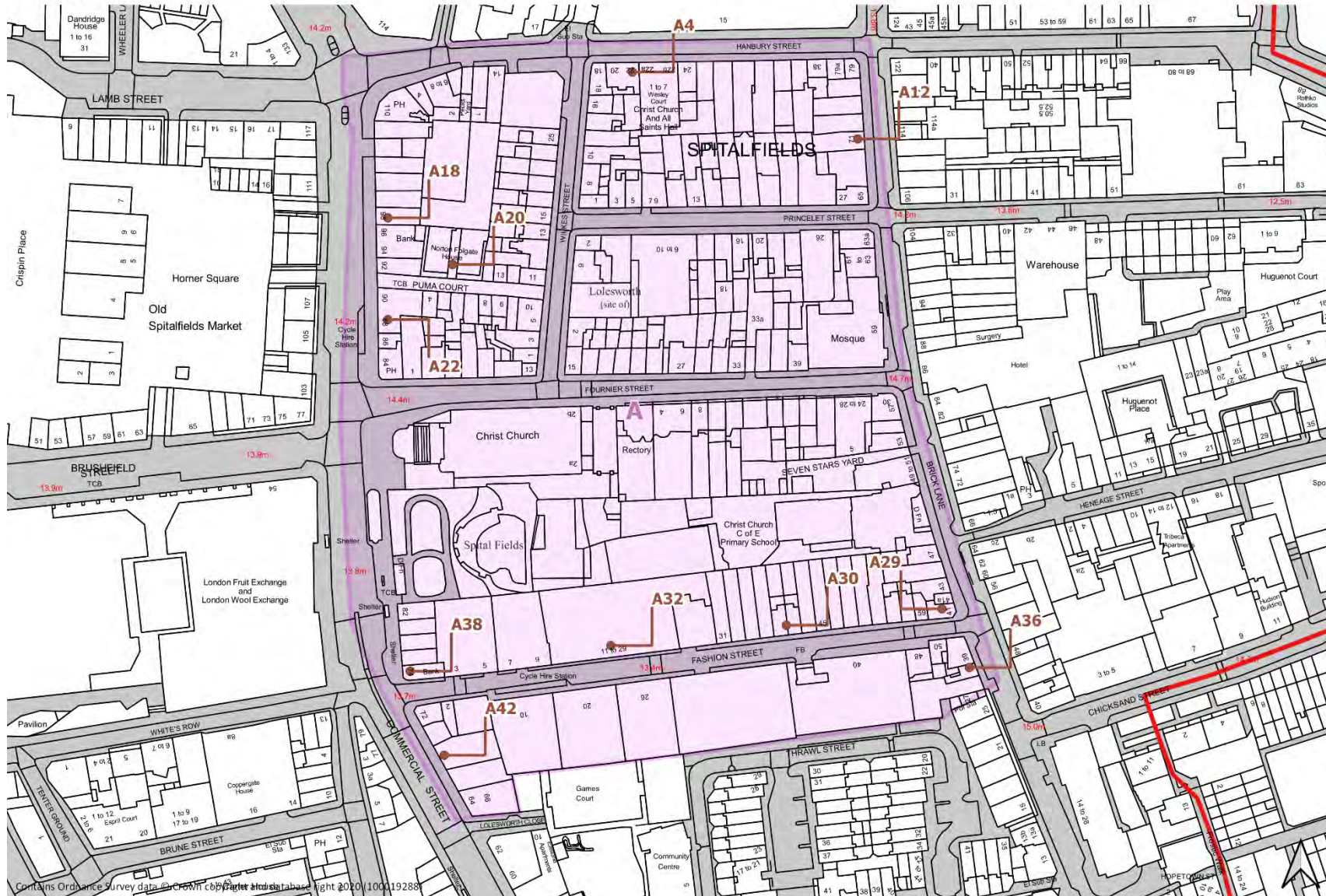
The most important 40 historic assets based on the above criteria were selected for inclusion in this Appendix B: Non-Designated Heritage Assets. The remaining items are included in the evidence base document, List of Assets of Historic Importance.




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A - Central

Character Area ● Non-Designated Heritage Assets





No.	Asset Name	Address	Description	Photograph
1	A12	65-79 Brick Lane	<p>65 to 79 Brick Lane (65 marks the corner house with Princelet Street) is one of the earliest (if much rebuilt and altered) and important residential groups in Spitalfields. The houses were developed in c 1705 by Joseph Truman, along with adjoining houses in Princelet Street and in Hanbury Street. Houses in Princelet Street and Hanbury Street remain more substantially intact, but widths and heights of more altered houses on Brick Lane, along with design features, arguably remain part of Truman's build.</p> <p>Number 65, brick façade rebuilt in minimal manner, in 20th century. But at first floor level, at party wall with 67, an area of 1705 brick work remains, with quoined window dressings in red brick.</p> <p>Number 67 has a facade of c 1705, flat-topped windows and string course. Possibly rebuilt in 19th century in most sympathetic manner but almost certainly original 1705 build. Façade now painted white so hard to be sure of date but a portion of window jamb at second floor level recently crumbled away to reveal early looking red bricks. This is near exposed 1705 brickwork on number 65, and the bond of this appears continuous with 67. It is far more likely than not, to judge by brick arches and other details, that this is essentially the façade and house of c 1705. Pevsner records it as an '18th century house.' Interior and rear elevations should be examined.</p>	

Number 69 was “The Laurel Tree’ public house, as proclaimed on a brick panel. Designed in pleasing permutation of Queen Anne Revival style, dated 1901 and in terracotta cartouche and entwined THB, presumably signifying public house belonged to Truman, Hanbury and Buxton brewery of Brick Lane. Pevsner suggests that ‘probably by Bruce. J. Capell for Truman’s’ (p. 418). A charming design of visual significance, with part of pub’s ornate timber oriel surviving at ground floor level.

Number 71 was re-fronted or rebuilt late 19th century in style of the 1720s houses in adjoining streets.



Number 73 was re-fronted in late 19th or early 20th century in manner of original 1705 facade. Very well done, although facing bricks perhaps a little too yellow and timber eaves cornice does not match Georgian style. It is made of moulded brick and topped with a parapet. The 1705 houses originally had timber eaves cornices and no parapets. The wide, central third floor window interesting detail, perhaps simulating original arrangement. Early houses on Hanbury Street are similar.

Number 75 was re-fronted un late 19th century in manner of 1705, but simpler than number 73, notably no string courses.



Number 77 was re-fronted in late 19th century in 1720s style, much like number 71, Number 79, on corner with Hanbury Street, late 19th century, built as a public house, was called ‘The Phoenix’. 65 - 79 Brick Lane have historic and architectural importance of the highest order.



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			<p>As well as some of these properties having been re-fronted, behind the street frontage some of these properties have been considerably altered.</p>	
<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 297</p>	<p>2 A18</p>	<p>92-98 and 102-104 Commercial Street</p>	<p>Modest terrace of flats over shops, including one with ground floor adapted in early 20th century to house a branch of the Midland Bank, now St. John's restaurant. Number 92, on the corner with Puma Court, was 'The Red Lion' Public House. Buildings were constructed after 1850, most presumably by c 1860. Surprisingly small and simple buildings for such a visually important site on a new thoroughfare. Reveals the difficulty the Metropolitan Board of Works must have been having letting sites along its new street.</p> <p>These properties all make a significant contribution to the townscape of this part of Spitalfields because of their front elevations (some contribute more than others, and some only at upper floors) but each has had substantial changes made to the interiors and large portions of the rear sections and roofs have been radically changed since construction.</p>	
	<p>3 A20</p>	<p>Norton Folgate Alms-houses, Puma Court</p>	<p>Norton Folgate Alms-houses of 1860 by T. E. Knightly. A delightful pair of two storey ranges facing each other across a narrow court and presenting gables on their facades to Puma Court. A plaque on the wall of the alms-houses reminds us how they were put up by the Trustees of the Liberty of Norton Folgate after their original alms-houses, located in Norton Folgate, were demolished to make way for Commercial Street. These buildings are the last physical reminder of the ancient Liberty of Norton Folgate and accordingly have significant value both historically and for</p>	

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			their contribution to the townscape of Spitalfields at Puma Court.	
4	A22	86-90 Commercial Street	Taller buildings, 86 denuded of classical window architraves, 88 very fine, abstracted classical with tall pilaster strips that evolve into giant arcading. Very sculptural and typical of stripped classical mid-19th century industrial architecture of Spitalfields and Shoreditch. See for example number 148, 150 Commercial Street. Most handsome and memorable group. All must date from soon after 1850.	
Page 298	A29	41 Brick Lane	41 Brick Lane (on corner with Fashion Street), a very strong corner composition of c 1870s. Classical details, large first floor windows, probably built as a public house. Very important in the local townscape but because holds corner well, forms key part of a vista and essential part of sequence of buildings in Brick Land and Fashion Street with important group value.	




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6	A30	31-59 Fashion Street	<p>A sustained terrace of apartments and shops of c 1890-1900 in simple Flemish Renaissance revival manner with third floor only single bay wide and topped by diminutive pediment to suggest terrace formed of gabled houses in 17th century Dutch/Flemish manner. Note five central houses have flat-topped gables while five on each side have pedimented tops. A nice subtle touch that gives the uniform group some visual variety in the most economic manner. The group continues for run of three buildings in Brick Lane, having skipped over a slightly earlier former pub on the corner of Brick Lane and Fashion Street. OS maps show terrace had small yards to the rear that also served buildings facing onto the church yard. Until the mid-19th century these yards were linked to form a long, narrow court. This Flemish Renaissance style was fashionable from the 1880s (see Pont Street, Chelsea) and - in much reduced form - became popular around Brick Lane (see Hanbury Street) and so something of a house-style for the area. Consequently this terrace is very important to the architectural history of Spitalfields east of Commercial Street and around Brick Lane.</p>	
7	A32	11-29 Fashion Street	<p>Built as stable yard and workshop buildings, was location of Scammell engineering works (started as wheelwrights and coach builders), where the concept of articulated lorries was invented. Building in part dates to c 1840, one corner has system of cast-iron stanchions of Doric column form and roof with timber king post trusses. The complex is of great local and national interest and historic importance.</p>	

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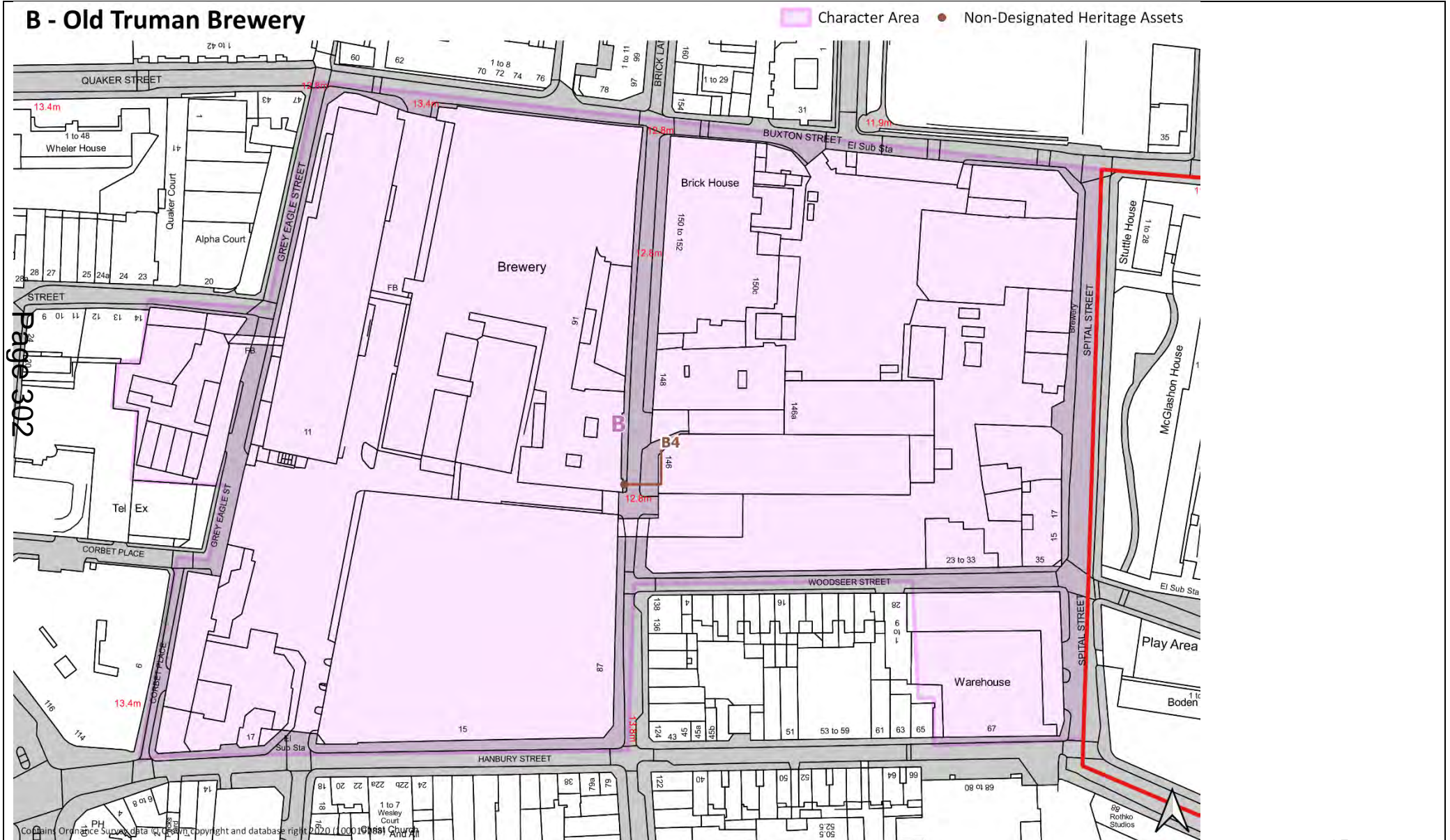
8	A36	35-37 Brick Lane	<p>35 and 37 Brick Lane. A most interesting pair, perhaps mid to late 18th century in origin (note mansard roof and window proportions). Now with stucco fronts and mid-19th century details, including stunted tile-clad pilaster strips with bizarre wedge-shaped capitals at party walls. Most characterful and probably of early date.</p>	
Page 300	A4	Hanbury Hall, 22a Hanbury Street	<p>Built 1719 as Huguenot church probably by Samuel Worrall. Substantial elements of original building remain, especially the east elevation facing yard of 24 (including window with timber mullions), and parts of interior, although interior much altered in recent years. However, part of dentil cornices survives. Church was originally set-back from the street within a shallow court, but in 1867 existing frontage built on north edge of court, destroying original Hanbury Street elevation and extending church to the north.</p>	

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<p>10</p>	<p>A38</p>	<p>74 Commercial Street</p>	<p>On corner with Fashion Street. It was 'The Queen's Head' public house. More conventionally classical in the manner of 1840, but presumably late 1840s in date. Number 74 holds the corner very well - sedate and handsome, brick built but with stucco or Roman Cement for window surrounds. Details restrained and classically correct. Three storey, yellow brick with curved corner to north side of Fashion Street, name inscribed on cornice and head painted onto curved corner. Projecting bracket for sign or lantern at 1st floor. Glazed green tiles to ground floor and timber shop front. Evidently John Nash's Regent Street had been studied. If built as a public house the composition needed to be noticed, but this was achieved through style rather than through brassy vulgarity. Evidently the work of a gentleman rather than a showman.</p>	
<p>Page 301</p>	<p>A42</p>	<p>64-68 Commercial Street</p>	<p>A factory and workshop block, boldly designed and eminently practical in conception - almost like a machine. The simple and functional design, with large windows, a loading bay on Commercial Street and a crane, dates from the 1850s. The only slight concession to the functionally non-essential is a rugged cornice and the odd serrations to the soffits of the window arches. But, generally, this block demonstrates most forcefully that spare and gaunt utilitarian buildings can be heroic and possesses a sublime and almost abstract beauty. Currently such architecture remains little noticed or valued in Spitalfields. Yet these buildings are of tremendous artistic and historic importance and do much to give Spitalfields its strong and distinct architectural character.</p>	




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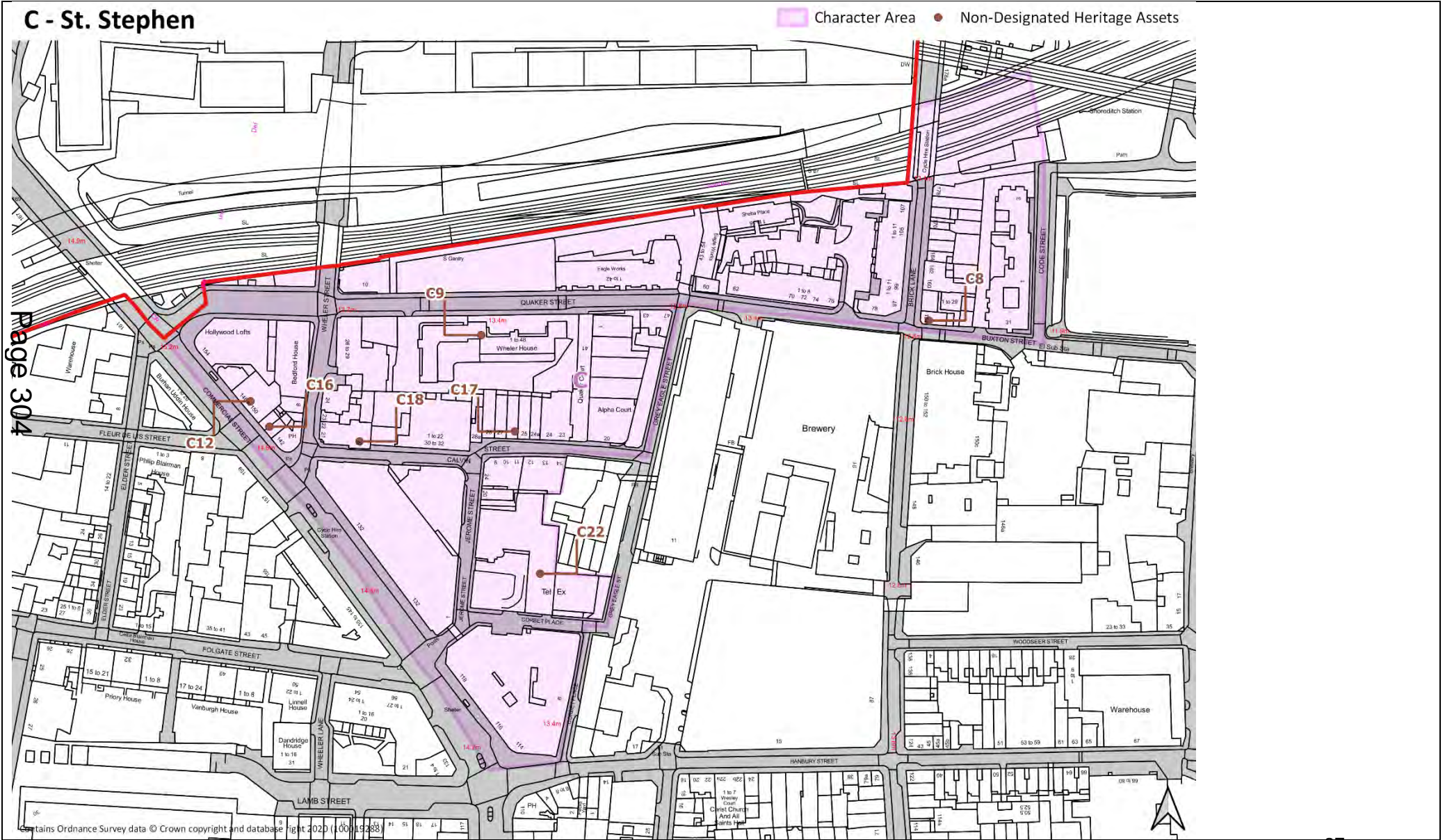




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12	B4	Brick Lane genuine cannon bollards	<p>Pair of bollards on Brick Lane at junction with Dray Walk leading into Old Truman's brewery. The pair does not match exactly in details, but both same size and both appear to be genuine cannon, if so, it is probable they had once been mounted in warships, perhaps used during the Napoleonic Wars.</p>	
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13	C16	144-146 Commercial Street	<p>144-146 broadly similar in design to the Commercial Tavern next door at 142 but slightly simpler with a few ornamental details omitted. However still a very richly decorated pair with first floor windows set within in and arcade springing from deep imposts, with keystones embellished with masks; architraves, cornices and brackets to second floor windows, and all is crowned with a bold cornice plain frieze and parapet. Ornamental decorative work is in stucco or Roman Cement, with walling of yellow brick. This is a tremendously important and visually significant group, set on a crucial curve in the alignment of Commercial Street, closing the vista to the north and offering a fine prospect to the south. These three buildings have great townscape, group - and individual - significance and form one of the best architectural set-pieces in the street.</p>		
	C17	23-28a Calvin Street	<p>23-28a Calvin, a good late 19th century roughly uniform group of very good three storey workshops and shops, with loading bays. Group incorporates yard and a set-back as line of street shifts. The building is of highly significant and characterful townscape value.</p>		



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15	C18	36 Calvin Street	<p>A late 19th century, 4 storey warehouse with central loading bay. Simple but characterful piece of industrial street architecture revealing much about character of street in the late 19th century.</p>	
306	C22	20 Jerome Street	<p>Sensational early 20th century industrial classical building, somewhat in Baroque spirit of famed electricity generating buildings for tram system. Built as telephone exchange, 1928 by the Office of Works (See The Buildings of England, London 5: East, Bridget Cherry, Charles O'Brien and Nikolaus Pevsner Yale University Press, 2005, p. 414)</p>	



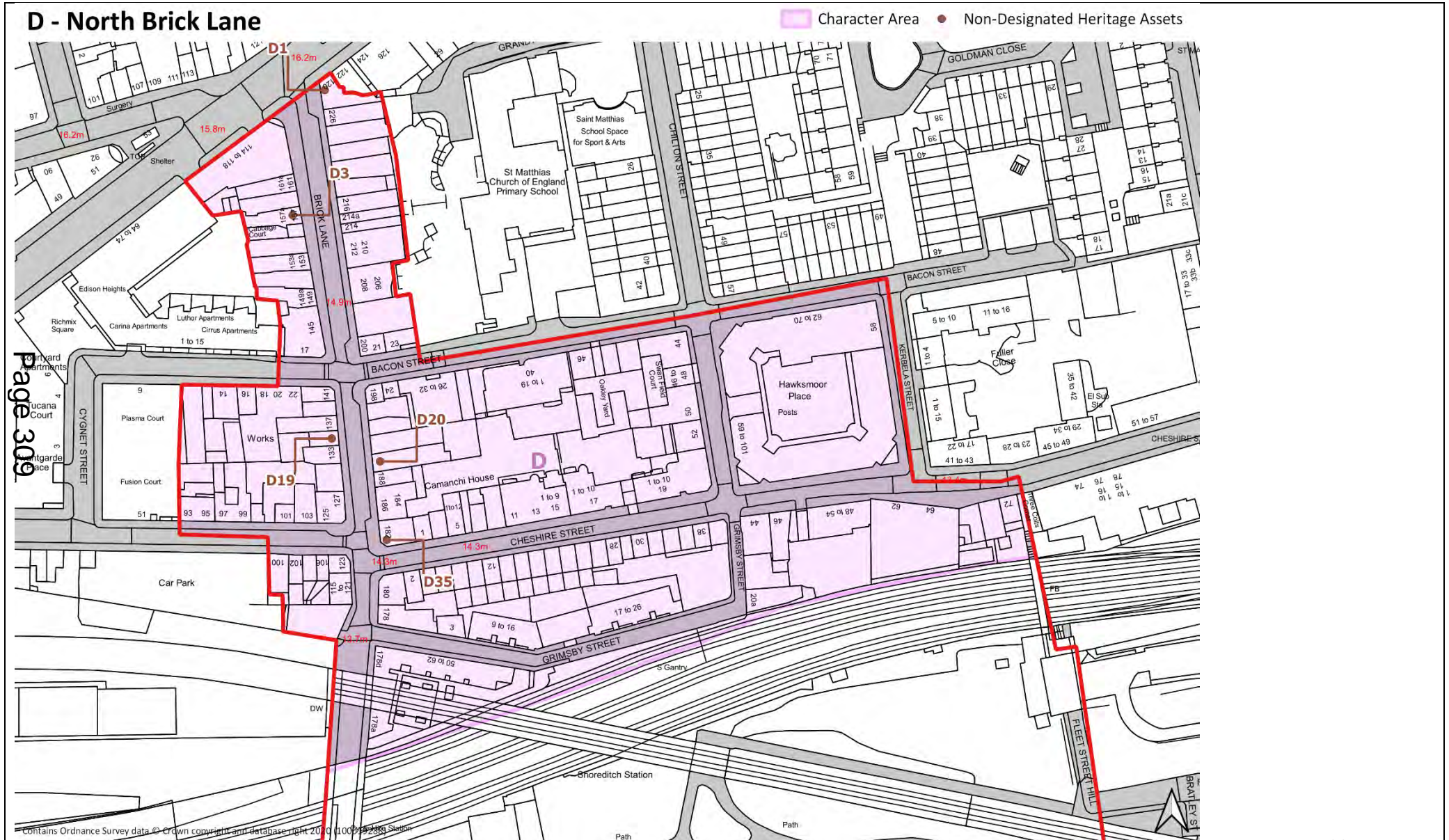
17	C8	154 Brick Lane	<p>On corner with Buxton Street, a fine former public House (The Two Brewers). A pub on the site from at least 1805, existing building c dated 1860 on panel on Buxton Street frontage, which also states 'Built S. Arno'. Ground floor late 19th century Truman tiled pub frontage. A very handsome and bold classical design with good detail to first and second floor windows. Surrounds rendered in stucco, particularly fine are wide, tripartite first floor windows, suggesting location of original dining room. This building holds a corner well and contributes significantly to the townscape of this part of Brick Lane.</p>	
Page 307	C9	Quaker Wheler, (Wheler House)	<p>On south side of Quaker Street, an inter-war five-storey, brick-built gallery access block of council flats. Some slight Art-Deco forms and detailing, particularly galleries with convex, convex quadrant curves. Block commemorates a moment in the architectural history of council housing in Spitalfields and replaced part of the network of bleak courts described in 1840s and 1880s by Engels and Charles Booth.</p>	

19	C12	148-150 Commercial Street	<p>Matching pair of commercial/industrial building with plain facades articulated by giant pilaster strips that are linked at the top to form a giant arcade. The building is now rendered and painted off-white, which gives this powerful abstract facade treatment an added sculptural quality, especially when late morning sun rakes across its frontage. The building must date from the late 1850s or early 1860s and is typical of the more characterful and visually striking industrial architecture being constructed at the time in Shoreditch (see Charlotte Road) and Spitalfields (see 88 Commercial Street). The unusual simplicity of this bold façade is most clear appreciated when seen in the context of its flamboyant neighbours of similar date. The contrast could not be more dramatic. This is a truly wonderful and very important group that encapsulates the history of the early building of Commercial Street.</p>
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20	D1	120 Bethnal Green Road	<p>East corner with Brick lane, formerly The Flower Pot public house, late C19, 4 storey, corner turret, wide 1st floor windows, paired windows above, very fine corner building, C20 shop front.</p>	
21	D19	137-141 Brick Lane	<p>A very good and characterful mixed group, mid to late 19th century date, Number 137 was built as a public house "The Dukes Motto". Three storeys with faience tile elevation to upper floors, cornice, mouldings, brackets for hanging signs. Façade looks early 20th century. 139 and 141 particularly good pair, perhaps c 1840- rendered cornice to 139, architraves and cornices to windows of 141, decorated stucco window surround and hoods, possesses a splendid radial corner where elevation turns into Bacon Street. Buildings frame an important vista south along Brick Lane.</p>	



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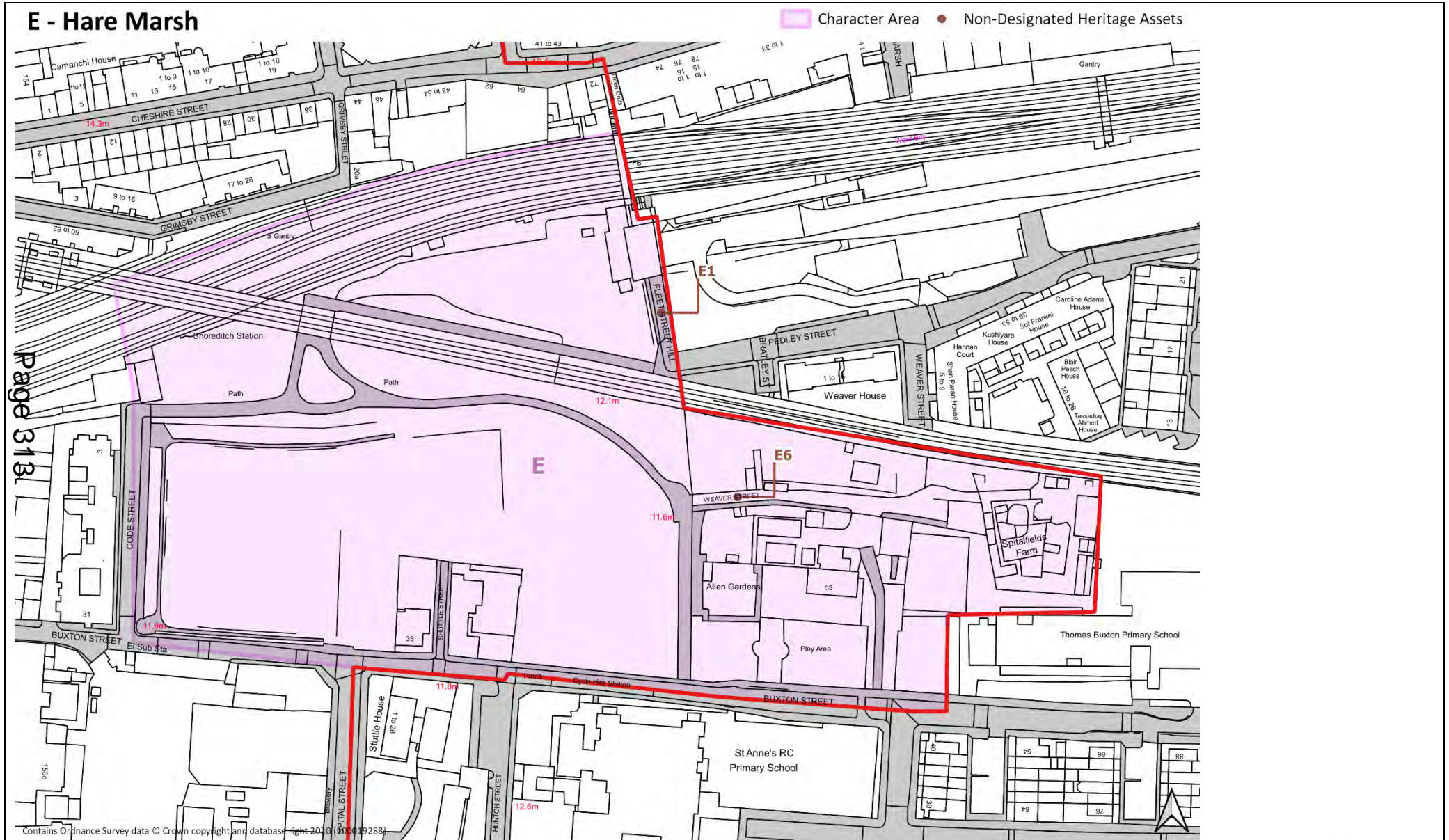
					
Page 311	D20	190 Brick Lane	Very important house of the 1770s. Documented and described in Peter Guillerey's book.		

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23	D3	157 Brick Lane	<p>Former public house 1930s, in free Queen Anne style, symmetric with pair of flat Dutch gable, yellow brick with red brick projecting window arches, ornate rainwater hoppers, and central cartouche 'THE JOLLY BUTCHERS TRUMAN HANBURY BUXTON &amp; CO. LTD.'</p>	
Page 312	D35	182 Brick Lane	<p>Solid red brick classical building of c 1900 with classical details including key stones, a first floor pedimented window and crowning cornice at eaves level. Holds the corner very well, so great townscape importance. As dominant character suggests, was built as a public house - The Old Crown. (some documents state was 'The Old George.'</p>	



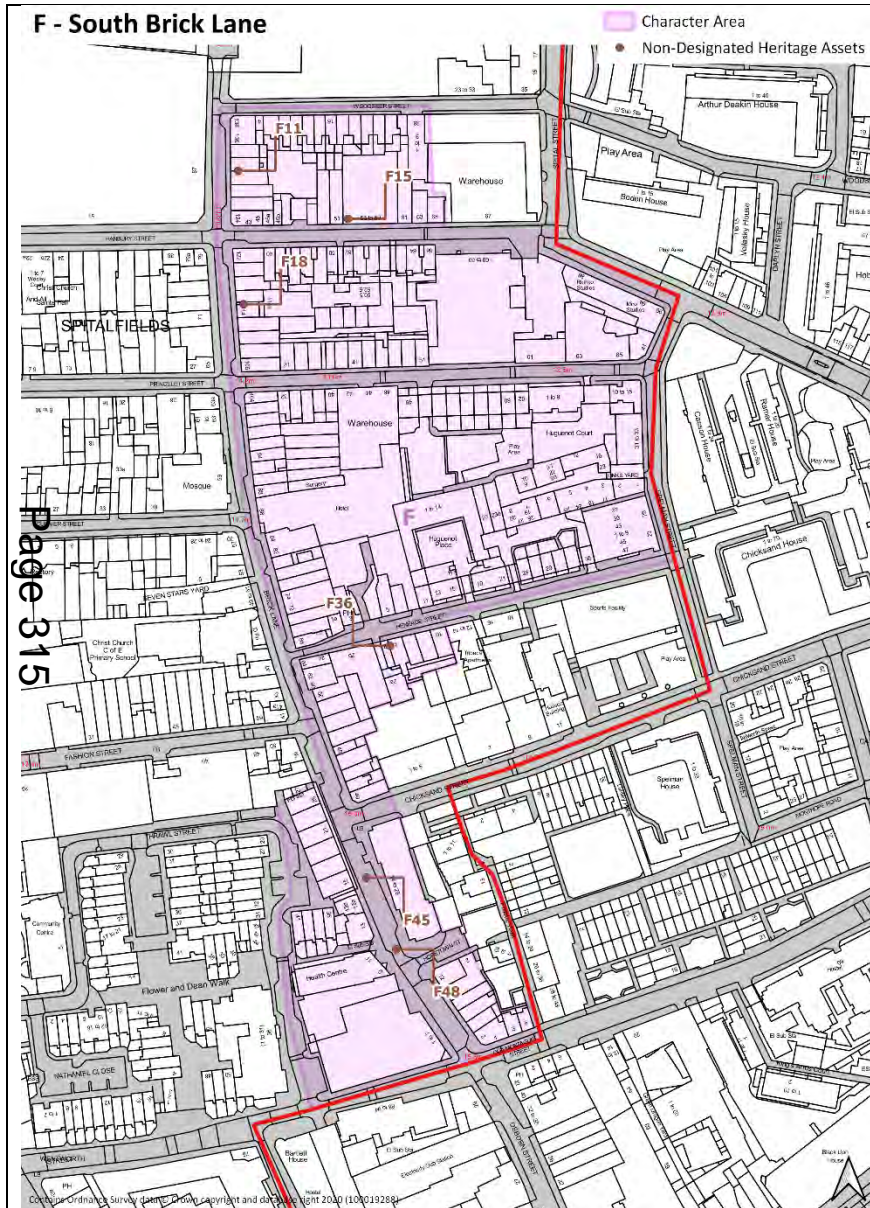
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<p>25</p>	<p>E1</p>	<p>Fleet Street Hill arch</p>	<p>Arch within viaduct leads to stairs and bridge over railway lines. Famous and very piece of local townscape. In adjoin lot element from 1890s extension to Liverpool Street Station that were salvaged in the 1980s when station redeveloped.</p>	
<p>Page 314</p>	<p>E6</p>	<p>Weaver Street road surface</p>	<p>At east end of Allen Gardens, and within Spitalfields City Farm, portions of the area's narrow cobbled streets survive, complete with granite curbs - notably at east end of Weaver Street and cobbled yard of now lost Goods Shed. (see Survey of London vol. XXVII).</p>	






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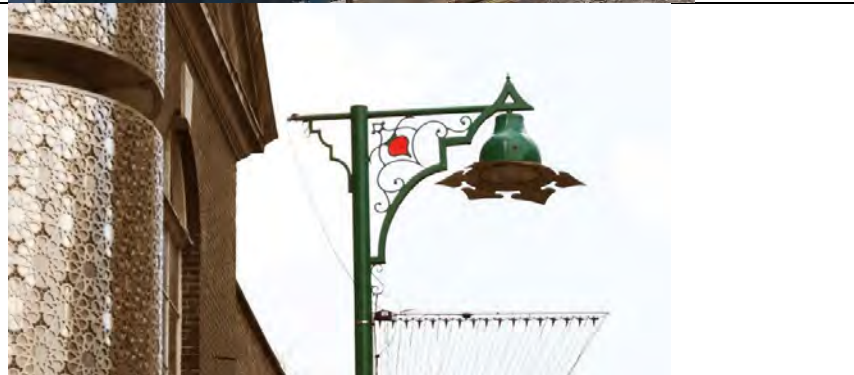
27	F11	124-138 (even) Brick Lane	<p>Dated 1903 in cartouches on splayed corners, possibly by H.H. Collions for Jewish developers H. &amp; I. Davis, 3 storeys red brick, steeply pitched roof and prominent dormers with varied hood treatment, flats over shops (except for Woodseer Street). Uniform terrace faced in red brick, modest Queen Anne Revival details, including profiled brick apron below second floor windows, large mullioned and pediment topped dormers that contrive to give group a gabled look in manner Flemish Renaissance Revival. Very nicely done. On corner with Hanbury Street a cartouche bearing stylised initials that appear to H F and states that 'erected' 1903. Pevsner states: 'a neat red brick terrace possibly by H. H. Collins for Jewish builder developers H &amp; I Davis.' (p. 418). So why H.F. on cartouche and not H&amp;ID? This is a very good group that adds greatly to the area's collection of Flemish Renaissance Revival architecture and gives distinction to this portion of Brick Lane.</p>	
28	F15	49-59 (odd) Hanbury Street	<p>1920s 4 storey, commercial workshops, large windows, timber sashes, pavement lights for basements. A very fine four storey industrial building of c 1900 of most functional design with an array of wide windows. Shops on the ground floor. Number 55 to 59 were the premises of Harry Epstein, manufacturers of high-quality furniture from the early 20th century into the 1980s. In the 1920 the company specialised in Art Deco and latterly in the reproduction of high-quality French style 18th century furniture. The building was organised as a machine to aid mass production with raw materials delivered at low level and furniture proceeding upwards to be finished in the top storey. Behind the street frontages these properties have been considerably altered in the rear parts and at roof level.</p>	




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29	F18	114-122 Brick Lane	<p>A uniform group with a simple late 18th century façade. One door is dated 1797, when a famed Quaker soup kitchen was located here. Pevsner states that buildings are early 18th century in origin and some of the houses are reported to contain early joinery details.</p>	
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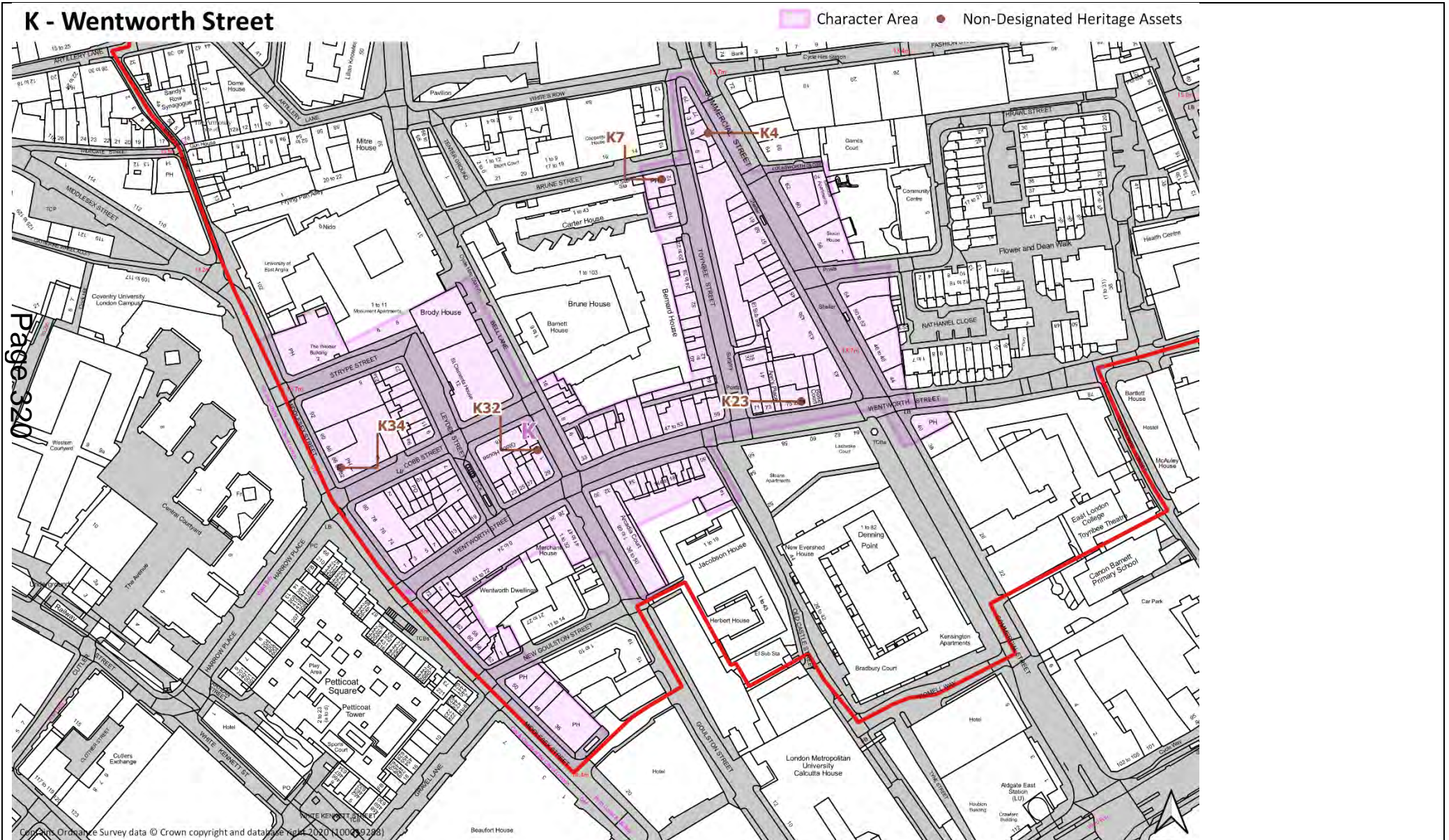
Spitalfields Neighbourhood Plan  
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30	F36	2-4 Heneage Street	Mainly 3 storey, C19 houses, yellow brick with red brick arches, ground floor with rusticated render and decorative corning. No.2 formerly a synagogue called Ezrat Haim.	
31	F45	Seven Banglatown Lamp-Posts (Numbers 1-7)	These bespoke lamp-posts were put up in the late 1990s and were the result of a competition involving local schools. They are painted in the Bangladesh national colours of crimson and green and have a lamp shade in a "south Asian style" based on a waterlily, the Bangladesh state emblem.	





32	F48	Brick Lane Decorative Arch	<p>Designed by Mina Thakur, the Brick Lane Arch was erected in 1997 to mark the entrance to 'Banglatown'. The crimson and green colours come from the flag of Bangladesh. Having contributed so much to the area, the Bengali community campaigned to get the arch installed as part of celebrating Bangladeshi culture around Brick Lane</p>	
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Spitalfields Neighbourhood Plan  
Referendum Version






Spitalfields Neighbourhood Plan  
Referendum Version

33	K23	79 Wentworth Street	<p>Mid C19, former pub used 1859-90 as a Ragged School (Buildings of England), 3 storeys to street and 3 bays to east side elevation facing Rose Court, plus mansard, Italianate classical details to window surrounds. Late C19, possibly part of former Ragged School (see entry above), possibly also connected with 43A Commercial Street (Grade II) former Jewish School, 2 storey, yellow brick, tall multi-paned metal windows, elevations to Ann’s Place and Rose Court.</p>	
32	K32	1-7 Bell Lane	<p>C19, 2 storey range including corner to Cobb Street, ground floor shops, much altered but historic interest, probably the oldest buildings in Bell Lane, C19 cast-iron sign “COBB STREET” at 1st floor level on north elevation.</p>	

35	K34	82-86 Middlesex Street	<p>Early C20, commercial, 4 storey, wide rounded gable above cornice with circular window to Middlesex Street, and asymmetric entrance door and round-headed window above, longer elevation to north side of Cobb Street with paired windows, full height loading bay and crane, yellow brick with darker brick window dressings.</p>	
35	K4	71-79 Commercial Street	<p>A characterful mixed group of shops with accommodation over. 71-75 are tall - four storeys - classical with deep eaves cornices but plain brick fronts suggesting an economical development. Number 77 only three storeys with spare Italianate detail and now with a wonderfully weathered visage. Number 79 similar scale and similar details but not identical. However probably part of the same build - note the shared rusticated pier at the party wall. Number 77 marks the corner with Toynbee Street, has a wedge-shaped plan and presents a very short bevelled, one window-wide elevation to the north. A visually striking composition and, intended or not, contrives to give the impression that this building is something of a portal to the long straight portion of Commercial Street that stretches south to Aldgate. In townscape terms this building is of vital importance. All the buildings in this group must date from the late 1840s or early</p>	



Spitalfields Neighbourhood Plan  
Referendum Version

			<p>to mid-1850s. And note weathered advertising mural high up on party wall of 75, looking north. Should be preserved.</p> <p>Behind the street frontages much has been changed. Some of these properties have been considerably altered to the rear and roof level.</p>	
37	K7	12 Toynbee Street	<p>Public House called the Duke of Wellington at junction with Brune Street. Early C20, detached, 3 storeys including pitched roof. Semi-recessed bay at 1st floor to Toynbee Street.</p>	

Spitalfields Neighbourhood Plan  
Referendum Version






Spitalfields Neighbourhood Plan  
Referendum Version

38	M1	Carter House, Brune Street	Part of Holland Estate, 1927-1935 LCC. Note “This way to shelter” painted on wall at ground floor, directing residents to communal air raid shelters during WW2.	
39 Page 325	M2	Brune House, Bell Lane	Largest block on Holland Estate, 1927-1935 LCC	

Spitalfields Neighbourhood Plan  
Referendum Version

40	M3	Barnett House, Bell Lane	Smallest block, 3 storey, of Holland Estate 1927-1935 LCC	
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# **Spitalfields Neighbourhood Forum**



# **Spitalfields Neighbourhood Plan 2020-2035**

## **Consultation Statement – draft 4**

**October 2020**

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# 1 CONSULTATION PROCESS

## Introduction

- 1.1 This Consultation Statement has been prepared to fulfil the legal obligations of the Neighbourhood Planning Regulations 2012 in respect of the Spitalfields Neighbourhood Plan (SNP).
- 1.2 The legal basis of this Consultation Statement is provided by Section 15(2) of Part 5 of the 2012 Neighbourhood Planning Regulations (as amended), which requires that a consultation statement should:
  - contain details of the persons and bodies who were consulted about the proposed neighbourhood development plan;
  - explain how they were consulted;
  - summarise the main issues and concerns raised by the persons consulted; and
  - describe how these issues and concerns have been considered and, where relevant addressed in the proposed neighbourhood development plan.
- 1.3 The policies contained in the SNP are as a result of considerable interaction and consultation with the community and businesses within the Forum area. Work has involved community groups over approximately six years, as well as surveys and public events. This has been overseen and coordinated by the Spitalfields Neighbourhood Forum Steering Group, which was formed to lead the SNP. At various stages through the SNP process, professional planning consultants have been appointed to support the development of the Plan together. Views and interactions from this entire process led to the Vision and Objectives in the SNP, and subsequently therefore form the basis for the key policies set out in the SNP.

## Consultation process

- 1.4 An Interim Steering Group (ISG) with purpose of establishing a neighbourhood forum was established after a joint decision in December 2013 by the Spitalfields Society (an amenity society established 1992) and the Spitalfields Community Group (established 2011) to work together on this project. It was agreed by the two groups that the creation of a neighbourhood plan would meet the aims and objectives of both the local organisations and would improve Spitalfields as a place to live and work.
- 1.5 The work to establish a neighbourhood forum and define a neighbourhood area would be coordinated by an Interim Steering Group established for that purpose.
- 1.6 In early 2014 the Interim Steering Group appointed Lorraine Hart as a consultant and began meeting together.
- 1.7 The draft Constitution was based upon other similar constitutions successfully used in other neighbourhood forums.
- 1.8 When the ISG was considering its proposal for a neighbourhood area, the first thing it did was ask Tower Hamlets Borough Council (THBC) for advice. They were advised by the Strategic Planning Department that a sensible approach would be to first determine the area which they understood

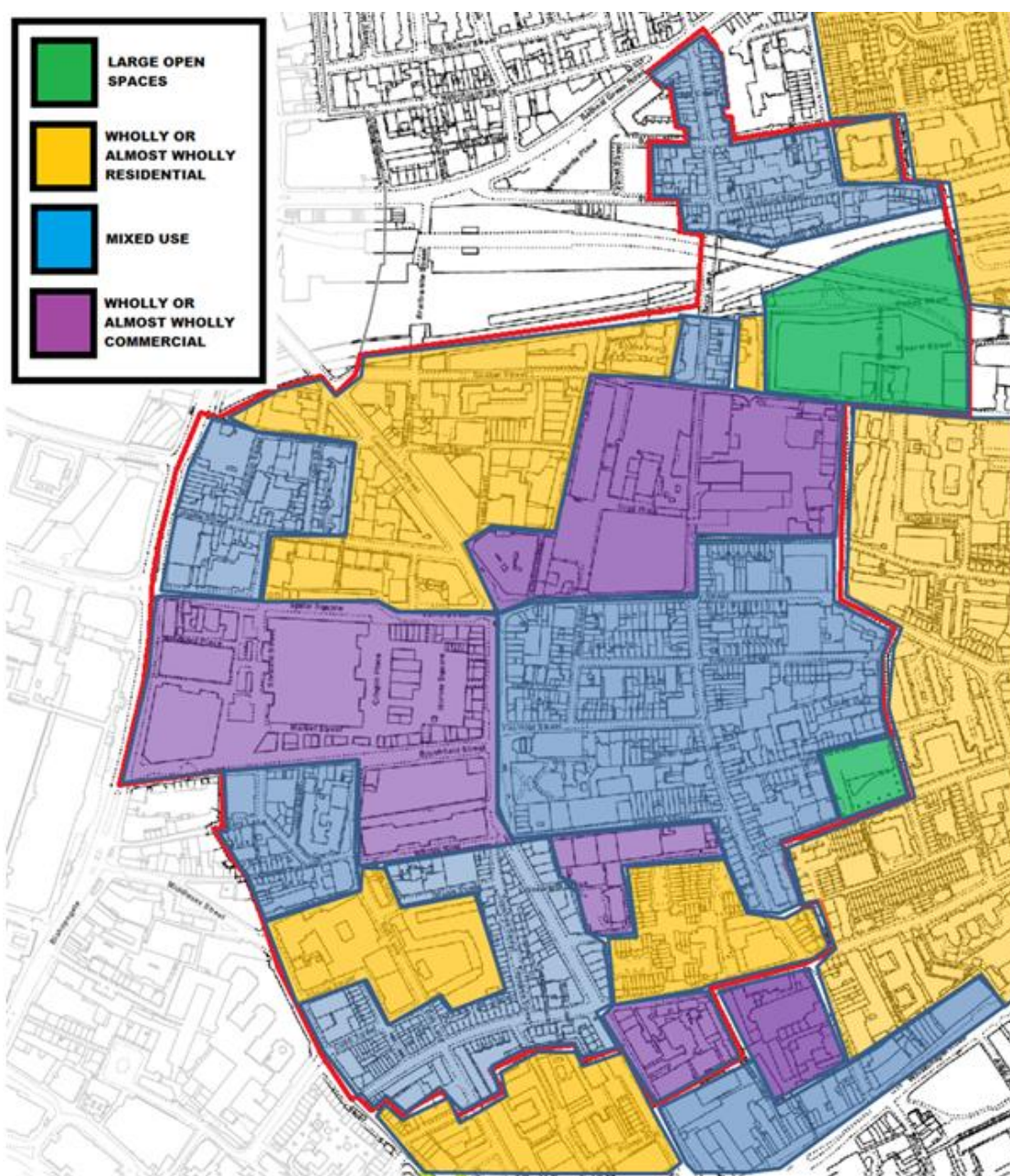
to be the 'core' of Spitalfields and after that to consider where the peripheral areas around that core might be. The contact at the planning department also agreed with the early position of the ISG that the ward boundaries covered a very large area (which at that particular time were about to be reviewed as part of a Local Government Boundary Commission review) and thus did not, and may not in the future, represent an area well-suited for neighbourhood planning purposes. The Weavers ward boundaries had not formed the basis of the neighbourhood area recently designated in East Shoreditch, for example.

- 1.9 After the ISG had identified a core area for Spitalfields that was centred on Brick Lane, the Old Truman Brewery (OTB), Christ Church, Spitalfields Market and the Jamme Masjid, it then slowly determined the peripheral area around it. This periphery was based on a study of the existing planning landscape such as the location of the various Conservation Areas, the Town Centre Hierarchy, the Cumulative Impact (Licensing) Zone and the Central Activity Zone borders. It was agreed it was sensible that the area proposed should be as compact as possible and avoid any detached parts, enclaves or confusing extensions. It was also agreed that the western boundary should extend to the edge of Tower Hamlets borough. In other places it was decided to base the boundaries on a study of the physical realities on the ground; it was agreed that this should include both sides or whole lengths of important thoroughfares as well as urban grain and land use. It was agreed that both sides of Whitechapel High Street were in Whitechapel. It was then decided that Wentworth Street, a distinctive commercial area famous for Petticoat Lane Market, should form a southern limit and that both sides of this street should be within the proposed neighbourhood area. It was agreed that the whole lengths of the Commercial Street and Brick Lane 'high streets' should fall within the neighbourhood area, where practicable, and this concept as well as the existence of the Bishopsgate Goods Yard Strategic Site and the adjacent border of the newly created East Shoreditch Neighbourhood Area informed the northern boundary. The marked contrast in the urban grain and land use on either side of the Spital Street and Spelman Street axis was so apparent in the maps, aerial photos and plans that were studied, that it was agreed that these streets would be an appropriate easterly limit to the neighbourhood. These decisions were designed to ensure the neighbourhood area remained focussed on the heart of Spitalfields with its distinctive mix of residential and commercial areas and would be an Area where future neighbourhood planning policies could be applied consistently.
- 1.10 Throughout 2014 the ISG shared these ideas and proposals about the boundaries with the Strategic Planning Department at THBC who informed the ISG that they thought the boundary proposals were good for neighbourhood plan making purposes.
- 1.11 The ISG decided to organise two public consultation meetings to invite comments on draft proposals for a constitution and the boundaries of the neighbourhood area. The first consultation event in July 2014 would be for local stakeholders and a second consultation event held a little later in August would be for the general public.
- 1.12 Using a variety of local contacts the ISG began to draft a list of local 'stakeholders' whom it would aim to consult with as early as possible regarding neighbourhood planning in Spitalfields. Particular regard was paid to ensuring it would reach ALL sections of the community, particularly hard-to-reach sectors. This list was created using the ISG's own developing knowledge as well as reaching out to groups such as the Tower Hamlets Council Volunteer Centre, Toynbee Hall and extending its contacts to a wider list of local groups involved in the public consultations on the Bishopsgate

Goods Yard development (list produced by Soundings for Ballymore/Hammerson). Via these sources it was possible to put together a list of about 75 local organisations, resident groups and notable business interests in the area which would be the 'stakeholders'. This group was not 'set in stone' but was fluid as more names were added and some which were inactive were removed.

- 1.13 In mid-2014, a leaflet was produced called *Your Spitalfields: Your Future* and delivered by hand to every residential and business address in the central Spitalfields area. This leaflet explained what neighbourhood planning was and invited recipients to attend the public consultation meeting in August to learn more about the opportunities it presented communities such as ours. At around the same time a letter was sent to each of the 75 stakeholders we had identified which invited them to a separate stakeholders meeting in July.

**Analysis to help establish the Neighbourhood Area boundary, 2014**



- 1.14 In July 2014 representatives of 26 local stakeholders attended a stakeholder consultation meeting at the Attlee Centre and gave detailed feedback to us about how they thought a neighbourhood plan might help meet the needs of the local area. These organisations represented tenants', community and residents' groups, key local businesses and employers, charities and trusts and heritage groups and business associations who had all responded to the letters that had been sent out.
- 1.15 In early August 2014 a second public consultation meeting was held, also at the Attlee Centre. Many local people attended this after receiving our leaflet and learnt about neighbourhood planning and gave us further helpful feedback. At this meeting it was agreed by those persons present that the neighbourhood area boundary should be extended slightly to include Spitalfields City Farm and the Chicksand Street Ghat.
- 1.16 At both these meetings the ISG began gathering members of the prospective neighbourhood forum and established three categories of membership: (a) resident member; (b) business member; (c) representatives of local non-profit organisations. Through these meetings and through the dedicated website, 90 members were signed up by the time of the inaugural meeting.
- 1.17 On 18 August 2014 the inaugural meeting of the Spitalfields Neighbourhood Planning Forum was held with 34 members in attendance. At this meeting the boundaries of the proposed neighbourhood area and the terms of the proposed constitution were debated and adopted by local people. An alternative boundary proposal that excluded the Truman Estate was considered but ultimately a version of the bounds that included that estate was agreed in a vote. The prospective neighbourhood forum was then formed and its elected committee of 12 people was tasked with submitting an application for official Forum approval and Area designation to THBC.
- 1.18 The committee that was formed at the inaugural meeting was assembled according to the Constitution and consisted of 12 members so elected for that purpose from among the general membership. There were six resident members elected, three business members elected (representing Zeloof LLP, Old Truman Brewery and Johnson Architecture & Design) and three local organisation members elected (representing SOUL, Attlee Youth & Community Centre and Friends of Mallon Gardens).
- 1.19 An application for Forum approval and Area designation was made in December 2014. During the discussions that followed between the prospective neighbourhood forum and THBC, representations were made by local business organisations who argued that the proposed neighbourhood area had substantial areas which were wholly or predominantly commercial in nature. Subsequently, the THBC Strategic Planning Department recommended that the Area designation application be revised to make it an application for a business neighbourhood area. THBC also recommended some physical changes to the boundary so that it included the whole of the Holland Estate. These recommendations were supported.
- 1.20 The revised Business Neighbourhood Area designation application and the Neighbourhood Forum application were both eventually approved (with some minor boundary changes) by THBC in a designation and approval statement made in April 2016 which established the Spitalfields Neighbourhood Area as a business neighbourhood area and approved the Spitalfields Neighbourhood Planning Forum as the neighbourhood forum for the Spitalfields Neighbourhood Area.



- 1.21 During 2015 and 2016 the committee (called the 'Forum Council') considered different ways of understanding local planning policies and consulting local people on them. A 'consultation framework' was agreed that would be used by variously themed policy working groups so they operated within common parameters. The working groups would research and understand the existing planning policy in particular areas of interest and then reach out to the local community to get their input on particular problems and opportunities in that policy area.

**Meeting of Spitalfields Forum Council, 2017**



- 1.22 In 2017 the Forum appointed Tony Burton as a consultant to help refine the processes that the Forum had already begun to develop. It was agreed to continue the established policy of diversified consultation by having separate and bespoke consultation methods with one type aimed at 'local stakeholder consultations' (primarily local businesses and other organisations with an interest in Spitalfields) and another type aimed at the general public, local residents and workers.
- 1.23 To advance the first type, a list of about 40 local stakeholders was drawn up and letters were sent to them inviting them to take part in our consultations about the needs and opportunities in Spitalfields. Around half of these stakeholders agreed to engage with the Forum.
- 1.24 Participants in the stakeholder consultation exercise included the Cabinet member for Strategic Development at THBC, representatives of the owners of Old Spitalfields Market, the director of the East End Trades Guild, representatives of the owners of the Old Truman Brewery estate, the author of Spitalfields Life (a local, online publication), representatives of Spitalfields Housing Association and East End Homes, Spitalfields Community Group, the Spitalfields Society, Spitalfields Historic Buildings Trust, the Friends of Christ Church Spitalfields, the Rector of Christ Church Spitalfields, the chairman of the Banglatown Restaurants' Association, the organiser of the Bengali East End Heritage Society, representatives of British Land and Spitalfields City Farm.

- 1.25 These consultations consisted of face-to-face interviews asking a set of questions common to each interview. The interview lasted about an hour and were recorded and later codified so the themes and priorities could be drawn out in such a way as to be made quantifiable. The interviews took place during 2017 and 2018 and the analysis of the data derived from these interviews was made by Gracechurch Consulting (which is a full member of the Market Research Society) in September 2018. This full report by Gracechurch Consulting as well as a full list of respondents can be seen in Appendix A. When the extent of this research began to be evaluated and the range of contributions by local businesses was evaluated by our consultant Tony Burton he said the efforts we had made to ensure businesses were included in our plan making process were “among the best he had seen”.

#### **Activity at the Spitalfields Forum AGM, October 2017**



- 1.26 In March 2017, Commonplace was appointed to facilitate the Forum’s general public consultation. The Commonplace survey platform has been used by many neighbourhood plan making bodies to record public opinion about particular places in their neighbourhood area. This survey recorded how people felt about those particular places or issues and provided an opportunity for them to recommend improvements. To encourage participation, three walkabout tours took place where members of the public joined Forum committee members to visit parts of Spitalfields and record their views on the Commonplace platform. Public awareness of this consultation was made by a leaflet delivery and through a public meeting where the survey platform was launched and explained. Local newspapers reported on this meeting which further spread the word.
- 1.27 In September 2017 the Forum determined that it had to ramp up its efforts to seek the views of harder-to-reach communities, in particular the British-Bengali community. It engaged with the East London Citizens Organisations (TELCO) which is part of the civic organisation Citizens UK (CUK) to



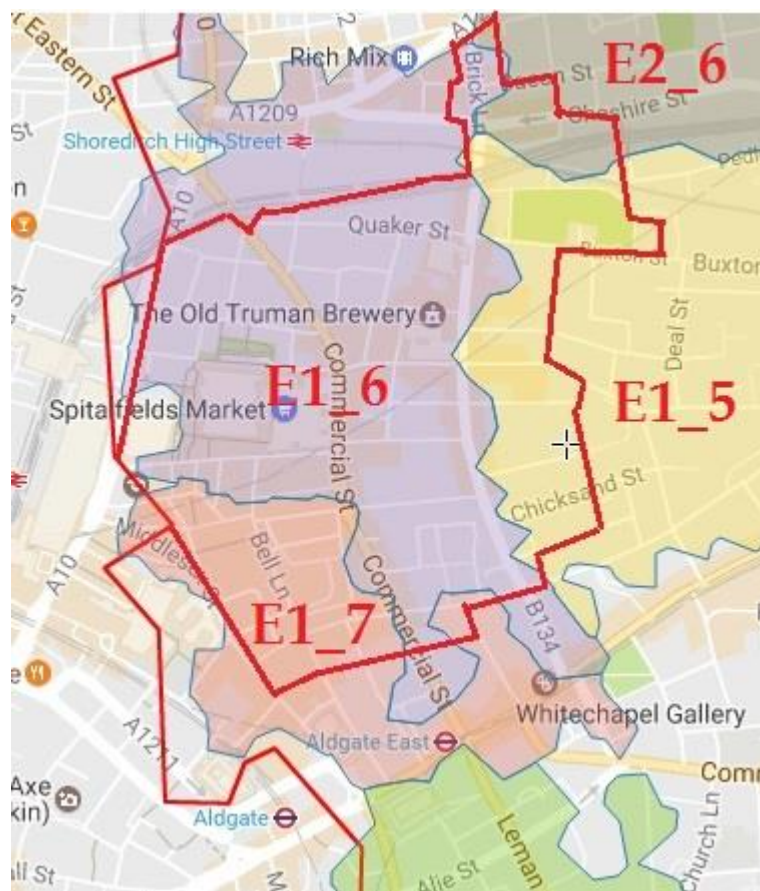
facilitate this. Their services were commissioned to use paper versions of the Commonplace survey form and approach the communities the Forum had hitherto struggled to get a representative level of engagement from. TELCO recruited students from the Geography Department at Queen Mary University to help them gather the data required.

**Advert in Janomot (a Bengali newsweekly) in 2017**

The image shows a collage of elements from a Bengali newspaper advertisement. At the top, it features the masthead of 'Janomot' newspaper, dated 28 July - 03 August 2017. Below this, there are several sections of text and images. On the left, there's a headline 'ছুরি হামলা বাড়ছে যে কারণে' (Stabbing attacks are increasing due to these reasons) with a sub-headline 'নেতৃত্ব নিয়ে সংকটে থেরেসা মে!' (Theresa May in a crisis with leadership!). To the right of this is a photograph of a woman, likely Theresa May. Below the woman's photo is a map of Spitalfields with several black dots indicating specific locations. At the bottom of the collage is a large advertisement for 'Spitalfields Forum' with the heading 'পাবলিক কনসালটেশন' (Public Consultation). The ad text in Bengali describes the forum's goal to improve the area and invites public participation. It includes the website 'spitalfieldsforum.org.uk' and the date '28th July - 3rd August 2017'.

1.28 The Forum also tried its best to ensure local people knew about the work of the Forum by running a half-page Bengali-language advert in Janomot newspaper for three weeks in September 2017 and commissioning Royal Mail to do a door-to-door bulk delivery of a bilingual leaflet which was delivered to 5,266 household and business addresses in the E1-6 and E1-7 'postal sectors' in August 2017 (See Figure 1). The parts of the neighbourhood in other postal sectors were delivered by hand.

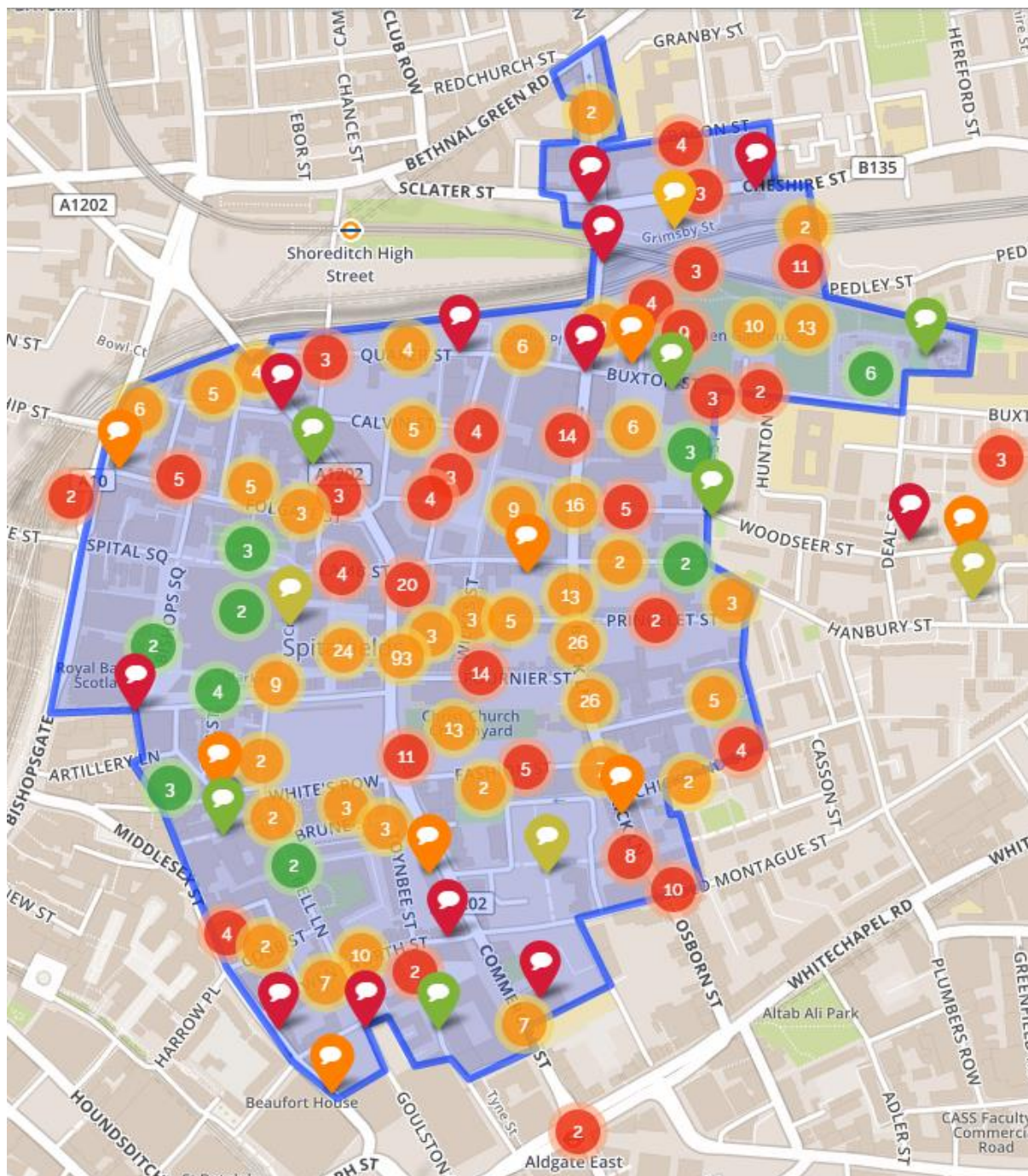
**Postal sectors that the bilingual leaflet was delivered to, 2017**



- 1.29 TELCO collected 231 surveys from members of the public at various locations determined by them as suitable for collecting the opinions of the hard-to-reach communities from whom more feedback was needed. They set up stalls and helped people fill in paper-based survey forms asking the same questions as the online Commonplace survey both at the Brick Lane Mosque and the East London Mosque. TELCO also engaged with the Brick Lane Trust, the Mariam Centre, Spitalfields Small Business Association, the Osmani Trust, Canon Barnet School and Christ Church Primary School and arranged for surveys to be emailed out to participants, resident groups and parents. The survey to resident liaison groups associated with Spitalfields Housing Association as well as the Brick Lane Trust included a £5 voucher to incentivise participation. The small local Sikh community also assisted by taking some paper survey forms to a community centre. Further details about the work of Citizens UK to assist the Forum can be seen in Appendix B.
- 1.30 In March 2018 this period of general public consultation came to an end. 1,809 separate people had visited the survey site in total. 664 people had read the site in depth but did not comment. 402 individuals had interacted in some way with the site by commenting or agreeing with other people's comments. These 402 people had made separate 602 comments and 1,492 agreements with other people's comments.



Map showing location and number of comments to 2018 consultation



- 1.31 In addition to these 402 people who actively took part in the Commonplace survey online, 231 people who had completed a paper survey were contacted directly by Citizens UK/TELCO and asked to indicate their views on places in Spitalfields.
- 1.32 The engagement that took place online and on paper can be understood in terms of the type of people who got involved. Of the total of 633 participants, 32% said they lived in the neighbourhood area, 30% said they worked there, 29% were visitors to the area and 9% indicated they were students.

- 1.33 The participants also indicated that 59% were female, 37% were male and 4% either did not record their gender or said they were another category.
- 1.34 In terms of ethnicity, respondents closely matched national statistics data for the Forum area. The largest group of contributors declared they were white (39%), with a slightly smaller proportion saying they were British-Bengali/Bangladeshi (37%). In addition, a further 7% said they were “other Asian”, 9% said they identified as black, 4% were mixed race and 4% did not declare an ethnicity.
- 1.35 National Statistics data from the Census of 2011 indicates that a total of 43% of the larger Spitalfields & Banglatown Ward identify as either ‘White British’ or ‘White Other’. 41% of the same ward identify as ‘Bangladeshi/Bengali’. 5% identify as black and 9% in the other categories. So it can be said that the profile of the people responding to the Forum survey very closely corresponds to the profile indicated by national statistics and the public consultation exercise using Commonplace (online and on paper) can be said to be very representative of the people who live in the area. Further information about the Commonplace survey and the data can be seen in Appendix C.

### **Results of the consultation process**

- 1.36 After the end of our consultation period in March 2018, the Forum spent the six months or so analysing all the data it had received. It was possible to pick out the positive and negative comments from the online survey.
- 1.37 The top negative comments were from people who said the neighbourhood or parts of it were (or were felt by them to be) dirty, dangerous, unwelcoming or poorly maintained.
- 1.38 The top positive comments about the neighbourhood said it, or parts of it, were historic, welcoming, attractive, a good place to visit to go out, eat or shop, a good place to live and a good place to work.
- 1.39 The top recommended improvements were about reducing antisocial behaviour, traffic calming measures and improving street cleaning and rubbish collecting. The Forum felt that these things were not matters a neighbourhood plan could directly address through policy – it is not possible to control when bins are emptied, to reorganise traffic directions or speed restrictions, monitor CCTV or direct police resources. The Forum was also mindful of the emerging Tower Hamlets Local Plan which would be making some changes in these areas, the bringing ‘in house’ of public refuse collections by THBC and the Liveable Streets project also led by THBC designed to improve the streets, reduce anti-social behaviour and calm traffic. However, the Forum still considered it important to make representations to higher authorities about these matters in its role as representing the interests of local people.
- 1.40 Moving down the list, the next most recommended improvements were areas where the forum thought it could make a real difference. They were chiefly concerning improving roads and pavements, protecting heritage and improving open space.
- 1.41 The Forum blended into this process the data from the in-depth stakeholder consultations and this further reinforced the importance of some of these areas of improvement, particularly regarding the heritage of the area. Numerous stakeholders also raised the growing concerns of small and micro local businesses concerning increasingly high rents and the costs of doing business.

- 1.42 All of this material was distilled through a process of identifying key words and giving them relevant weight and priority according to the frequency and intensity they were raised in the two forms of consultation. This process resulted in the drafting of a 'Vision for Spitalfields' in late 2018. The vision was further refined and during 2019 three core and 'achievable' objectives were developed which we felt most closely represented the sum of data we had received.
- 1.43 These three objectives were:
- to improve the environment by providing as much greenery as possible in this deeply urban area;
  - to protect and enhance the historic built environment; and
  - to maintain the special and diverse business mix that has settled in the area whilst maximising the employment opportunities that result from the neighbourhood's prime location and to support the small scale creative and artisan businesses that have always been part of the Spitalfields story.

### **Development of the Neighbourhood Plan policies and evidence**

- 1.44 Throughout the rest of 2019, three 'policy working groups' were established to research ways the Forum could achieve those core objectives. The policy working groups (business mix, urban heritage and green spaces) looked more closely at the data and in particular a report the Forum had commissioned which analysed the survey data geographically to identify areas of most interest or concern. The working groups also reached out to expert organisations such as the Spitalfields Historic Buildings Trust, key local business stakeholders and the East End Trades Guild to gather additional evidence to support and justify particular policies that were designed to achieve the core objectives, realise the Vision for Spitalfields and meet the unique needs of Spitalfields in the 21st century.
- 1.45 In late 2019, the Forum Council engaged with Navigus Planning for their assistance and guidance in drafting a neighbourhood plan document. The Forum was aware that Navigus were involved in supporting another neighbourhood forum elsewhere in Tower Hamlets and therefore considered choosing Navigus a sensible option as they would be familiar with the borough and THBC officers.
- 1.46 The policy working groups then worked closely with Navigus Planning during early 2020 to determine how the objectives would be delivered through planning policy. Separate meetings were held between members of the Forum Council representing business, resident and local organisation interests in all the key objective areas until the policies for environment, business mix and urban heritage were agreed.
- 1.47 Further expert advice was brought in to assist the heritage working group. Dan Cruickshank and Alec Forshaw undertook a detailed survey of the neighbourhood area to support our urban heritage policies.
- 1.48 Expert advice was also sought by the environment/green working group. The biodiversity officer at THBC contributed his views on a range of biodiversity initiatives being considered. The Liveable Streets team were approached for their input. Other local groups such as Spitalfields Open Space and the Attlee Youth & Community Centre were asked for their help in providing further

justification for the inclusion of Christ Church Gardens and the Chicksand Street Ghat (respectively) as Local Green Spaces.

- 1.49 The East End Trades Guild shared its own research with the Forum Council to support the policies designed to support our business mix. The East End Trades Guild through its representatives, justified, wrote and agreed the wording of the business mix policies in dialogue with other sectors of the community represented on the Forum Council.
- 1.50 At a Forum Council meeting on 12 June 2020 all the policies in the pre-submission draft plan were agreed and the document was shared with officers in the Strategic Planning Department at THBC for their informal comments and feedback.
- 1.51 The draft Spitalfields Neighbourhood Plan was amended following feedback from THBC and the final version of the draft document was recommended to the members of the Forum who voted to recommend it proceed to Regulation 14 Consultation on 15 July 2020.

### **Strategic Environmental Assessment**

- 1.52 In June 2020, when the draft SNP was submitted to THBC for informal comment, a request was made for a screening opinion on the need for a Strategic Environmental Assessment (SEA). Following amendments made to the Plan ready for Regulation 14 Consultation, the screening assessment was undertaken by THBC who consulted the appropriate statutory bodies (Environment Agency, Natural England and Historic England). In light of this, the assessment concluded that the draft SNP was not likely to have a significant impact on the environment, therefore an SEA was not needed. The Screening Report by THBC is included as part of the supporting evidence base to the Plan.
- 1.53 Following Regulation 14 Consultation, minor amendments were made to the Plan. No new policies were added and there were no material changes to policies such that this would change the overall outcome of the screening opinion.

### **Habitats Regulations Assessment**

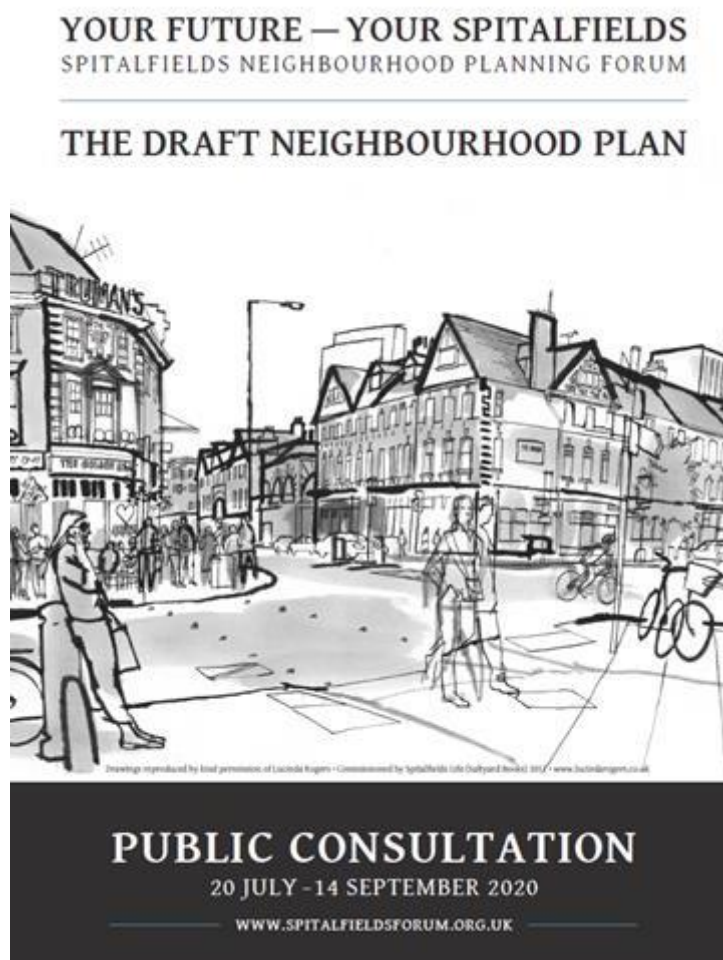
- 1.54 At the same time as the SEA screening was requested and subsequently undertaken, the same screening process was carried out on the need for a Habitats Regulations Assessment (HRA). This was undertaken by THBC who consulted the appropriate statutory body (Natural England). In light of this, the assessment concluded that the draft SNP was not likely to have a significant impact on European protected species or sites, therefore an HRA was not needed. The Screening Report by THBC is included as part of the supporting evidence base to the Plan.



## 2 REGULATION 14 (PRE-SUBMISSION) CONSULTATION

- 2.1 Regulation 14 (Pre-Submission) Consultation was undertaken between 20<sup>th</sup> July and 14<sup>th</sup> September 2020. Leaflets publicising the consultation and summarising the key issues were hand-delivered to every address in the Neighbourhood Area. This information and the plan document were also presented on the Spitalfields Neighbourhood Forum website.

### Publicity leaflet advertising the Neighbourhood Plan Pre-Submission Consultation



- 2.2 A separate survey was conducted using Survey Monkey focussing on some specific public realm improvement proposals. This was sent out using local resident group email lists. The intention was to confirm or otherwise the public realm items in the proposed CIL spending list.
- 2.3 The statutory bodies were informed of the consultation either by email or letter. The list of statutory bodies was as follows:
- London Borough of Tower Hamlets
  - Mayor of London
  - City of London
  - London Borough of Hackney

- Coal Authority
- Ministry of Housing, Communities and Local Government
- Natural England
- Environment Agency
- Historic England
- Network Rail
- Transport for London
- Marine Management Organisation
- NHS
- Central London Clinical Commissioning Group
- National Grid
- UK Power Networks
- Thames Water
- Metropolitan Police
- Local ward councillors for wards covered by the Neighbourhood Area and surrounding wards

2.4 In addition, a range of other bodies were written to. These included the emergency services, the Canal and River Trust, the British Bangladeshi Chamber of Commerce, the Society for the Preservation of Ancient Buildings, the East End Trades Guild, the Spitalfields Parochial Church Council and the Spitalfields Society. A host of local business and major landowners were written to, including the Truman Brewery, Old Spitalfields Market and British Land.

2.5 Each of the owners of sites or buildings proposed as Non-Designated Heritage Assets was written to at the address in question. All of the owners of the Local Green Spaces were also written to.

### **Summary of representations**

2.6 In total, representations were received from 38 residents, 3 businesses, 13 local stakeholder bodies and 9 statutory consultees. In addition, 38 residents took part in the public realm survey.

2.7 The representations from statutory consultees can be summarised as follows:

1. City of London Corporation - did not oppose and made recommendations.
2. Greater London Authority - support with recommendations.
3. Historic England - support with detailed recommendations on heritage policies, recommended re-wording of certain sections and advice about archaeology.
4. London Borough of Tower Hamlets - general support, however SPITAL6 not supported, other areas of recommendations. More evidence wanted for some Local Green Space designations. A more detailed summary of responses to each of LBTH's comments is shown in Appendix D to this Consultation Statement.

5. Marine Management Organisation - not applicable.
6. National Grid - no comment that materially affected the Plan.
7. Natural England – no comment.
8. Sport England - no comment that materially affected the Plan.
9. Transport for London - no comment that materially affected the Plan. Considered that Plan should say more about cycling.
10. Metropolitan Police Authority - do not oppose but considered that Plan should have policies to design out crime.

2.8 The representations from local stakeholders and property owners can be summarised as follows:

1. Attlee Youth & Community Centre - support SPITAL5 but wanted land they use to be designated as local green space.
2. East End Garden Society - support for SPITAL4, SPITAL5 and SPITAL6.
3. East End Trades Guild - support SPITAL7 but think this policy should go much further
4. Holland Estate Management Board - support for NDHA status for their buildings but recommended that Wheler House be added.
5. Huguenots of Spitalfields – support.
6. Owner of 46 Cheshire Street - oppose NDHA for their building but no specific justification provided.
7. Spitalfields Community Group – support.
8. Spitalfields Historic Buildings Trust - support but wanted SPITAL1 to be more restrictive, emphasised graffiti as a growing problem.
9. Spitalfields Open Space - support for green policies.
10. Spitalfields Small Business Association - support for SPITAL7.
11. Spitalfields Society - support with some minor recommendations, additions to NDHA list proposals, question utility of one sub clause on heritage appraisals.
12. St. George’s Residents Association - support Elder Gardens being given Local Green Space protection but noted complexity of management arrangements.
13. Swadinhata Trust – neutral, noted NDHA status for two Bengali heritage items but wanted more, provided detailed proposals for changes to traffic/roads in the area
14. Zeloof LLP - support but wanted one property removed from NDHA list, question use Appendix D and think SPITAL7 is too ambitious.

2.9 Three businesses made representations - one gave general support, a second praised SPITAL1 and the third recommended more pedestrianisation and improved waste management arrangements.

2.10 Of the 38 residents who responded, 35 lived in the neighbourhood area and 3 lived outside the area. All 35 residents who lived in the area supported the plan. 12 gave unqualified support and said they supported all the policies as they were. The remainder indicated their general support for

all policies but made particular recommendations about how the plan may be improved further in specific areas. Of the 3 residents who lived outside the area, all commented on the Neighbourhood Plan boundary - 2 said nothing about the plan but thought the boundaries should be adjusted in a small particular way to accommodate them, and one cited the boundaries as their reason for objection. This was the only declared objection to the plan made by any of the 63 respondents.

2.11 Of the issues raised a small number were significant enough to represent changes worthy of note:

- The relationship between SPITAL1 and Appendices A, B and D was unclear. Specifically, the status of the Character Area Appraisals (Appendix A) and the Non-Designated Heritage Assets (Appendix B) was not clear. This is important, given that both are referenced in SPITAL1. This was resolved by an explanatory paragraph being included in Section 1. This also clarified that the Assets of Historical Interest (Appendix D) were not specifically policy matters.
- Responses were not received from all the owners of the Local Green Spaces. In particular, the City of London Corporation, as owner of Elder Gardens, did not respond to the Regulation 14 consultation. They were chased after the consultation had closed and provided a response which confirmed their support for the Local Green Space designation.
- LBTH's objection to the wording of SPITAL6 was accepted and this was greatly simplified to address their concerns.

2.12 There was a sole objection to SPITAL7 by Zeloof LLP. This objection was to the requirement for a minimum 45% reduction in rents below the indicative market rate. Their proposal was that the figure should be amended to 35%. This was supported by a viability assessment. The Forum does not consider that the viability assessment is sufficient evidence to justify lowering the rate for the following reasons:

- The appraisal does not take proper account of the likely type of development in what is a very small area. Development that meets the needs of the market is unlikely to be solely office development, rather it will provide a wider range of more flexible workspaces.
- The assumptions used to inform the appraisal are not considered to be reasonable for the following reasons:
  - A rent-free/letting void of 2 years assumes full market rents are paid. By providing lettings at affordable rates, such voids are likely to be much lower.
  - Community Infrastructure Levy rates have been applied but there is no evidence about the assumed payments for each development typology. In Spitalfields, most developments will be refurbishments of existing buildings therefore the net addition of floorspace (and CIL charge) will be much lower than on a cleared site.
  - Finance at 7% is very high based on the long term trends for the cost of borrowing.
- The appraisal, based on the inputs presented, shows that the requirements of Local Plan Policy D.EMP2 are not viable. This policy requires a 10% discount on the indicative market rate. However, this policy is in an adopted plan which has been declared sound. This highlights how, at any given time in any given location, it can be shown that certain types of development may not be viable. Given the assumptions used, it is unsurprising that the appraisal will show development to be unviable. However, this is not considered to be sufficient to justify an



amendment to the discount rate. To reflect the subjective nature of such appraisals and general uncertainty that occurs over the lifetime of a plan, the policy states that the requirement is subject to viability appraisal, therefore it builds in the necessary flexibility.

- It is not clear why, if even a 10% discount rate is unviable, that the objector would be willing for the policy to require a 35% discount.

## **APPENDIX A      CONSULTATION REPORT BY GRACECHURCH CONSULTING**

Provided under separate cover

## **APPENDIX B      WORK OF CITIZENS UK**

### CITIZENS UK Report for Spitalfields Neighbourhood Planning Forum

#### Notes of verbal report given at meeting of 5<sup>th</sup> March 2018

#### **1.      Staffing Issue and Resolution**

Following the intervention from Emmanuel Gotoro to clarify the project with *Queen Mary University London* (QMUL), it became clear that the geography students had not received the survey form and therefore did not initially have the parameters for the survey. Students had met with Yasmin Akter, through our work with Tower Hamlets Citizens. Yasmin had given them training on community organising through the geography department which is something that is done at the beginning of every academic year. As the organiser for Tower Hamlets, Yasmin works with QMUL Geography lecturers, Stephen Taylor and Regan Koch. Hence the issue with the students not receiving the survey was quickly resolved through QMUL Geography who passed the link on to the students.

Emmanuel explained that the initial lack of communication in Yasmin's absence was due to the fact that her Out of Office may not have been set for people outside the organisation. However, once resolved, Emmanuel has been the main point of contact for SNPF and QMUL.

Afsana and Emmanuel then met with Toby to go through the project again and agreed a timeline and draft contract. Toby explained clearly that our remit was to target Bengalis/Asians as this demographic was largely missing from the survey. Emmanuel and Afsana contacted Stephen Taylor and were linked with 3 groups of students to do the surveys. We arranged two trips to East London Mosque to focus on the target demographic.

#### **2.      Intervention**

Understanding the remit of our involvement to be specifically Asian/Bengali, and, in addition to the surveys conducted by students, Emmanuel and Afsana and other CUK colleagues engaged with the following organisations:

1. Brick Lane Trust (spoke to Chairman, emailed surveys offering £5 vouchers)
2. Brick Lane Mosque (set up tables before/after Friday prayer for people to fill in surveys)
3. East London Mosque (set up tables before/after Friday prayer for people to fill in surveys + announcement inside mosque)
4. Mariam centre (Sister Circle)
5. ELATT Connected Learning (ESOL class)
6. Spitalfields Housing Association (emailed surveys offering £5 vouchers)
7. Spitalfields Small Business Association (spoke to Chairman and emailed surveys + link)
8. Christ Church School – (Paid visit to school & left paper surveys at reception)
9. Brick Lane Businesses – Jewish Wholesaler (2 surveys completed)
10. Osmani Trust (visited the Centre and sent link to survey as requested by them)
11. Canon Barnet School (Got in touch via Parent liaison officer)
12. Channel S (contacted Bengali TV station, awaiting response)

We also translated some of the text to Bangla and distributed posters to the organisations along with an English version. The Bangla text was sent to Toby in order that it go on the SNPF website (this is before we were put in touch with James)

### **3. Progress**

Progress was frustrating slow in the beginning of November when we first picked this up and towards the beginning of December when students had coursework deadlines.

That said, we were able to conduct and upload surveys to the Commonplaces site when we received information previously supplied to Yasmin. We think we are half-way to the target of 300 surveys agreed, but we can't assess how much traffic we sent via the online surveys.

### **4. Request for extension**

Considering the slow start to the new year, we requested an extension to the February half-term. We hoped that this would enable us to meet the target of 300.

### **5. Online vs. Paper – Observations**

While doing the paper survey takes twice the time, we've found this to be a more reliable way to get good responses as people don't always do this even when they promise to go online later. It seems like less people in the target community do things online and potentially prefer the face to face interaction. However, we recognise that face to face interaction also has its drawbacks as we are tagging this on to already busy activities within the life of institutions such as mosques, schools and housing associations

In addition, when we spoke to Bengali people, including professionals, who live in the area, and have done so for years, it was apparent that they didn't know anything about the development.

### **6. Survey Questions**

As we've mostly used the paper survey, there have been many comments about the lack of information about the survey on the form itself. People were expecting to see an introductory paragraph about the survey especially about how their responses will be used. Without it, people didn't find the map that useful, confusing even.

As we've taken information from the paper survey to upload onto the Commonplace website, we've found there to be conflicting responses to some of the questions, for example one might indicate in Question 3. that they are Positive (5) about the issue they are commenting on, but then go on to give reasons why in Question 4. And respond that that it is 'dirty', 'overcrowded,' etc. when we've asked.

### **7. Summary**

We have completed 240/300 surveys (still to upload 28).

We engaged with 11 organisations and did door-knocking on 3 estates.

Our learning from the survey is that door-knocking was more successful than other forms of engagement in terms of quality of information gathered and return for time spent. For example, the door-knock on the Shah-Jalal estate engaged with 30 of the 32 households there over a 3-hour



period. The conversations were of good quality and informative for the survey. However, door-knocking was hampered on larger estates mainly due to resistance to cold-calling, language barriers, and adverse weather conditions.

Mass engagement through TELCO member organisations such as ELATT, London Muslim Centre and other organisations such as Spitalfields Housing Association reached more people but due to the nature of the engagement, some of the conversations felt rushed, and the quality could have been better for the survey.

We also found that many people in the Bengali community were hearing about the survey for the first time and were not informed about it prior to engagement.

The sector that contributed least to our surveys was the business community though we engaged with SSBA for example.

The input of Queen Mary students was not utilised as well as it could have been due to the slippage of time and staff issues at CitizensUK. However, when the students did participate, they were brilliant in their interactions with different groups of people.

## **8. Membership of Tower Hamlets Citizens**

In addition to the surveys we are pleased to welcome *Spitalfields Neighbourhood Planning Forum* to membership of Tower Hamlets Citizens. We are 20+ organisations in Tower Hamlets, part of TELCO – 85 organisations across 5 East London boroughs.

We work together for the common good on issues which matter to our members such as – Living Wage; Affordable Housing; Living Rent; Refugees; Good jobs for local people.

We see the survey as the start of a longer-term relationship with SNPF. What happens after the survey also matters to many of our members, and we hope that we can work together on implementing some of the ideas coming from the surveys and wider project.

All our members benefit from being in relationship with each other in a broad-based alliance; we offer training and leadership development for change. We strongly believe that to change anything you need power. Our power lies in people and the institutions they are from – churches, mosques, schools, housing associations etc. SNPF is a unique institution in THCitizens and we are proud to welcome you into membership

As a member of the Tower Hamlets Citizens Leadership Group (Phil), I'm pleased to invite you to the Delegates Assembly on March 20<sup>th</sup> so you can meet the other organisation in your borough.

**Phil Warburton** (Tower Hamlets Citizens Leadership Group)  
**Emmanuel Gotora** (TELCO Lead Organiser)

## **APPENDIX C      COMMONPLACE SURVEY AND DATA**

Provided under separate cover

## APPENDIX D REGULATION 14 CONSULTATION REPRESENTATIONS BY LONDON BOROUGH OF TOWER HAMLETS

Representation	Response by Neighbourhood Forum	Amendment to Plan
4. The exception to this is that the consultation draft has placed the policies after all their supporting text – it would be more conventional to include a brief contextual introduction before the policies, and then place the supporting text that justifies and explains the operation of the policy after the policy text itself.	Plans present this either way, i.e. justification then policy or vice versa. There is no material difference.	None
6. The status of the appendices needs to be made very clear, and it may be useful to include a clarifying paragraph in the introduction, and even to consider different terminology for different appendices	Agreed	Clarifying paragraph added to Introduction.
7. In this neighbourhood plan there seems to be two appendices that are intended to act as part of planning policy, and two that are meant to act as additional evidence. To avoid confusion, it may therefore be useful to move Appendices C and D to a separate ‘evidence base’ document when the plan is submitted for Regulation 16 consultation.	If clarity is provided in the Introduction, this the removal of certain appendices is unnecessary.	Clarification provided in Section 1.
9. It would be useful if a similar level of clarity could be provided on Appendix A – for example, there are statements in the appendix regarding the need for protection or preservation of certain character elements of the area. If there is also intended to be a presumption in favour of preserving these elements, this could be set out more clearly – at the moment, the appendix seems to sit uncertainly between description and policy guidance.	The Local Character Area Assessments in Appendix A are different to NDHAs in that they provide guidance on how to interpret the local character of the area when designing new development. In this regard they provide guidance that needs to be taken into account by the applicant. SPITAL1 is clear as to how that should be interpreted. It may be helpful to signpost that the LCAAs are provided in Appendix A – this could be done by way of a footnote to clause D.	Add a footnote to clause D of SPITAL1 to make clear that the LCAAs are in Appendix A.

Representation	Response by Neighbourhood Forum	Amendment to Plan
<p>10. Clauses B and I in SPITAL1 also reference the policies map – however, the policies map does not actually show the character areas or the heritage assets, as stated in the policy.</p>	<p>Noted</p>	<p>Amend SPITAL1 to refer to Figure 4.1 and the maps in Appendix B, rather than the Policies Map.</p>
<p>11. Paragraph 4.16 still poses some concerns. The paragraph rightly identifies that development outside the neighbourhood area could impact on the setting of heritage assets within the neighbourhood area, but then seems to imply that policies in the neighbourhood plan could therefore be applied to development outside the neighbourhood area boundary. This is not the case – the neighbourhood plan can only set policy within its neighbourhood area boundary. However, it seems that the character area guidance from Appendix A would be a relevant consideration when deciding whether a development adjacent to the neighbourhood area affects the setting of any identified heritage asset that falls within that character area. We suggest a re-write of this paragraph along the following lines:          'The Local Plan and the NPPF recognise the importance of the setting of heritage assets, and the character area guidance included in Appendix A provides important context for understanding the setting of heritage assets within the neighbourhood area. When decisions are made on proposals located outside the neighbourhood area, but which are identified as potentially impacting the setting of heritage assets within the neighbourhood area, the character area guidance should be a relevant consideration in understanding the setting of the heritage asset.'</p>	<p>Noted and agreed</p>	<p>Para 4.16 to be amended as suggested</p>
<p>12. On paragraph 4.27, the Community Safety team have noted that a balance needs to be struck between the effects that metal shutters have on the character of the area, and the</p>	<p>Agreed.</p>	<p>Paragraph 4.27 amended regarding shutters.</p>



Representation	Response by Neighbourhood Forum	Amendment to Plan
<p>additional security they provide against burglary and vandalism.</p> <p>They have also noted that in policy SPITAL3 clause C, the reinstatement of alleyways and passageways should take place only where it can be demonstrated that this will not increase the risk of crime.</p>	<p>Agreed.</p>	<p>SPITAL3C amended to reflect risk of crime.</p>
<p>13. We are generally supportive of the content of Appendix A. There are a lot of references to views of Christ Church over the tops of and between buildings, and while it is recognised that all of these hold some importance, it may not be realistic to expect all of them to be preserved without unduly holding back development in the area. There are also a number of references to street art, and it may be appropriate to provide more guidance on where street art would be appropriate or not – without further guidance, the statements about street art enhancing the character of the area could encourage a more indiscriminate approach that could inadvertently have the opposite effect.</p>	<p>Agreed.</p>	<p>Paragraph added to Section 4 and specific references to street art in Appendix A removed.</p>
<p>14. Heritage officers have praised Appendix B for including a significant amount of research, and think it constitutes a useful resource. However, the comment on current planning proposals in entry 11 seems inappropriate, and will date a document that is intended to last several years. And for entry 21, the only significant element mentioned is the panelled interior – but it should be noted that the protection of interiors requires the whole building to be listed. The proposed neighbourhood plan policies would provide some level of protection of the building as a whole, but the only way to control changes to the interiors through planning would be full listed building status.</p>	<p>Agreed.</p>	<p>Amendments made to Appendix B as suggested.</p>

Representation	Response by Neighbourhood Forum	Amendment to Plan
15. It would be useful for Appendix B to contain maps showing only the heritage assets included in Appendix B, rather than also including those from Appendix D, to avoid confusion. Similar maps could then be produced for Appendix D, showing only the heritage elements identified in that appendix.	Agreed	Maps in Appendix B to be amended and new maps to be added to Appendix D.
16. <b>Similarly, Appendix D is considered a useful catalogue of heritage assets in the area. We have the following observations on some entries:</b> ....	Agreed.	Amendments made to Appendix D as suggested.
17. It would be useful to include some more detailed information in the supporting text about how the policy operates – this could be taken from paragraph 8.5.6 of the new London Plan. Although this would potentially be a duplication of the London Plan text, this is felt to be acceptable as the UGF is a new policy approach in Tower Hamlets, and the inclusion of some additional explanatory text would assist readers of the neighbourhood plan.	Agreed	Additional text added to Section 5.
18. The last sentence in clause B of this policy says that off-site provision of urban greening ‘should firstly address the urban greening projects identified in Section 5’. This is assumed to relate to the CIL project tables in what is now section 7 of the plan. We would suggest a slight re-wording here to read ‘For off-site provision, the projects identified in section 7 should be a priority’. As currently worded, the text suggests an obligation to deliver the CIL priority projects first – the suggested re-wording is to account for times when this may not be possible due to ownership or other constraints, and to allow applicants to then look at alternatives.	The list of projects is in Table 5.1 so it would be clearer to identify this table. Also, this table does not refer to CIL, therefore the suggested amendment is not necessary.	Amend SPITAL4(B) to refer to Table 5.1 rather than Section 5.
19. Elder Gardens - while this site clearly has some use as a tranquil space in a busy area, its primary role seems to be as an	The City of London Corporation was chased up and confirmed that it is supportive of the LGS designation.	Amend Appendix C to enhance justification.

Spitalfields Neighbourhood Plan  
Consultation Statement – draft 4

Representation	Response by Neighbourhood Forum	Amendment to Plan
amenity area for a private housing development. Before supporting this designation, we would want to know the opinion of the landowner; and we feel more evidence is needed that the site is demonstrably special to the community or holds particular local significance.	The residents' group of the private housing development also support the designation. Elder Gardens is open to the public all day except after a certain time in the evening when it is residents-only to avoid anti-social behaviour.	
19. Christ Church Gardens – we would want to see some evidence of engagement with the church and to understand their position before fully supporting this proposal.	The church has not responded, despite writing to the rectory, the PCC and the diocese separately at Reg 14. The rectory did engage with the Forum during the stakeholder consultation process back in 2017-2018 but the churchyard was not discussed. The PCC discussed the neighbourhood plan and decided they would not get involved in neighbourhood planning matters. There has been strong support for LGS designation from resident and stakeholder groups.	None
19. Christ Church Gardens – On page 97, in the appendix, we would suggest deleting the final three paragraphs, from “In 2012 formal legal warning was issued...” to “making way for restoration of the Public Open Space”. The legal issues discussed here have now been settled, and the Council agrees with the restoration of the land as open space.	Noted and agreed	P97 text amended.
<b>19. Chicksand Street Ghat – more evidence of this significance would help a plan examiner to reach a decision on the designation. While we have no objection to the site being designated as a Local Green Space, we would like to have an idea of the consultation response to this proposal before actively supporting it.</b>	The owners are LBTH and they indicated they have no objection to LGS designation.	None
20. For figure 5.2 on page 27, it may be useful for the map key to use letters a-e, as these correspond with the lettering in policy SPITAL5.	Agreed	Figure 5.2 amended
21. Policy SPITAL6 on the Council-owned 'Ram and Magpie' site is considered unnecessary. The first clause of the policy is	Agreed.	Policy SPITAL6 and supporting text amended.

Representation	Response by Neighbourhood Forum	Amendment to Plan
<p>read as aiming to 'allocate' the site as an open space specifically related to the activities of the city farm and the nursery that is currently on-site. However, the site is already allocated as a publicly accessible open space on the Local Plan policy map, and we do not believe it is appropriate to try to designate a specific use for an open space.</p> <p>The second clause of the policy then also seems to recognise the possibility for another use on the site, which could potentially conflict with the first clause requiring it to be allocated as an open space specifically for the farm and nursery. The existing nursery building on the site is also in poor condition and has significant operational limitations, and it is considered that adding further layers of policy protection to the site may constrain options for improvements.</p>		
<p>23. Officers have concerns on the feasibility of some of the individual items.</p> <p>...</p> <p>The consultation summary submitted at Regulation 16 stage should clearly demonstrate what consultation has taken place over these proposals in order to demonstrate that they have significant community support.</p>	<p>The specific points are noted, as is the need for the Consultation Statement to describe the consultation process.</p>	<p>Various detailed amendments made.</p>
<p>24. It is unnecessary to include the same tables at the end of the heritage and open space chapters and in their own chapter at section 7 – they only need to be included once.</p>	<p>Agreed</p>	<p>Table 7.1 deleted</p>



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# Equality Impact Analysis Screening Tool

## Section 1: Background information

Name of completing officer	Date of screening
Steven Heywood	14/07/2021
Service area and Directorate responsible	
Planning and Building Control, Place Directorate	
Approved by (Director / Head of Service)	Date of approval
Jennifer Peters	21/07/2021

The Equality Act 2010 places a 'General Duty' on all public bodies to have 'due regard' to:

- Eliminating discrimination, harassment and victimisation and any other conduct prohibited under the Act
- Advancing equality of opportunity between those with 'protected characteristics' and those without them
- Fostering good relations between those with 'protected characteristics' and those without them

This Equality Impact Analysis provides evidence for meeting the Council's commitment to equality and the responsibilities outlined above. For more information about the Council's commitment to equality, please visit the Council's [website](#).

## Section 2: Summary of proposal being screened

For the purpose of this document, 'proposal' refers to a policy, function, strategy or project

Name of proposal
Spitalfields Neighbourhood Plan Examiner's Report and Referendum
The aims/objectives of the proposal
To agree with the Examiner's Report on the Spitalfields Neighbourhood Plan that the plan should be sent to a public referendum and, if supported by a majority of those voting, be adopted by the Council as part of the Development Plan for the area.

### Section 3: Equality Impact Analysis screening

Is there a risk that the policy, proposal or activity being screened disproportionately adversely impacts (directly or indirectly) on any of the groups of people listed below ?	Yes	No	Comments
Please consider the impact on overall communities, residents, service users and Council employees.  This should include people of different:			
▪ <b>Sex</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	The neighbourhood plan is unlikely to negatively impact people of any particular sex
▪ <b>Age</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	The neighbourhood plan is unlikely to negatively impact people of particular ages. It may have some benefits for younger people through protecting playspace in the area at the Chicksand Street Ghat.
▪ <b>Race</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	The neighbourhood plan is unlikely to negatively impact people of any particular race. The plan notes the importance of particular elements



			of the built environment to the Bangladeshi community, and protects these features.
<ul style="list-style-type: none"> <li>▪ <b>Religion or Philosophical belief</b></li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	The neighbourhood plan is unlikely to negatively impact people that hold any particular religious or philosophical beliefs.
<ul style="list-style-type: none"> <li>▪ <b>Sexual Orientation</b></li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	The neighbourhood plan is unlikely to negatively impact people of any particular sexual orientation.
<ul style="list-style-type: none"> <li>▪ <b>Gender re-assignment status</b></li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	The neighbourhood plan is unlikely to negatively impact people of any particular gender status.
<ul style="list-style-type: none"> <li>▪ People who have a <b>Disability</b> (physical, learning difficulties, mental health and medical conditions)</li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	The neighbourhood plan is unlikely to negatively impact people who have a disability. The plan notes the importance of repairing street surfaces to a high level, which may benefit some people with mobility impairments.
<ul style="list-style-type: none"> <li>▪ <b>Marriage and Civil Partnerships</b> status</li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	The neighbourhood plan is unlikely to negatively impact on people with particular marriage or civil partnership status.
<ul style="list-style-type: none"> <li>▪ People who are <b>Pregnant</b> and on <b>Maternity</b></li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	The neighbourhood plan is unlikely to negatively impact on people who are pregnant or on maternity.
<p>You should also consider:</p> <ul style="list-style-type: none"> <li>▪ <b>Parents and Carers</b></li> <li>▪ <b>Socio-economic</b> status</li> <li>▪ People with different <b>Gender Identities</b> e.g. Gender fluid, Non-binary etc.</li> <li>▪ Other</li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	The neighbourhood plan is unlikely to negatively impact on any of these groups. The protection of open spaces including the City Farm may help to provide spaces for children to play and learn, which could indirectly benefit parents and carers. The provision of additional affordable workspace in the area may benefit people of lower socio-economic status by opening up economic opportunities for them.

If you have answered **Yes** to one or more of the groups of people listed above, a **full Equality Impact Analysis is required**. The only exceptions to this is if you can

'justify' the discrimination (Section 4). **If there are equality impacts on Council staff please complete the restructure equality impact analysis on the ['Organisational change process' pages of the intranet.](#)**

## Section 4: Justifying discrimination

Are all risks of inequalities identified capable of being justified because there is a:	
(i) <i>Genuine Reason</i> for implementation	<input type="checkbox"/>
(ii) The activity represents a <i>Proportionate Means</i> of achieving a <i>Legitimate Council Aim</i>	<input type="checkbox"/>
(iii) There is a <i>Genuine Occupational Requirement</i> for the council to implement this activity	<input type="checkbox"/>

## Section 5: Conclusion

Before answering the next question, please note that there are generally only two reasons a full Equality Impact Analysis is not required. These are:

- The policy, activity or proposal is likely to have **no or minimal impact** on the groups listed in section three of this document.
- Any discrimination or disadvantage identified is **capable of being justified** for one or more of the reasons detailed in the previous section of this document.

### Conclusion details

Based on your screening does a full Equality Impact Analysis need to be performed?

Yes	No
<input type="checkbox"/>	<input checked="" type="checkbox"/>

If you have answered **YES** to this question, please complete a full Equality Impact Analysis for the proposal

If you have answered **NO** to this question, please detail your reasons in the 'Comments' box below

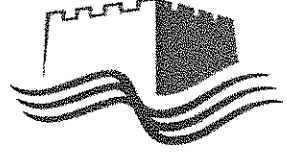
### Comments

The proposal would lead to a referendum on the neighbourhood plan and the possible adoption of it as a formal part of the Development Plan if the referendum is successful. It has been assessed that the implementation of the neighbourhood plan in this manner is unlikely to have any significant negative effects on any of the protected groups, and may have some benefits for some of the groups.

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# Agenda Item 3

<b>Individual Mayoral Decision Proforma</b>  Decision Log No: 209	 <b>TOWER HAMLETS</b>
<b>Report of:</b> James Thomas, Corporate Director Children and Culture	<b>Classification:</b> Unrestricted
<b>Cyril Jackson primary school academy conversion</b>	

<b>Is this a Key Decision?</b>	Yes
<b>Decision Notice Publication Date:</b>	29 July 2021
<b>General Exception or Urgency Notice published?</b>	General Exception notice published 29 July 2021
<b>Restrictions:</b>	None
<b>Reason for seeking an Individual Mayoral Decision:</b>	1 September 2021 is the date set by the Department for Education in relation to the academy conversion of Cyril Jackson primary school. While the Mayor has to approve the lease arrangements and the commercial transfer, once the Secretary of State has issued an academy order to a school the council must work with the school on all matters related to conversion. Should the council miss deadlines set by the DfE this could result in Secretary of State intervention and unnecessary reputational damage.

## EXECUTIVE SUMMARY

This report asks for Mayoral approval for completion of lease arrangements and commercial transfers related to the academy conversion of Cyril Jackson primary school. The school received an academy order from the Secretary of State on 19 March 2021 and has indicated its wish to convert to academy status and join the University Schools Trust (a Multi-Academy Trust) on 1 September 2021.

Once applications from school governing bodies have been approved by the Secretary of State the expectation is that local authorities will work with schools on all transfer matters

Full details of the decision sought, including setting out the reasons for the recommendations and/or all the options put forward; other options considered; background information; the comments of the Chief Finance Officer; the concurrent report of the Head of Legal Services; equalities implications; and other relevant matters are set out in the attached report.

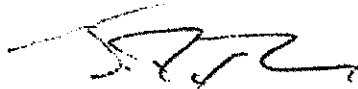
## DECISION

1. To authorise the grant of a 125-year lease to the University Schools Trust for Cyril Jackson primary school
2. To authorise the Corporate Director, Place, to agree final terms and conditions for the grant of the new lease
3. To authorise the execution of any other land related agreement to allow for the University Schools Trust operation of the Academy from the transfer date
4. To authorise the council to enter into commercial and staffing transfer agreements on suitably agreed terms
5. To authorise the Corporate Director, Children and Culture, after consultation with the Corporate Director, Resources, and Divisional Director, Legal (Monitoring Officer), to enter into and undertake remaining issues and/or agreements associated with the conversion
6. To authorise the Divisional Director, Legal (Monitoring Officer), to execute all documentation required to implement the decisions
7. To authorise the Corporate Director, Resources, to execute the Local Government (Contract) Act 1997 Certificate required to implement the decisions
8. To note the equalities considerations as set out in Paragraph 5.1. in the attached report

**APPROVALS**

**1. Corporate Director proposing the decision or his/her deputy**

I approve the attached report and proposed decision above for submission to the Mayor. I confirm that the Mayor and/or Lead Member have agreed to this decision being taken using this process.



Signed ..... Date 5 August 2021

**2. Chief Finance Officer or his/her deputy**

I have been consulted on the content of the attached report which includes my comments.



Signed ..... Date 5<sup>th</sup> August 21

**3. Monitoring Officer or his/her deputy**

I have been consulted on the content of the attached report which includes my comments.

I confirm that this decision is urgent and subject to the 'General Exception' provision at paragraph 18 of the Access to Information Procedure Rules.




Signed ..... Date 05/08/2021

**4. Mayor**

I agree the decision proposed in the recommendations above for the reasons set out in sections 3 and 4 in the attached report.

Signed ..... Date 9/8/21



<b>Individual Mayoral Decision</b>  <b>August 2021</b>	 <b>TOWER HAMLETS</b>
<b>Report of:</b> James Thomas, Corporate Director Children and Culture	<b>Classification:</b> Unrestricted
<b>Cyril Jackson primary school academy conversion</b>	

<b>Lead Member</b>	<b>Cllr Asma Begum, Deputy Mayor and Cabinet Member for Children, Youth Services and Education</b>
<b>Originating Officer(s)</b>	Layla Richards, Head of Strategy and Policy – Children and Culture
<b>Wards affected</b>	Limehouse
<b>Key Decision?</b>	Yes
<b>Reason for Key Decision</b>	Financial impact
<b>Forward Plan Notice Published</b>	29 July 2021 General Exception Notice
<b>Strategic Plan Priority / Outcome</b>	Priority 1: people are aspirational, independent and have equal access to opportunities Priority 3: a dynamic, outcomes-based council using digital innovation and partnership working to respond to the changing needs of our borough

### Executive Summary

This report asks for Mayoral approval for completion of lease arrangements and commercial transfers related to the academy conversion of Cyril Jackson primary school. The school received an academy order from the Secretary of State on 19 March 2021 and has indicated its wish to convert to academy status and join the University Schools Trust (a Multi-Academy Trust) on 1 September 2021.

Once applications from school governing bodies have been approved by the Secretary of State the expectation is that local authorities will work with schools on all transfer matters.

### Recommendations:

The Mayor is recommended to:

1. Authorise the grant of a 125-year lease to the University Schools Trust for Cyril Jackson primary school
2. Authorise the Corporate Director, Place, to agree final terms and

conditions for the grant of the new lease

3. Authorise the execution of any other land related agreement to allow for the University Schools Trust operation of the Academy from the transfer date
4. Authorise the council to enter into commercial and staffing transfer agreements on suitably agreed terms
5. Authorise the Corporate Director, Children and Culture, after consultation with the Corporate Director, Resources, and Divisional Director, Legal (Monitoring Officer), to enter into and undertake remaining issues and/or agreements associated with the conversion
6. Authorise the Divisional Director, Legal (Monitoring Officer), to execute all documentation required to implement the decisions
7. Authorise the Corporate Director, Resources, to execute the Local Government (Contract) Act 1997 Certificate required to implement the decisions
8. To note the equalities considerations as set out in Paragraph 5.1.

## **1 REASONS FOR THE DECISIONS**

- 1.1 Cyril Jackson is a maintained community primary school and received an academy order from the Secretary of State for Education on 19 March 2021. The school intends to join the University Schools Trust (a multi-academy trust or MAT).
- 1.2 The school, which is judged to be outstanding by Ofsted, has indicated its wish to convert to academy status on 1 September 2021.

## **2 ALTERNATIVE OPTIONS**

- 2.1 There is no alternative option to the planned course of action. Once applications from school governing bodies have been approved by the Secretary of State the expectation is that local authorities will work with schools on all transfer matters.

## **3 CYRIL JACKSON ACADEMY CONVERSION**

- 3.1 Conversion usually involves two key transactions for the council, these being the land transfer and commercial transfer. The land transfer, as guided by the Department of Education (DfE), is by way of a 125-year lease for a peppercorn rent. The commercial transfer deals with the transfer of existing

contracts, staff and associated assets and is affected by a Commercial Transfer Agreement (CTA).

### Conversion process – land

- 3.2 As Cyril Jackson is a community school the council own most of the land which is being used by the school except some pieces of land that are unregistered. Legal Services are making the necessary applications to the Land Registry to regularise the Council's ownership to the unregistered lands.
- 3.3 The expectation is that the council will transfer the land to the academy trust – in this case the University Schools Trust. The guidance from the DfE is that this is to be by way of a 125-year lease for a peppercorn rent. Failure to transfer or to delay transferring can lead to intervention by the DfE under the Academies Act 2010. Each lease seeks to protect the council's interests in the following ways:
- The stipulated use in the lease is for education purposes and community, fundraising and recreational purposes ancillary to the provision of education services
  - Not to assign/transfer the lease to anybody other than the successor charitable or public body approved by the Secretary of State
  - Not to take out any charge or loan on the school without prior approval by the council
  - Not to underlet the whole of the school or underlet part for a term in excess of seven years
  - The lease will automatically end upon termination of the funding agreement between the school and the DfE.
- 3.4 The 125-year lease is in line with a prescribed template provided by the DfE. Following discussion with the school and the UST about the adjacent children's centre the agreed council position is that the children's centre will not be included in the area of land being demised under the lease.

### Conversion process – commercial transfer

- 3.5 In general, the Commercial Transfer Agreement (CTA) is intended to ensure that all information on the transferring staff is recorded and transferred to the academy trust so that the appropriate arrangements for payment of salaries, pension contributions, etc. can be made. The CTA also includes details of any assets, liabilities and contracts that will transfer to the academy trust and those that will remain with the local authority.
- 3.6 Staff are entitled to transfer under their existing employment terms and conditions, under the Transfer of Undertakings Protection of Employment (TUPE) regulations. The University Schools Trust must inform the local authority, as the current employer, in writing of any measures it envisages taking in relation to the staff after transfer. The council understands that existing measures will remain on transfer. There are a total of 87 employees transferring from the local authority to the UST.

- 3.7 Consultation with staff has been led by the school and its governing body.
- 3.8 Upon achieving Academy status under the Academies Act 2010, a maintained school becomes an academy and the school is no longer funded through the local authority and it will automatically be a separate Scheme Employer as listed in Part 1 of Schedule 2 of the Local Government Pension Scheme Regulations 2013.
- 3.9 All non-teaching staff (including new employees) have a legal right to become members of the Local Government Pensions Scheme (LGPS). At the date of conversion to Academy status, all existing members of the LGPS who transfer over to the Academy will have continuity of membership in the LGPS. Any non-pensionable eligible employees will need to be enrolled automatically at date of conversion.
- 3.10 Hence support staff who transfer will simply continue their membership of the Local Government Pension Scheme (LGPS) as an academy is a scheme employer in the LGPS.
- 3.11 All future non-teaching staff and support staff appointments carry contractual eligibility to be a member of the LGPS and must be enrolled into the Scheme. The Academy has no discretion to provide alternative pension arrangements for their employees who are eligible to be members of the LGPS. On conversion, a separate contribution rate will need to be calculated by the relevant LGPS fund.
- 3.12 The contribution rate is made up of two elements; the cost of future benefit accrual and a proportion of the cost of meeting the past service deficit. In setting the rate for recovery of the past service deficit, specific advice has been sought in relation to pensions liabilities. The recommended approach, in accordance with guidance from the Pensions Committee is to allow for a twenty-year recovery period for the amount of deficit attributable to deferred and pensioner members of the LBTH Local Government Pension Scheme, to all schools converting to academies on or after 1<sup>st</sup> April 2017.
- 3.13 The academy is also required to ensure procedures are in place to ensure all data required, by the 2013 LGPS regulations, is passed to the Pension Fund accurately and on time via the iconnect pensions portal.
- 3.14 Access to the Teachers' Pension Scheme (TPS) must also be provided for teaching staff, the academy must remit contributions to the TPS.
- 3.15 Upon conversion, teaching staff who have previously opted out of the TPS or are in non-pensionable employment (part-time employment or re-employment which commenced pre 1 January 2007 with no election to join), they must be contractually enrolled into the Teachers' Pension Scheme but employees can choose to opt out.



- 3.16 The school has a number of Service Level Agreements (“SLAs”) with the Council. It may be that the school will confirm its intention to carry on with these arrangements post conversion, at which point it will be able to enter into new contracts with the Council, like any other school.

#### Conversion Process – Contracts

- 3.17 All contracts and licences currently held by the schools are being confirmed, along with the schools’ intentions regarding the continuation of the contracts.
- 3.18 If the contracts are to cease, any remaining liabilities will be transferred via the CTA. All continuing contracts will be assigned.

### **4. CONTINUING RELATIONSHIP**

#### Admissions

- 4.1 All academies are required to adopt clear and fair admission arrangements in line with admissions law and the School Admissions Code. When community or voluntary controlled schools convert, they become admission authorities and therefore responsible for their own pupil admission arrangements. This will involve periodic consultation as well as reviewing and publishing their admission arrangements on an annual basis.
- 4.2 The Council retains the responsibility for ensuring that all children and young people in the borough have a school place. On conversion Cyril Jackson has confirmed that it will continue with the admissions policy and arrangements that the Local Authority uses for its community primary schools. This includes the use of priority admission ‘catchment’ areas as part of its oversubscription criteria.

#### Special Education Needs and Disability

- 4.3 Local authorities retain responsibility for pupils with Education, Health and Care (EHC) plans in academies on the same basis as for such pupils in maintained schools. The LA will continue to commission special places and they must:
- Ensure that academy pupils are appropriately assessed and have EHC plans as part of the entry criteria
  - Consider parents’ representations for an academy to be named on an EHC plan and act reasonably in considering those representations
  - Fund any individually assigned SEN Top up resources
  - Monitor arrangements for SEN pupils in academies
  - Conduct reviews of the SEN statements or EHC plans of children in academies at least annually and each six months for children under five.

- 4.4 There is no specific guidance in respect of converting schools with special units and it is assumed that the guidance in relation to maintained special schools wishing to convert to academy status applies.
- 4.5 Cyril Jackson primary school has a resource base provision for children with speech, language and communication needs. The local authority commissions 20 places for children with a range of speech and language needs and provides funding for speech and language therapists to be on site as part of the provision. The resource base does not cater for children with Autism Spectrum Disorder (ASD) although it is possible that some of the children within the resource have as yet, undiagnosed ASD.
- 4.6 The guidance states that they will not be able to change their characteristics, including the number of places for which they are funded and the types of special educational needs they provide for, as part of the conversion process. The number of pupil places for which the academy will be funded will be based on the number of places for which the special school is funded currently.
- 4.7 Any future proposed change to their characteristics would have to be considered by the Education Funding Agency (EFA), with the final decision resting with the Secretary of State. Any special provision which is an academy wishing to change its designation must involve the Council in the consultation process that it leads. This would also apply to the resource base provision.

### Exclusions

- 4.8 The DfE statutory Guidance on Exclusion is equally applicable to Academies and Free Schools. Whilst academies are not required to have LA representation at exclusion review hearings, parents can request the attendance of the LA. Schools often seek advice on the use of exclusions especially as much greater emphasis is now placed on avoiding indirect (or direct) discrimination against vulnerable groups of pupils. Where the review process finds that an exclusion has not been carried out correctly there can be additional financial implications for the school, on top of any funding that would normally follow an excluded pupil.

### Trading

- 4.9 The Council will continue to offer a range of support services to academies and free schools on a traded basis. Academies are currently charged an additional 10% for services as there are additional administrative costs to the Council. It is proposed that any transferrable SLAs are honoured at current rates until the end of the academic year.

### School Forum

- 4.10 Under the School Forum Regulations 2012, the Council was required to secure representation from academies in proportion to the number of

pupils. The LBTH School Forum reviews the membership regularly to ensure proportionality and makes the appropriate changes to membership.

### Governance

- 4.11 The Governing Body of an academy must currently have two parent governors.

### Insurance

- 4.12 Schools must ensure that adequate insurance cover has been arranged prior to conversion, to take effect from midnight at the date of conversion. The DfE has produced a guidance note on the issues arising from this and the way in which costs are reimbursed.

### Landlord responsibilities

- 4.13 Whilst there is a lease of the buildings and land for 125 years, the Council retains the responsibility for landlord functions under all academy leases. In general terms this is about ensuring the academy has adequate insurance, due regard to health and safety of staff and pupils, maintains the buildings in fit and proper state etc.

### Policies

- 4.14 Academies are required to have a number of policies and other documents in place, by law. This includes, but is not limited to, policies for admissions arrangements, data protection, school complaints, charging and remissions, school behaviour, special educational needs and disability, health and safety, school exclusion, child protection and health and safety. Academies are also covered by the Public Sector Equality Duty. Unlike local authority maintained schools academies are not required to have a sex and relationships education policy.

## **5. EQUALITIES IMPLICATIONS**

- 5.1 Cyril Jackson primary school works collaboratively to enable all children to experience the best possible educational opportunities, outcomes and life chances. It is also a member of the Tower Hamlets Education Partnership (THEP) which brings together the large majority of schools in the borough and facilitates effective partnership working across schools. Equality and inclusion is one of the THEP's four core values.

## **6. OTHER STATUTORY IMPLICATIONS**

### **Safeguarding**

- 6.1 Statutory guidance, 'Keeping Children Safe in Education 2021', comes into force on 1 September 2021 and will apply to all schools. It sets out the legal duties schools must follow to safeguard and promote the welfare of children and young people under the age of 18. On conversion, the local authority will continue to work collaboratively with the school to safeguard and promote the welfare of all children in the borough.

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

- 7.1 Revenue costs of funding the School will be met from the Dedicated Schools grant (DSG) however they will no longer be provided directly by Tower Hamlets to the School but will be funded from the Education and Skills Funding Agency (ESFA). This is done through recouping the calculated budget of the school from the gross DSG and the net grant paid to the council. Tower Hamlets council will retain the responsibility of funding additional costs in relation to pupils with EHC plans. The council will no longer receive capital funding for school maintenance which would be funded to the Academy trust and would therefore no longer have responsibility for the maintenance of the buildings. Any required capital investment to secure additional places in the authority would continue to be funded by the council if this was to secure the council's statutory basic needs duty. A contribution made by the school to support central services and de delegated budgets would cease from the date of conversion which equates to £13,652 of lost income to the council.

## **8. COMMENTS OF LEGAL SERVICES**

- 8.1 When the Secretary Of State grants an academy order under the law the Council is legally obliged to provide appropriate levels of assistance relating to the conversion of the school into an Academy. The contents of this report shows compliance with this duty although it should be noted that the secretary of state has further powers that could be invoked should it be necessary to enforce the transfer of assets and other items in order to form the new academy.
- 8.2 The Council is (in effect) required to transfer to the academy trust such land and other assets and items as the are held by the Council for the purposes of running Cyril Jackson School. DFE guidance goes further to say that these are assets and other items which are required to ensure that on the first day following the conversion the Academy has the same level of facilities as the maintained school previously. The proposed commercial transfer agreement and land transactions will put this transfer into effect.
- 8.3 It is anticipated that the existing staff at the school will transfer to the academy under the Transfer Of Undertakings (Transfer of Employment) Regulations



2006. Therefore, the Council is undertaking appropriate levels of consultation with affected members of staff and is compliant with the requirements of the regulations.

- 8.4 Access to the Local Government Pension Scheme is expected. However, admission to the scheme will be subject to separate approvals and admission agreement in accordance with the relevant pensions law.

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

### **Linked Report**

- NONE

### **Appendices**

- NONE

### **Background Documents – Local Authorities (Executive Arrangements)(Access to Information)(England) Regulations 2012**

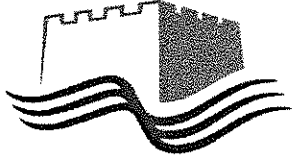
- NONE

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

N/A

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# Agenda Item 4

<b>Individual Mayoral Decision Proforma</b>  Decision Log No: 210	 <b>TOWER HAMLETS</b>
<b>Report of:</b> Anne Sutcliffe, Corporate Director, Place	<b>Classification:</b> Unrestricted
<b>Article 4 Direction – E-class to Residential (C3)</b>	

<b>Is this a Key Decision?</b>	Yes
<b>Decision Notice Publication Date:</b>	29 July 2021
<b>General Exception or Urgency Notice published?</b>	<b>General Exception Notice published 29 July 2021</b>
<b>Restrictions:</b>	None
<b>Reason for seeking an Individual Mayoral Decision:</b>	To ensure as minimal as possible a gap between the introduction of the new permitted development right for office to residential and this Article 4 direction coming into force.

## EXECUTIVE SUMMARY

Article 4 directions remove permitted development rights (the ability to undertake certain forms of development without a full planning application) where there is a local need or justification for doing so. In August of 2021 a new permitted development right came into force allowing for changes of use from Class E – which includes retail, professional services, restaurant, office, light industrial, commercial gyms and some community (primarily GP surgeries and nurseries) uses to class C3 residential use without the need for planning permission.

The changes include a Prior Approval process whereby Local Planning Authorities can consider a limited range of matters, including the size and quality of the new housing being proposed. However, the principle of the change of use cannot be assessed. The considerations allowed in the prior approvals process do not sufficiently address the potential economic and social impacts of the permitted development right in designated town centres, preferred office locations and industrial locations.

Tower Hamlets introduced an Article 4 direction in 2018, which came into force in 2019 to remove permitted development rights for changes of use from Office (formerly B1) to Residential (C3) in the Central Activities Zone (CAZ), North Isle of Dogs (NIOD), the Preferred Office Locations in the City Fringe and Mile End neighbourhood centre. LBTH introduced another Article 4 direction in 2020 (coming

into force in 2021) to remove permitted development rights for change of use from shops, professional and financial, services and restaurants (formerly class A) to residential in all designated town centres.

The new permitted development right supersedes both existing permitted development rights (Office to residential and A-class uses to residential), linked to changes in the Town and Country Planning Use Classes Order. Existing Article 4 designations restricting these rights will no longer apply. Article 4 directions restricting changes of use from former A-class uses to C3 residential will cease effect on 1<sup>st</sup> August 2021. Article 4 directions restricting changes of use from Office uses to residential will cease effect on 1<sup>st</sup> August 2022.

Article 4 directions can be implemented with immediate effect, meaning that they take effect from the date that the direction is made by the LPA. In these cases, the Local Authority is required to pay compensation to any landowners or other stakeholders who have a planning application refused for a development that would have been allowed under the permitted development right. Given the potential cost of paying compensation, a non-immediate Article 4 direction is recommended. This will take effect 12 months after the direction is made by the Council.

The Mayor of London has encouraged Article 4 directions covering E-class uses to residential to be brought forward. Article 4 directions do not mean that a certain type of development cannot take place, merely that proposals are properly considered through the development management process with a full planning application required. As such, this report seeks approval to make an Article 4 direction and to commence a period of statutory public consultation. The Article 4 direction will be presented back to Cabinet for permission to confirm, cancel or modify the Article 4 direction once representations have been received.

Full details of the decision sought, including setting out the reasons for the recommendations and/or all the options put forward; other options considered; background information; the comments of the Chief Finance Officer; the concurrent report of the Head of Legal Services; equalities implications; and other relevant matters are set out in the attached report.

## **DECISION**

1. To agree the making of a non-immediate Article 4 direction removing permitted development rights from E-class uses to residential (C3) within the areas shown on the map attached as Appendix 1 (all designated Preferred Office Locations, Local Employment Locations, Strategic Industrial Locations, Local Industrial Locations and all town centres);
2. To note that following the making of an Article 4 Direction, statutory invitation of representations will be carried out on the Article 4 direction (Appendix 2); and
3. To agree that should re-consultation be required due to amendments from the Secretary of State, or following consideration of representations

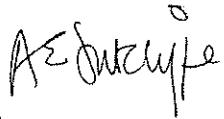


received during the period of statutory consultation, that such further consultation may be undertaken with the authority of the Corporate Director, Place due to the urgent need to have the Article 4 direction confirmed.

**APPROVALS**

**1. Corporate Director proposing the decision or his/her deputy**

I approve the attached report and proposed decision above for submission to the Mayor. I confirm that the Mayor and/or Lead Member have agreed to this decision being taken using this process.

Signed ...  .....Date ...09/08/21.....

**2. Chief Finance Officer or his/her deputy**


I have been consulted on the content of the attached report which includes my comments.

Signed  Date 9<sup>th</sup> August 2021

**3. Monitoring Officer or his/her deputy**

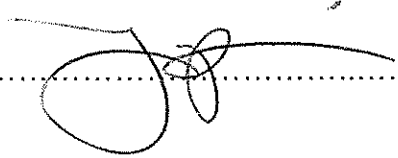
I have been consulted on the content of the attached report which includes my comments.


I confirm that this decision is urgent and subject to the 'General Exception provision at paragraph 18 of the Access to Information Procedure Rules.

Signed  ..... Date 06/08/2021

**4. Mayor**

I agree the decision proposed in the recommendations above for the reasons set out in section 3 in the attached report.

Signed  ..... Date 9/8/21

<b>Individual Mayoral Decision</b>  August 2021	 <b>TOWER HAMLETS</b>
<b>Report of:</b> Anne Sutcliffe, Corporate Director, Place	<b>Classification:</b> Unrestricted
<b>Article 4 Direction – E-class to Residential (C3)</b>	

<b>Lead Member</b>	<b>Councillor Eve McQuillan, Lead Member for Planning and Social Inclusion</b>
<b>Originating Officer(s)</b>	Steven Heywood, Plan Making Team Marissa Ryan-Hernandez, Strategic Planning Manager
<b>Wards affected</b>	All wards
<b>Key Decision?</b>	Yes
<b>Forward Plan Notice Published</b>	General Exception Notice published 29 July 2021
<b>Reason for Key Decision</b>	Impact on Wards
<b>Strategic Plan Priority / Outcome</b>	A Great Place to Live

## EXECUTIVE SUMMARY

Article 4 directions remove permitted development rights (the ability to undertake certain forms of development without a full planning application) where there is a local need or justification for doing so. In August of 2021 a new permitted development right came into force allowing for changes of use from Class E – which includes retail, professional services, restaurant, office, light industrial, commercial gyms and some community (primarily GP surgeries and nurseries) uses to class C3 residential use without the need for planning permission.

The changes include a Prior Approval process whereby Local Planning Authorities can consider a limited range of matters, including the size and quality of the new housing being proposed. However, the principle of the change of use cannot be assessed. The considerations allowed in the prior approvals process do not sufficiently address the potential economic and social impacts of the permitted development right in designated town centres, preferred office locations and industrial locations.

Tower Hamlets introduced an Article 4 direction in 2018, which came into force in 2019 to remove permitted development rights for changes of use from Office

(formerly B1) to Residential (C3) in the Central Activities Zone (CAZ), North Isle of Dogs (NIOD), the Preferred Office Locations in the City Fringe and Mile End neighbourhood centre. LBTH introduced another Article 4 direction in 2020 (coming into force in 2021) to remove permitted development rights for change of use from shops, professional and financial, services and restaurants (formerly class A) to residential in all designated town centres.

The new permitted development right supersedes both existing permitted development rights (Office to residential and A-class uses to residential), linked to changes in the Town and Country Planning Use Classes Order. Existing Article 4 designations restricting these rights will no longer apply. Article 4 directions restricting changes of use from former A-class uses to C3 residential will cease effect on 1<sup>st</sup> August 2021. Article 4 directions restricting changes of use from Office uses to residential will cease effect on 1<sup>st</sup> August 2022.

Article 4 directions can be implemented with immediate effect, meaning that they take effect from the date that the direction is made by the LPA. In these cases, the Local Authority is required to pay compensation to any landowners or other stakeholders who have a planning application refused for a development that would have been allowed under the permitted development right. Given the potential cost of paying compensation, a non-immediate Article 4 direction is recommended. This will take effect 12 months after the direction is made by the Council.

The Mayor of London has encouraged Article 4 directions covering E-class uses to residential to be brought forward. Article 4 directions do not mean that a certain type of development cannot take place, merely that proposals are properly considered through the development management process with a full planning application required. As such, this report seeks approval to make an Article 4 direction and to commence a period of statutory public consultation. The Article 4 direction will be presented back to Cabinet for permission to confirm, cancel or modify the Article 4 direction once representations have been received.

## **RECOMMENDATION**

The Mayor is recommended to:

1. Agree the making of a non-immediate Article 4 direction removing permitted development rights from E-class uses to residential (C3) within the areas shown on the map attached as Appendix 1 (all designated Preferred Office Locations, Local Employment Locations, Strategic Industrial Locations, Local Industrial Locations and all town centres);
2. Note that following the making of an Article 4 Direction, statutory invitation of representations will be carried out on the Article 4 direction (Appendix 2); and
3. Agree that should re-consultation be required due to amendments from the Secretary of State, or following consideration of representations received during the period of statutory consultation, that such further consultation



may be undertaken with the authority of the Corporate Director, Place due to the urgent need to have the Article 4 direction confirmed.

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

- 1.1 Permitted development for a change of use from offices (use class B1(a) at the time) to residential (use class C3) was introduced in May 2013. The Council objected to this form of permitted development and in common with other inner-London boroughs was subsequently successful in gaining an exemption from the Permitted Development right which covered the west of the borough (City Fringe) and the north of the Isle of Dogs. The areas of exemption covered most of the borough's designated office/employment locations which include areas of global economic significance (Canary Wharf) and a significant amount of office space (such as Aldgate). An unmanaged loss of office space in those locations could have a negative impact on the borough's supply of office floorspace, jobs and the ability to meet future office and employment growth projections as set by the London Plan.
- 1.2 Those exemptions expired in 2019, and LBTH introduced an Article 4 direction at that time to remove the permitted development right for Office to Residential from those areas that had previously been covered by the exemption in addition to other areas deemed important for Tower Hamlets's local office market – Whitechapel District Centre, Mile End Neighbourhood Centre.
- 1.3 In 2014, the government introduced permitted development rights for the change of use of several town centre uses (retail, professional services, hot food take-aways, betting offices and pay-day loan shops) to residential (Class C3). Following an assessment of the impacts of that permitted development right on town centres, LBTH introduced an Article 4 direction removing that permitted development right in all designated town centres. This Article 4 direction came into effect in January 2021.
- 1.4 There are two types of Article 4 direction – 'immediate' and 'non-immediate'. An immediate Article 4 direction takes effect either immediately following its issue, or at a time within one year of being issued. A 'non-immediate' Article 4 direction takes effect at least one year after being issued, but no later than two years after issue. The main difference is that if the Article 4 takes effect less than one year from issue, compensation is payable to affected landowners. After one year, there is no compensation. While an immediate Article 4 direction would ensure that there was no negative impact on LBTH's town centres, offices and industrial sites, the unpredictability and potential scale of the compensation that would be required mean that an immediate Article 4 direction is not recommended.
- 1.5 This Article 4 direction is supported by a justification report, attached as Appendix 2. This report may be subject to minor updates or amendments as necessary. The attached report is itself underpinned by national and regional guidance, the London Plan's (2021) evidence base and the Council's Local

Plan evidence base on employment and town centres (Employment Land Review (2016) (“ELR”), Preferred Office Location Study (2017) and Town Centre Retail Capacity Study (2016)). The Mayor of London is supportive of Article 4 directions being made covering the strategic office locations – the CAZ and NIOD; the GLA has issued a Strategic Evidence Base paper that provides justification for Article 4 directions in these locations and in town centres, other office locations and industrial sites.

- 1.6 Officers do not consider an Article 4 direction covering the whole borough to be appropriate given the relevant guidance and the evidence. The National Planning Policy Framework (the NPPF) provides guidance regarding the making of Article 4 directions, including an expectation that it will cover the smallest geographic area possible. The ELR advocates a “targeted” approach to focus on locations such as the Central Activities Zone/City Fringe, designated employment locations and town centres. A previous attempt in Islington to implement a borough-wide Article 4 was refused by the Secretary of State on the basis of it being applied “disproportionately” with insufficient evidence to justify the approach. A less comprehensive boundary was subsequently agreed. Officers therefore consider the proposed boundary of this Article 4 to be proportionate, protecting the borough’s town centres and its existing supply of office and industrial floorspace where it is most important and viable while according with the spirit of the permitted development to help meet housing targets elsewhere.
- 1.7 There are statutory requirements that must be addressed to comply with legislation, in particular a period of formal public consultation before the Article 4 is confirmed (adopted) by Council. When introduced with sufficient notice (the Article 4 direction taking effect at least one year after making) the Council would not need to pay compensation to any landowners disadvantaged by the Article 4 direction.
- 1.8 If following public consultation there is a need to re-consult (in the experience of other authorities this is primarily as a result of direction by the Secretary of State), this could add a delay to the programme, which could place town centres and employment sites at greater risk. Therefore it is proposed that any modifications arising and permission to re-consult are agreed through the delegated authority of the Corporate Director for Place.

## **2. ALTERNATIVE OPTIONS**

### **ALTERNATIVE OPTION A: NO ARTICLE 4 DIRECTION IS ISSUED**

- 2.1 The Council could decide not to introduce this Article 4 direction. This option is not recommended, as without the ability to effectively assess proposals for change of use from E-class uses through the planning system it is likely the vitality and viability of the borough’s town centres would be significantly undermined through the loss of smaller shops and other businesses; it is also likely that the supply of office and industrial floorspace and the success and viability of key employment locations would be undermined. The importance of town centres and strategic office locations has been demonstrated by the

successful introductions of Article 4 directions restricting the previous permitted development rights. The loss of town centre uses, offices and industrial uses would compromise the borough's ability to meet employment projections and maximise jobs for local people. It could result in residents being unable to access their day-to-day needs easily and conveniently. It would reduce the space available to new entrepreneurs and increase the cost of that space, introducing barriers to starting new businesses. It would also mean that the Council would not be able to manage the location, tenure mix or quality of new housing being produced through permitted development.

### **ALTERNATIVE OPTION B: ARTICLE 4 DIRECTION IS ISSUED FOR THE WHOLE BOROUGH**

- 2.2 The Council could decide to introduce an Article 4 direction for the whole borough. This option is not recommended. The existing Article 4 directions covering town centre uses and offices are limited to designated town centres and areas considered strategic to the provision of offices respectively. The relevant evidence demonstrates the need for the protection of those uses in those location (in addition to strategic and local industrial locations), but does not justify their protection across the borough. The government has recently published a new NPPF which includes new guidance on the making of Article 4 directions; it explicitly discourages whole-borough Article 4 directions and expects Article 4 directions to cover the smallest possible geographic areas. An attempt by London Borough of Islington to introduce a borough-wide Article 4 direction to remove the previous office to residential permitted development right was refused by the Secretary of State. There is an urgent need to have the Article 4 direction in place to reduce the risk to office, industrial and town centre uses. This could be compromised if the Council undertook the risky strategy of attempting a borough-wide Article 4, as this would require further and more extensive research which may not support the case, be more prone to challenge and could be more challenging to defend.

### **3. DETAILS OF REPORT**

- 3.1 On 30<sup>th</sup> May 2013 the Town and Country Planning (General Permitted Development) Order 1995 was amended to enable permitted development – in other words a change of use without need for a full planning application – from offices (B1(a)) to residential (C3) via a process known as “Prior Approval”.
- 3.2 Two exemption areas were agreed within the borough. These were:
- The area of the borough to the west which is covered by the GLA's City Fringe Opportunity Area Planning Framework and the Central Activities Zone designation.
  - The area of the borough to the east which is covered by the Isle of Dogs Community Infrastructure Levy (CIL) charging schedule.
- 3.3 That exemption ceased on the 31<sup>st</sup> May 2019. In response, LBTH introduced an Article 4 direction to remove the permitted development right from the

areas that had previously been exempt. On the basis of the evidence contained in the Employment Land Review, LBTH included additional areas in the Article 4 direction:

- Whitechapel District Centre
- Mile End Neighbourhood Centre

- 3.4 These areas were included in order to ensure that the needs of local businesses continued to be served at a time when they were being priced out of the CAZ, areas of the City Fringe and the NIOD.
- 3.5 In 2014 the government introduced permitted development rights for several A-class uses (A1 Retail, A2 Professional Services, A5 Hot Food Take-away) and several sui generis town centres uses (betting shops, pay-day load shops and laundrettes) to change to residential use. Following several years of observation into the impacts of this permitted development right on the borough's town centres, LBTH introduced an Article 4 direction to remove that permitted development right from all designated town centres. This Article 4 direction came into effect in January 2021.
- 3.6 In 2020, the government introduced a new planning use class – Class E – which incorporates the uses formerly contained within classes A1 (retail), A2 (financial/professional services, e.g. banks), A3 (restaurants), B1 (offices and light industrial), and parts of D1 (GP surgeries, nurseries) and D2 (gyms). Given that these uses are all now in the same use class, changes within Class E (e.g. from a nursery to a restaurant) are not considered development. As a result, these changes cannot be regulated in any way through the planning system, including through Article 4 directions.
- 3.7 In late 2020, the government indicated its intention to introduce a new permitted development right that would allow changes of use from any use within Class E to residential (C3) use. LBTH responded to the government's consultation on this proposal arguing that such a permitted development right would be detrimental to the LPA's ability to meet its objectives and plan effectively for its future. In 2021, the government indicated that it intended to introduce the new permitted development right in spite of strong objections from many stakeholders; however, it introduced a 'prior approval' process, under which LPAs would be permitted to consider a small number of matters, including the size of the proposed dwellings and their level of daylight and sunlight as part of the permitted development process. While these considerations are an improvement over existing permitted development rights, that allow for substandard dwellings, the new permitted development right still poses a threat to the borough's office and industrial locations and town centres, and its ability to collect planning obligations.
- 3.8 The legislation introducing the new permitted development right includes a clause rendering all existing Article 4 directions for changes of use from uses now within Class E to residential void on the 1<sup>st</sup> August 2021, with the exception of Article 4 directions restricting changes of use from office to residential, which will become void on the 1<sup>st</sup> August 2022.



## **Mechanism to remove permitted development rights**

- 3.9 In order to remove permitted development to respond to local circumstances, local authorities may bring forward what are termed 'Article 4' directions. Article 4 directions may be brought forward as 'non-immediate' to take effect 12 months from notice being issued to the relevant stakeholders or 'immediate' in which case for a one year period local authorities are liable to compensate landowners for the effects of the removal of the permitted development right. Compensation is the difference between the capital value of the property had permission been granted and the capital value of the property without planning permission. For example, if with planning permission a property is valued at £1,000,000 but without the value is £600,000, the Council would have to pay the landowner £400,000 if an application is submitted but refused. There is no reimbursement due for fees associated with attempting to obtain planning permission. Local Authorities do not have to pay any compensation if they introduce a non-immediate Article 4 direction, as landowners have 12 months to take advantage of the increase in value.
- 3.10 In most cases the local authority would need to make a decision on the urgency of the Article 4 direction; in other words assessing whether an immediate Article 4 direction is necessary due to the extent of loss (or potential loss) of employment space irrespective of compensation liabilities, or whether a non-immediate Article 4 direction to avoid compensation is more appropriate. The existing Article 4 direction removing office to residential permitted development rights will expire on 1<sup>st</sup> August 2022, therefore an immediate Article 4 direction is not necessary to protect office uses.
- 3.11 The Article 4 direction removing the A-class use (retail, services and restaurants) to residential permitted development right will expire on 1<sup>st</sup> August 2021, and an immediate Article 4 direction would be required to provide certainty that there would be no impact to town centres. In the period 2014 to 2018, following the introduction of permitted development rights for change of use from retail and other town centre uses to residential use, but prior to LBTH's Article 4 direction removing that right, the permitted development right was exercised only 15 times across the borough. While there is a clear case against any use of the permitted development right in a designated town centre; the scale of its use previously suggests that the risk to town centres of introducing a non-immediate Article 4 direction is relatively small. Further, given the unpredictability and potential scale of the compensation costs arising from an immediate Article 4, an immediate Article 4 direction is not recommended.

## **The need for an Article 4 direction**

- 3.12 Given that three types of uses – offices, town centre uses, and light industrial uses – are covered by the permitted development rights and would be protected by this Article 4 direction, this report will address the need with respect to each of these types of uses separately.

- 3.13 A justification report is attached as Appendix 1 and provides additional evidence into the need for this Article 4 direction.

### Office

- 3.14 The importance and significance of offices for providing jobs and fuelling economic growth and regeneration in the borough is recognised by the Council. Alongside economic growth strategies and programmes of support for local enterprise, the Council actively seeks to protect and improve such business land and floorspace through the planning process by protecting existing viable employment land and floorspace, designating key employment clusters and areas of employment activity and supporting new employment space in the most viable locations. This not only supports existing businesses, helping them to thrive, but also to encourage new enterprise and growth to provide job opportunities for local people.
- 3.15 Prior to introduction of permitted development rights, the provision of office floorspace in the borough could be fully managed through the planning system to ensure proper consideration of proposals which might result in the loss or reduction office floorspace. Since its introduction, the Council has been able to maintain sufficient floorspace to help meet future projected need only through the existing Article 4 direction. If it is allowed the expire, the Council will no longer be able to maintain a sufficient supply of floorspace to meet projected need.
- 3.16 Much employment space in the borough is office floorspace. Offices also make up the bulk of the borough's significant projected future employment growth as set out in the Greater London Authority's (GLA) London Plan and this is reflected by the recent 'Employment Land Review' (ELR) (2016) produced as evidence for the Council for the Local Plan (2020). The London Plan projection is for 125,000 new jobs by 2031.
- 3.17 The ELR identified a significant shortfall of 547,000sqm of office space to meet the London Plan projection. That means it is essential that there is no unmanaged loss of existing office floorspace; any loss through permitted development would further compound the existing deficit.
- 3.18 Furthermore, residential developments arising from permitted development from offices are not required by the legislation to provide the affordable housing, amenity space or child playspace that might be expected of proposals subject to full planning applications. Given the height and scale of many existing office buildings within the exemption areas, it is quite plausible that residential conversions would severely constrain the Council's ability to ensure appropriate living standards for the health and wellbeing of future residents.
- 3.19 New dwellings created through this permitted development right would also be exempt from the requirement to provide affordable housing and other planning obligations, threatening the borough's supply of the housing that meets its most pressing needs and its ability to provide necessary infrastructure.

### Town Centre Uses

- 3.20 Use Class E includes most main town centre uses, including retail, professional services, restaurants, smaller community uses such as GP surgeries, and smaller recreation uses such as gyms. These uses form the backbone of most town centres, attracting a range of users and ensuring that local residents can access all of their day-to-day needs in a location that is convenient and easily accessible.
- 3.21 They support a wide range of employment opportunities for Tower Hamlets residents. Employment in town centre businesses is particularly valuable due to low barriers to entry, flexibility of hours and accessibility and proximity to workers' homes.
- 3.22 Town centres also support small businesses by providing flexible, low-cost business space. In Tower Hamlets, this function of town centres is particularly valuable for those from outside the UK, who can often rely on an existing customer base and wider community from their region of origin.
- 3.23 The provision of a diverse range of shops and services in town centres is also essential to ensuring that residents are able to access all of their day-to-day needs in locations that are convenient and accessible and that provide opportunities for linked trips. In the absence of these facilities, residents will be required to travel longer distances and will be more likely to travel by car if available, undermining LBTH's objectives regarding sustainable transport.
- 3.24 The Retail Capacity Study (2016) that forms part of the evidence base of the Local Plan demonstrates that there is capacity for retail growth in nearly all of the borough's town centres, and this is further reinforced by the relatively low vacancy rate. Tower Hamlets also has a significantly higher rate of independent businesses in its town centres (with the exception of Canary Wharf) than the national and London averages. This suggests that any loss of retail floorspace through permitted development would have the most significant impact on independent businesses. In many cases, these independent businesses play an essential role in supporting LBTH's diverse communities; particularly providing employment and entrepreneurial opportunities for new migrants who face barriers to other forms of employment.

### Industrial Uses

- 3.25 LBTH has one Strategic Industrial Location (SIL) – Empson Street and five Local Industrial Locations (LILs). These sites provide space for a range of businesses, including a high proportion of creative businesses and many logistics businesses that provide critical services to the CAZ and London more widely.
- 3.26 While it is difficult to extrapolate trends from the vacancy rates of the sites themselves given the small number of sites and of units, the Local Plan

demonstrates that there is a significant under-supply of industrial floorspace relative to the need.

- 3.27 Given their floorspace needs, businesses that occupy industrial locations typically require units that have a relatively low per square metre cost; they cannot compete for space with other, less floorspace intensive uses. If permitted development were to take effect in industrial locations, it is likely that their current occupiers would be unable to pay rents competitive with residential use.
- 3.28 It is also necessary to ensure that industrial units remain available at relatively low cost to ensure that entrepreneurs do not face insurmountable barriers to starting businesses and accessing premises.

### Timetable

- 3.29 Without the Council making an Article 4 direction to remove permitted development there is a risk that the employment function of many of the borough’s key employment areas and town centres would be undermined and the ability to meet projected future growth would be constrained. Therefore, LBTH should ensure that this Article 4 is made as soon as practicable to ensure that impacts from the expiration of the existing Article 4 directions in August 2021 and August 2022 are as small as possible. Making the Article 4 by the 9<sup>th</sup> August 2021 (meaning that it comes into force August 2022) will ensure that there is only a period of several days between the expiration of the current Article 4 covering office to residential changes of use.
- 3.30 While the proposed timeline will allow the permitted development right to remain in force for town centre and industrial uses for a full year, on balance this is preferable to making an immediate Article 4 direction, which would give rise to compensation requirements.
- 3.31 In order to ensure that the Article 4 direction comes into force by August 2022 the following timescale is proposed:

<b>Article 4 Direction Key Stages</b>		
1	Approval of the making of the Article 4 Direction and permission to commence statutory public consultation	9 <sup>th</sup> August 2021
2	Notice of Article 4 Direction published	August 2021
3	Public consultation	August-October 2021
4	Confirmation of Article 4 Direction by the Mayor in Cabinet	November 2021
5	Article 4 Direction takes effect	August 2022

### Requirements to produce an Article 4 direction



3.32 In order to make an Article 4 in accordance with Regulation (10) of the Town and Country Planning (General Permitted Development) (England) Order 2015 direction the following tasks must be completed:

- The change of use to be addressed by the Article 4 direction (in this case Class E to C3) to be clearly set out
- Identification of the geographical boundaries to which the Article 4 will apply, and for that information to be mapped and recorded and made available on the Council's website
- Compilation of robust and up-to-date evidence to support the Article 4 direction and the boundaries/properties to which it would apply, and for that information to inform a clear justification to be included with decision-making reports and be published alongside the Article 4 direction.
- Consideration of whether an immediate Article 4 direction is required, and if so for an assessment to be completed to identify the likely financial liability and risks to the Council from doing so (as noted in paragraph 2.2 in this case an immediate Article 4 direction is not recommended)
- Publication of a notice of the Article 4 direction including maps and supporting information on the Council's website at least one year before the Article 4 direction takes effect
- Invite representations from stakeholders for a period of at least three weeks, including publishing a Public Notice on the Council's website and in local press, displaying site notices at locations to be covered by the Article 4 direction, and for the Secretary of State to be informed in writing
- Confirmation of the Article 4 by the Mayor in Cabinet
- Publication of a notice on the Council's website when the Article 4 direction takes effect in August 2022

### **Inviting representations**

3.33 The notice of the making of an Article 4 direction will be published following this decision (if approved). This is a statutory requirement and summarises the locations to which the Article 4 direction will apply, what type of development the Article 4 direction covers, where and how documents can be viewed and how representations can be made. The notice is attached as Appendix 4.

3.34 Inviting representations on Article 4 directions is guided by Schedule 3 of the Town and Country Planning (General Permitted Development) (England) Order 2015. This requires that the LPA must accept representations for a period of at least 21 days (three weeks). While the statutory requirement is three weeks, LBTH's Statement of Community Involvement requires a minimum consultation period of six weeks on planning policy documents. An Article 4 direction is not, strictly speaking, a planning policy document, but a six week period for inviting representations is recommended for consistency.

3.35 A copy of the Article 4 direction will also be published as part of the invitation of representations, with a statement included making clear that it will only come into force if confirmed. The Article 4 direction is attached as Appendix 5.

- 3.36 Due to the nature of Article 4 directions, it is not considered that there is a need for any public events or 'drop-ins' as part of the invitation of representations.
- 3.37 Documents will be made available to view on the Council's website and at Idea Stores and libraries, and notices will be displayed in affected locations. Additionally, a public notice will be published in local press and persons registered to the Council's planning policy database will be notified.

### **Conclusions**

- 3.38 There is justification and evidence for maintaining the existing exemption areas in the borough from office to residential permitted development by making an Article 4 direction to be made by 1<sup>st</sup> October 2021 and take effect from 1<sup>st</sup> October 2022.
- 3.39 In order to accord with the tight timescales to progress this Article 4 direction as set out in Appendix 1, it is essential that the Mayor in Cabinet supports the making of the Article 4 and the statutory public consultation which will commence on 2<sup>nd</sup> October 2021.

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

- 4.1 The Article 4 direction removes the permitted development right for Office to Residential developments. Within Tower Hamlets this will be applied to the major employment regions such as west of the borough (City Fringe), north of the Isle of Dogs, Whitechapel District Centre and Mile End Neighbourhood Centre. The direction is designed to protect this office space and employment opportunities it creates within the Borough.
- 4.2 There are resource implications from introducing the Article 4 direction as planning applications for developments that would otherwise have benefited from a fee are free of charge. The financial loss can be substantial where there is a large development. However, as there has previously been exemptions and an Article 4 directive in these areas, these losses have already been factored into the income budgets.
- 4.3 The Article 4 direction will however ensure that the Council can continue to collect planning obligations from new residential developments in these areas.
- 4.2 It is recommended that the Council introduces a non-immediate Article 4 direction to prevent the need to provide compensation to affected landowners. This compensation could be substantial and have a negative impact on the budget position if an immediate Article 4 directive were adopted.

## **5. LEGAL COMMENTS**

- 5.1.1 This report seeks an Individual Mayoral decision by the Mayor to:

- 5.1.1.1 approve the making of a non-immediate Article 4 Direction removing permitted development rights from E-class uses to: residential (C3) within the areas shown on the map attached as Appendix 1;
- 5.1.1.2 note that following the making of the Article 4 Direction, a statutory public consultation will be carried out; and
- 5.1.1.3 agree that should re-consultation be required due to amendments from the Secretary of State, or following consideration of representations received during the period of statutory consultation, that such further consultation may be undertaken with the authority of the Corporate Director.

5.2 The Mayor is authorised to make this decision individually by virtue of :

5.2.1 section 9D of the Local Government Act 2000 which states that all functions of an authority are executive functions unless they are specified as not in either the 2000 Act or the Local Authorities (Functions and Responsibilities) (England) Regulations 2000 (as amended). Whilst some planning functions cannot be the responsibility of the Executive, the making of an Article 4 direction is not such a specified function and it is therefore an Executive decision; and

5.2.2 Part B, chapter 18, paragraph 5 of the Council's Constitution, which states that all executive functions of the Council are vested in the Mayor.

5.3 This proposed key decision is being made in compliance with section 18 of Part B of the Council Constitution (Urgency – General Exception). The report has been published on the website for five clear days before the proposed decision is to be made.

5.4 The Town and Country Planning (General Permitted Development etc)(England) (Amendment) (No 2) Order 2021 ('GPDO 2021') came into effect on 1st August 2021. The GPDO 2021 amends the Town and Country Planning (General Permitted Development Order) 2015 ('GPDO 2015') bringing it into line with the Town and Country Planning (Use Classes) (Amendment) (England) Regulations 2020 which substantially amends the Town and Country Planning (Use Classes) Order 1987 ("the Use Classes Order") by introducing new use Classes E (commercial, business and service), F.1 (learning and non-residential institutions) and F.2 (local community), which subsumed some existing use classes. Many of the classes of permission in Schedule 2 to the GPDO 2015 are defined by reference to classes of uses specified in the Use Classes Order. The new 'Class MA' permitted development right in the GPDO 2015 allows changes of use from a use falling within Class E to Class C3 (residential). This means that provided the limited requirements and conditions of Class MA are satisfied, it will be possible to make a change of use from a Class E use to a Class C3 use without the need to apply to the local planning authority for planning permission. This permitted development right has become available from 1 August 2021.

5.5 There are some limitations on the application of the new Class MA permitted development right, for example:

- prior approval needs to be applied for in advance in relation to a range of matters;
- the building needs to have been vacant for a continuous period of at least 3 months immediately prior to the prior approval application;
- the building needs to have been in one of various specific types of use (corresponding to certain of the pre 1 September 2020 use classes) for at least 2 years before the prior approval application; and
- the cumulative floor space of the existing building changing use needs to be 1,500 square metres or less.

5.6 When considering applications for prior approval, the local planning authority can only assess specific matters such as impact on residential amenity, transport and the local environment including the conservation area status. The local planning authority cannot apply the full range of development plan policies, such as those relating to protection of employment generating land, quality of new housing or delivery of affordable housing, in the way that it would if considering an application in the usual manner by assessing it on its merits and compliance with adopted planning policies and other material considerations.

5.7 The only mechanism available to local authorities to remove permitted development rights where they otherwise apply is through a direction under Article 4 of the GPDO as has is the case in the present matter. An Article 4 direction removes a specified permitted development right in a defined area. Proposed development that would otherwise be automatically permitted then requires planning permission to proceed. This enables the local authority to determine the merits of the proposed development via a planning application, having regard to its development plan policies and any other material considerations.

5.8 The detailed procedure for the making of a non-immediate Article 4 direction is contained in paragraphs 1(1) to 1(18) of Schedule 3 of the GPDO. This provides that as soon as practicable after the direction is made, the LPA are required to give notice by local advertisement. Site notices must also be erected within the areas to which the direction relates and notice must be served on relevant owners and occupiers (unless an exception applies). A minimum statutory period of 21 days must be given for any representations to be made. In line with current practice the public consultation will run for a 6 week period. Subject to confirmation, the direction can come into force any time after 28 days have elapsed from the date of notice being given, but the direction must come into force within 2 years. The Council must also send a copy of the direction and the notice to the Secretary of State on the same day as the notice of the direction is first published by local advertisement. It should be noted that the Secretary of State has power to make a direction cancelling or modifying such a direction made under article 4 by a local planning authority at any time before or after its confirmation.

5.9 In deciding whether to confirm a direction, the local planning authority must take into account any representations received during the consultation period.

- 5.10 Section 108 of the Town and Country Planning Act makes provision for compensation to be payable where an application for planning permission (that would formally have been permitted development) is refused or is granted subject to conditions different from those in the GDPO. However, so long as 12 months' notice is given before the Article 4 direction takes effect as is the case in the present matter, no compensation will be payable.
- 5.11 Attention is drawn to a Written Ministerial Statement (WMS) by Robert Jenrick issued on 1 July 2021 and in particular the observations therein regarding the targeted application of proposed Article 4 directions to the smallest geographical areas possible to achieve its aim and would have the effect of restricting the exercise of Class MA permitted development rights. The WMS also emphasises the need for robust evidence to support of the making of a direction. The WMS will inform the revision of the National Planning Policy Framework later this year.
- 5.12 When considering the recommendations in this report, regard must be given to the public sector equalities duty to eliminate unlawful conduct under the Equality Act 2010. The duty is set out at Section 149 of the 2010 Act. It requires the Council, when exercising its functions, to have 'due regard' to the need to eliminate discrimination (both direct and indirect discrimination), harassment and victimization and other conduct prohibited under the Act, and to advance equality of opportunity and foster good relations between those who share a 'protected characteristic' and those who do not share that protected characteristic. As noted in the One Tower Hamlets section below, an equalities screening analysis has been carried out and concludes that the proposed Article 4 direction will positively impact people with protected characteristics. The equalities analysis should be updated after the consultation period and before a decision is taken whether or not to confirm the direction

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

- 6.1 An Equalities Assessment has been prepared and is included as Appendix 3. Officers will continue to work with the Council's Equalities team to ensure actions are undertaken to mitigate the likely impacts on the equality profile of those affected by the Article 4.

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

- 7.1 The Article 4 direction will enable the Council to continue to ensure that employment land and jobs are protected where they are viable and meet a need, to the benefit of the wider community. The development of sites following the policies and guidance contained within the new Local Plan will generate Section 106 and Community Infrastructure Levy (CIL) contributions where relevant. This may include the delivery of new affordable housing, local enterprise and employment opportunities, public realm enhancements and infrastructure. This is not necessarily the case for homes delivered through Prior Approval from offices.



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

- 8.1 The Article 4 direction would not directly have any environmental implications as it simply removes permitted development rights from buildings that are already in place. However, a result of the permitted development right is that conversion to residential use can take place without addressing policy requirements ordinarily required of new development which include promoting greater energy efficiency. As such, the removal of permitted development which will result in full planning applications having to be submitted rather than Prior Approvals which should lead to higher quality residential developments where change of use is determined to be appropriate.
- 8.2 Fundamentally, the Article 4 direction would also result in more sustainable development as the permitted development right is considered detrimental to the balance of land uses in areas that are suitable for employment use and provide significant numbers of jobs.

## **9. RISK MANAGEMENT IMPLICATIONS**

- 9.1 A Project Initiation Document (PID) was drafted in 2021 which considered and addressed the risks associated with the Article 4 direction. The primary risk associated with the Article 4 direction is that it is not confirmed by 1<sup>st</sup> October 2021 in order to take effect from 1<sup>st</sup> October 2022.
- 9.2 If the deadline is missed, the Council then has a further decision to make. Either the Article 4 direction is to take effect with less than one year's notice in which case the Council would be liable to compensate any affected landowners should they submit an application for change of use in the period until the one year's notice is achieved. The financial liability to the Council could be considerable. Alternatively, the Council could allow the full one year notice period which risks opportunistic landowners bringing forward sites for conversion under Prior Approval before the Article 4 takes effect thus undermining the supply of employment land and the viability of key employment areas.
- 9.3 These risks can be mitigated by the proposed timetable being met and the recommendation to re-consult if necessary without obtaining the permission of the Mayor in Cabinet being agreed.

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

- 10.1 The Article 4 direction would not directly have any implications on crime and disorder reduction, but the removal of permitted development rights would result in the need to submit full planning applications which should accord with the Council's Local Plan. This means that policies which seek to ensure the design of developments minimises opportunities for crime and creates a safer and more secure environment are addressed.

## **11. SAFEGUARDING IMPLICATIONS**

11.1 The Article 4 direction is not considered to give rise to any safeguarding implications.

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

### **Linked Report**

- NONE

### **Appendices**

- Appendix 1 – Map of Article 4 boundaries
- Appendix 2 – Justification for Article 4 Direction
- Appendix 3 – Equality Analysis Quality Assurance Checklist
- Appendix 4 – Notice of the making of the Article 4 direction
- Appendix 5 – Article 4 Direction

### **Background Documents – Local Authorities (Executive Arrangements)(Access to Information)(England) Regulations 2012**

- LBTH Local Plan (2020)
- Employment Land Review (2016)
- Retail Capacity Study (2016)
- Preferred Office Location Boundary Study (2017)
- London Plan (2021)
- Strategic Evidence to Support Article 4 Directions (2021)
- Central Activities Zone SPG (2016)
- City Fringe Opportunity Area Planning Framework (2015)









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

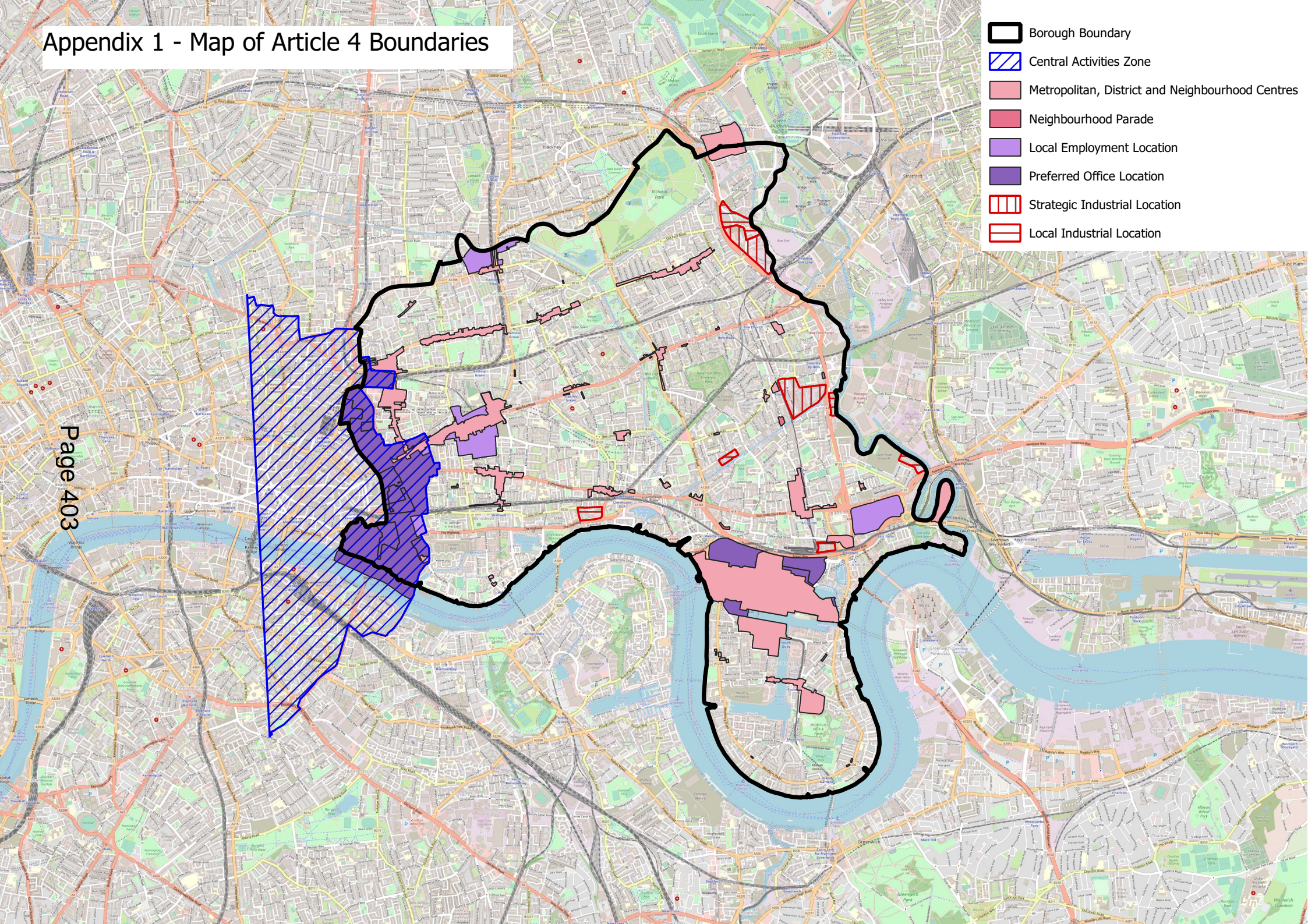
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# Appendix 1 - Map of Article 4 Boundaries

-  Borough Boundary
-  Central Activities Zone
-  Metropolitan, District and Neighbourhood Centres
-  Neighbourhood Parade
-  Local Employment Location
-  Preferred Office Location
-  Strategic Industrial Location
-  Local Industrial Location





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LB Tower Hamlets

Article 4 Evidence Note –  
E-class (retail, office and industrial) to C3

August 2021

## Introduction

The purpose of this paper is to provide the justification for a Direction under Article 4 of the Town and Country Planning (General Permitted Development) Order 2015 (as amended) in Tower Hamlets designated employment locations and town centres (please see Appendix 1 for a plan showing the boundaries of the Article 4 direction). The purpose of the Article 4 Direction is to remove permitted development rights conferred by Class MA of the Town and Country Planning (General Permitted Development Order etc.) Class MA comes into force on 1 August 2021, linked to the end of transitional arrangements after the introduction of new use classes in 2020. It permits development consisting of a change of use of a building and any land within its curtilage from a use falling within Class E (commercial, business and service) of Schedule 2 to the Use Classes Order to a use falling within Class C3 (dwellinghouses) of Schedule 1 to that Order. Any existing Article 4 directions will cease to have effect immediately, except for those affecting permitted development rights to change from former class B1 (offices and light industrial) to residential which may remain in force for a further 12 months.

The proposed Article 4 Direction would mean that such specified changes of use would require planning permission and hence will be assessed against relevant policies in the development plan, including Tower Hamlets Local Plan.

The Council will be in a position to manage the provision of retail, commercial, community and business floorspace through the planning process, within the key town centre and employment locations. The Council would also be able to take into account the full range of planning considerations, where changes of use to residential are deemed acceptable in principle, including the provision of affordable housing.

Section 1 of this report provides an overview of the relevant policies supporting the health of town centres and employment sites at the national, regional and local level.

Section 2 of this report sets out the LB Tower Hamlets context, highlighting the importance of our office and industrial hubs and town centres.

Section 3 of this report reviews the strategic evidence around the value and importance of designated office and industrial sites and town centres, including the broad trends in the office, industrial and retail markets leading up the Covid-19 pandemic.

Section 4 of this report discusses the impacts of the Covid-19 pandemic on the office, industrial and retail markets.

Section 5 of this report discusses the potential impacts of the permitted development right on town centres and designated employment locations, having regard to the capacities for growth supporting Local Plan and the London Plan policies.

Section 6 discusses the geographic scope of this Article 4 direction and summarises the justification.

## 1. Policy Basis

This Article 4 direction is supported by national, regional and local policies that support the designation of town centres and employment sites, and that protect specific uses. These policies are listed and discussed below.

### National Planning Policy Framework (2019)

#### Objectives

The NPPF includes three objectives for the planning system under the heading of Sustainable Development:

- An economic objective – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; [...]
- A social objective – to support strong, vibrant and healthy communities, [...] by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and
- An environmental objective – to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, [...] and mitigating and adapting to climate change, including moving to a low carbon economy.

**Chapter 3: Plan-making** explicitly requires strategic policies to make sufficient provision for employment, retail, leisure and other commercial development.

#### Employment & Offices

**Chapter 4: Building a strong, competitive economy** expects planning policies and decisions to support economic development by setting out a clear economic vision and strategy which positively and proactively encourages sustainable growth; seeking to address potential barriers to investment, such as inadequate infrastructure, services or housing, or a poor environment; being flexible enough to accommodate needs not anticipated in the plan, allowing for new and flexible working practices, and enabling a rapid response to changes in economic circumstances.

Paragraph 82 expects planning policies and decisions to recognise and address the specific locational requirements of different sectors. This includes making provision for clusters or networks of knowledge and data-driven, creative or high technology industries; and for storage and distribution operations at a variety of scales and in suitably accessible locations. As will be discussed in the following section, this point has particular relevance for Tower Hamlets, which has several identified clusters of businesses in the above sectors.

#### Town Centres & Retail

**Chapter 7: Ensuring the vitality of town centres** places great emphasis on supporting town centres. It expects local plan policies to:

- Define a network and hierarchy of town centres and promote their long-term vitality and viability – by allowing them to grow and diversify in a way that can respond to rapid changes in the retail and leisure industries, allows a suitable mix of uses (including housing) and reflects their distinctive character;

- Define the extent of town centres and primary shopping areas, and make clear the range of uses permitted in such locations, as part of a positive strategy for the future of each centre;
- Allocate a range of suitable sites in town centres to meet the scale and type of development likely to be needed, looking at least ten years ahead. Meeting anticipated needs for retail, leisure, office and other main town centre uses over this period should not be compromised by limited site availability, so town centre boundaries should be kept under review where necessary.

The NPPF also establishes the town centre first approach and the sequential test and impact assessment that support it. Any town centre use proposed outside of a designated centre must demonstrate that no suitable sites are available within a town centre or in an edge of centre location within a reasonable distance; and town centre development outside a designated centre and above a threshold must demonstrate that it will not have a negative impact on the health of existing town centres. This has had a significant positive impact on town centres, limiting the expansion of out-of-centre retail that was harming town centres in the 1990s and 2000s.

**Chapter 8 Promoting safe and healthy communities** includes an expectation that planning policies and decisions will:

- plan positively for the provision and use of shared spaces, community facilities (such as local shops, meeting places, cultural buildings) and other local services to enhance the sustainability of communities and residential environments;
- guard against the loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs;
- ensure that established shops, facilities and services are able to develop and modernise, and are retained for the benefit of the community; and
- ensure an integrated approach to considering the location of housing, economic uses and community facilities and services.

In addition, chapter 8 expects planning policies to support an appropriate mix of uses across an area, and within larger scale sites, to minimise the number and length of journeys needed for employment, shopping, leisure, education and other activities.

**Chapter 9 Promoting sustainable transport** expects transport issues to be considered from the earliest stages of plan-making, so that:

- opportunities from existing or proposed transport infrastructure, and changing transport technology and usage, are realised – for example in relation to the scale, location or density of development that can be accommodated;
- opportunities to promote walking, cycling and public transport use are identified and pursued; and
- patterns of movement, streets, parking and other transport considerations are integral to the design of schemes, and contribute to making high quality places.



## London Plan (2021)

### Offices

**Policy SD4 The Central Activities Zone (CAZ)** establishes the strategic importance of the CAZ and the various functions it supports. Part B of the policy expects the nationally and internationally significant office functions of the CAZ to be supported and enhanced by all stakeholders, including the intensification and provision of sufficient space to meet demand for a range of types and sizes of occupier and rental values. It also expects boroughs to develop locally sensitive policies to meet the London Plan's objectives for the CAZ.

The supporting text for Policy SD4 explains that the City of London and Northern Isle of Dogs are nationally important locations for globally-oriented financial and business services. As a whole, the CAZ supports a nationally and internationally significant scale and agglomeration of offices, enabled by the hyper-connectivity of its transport infrastructure. The CAZ has important clusters in areas such as tech, the creative industries and life sciences, adding to its strengths in the business, professional and financial services sector, arts and culture, health, education and law. A supportive policy approach to the wide variety of business space requirements, quality and range of rental values is essential to enable these sectors to flourish and for small and medium-sized enterprises to fulfil their economic potential alongside larger businesses.

**Policy SD5 Offices, other strategic functions and residential development in the CAZ** provides decision-making guidance to help balance the range of uses in the CAZ. It expects that residential development will not compromise the strategic functions of the CAZ and explains that residential development is not appropriate in defined parts of the City of London and Northern Isle of Dogs. Offices and other CAZ functions are to be given greater weight relative to new residential development in all other areas of the CAZ except in several specific regeneration areas (none of which are in Tower Hamlets) and in wholly residential streets or predominantly residential neighbourhoods.

The supporting text for Policy SD5 reiterates that the CAZ is an internationally and nationally significant office location, complemented by the Northern Isle of Dogs (NIOD) and Tech City. It explains that the CAZ and NIOD are projected to accommodate more than 367,000 additional office jobs and a net increase of 3.5 million sqm of office floorspace over the period 2016-2041, an average of 140,000 sqm per annum. The provision of a range of office floorspace in terms of size, quality and cost should be supported through a combination of intensification, redevelopment and refurbishment whilst ensuring a suitable supply of secondary stock, which provides relatively affordable lower-cost market provision of business space. The principle of greater weight being given to office and other non-residential uses over residential is designed to ensure that the agglomerations of offices and other CAZ strategic functions are not compromised by new residential development. The principle should inform Local Plan preparation and development management. This policy will ensure that the current and future potential to assemble and deliver office development in these locations is not compromised by residential development.

The policy also supports a co-ordinated approach to the introduction of Article 4 directions by the CAZ boroughs to ensure that London's nationally-significant offices in and around the CAZ are safeguarded.

**Policy E1 Offices** supports improvements to the quality, flexibility and adaptability of office space of different sizes (for micro, small, medium-sized and larger enterprises) through new office provision, refurbishment and mixed-use development. It supports increases in the current stock of offices in the CAZ, NIOD and other nationally-significant office locations (such as Tech City). It also supports the consolidation and – where feasible – extension of office markets outside of the above listed areas in other town centre locations (having regard to the potential for office expansion shown in Annex 1) and locally-oriented town centre office provision to meet local needs.

Policy E1 also supports the retention of existing viable office floorspace in locations outside the nationally-significant office locations, supporting borough Article 4 directions to remove permitted development rights where appropriate, facilitating the redevelopment, renewal and re-provision of office space where viable and releasing surplus office capacity to other uses. It also encourages boroughs to consult upon and introduce Article 4 direction to ensure that the CAZ, NIOD, Tech City, Kensington & Chelsea and geographically-defined parts of other existing and viable strategic and local office clusters (such as those in and around the CAZ, in town centres and other viable business locations) are not undermined by office to residential permitted development rights.

The supporting text for Policy E1 provides more detail regarding the expected changes to and expansion of office floorspace. The office market is going through a period of restructuring with increasing numbers of micro, small and medium-sized enterprises (SMEs), changing work styles supported by advances in technology, and new forms of accommodation such as flexible and co-working space. Office employment projections suggest an increase of 619,300 jobs, from 1.98 million in 2016 to 2.60 million in 2041, a rise of 31 percent. This could translate to demand for between 4.7 and 6.1 million sqm of office floorspace over the period 2016 to 2041. It is important that the planning process does not compromise potential growth and so Table 6.1 provides a broad monitoring benchmark which needs to be set against other drivers such as development trends, employment densities, rents, take-up and vacancy.

Table 6.1 shows the projected increase in office employment between 2016 and 2041 and the consequent office floorspace demand for the CAZ+NIOD – 367,700 new jobs (59% of overall growth) and 3.5 million sqm of new office floorspace; and for the rest of inner London – 109,400 new jobs (18% of overall growth) and 1.1-1.1 million sqm of new office floorspace.

While there is broadly sufficient capacity across the CAZ and NIOD to accommodate the demand for new office floorspace when complemented by Tech City and Kensington & Chelsea, the London Plan identifies Stratford and Old Oak Common as future satellite CAZ locations to ensure office floorspace capacity. The supporting text also explains that, outside the office to residential permitted development rights (PDR) exemption areas, more than 1.9 million sqm of office space had received prior approval to change to residential by March 2018 mostly, but not exclusively, in town centres and in areas around the CAZ fringe. There are concerns that office to residential PDR is having disproportionate impacts on occupied office floorspace and on SMEs and that it could undermine the potential to deliver significantly more housing through more intensive forms of mixed-use development, particularly in town centres. The London Plan therefore supporting boroughs to consult upon and introduce Article 4 direction for areas in and around the CAZ and for geographically-defined parts of other existing and viable strategic and local office locations, to ensure that their office functions are not undermined by office to residential PDR and to protect local amenity or the wellbeing of an area.

## **Industrial Sites, Flexible Workspace and Other Employment Sites**

**Policy SD4 The Central Activities Zone (CAZ)** expects sufficient capacity for industry and logistics to be identified and protected, including last mile distribution, freight consolidation and other related service functions within or close to the CAZ and Northern Isle of Dogs to support the needs of businesses and activities within these areas. The supporting text for Policy SD4 explains that, in the high-value land market within the CAZ there is very limited industrial and logistics capacity. Differentials between industrial and non-industrial land values within the CAZ boroughs put immense pressure on sites in industrial use for conversion to non-industrial uses. In development and development decisions, boroughs (particularly but not exclusively those in CAZ and inner London) should take into account the support and demand for industrial and related uses providing essential functions and services to the CAZ. These functions include: sustainable distribution and logistics; 'just-in-time' servicing such as food service activities, printing, administrative and support services, office supplies, repair and maintenance; construction; waste management and recycling; and land to support transport functions.

**Policy E2 Providing suitable business space** expects boroughs to include policies in local Development Plan Documents that support the provision, and where appropriate, protection of a range of B Use Class business space, in terms of type, use and size, at an appropriate range of rents, to meet the needs of micro, small and medium-sized enterprises and to support firms wishing to start-up or expand. The supporting text for policy E2 explains that the provision of a sufficient supply of business space of different types, uses and sizes will ensure that workspace is available for occupation by SMEs and businesses wishing to start-up or expand. It will also help to ensure that workspace is available at an appropriate range of rents. Smaller occupiers and creative businesses are particularly vulnerable and sensitive even to small fluctuations in costs. To support a diverse economy, it is important that cost pressures do not squeeze out smaller businesses, particularly in fringe locations around central London, but also across the capital as a whole. There is evidence that the conversion of occupied or partially-occupied offices to residential use, through permitted development rights, is having a particular impact on secondary space in outer London and on the fringes of the CAZ.

**Policy E4 Land for industry, logistics and services to support London's economic function** expects a sufficient supply of land and premises in different parts of London to meet current and future demands for industrial and related functions to be provided and maintained, taking into account strategic and local employment land reviews, industrial land audits and the potential for intensification, co-location and substitution. This should make provision for the varied operational requirements of:

- 1) light and general industry
- 2) storage and logistics/distribution including 'last mile' distribution close to central London and the Northern Isle of Dogs, consolidation centres and collection points  
[...]
- 8) flexible hybrid space to accommodate services that support the wider London economy and population
- 9) low-cost industrial and related space for micro, small and medium-sized enterprises
- 10) research and development of industrial and related products or processes

Policy E4 expects the retention, enhancement and provision of additional industrial capacity across designated and undesignated industrial sites to be planned, monitored and managed. Any release of industrial land in order to manage issues of long-term vacancy and to achieve wider planning

objectives, including the delivery of strategic infrastructure, should be facilitated through the processes of industrial intensification, co-location and substitution set out in Policy E7 and supported by Policy E5. Any release of industrial capacity should be focused in locations that are (or are planned to be) well-connected by public transport, walking and cycling and contribute to other planning priorities including housing (and particularly affordable housing), schools and other infrastructure. Finally, Policy E4 expects boroughs to ensure that the need to need to retain sufficient industrial and logistics capacity is not undermined by permitted development rights by introducing Article 4 directions where appropriate.

The supporting text for Policy E4 explains that London depends on a wide range of industrial, logistics and related uses that are essential to the functioning of its economy and for servicing the needs of its growing population, as well as contributing towards employment opportunities for Londoners. This includes a diverse range of activities such as food and drink preparation, creative industry production and maker spaces, vehicle maintenance and repair, building trades, construction, waste management including recycling, transport functions, utilities infrastructure, emerging activities (such as data centres, renewable energy generation and clean technology) and an efficient storage and distribution system which can respond to business and consumer demands.

Industrial floorspace provides the capacity for the activities described above to operate effectively. Over the period 2001 to 2015 more than 1300 hectares of industrial land was released to other uses. This was well in excess of previously established London Plan monitoring benchmarks. Research for the GLA indicates that there will be a net positive demand for industrial land in London over the period 2016 to 2041, mostly driven by strong demand for logistics to service growth in London's economy and population. The GLA's assessment indicates that after factoring in both the positive net land demands and the management of vacancy rates, there would be scope to release a further 233 hectares of industrial land over the period 2016 to 2041. However, the demand assessment shows that in 2015, 185 hectares of industrial land already had planning permission to change to non-industrial use and a further 653 hectares were earmarked for potential release in Opportunity Area Planning Frameworks, Local Plans and Housing Zones. Based upon this evidence, the London Plan addresses the need to provide sufficient industrial, logistics and related capacity through its policies.

All boroughs in the Central Services Area should recognise the need to provide essential services to the CAZ and Northern Isle of Dogs and in particular sustainable 'last mile' distribution/logistics, 'just-in-time' servicing (such as food services activities, printing, administrative and support services, office supplies, repair and maintenance), waste management and recycling, and land to support transport functions. This should be taken into account when assessing whether substitution is appropriate.

**Policy E5 Strategic Industrial Locations (SIL)** expects SILs to be managed proactively through a planned process to sustain them as London's largest concentrations of industrial, logistics and related capacity for uses that support the functioning of London's economy. Development proposals within or adjacent to SILs should not compromise the integrity or effectiveness of these locations in accommodating industrial-type activities and their ability to operate on a 24-hour basis. Residential development adjacent to SILs should be designed to ensure that existing or potential industrial activities in SIL are not compromised or curtailed. Particular attention should be given to layouts, access, orientation, servicing, public realm, air quality, soundproofing and other design mitigation in the residential development.

The supporting text for Policy E5 explains that SILs are given strategic protection because they are critical to the effective functioning of London's economy. They can accommodate activities which, by virtue of their scale, noise, odours, dust, emissions, hours of operation, and/or vehicular movements, can raise tensions with other land uses, particularly residential development. SILs are important in supporting strategic logistics operations serving the capital as well as providing relatively low-cost industrial space for SMEs. Typically, they are located close to the strategic road network and may also be well-located with respect to rail, river, canals and safeguarded wharfs which can support the sustainable movement of goods, construction materials and waste to, from and within London.

**Policy E6 Locally Significant Industrial Sites (LSIS)** expect local authorities to designate and define boundaries for LSIS based on evidence in local employment land reviews. The supporting text explains that Inner London sites providing sustainable distribution services for the CAZ and NIOD may be particularly appropriate for this designation.

**Policy E8 Sector growth opportunities and clusters** supports a diverse range of employment opportunities for Londoners in different sectors. It expects the evolution of London's diverse sectors to be supported, ensuring the availability of suitable workspaces including:

- 1) start-up, incubation and accelerator space for micro, small and medium-sized enterprises
- 2) flexible workspaces such as co-working space and serviced offices
- 3) conventional space for expanding businesses to grow or move on
- 4) laboratory space and theatre, television and film studio capacity
- 5) affordable workspace in defined circumstances.

The supporting text for Policy E8 explains that the London Plan provides the planning framework to complement the Mayor's Economic Development Strategy (EDS) to ensure that the varied innovation and workspaces requirements of London's businesses are met. This includes the retention and provision of flexible and other forms of workspace to support start-up, existing and growing SMEs. Incubator, accelerator and co-working spaces can provide support and collaboration opportunities for fledgling and growing businesses. Support should meet the requirements of a broad range of SMEs and, in particular, should be tailored to provide opportunities for women and people from BAME backgrounds.

### **Town Centres**

**Policy SD6 Town centres and high streets** expects the vitality and viability of London's varied town centres to be promoted and enhanced by:

- 1) encouraging strong, resilient, accessible and inclusive hubs with a diverse range of uses that meet the needs of Londoners, including main town centre uses, night-time economy, civic, community, social and residential uses
- 2) identifying locations for mixed-use or housing-led intensification to optimise residential growth potential, securing a high-quality environment and complementing local character and heritage assets
- 3) delivering sustainable access to a competitive range of services and activities by walking, cycling and public transport
- 4) strengthening the role of town centres as the main focus for Londoners' sense of place and local identity in the capital
- 5) ensuring town centres are the primary locations for commercial activity beyond the CAZ and important contributors to the local as well as London-wide economy



- 6) supporting the role of town centres in building sustainable, healthy and walkable neighbourhoods with the Healthy Streets Approach embedded in their development and management

The adaptation and diversification of town centres should be supported in response to the challenges and opportunities presented by multi-channel shopping and changes in technology and consumer behaviour, including improved management of servicing and deliveries.

The potential for new housing within or on the edges of town centres should be realised through mixed-use or residential development that makes the best use of land, capitalising on the availability of services within walking and cycling distance, and their current and future accessibility by public transport.

The particular suitability of town centres to accommodate a diverse range of housing should be considered and encouraged, including smaller households, Build to Rent, older people's housing and student accommodation.

The redevelopment, change of use and intensification of identified surplus office space to other uses including housing should be supported, taking into account the impact of office to residential permitted development rights and the need for affordable and suitable business space.

The management of vibrant daytime, evening and night-time activities should be promoted to enhance town centre vitality and viability, having regard to the role of individual centres in the night-time economy and supporting the development of cultural uses and activity.

The varied role of London's high streets should be supported and enhanced.

The supporting text for Policy SD 6 explains that the spaces within and around town centres have an important public function, with high streets, public squares, markets, parks, gardens and other open spaces providing opportunities for people to gather, meet socialise, and be entertained. Town centres are usually transport hubs, served by rail, tram and bus networks, and are accessible for people walking and cycling. Town centres and high streets have social value, providing access to a range of shops and services, employment opportunities, social contact, and information and support. The agglomeration of town centres gives rise to formal and informal networks of businesses, supply chains, customers, employees, institutions, and volunteers that can provide mutual support, advice and economic benefit.

High streets are one of London's most characteristic urban features which play an important role in terms of local economic and social infrastructure, providing employment opportunities and promoting community and cultural exchange. The character and function of high streets within town centres should be promoted and enhanced. Over the years, town centres have absorbed change and new technologies. To continue to thrive they will need to evolve and diversify in response to current and future economic trends, technological advances, consumer behaviours, and the development of the 24-hour city. This need for adaptation and diversification, together with their good public transport accessibility, makes many town centres appropriate locations for residential-led intensification or mixed-use development that makes best use of land. Bringing new residents into town centres can enhance their commercial role, increasing footfall, particularly to support convenience retail, leisure uses and the evening and night-time economy. Town centres will also need to diversify the range of commercial uses, particularly smaller centres and those with projected decline in demand for retail floorspace. Boroughs and others should ensure their strategies, policies and decisions encourage a broad mix of uses while protecting core retail uses to meet demand.

Trends towards the polarisation of retailing, with larger centres drawing a disproportionate proportion of new retail floorspace and retail businesses, present significant challenges and opportunities for retailing in all town centres and associated high streets including adapting to new innovative forms of retailing, accommodating new space where there is identified demand, and managing the transition of surplus retail floorspace to other uses, such as leisure, business, and more intensive forms of mixed-use development that include a residential component, in appropriate locations. Boroughs and other stakeholders will need to proactively manage their town centres to take account of these trends and the impacts on centres of different types and sizes. Residential development plays an important role in ensuring town centre vitality, particularly through the delivery of diverse housing. Residential-only schemes in town centres may be appropriate outside the primary shopping area and primary and secondary shopping frontages where it can be demonstrated that they would not undermine local character and the diverse range of uses required to make a town centre vibrant and viable.

**Policy SD7** provides further policies and guidance to support the NPPF's town centres first approach. It expects boroughs to support the town centres first approach in Development Plans by:

- 1) assessing the need for main town centre uses, taking into account capacity and forecast of future need
- 2) allocating sites to accommodate identified need within town centres, considering site suitability, availability and viability. If suitable and viable town centre sites are not available, boroughs should allocate appropriate edge-of-centre sites that are, or can be, well integrated with the existing centre, local walking and cycling networks, and public transport
- 3) reviewing town centre boundaries where necessary
- 4) setting out policies, boundaries and site allocations for future potential town centres to accommodate identified deficiencies in capacities

Policy SD7 also expects borough Development Plans to:

- 1) define the detailed boundary of town centres in policy maps including the overall extent of the town centre (taking into consideration associated high streets which have particular economic or social value) along with specific policy-related designations such as primary shopping area, primary and secondary shopping frontages and night-time economy in light of demand/capacity assessments for town centre uses and housing  
[...]
- 5) identify centres that have particular scope to accommodate new commercial development and higher density housing, having regard to the growth potential indicators for individual centres in Annex 1.
- 6) identify sites suitable for higher-density mixed-use residential intensification capitalising on the availability of services within walking and cycling distance and current and future public transport provision.
- 7) support flexibility for temporary or 'meanwhile' uses of vacant properties.

The supporting text for Policy SD7 emphasises the importance of boroughs planning positively to meet the needs of their communities. Being able to access convenience retail, specialist shops and services is important for supporting the daily lives of Londoners and for creating and sustaining strong and inclusive communities. Many town centres and high streets serve specific communities, for example, they may provide specialist food or clothing that meet the cultural or religious needs of one or more particular group. Boroughs should use their evaluation of the area and engagement with local communities and stakeholders to draw up local Development Plan policies, designations

and site allocations, and develop town centre strategies that seek to meet the needs of their communities.

Policy SD9 Town centres: Local Partnerships and implementation provides guidance on the establishment of partnership approaches to manage change in town centres. It also encourages boroughs to introduce targeted Article 4 directions where appropriate and justified to remove permitted development rights for office, light industrial and retail to residential in order to sustain town centre vitality and viability and to maintain flexibility for more comprehensive approaches to town centre housing and mixed-use intensification. It also encourages boroughs to take a pro-active and partnership-based approach to bring sites forward for redevelopment, supporting land assembly in collaboration with local stakeholders including, where appropriate, through the compulsory purchase process; and to consider the range of mechanisms to deliver housing intensification, mixed-use development and ongoing asset management such as town centre investment models and the contribution of specialist forms of housing investment.

The supporting text for Policy SD9 further encourages boroughs to develop town centre strategies, recognising that each town centre is unique and that they have their own economic geographies, specialisms and character. Strategies are particularly important for town centres that are seeing declining demand for traditional retail to ensure that the local community continues to be well served and that the network of town centres across London continues to function successfully.

The supporting text for Policy SD9 also explains that, in many town centres in London, there is particular pressure on commercial floorspace to be converted into residential use. In order to ensure the vitality and vibrancy of town centres, it is important that they contain an appropriate mix and quantity of offices and other commercial floorspace, which can be supported through Article 4 directions. Article 4 directions can also be a useful tool for ensuring that development is undertaken in accordance with the Development Plan, particularly where comprehensive redevelopment is planned. In putting in place Article 4 directions, boroughs should have regard to local evidence such as employment land and premises studies and the indicative categorisations for individual town centres set out in Annex 1.

Annex 1 lists the designated town centres within London alongside indications of their capacity for growth in different sectors. Tower Hamlets includes one Metropolitan Centre – Canary Wharf, 7 district centres, and one CAZ retail cluster. In addition, two undesignated centres are identified as future potential district centres. Both Canary Wharf and Brick Lane are classified as NT2, meaning that they have regional or sub-regional significance to the night time economy. Canary Wharf also has high commercial and residential growth potential. Brick Lane and Whitechapel have medium commercial growth potential. The two potential future district centres – Bromley-By-Bow and Crossharbour have medium and high commercial growth potential respectively.

In addition to the London Plan, the GLA has produced the High Streets for All report. This report investigates the importance of town centres and high streets to those who use them and provides a strategy to support the unique role of these places. This report is discussed in more detailed in the following section.

## Tower Hamlets Local Plan (2020)

The Tower Hamlets Local Plan establishes the overall objective for planning in the borough, and sets out strategic and development management policies to meet those objectives. The objectives focus on managing growth in such a way that it meets social, economic and environment needs and reduces inequalities and supports community cohesion. Strengthening town centres and ensuring that neighbourhoods include a healthy mix of uses and employment opportunities are key to the implementation of those objectives.

### **Offices, Industrial Locations, Flexible Workspaces and Other Employment Sites**

Chapter 10 of the Tower Hamlets Local Plan details how the plan will deliver economic growth. IT includes borough-wide projections for growth in jobs and demand for office and industrial floorspace. In the period 2015 to 2030, Tower Hamlets is expected see 35,716 additional office jobs, and demand for an additional 435,879 sqm of office floorspace. The borough is expected to see 765 additional jobs in industrial sectors and additional demand for 36,366 sqm of additional industrial floorspace.

Policy S.EMP1 Creating investment and jobs supports development that supports protects and enhances the role and function of the borough's designated employment locations (as defined on the policies map) and maximises the provision of employment floorspace to contribute towards the borough's target of creating 125,000 new jobs over the period to 2031, having regard to the roles and functions of the LBTH's designated office and employment sites:

Primary Preferred Office Location (POL): This predominantly consists of offices, and is most suitable for buildings with large floor-plates that can provide significant numbers of jobs. It is unsuitable for housing or any other non-strategic CAZ use which could undermine its strategic function and prevent the delivery of sufficient land for employment use.

Secondary Preferred Office Location (POL): These contain, or could provide, significant office floorspace to support the role and function of the Primary POL and the City of London. Greater weight is given to office and other strategic CAZ uses as a first priority. Although residential uses can be accommodated, these should not exceed 25% of the floorspace provided.

Central Activities Zone (tertiary area): This designation contains areas of the CAZ outside of the Primary and Secondary POLs. They are relatively peripheral compared to the primary and secondary locations but also provide significant existing employment floorspace and capacity to accommodate future growth. There are opportunities for significant provision of office and other strategic CAZ uses as part of employment-led or mixed-use schemes. Residential uses are supported as part of mixed use schemes although the proportion of residential floorspace should not exceed 50% of the total floorspace.

Local Employment Locations (LEL): These are areas of high accessibility that provide or could provide significant capacity for employment accommodation meeting secondary, local or specialist employment needs, and to support the needs of start-ups, small-to-medium enterprises, grow-on space and creative and digital industries. These locations are:

- a) Blackwall – which provides secondary large floorplate offices, smaller units suitable for small-to-medium enterprises and data centres which support the needs of Canary Wharf and the City of London

- b) Cambridge Heath – which provides a range of office, industrial and studio workspaces meeting the needs of businesses serving a more local need, start-ups, small-to-medium enterprises and creative industries.
- c) Tower Gateway East – which provides a variety of units supporting both local need and the needs of businesses within the surrounding POLs and the City of London.
- d) Whitechapel – which provides small office spaces meeting local needs alongside a bio-tech and life sciences sector, creative and knowledge-based industries and growing demand from an eastwards expansion of the City of London.

Strategic Industrial Location (SIL): This designation plays an important sub-regional industrial, warehousing and waste management role serving not just the borough but other parts of central London. Housing is not suitable in this location due to potential conflict with existing and future industrial uses.

Local Industrial Locations (LIL): LILs provide important areas of light-manufacturing/industry and warehousing to meet a more local need and provide local employment opportunities, as well as to support the needs of the global business centres of Canary Wharf and the City of London.

Tower Hamlets Activity Areas and Major, District and Neighbourhood Centres: These areas also provide opportunities for purpose-built office buildings with ground-floor retail and leisure uses. The Activity Areas in particular have the potential to accommodate substantial employment growth to support the strategic role of the primary and secondary POLs and other parts of the CAZ.

Policy S.EMP1 goes on to require proposals that exceed the residential floorspace thresholds to demonstrate why it is not viable to deliver the required CAZ strategic uses and that the supply of sufficient employment capacity to meet future need is not being compromised. Proposals will be supported which provide opportunities to maximise and deliver investment and job creation in the borough through: supporting and promoting the competitiveness, vibrancy and creativity of the Tower Hamlets economy; protecting the borough's global, national, regional and local economic roles in delivering jobs and supporting businesses; ensuring a range of job opportunities at all levels are provided throughout the borough, particularly within designated employment locations, the CAZ, Tower Hamlets Activity Areas and Major, District and Neighbourhood Centres; and ensuring the borough's residents have access to education and skills that will enable them to benefit from local employment and enterprise opportunities.

Under Policy S.EMP1, proposals will be supported which provide opportunities to promote the creation of a sustainable, diverse and balanced economy through ensuring availability of a range of workspaces and unit sizes, start-up space, co-working space and 'grow-on' space by protecting existing floorspace and encouraging the provision of new floorspace; and working with affordable and shared workspace providers to bring forward affordable, flexible and shared workspace.

The supporting text for Policy S.EMP1 explains that additional office floorspace forms a substantial element of the borough's future employment projections. Canary Wharf and the City Fringe contain a high proportion of primary and large floorplate offices which form part of globally-significant employment clusters. As such, these areas need to be protected and supported to ensure the delivery of sufficient high quality employment land to meet borough-wide needs. This will be achieved through the designation of Preferred Office Locations (POLs). The CAZ and the north of the Isle of Dogs (including Canary Wharf) has been subdivided into three distinct areas. Commercial core areas (Primary POL) are deemed to be unsuitable locations for housing or other uses which would undermine the functions of the CAZ and the north of the Isle of Dogs. Employment and defined



strategic functions/uses must be given greater weight than residential (Secondary POL) or equal weight to residential use (tertiary areas within the CAZ).

The borough's Primary POL corresponds with the 'commercial core area' of the north of the Isle of Dogs. This area has a high concentration of significant office functions, with high levels of activity and accessibility to London and the wider region. The Secondary POL covers parts of the City Fringe and north of the Isle of Dogs. These areas are also key existing or potential employment locations with offices and other strategic functions as the dominant land use. However, in contrast to the Primary POL, residential uses will be acceptable so long as they do not undermine the supply of offices and other strategic uses. This approach seeks to ensure residential development does not prejudice the future intensification of employment floorspace or undermine the predominant employment function of these areas. This will help achieve a sensitive transition between the Primary POL and surrounding areas.

The remainder of the CAZ which is outside of the secondary POL (the CAZ tertiary area) contains a more diverse range of uses and is more peripheral to the 'commercial core areas'. Within this zone, proposals should consist of or provide a significant quantum of employment floorspace or other strategic CAZ uses relative to the surrounding context of the site. Other uses which may include residential will be encouraged. The borough's Local Employment Locations (LELs) have relatively high public transport accessibility levels and support significant numbers of jobs, but have unique individual characteristics. Applicants should aim to ensure that new employment space that is brought forward contributes to and meets the demands of each areas; in particular within the Whitechapel LEL. New development within LELs will be expected to provide high-quality flexible workspace designed to meet the needs of emerging and growing sectors (e.g. research and development) as well as other small-to-medium enterprises and creative businesses.

Tower Hamlets has a relatively limited supply of industrial land and floorspace, despite high levels of market demand, in the face of increasing competition from other land uses, such as housing. There are clusters of existing industrial activity predominantly in the northeast of the borough along key transport routes. These sites need to be protected to support the long-term needs of the borough and the role of the City of London and Canary Wharf as global economic hubs (some services need to be in close proximity to the end user and immediately available). This will be achieved through the designation of the Strategic Industrial Location (Empson Street) and Local Industrial Locations.

Part 1 of Policy S.EMP1 also highlights that town centres are locations in which non-retail employment uses will be supported, subject to the provision of active uses at ground floor level. This is because town centres are located throughout the borough and are able to offer smaller spaces which meet the needs of businesses serving the local community. Within the Tower Hamlets Activity Areas and some District Centres and Neighbourhood Centres (as shown on the Policies Map), purpose-built office buildings can be supported where they are of a nature and scale which corresponds with their surroundings. Within the Primary and Secondary Frontages, employment spaces should be located on upper floors so as not to undermine the retail and leisure functions of those areas.

The supporting text further explains that Tower Hamlets has a diverse economy ranging from the globally significant financial centre of Canary Wharf and the associated services required to support it (and the neighbouring City of London) to creative and cultural industries, industrial uses, secondary offices and businesses, meeting a very local need. Employment activities are distributed across the borough with specific locations supporting clusters of particular businesses or unit types. The policy also supports the provision of a range of workspaces including affordable workspace,

emphasising that spaces suitable for small-and-medium enterprises and microbusinesses are a vital element of the overall mix. This has the dual benefit of supporting new and emerging economic sectors and providing additional space for small-and-medium enterprises and micro-businesses that provide employment for a significant proportion of the borough's population. Development incorporating a range of unit types and sizes will be encouraged, including where these are clustered within a single building and provide shared and networking facilities.

**Policy D.EMP2 New employment space** directs new or intensified employment floorspace to particular locations in the borough, having regard to the hierarchy of locations established in Policy S.EMP1. It also expects major commercial and mixed-use schemes to provide at least 10% of the employment floorspace as affordable workspace.

**Policy D.EMP3 Loss of employment space** explains that development resulting in loss of employment floorspace within Preferred Office Locations, Local Industrial Locations and the Strategic Industrial Location will not be supported. Development should not result in the net loss of viable employment floorspace outside the designated employment locations or Local Employment Locations, except where they provide evidence of active marketing over a continuous period of at least 24 months at a reasonable market rent which accords with indicative figures, or provide robust demonstration that the site is genuinely unsuitable for continued employment use due to its condition; reasonable options for restoring the site to employment use are unviable; and that the benefits of alternative use would outweigh the benefits of employment use. Proposals involving loss or reduction of employment floorspace within LELs must also demonstrate that the alternative employment uses would not be viable and the loss of employment floorspace would not compromise the operation and viability the wider LEL.

**Policy D.EMP4 Redevelopment within designated employment locations** expects redevelopment within the Primary POL to result in an improvement and/or increase of office floorspace. Redevelopment to include residential uses will not be supported in the Primary POL. In the Secondary POL, redevelopment must be employment-led and deliver the maximum viable level of office floorspace, or other non-residential strategic functions within the CAZ. Where residential uses are proposed these should not exceed the proportion set out in Policy S.EMP1. Redevelopment within the CAZ (tertiary area) should be employment-led or mixed-use to include office or other non-residential floorspace that supports the strategic function of the CAZ. Residential uses are supported as part of mixed-use schemes although the proportion of residential floorspace should meet the requirements set out in Policy S.EMP1. The redevelopment of Local Employment Locations (LELs) to include non-employment uses will only be supported if the existing level of employment floorspace is re-provided on-site and meets a specific set of criteria to ensure it properly serves the area in which it is located. Part 5 of the policy similarly imposes conditions on the inclusion of non-employment uses in Local Industrial Locations, ensuring that they would not compromise the ability of the location to continue playing its employment role. Part 6 of the policy expects development that is likely to adversely impact or displace an existing businesses to find a suitable replacement accommodation within the borough unless it can be shown that the needs of the business are better met elsewhere.

### **Town Centres**

**Policy S.TC1** explains how growth should be supported in the different town centre designations and introduces the Neighbourhood Centre and Neighbourhood Parade designations. Both types of centre play an important role in meeting the day-to-day needs of their local catchment in locations that are accessible. It also identifies two neighbourhood centres - Redchurch Street and Columbia

Road – that, despite their small size, play an outsized role in the borough’s specialty retail and leisure sectors. To preserve that role, the Local Plan includes them in policies that otherwise only cover district centres.

The supporting text for Policy S.TC1 includes a table setting out the capacity for additional new retail floorspace to 2031. Across all designated town centres in the borough there is a need for an additional 7,941 sqm of convenience retail floorspace. While there is no need for additional comparison retail floorspace when measured borough-wide, most of the borough’s town centres will require additional comparison retail floorspace to 2031, ranging from 3,105 sqm in Whitechapel to 63 sqm in Brick Lane. The supporting text also explains that the table takes into account committed development, which accounts for the lack of need for additional comparison retail floorspace borough-wide – committed developments in Canary Wharf and Crossharbour will deliver substantial additional floorspace. These figures should not represent a ceiling to new development. New floorspace and investment may enhance the profile of a town centre, helping to claw back expenditure and increase market share and trade retention. Furthermore, there is still no certainty that committed development will come forward as planned in the short term, highlighting the importance of ensuring these figures are kept under review throughout the plan period.

**Policy D.TC2** specifically seeks to protect the town centres’ retail function by ensuring that primary shopping streets retain a minimum of 60% of their ground floor units as retail uses. It directs other uses primarily onto non-designated frontages within town centres to ensure that less active uses do not undermine the vitality of the main shopping areas.

**Policy D.TC5** supports the provision of food, drink and entertainment uses in designated town centres provided they do not undermine the retail function. The Local Plan acknowledges that town centres have seen a shift in recent years from a primary focus on retailing to a wider mixture of uses, including a high proportion of leisure uses. The policy seeks to manage this transition while ensuring that town centres continue to fulfil their other functions.

## 2. Office and Industrial Locations and Town Centres in Tower Hamlets

This section provides an overview of the locations that will be covered by this Article 4 direction. It establishes their role in the strategic provision of employment space and town centre uses within the borough and across London, as well as identifying where these locations serve specific communities.

### Office Locations

LBTH includes the entirety of the North Isle of Dogs which is treated as a satellite to the Central Activities Zone by the London Plan, and to which all the CAZ policies apply. It also includes several areas that form part of the CAZ itself – Aldgate, Tower Gateway South, Tower Gateway West and Bishopsgate Road Corridor. Beyond the CAZ and NIOD, LBTH has designated several Local Employment Locations (LELs), that primarily serve the local office market, provide flexible workspace or provide additional necessary capacity for businesses pushed out of the POLs: Blackwall, Whitechapel, Cambridge Heath, and Tower Gateway East.

#### North Isle of Dogs

The LBTH Local Plan explains that Canary Wharf contains some of the world's largest financial and professional services firms. The Employment Land Review (2016) that provides evidence to support the Local Plan identifies Canary Wharf as by far the largest office location in Tower Hamlets, providing around 1.4 million sqm of high quality modern office floorspace. Public transport in this area is excellent, with a PTAL of 6a. The Canary Wharf Preferred Office Location (POL) has one of the largest, if not the largest, reservoirs of potential new office space in London. The POL accommodates around 50% of the borough's current office pipeline (650,000 sqm).

The GLA's CAZ SPG also identifies the North Isle of Dogs as a strategically important cluster of financial businesses and considers that the office policies governing development in the City of London should be applied equally to the North Isle of Dogs.

The GLA's Strategic Evidence to Support Article 4 Directions (2021) describes the Northern Isle of Dogs as a nationally-important location for globally-oriented financial and business services. The NIOD contains 165,000 workforce jobs, of which around 85 percent are estimated to be office-related jobs. With its excellent public transport connectivity and significant development site availability it provides strategically important capacity for office demand that may not be accommodated within the CAZ itself due to its capacity constraints. Canary Wharf, which lies at the heart of NIOD is classified as a Metropolitan town centre in the London Plan, reflecting the scale and range of office, retail, leisure and complementary service uses present.

#### Aldgate

The Aldgate Preferred Office Location (POL) is located within the CAZ, in the area designated City Fringe in the CAZ SPD. It is the second largest POL in the borough and office activity is the principle use. Public transport access is excellent, with access from all directions via stations at Aldgate East, Aldgate, Tower Gateway, Tower Hill and Fenchurch Street (PTAL 6b). There has been a significant amount of redevelopment in recent years with recent/current schemes coming forward including the mixed-use redevelopment of the land at Aldgate Place, to provide 463 residential units alongside 1,800sqm of office, hotel, retail and leisure floorspace.

### Tower Gateway South

Tower Gateway South POL is located in the southwest corner of the borough, within the CAZ, and is also within a designated conservation area. The Thomas More Square office complex that was completed in 1997 anchors the POL providing approximately 60,000sqm of office floorspace. The office occupiers are a mixture of business uses, including IT, real estate, financial, and engineering and architectural consultancies. A recent trend has seen a number of permissions for change of use of ground floor offices to retail and leisure uses, with a large Waitrose supermarket acting as a retail anchor. These changes are providing ancillary services and facilities to support and reinforce the office functions of the area.

### Tower Gateway West

Tower Gateway West POL is located at the southwest corner of the borough, within the CAZ, and is also located in a conservation area and includes a number of listed buildings. The office stock in the POL is a mix of periods with some buildings providing relatively low density use of the site. Fenchurch Street, Tower Hill and Tower Gateway stations are located less than 400m away, providing Underground, DLR and rail access. The redevelopment of the old Royal Mint, to create a new employment-led, mixed use development is ongoing, providing up to 75,000sqm of employment floorspace, of which 61,500-65,000sqm is office floorspace.

### Bishopsgate Road Corridor

The Bishopsgate Road Corridor POL is within the CAZ, bordering on the City, and forms part of the City Fringe area as designated in the CAZ SPG. It has experienced considerable redevelopment in recent years, including large-scale office development developments, such as the development of Eden House. The significant amount of redevelopment in recent years and the absence of vacant units demonstrates that the area is a viable office area and will continue to be so for the foreseeable future, albeit opportunities to intensify the amount of office floorspace are limited.

### Blackwall

Blackwall Local Employment Location is a 10ha office site in the east of the borough. The offices are relatively modern and good quality and set in an attractive public realm. Occupiers include LBTH and telecoms companies Telehouse and Global Switch; there is no sign of any vacant offices. The area has easy access to the fibre optic cable network and includes data centres that support Canary Wharf, the City of London and the wider area. There is an extant planning permission to redevelop the LBTH town hall building to provide student housing and ancillary retail and leisure floorspace, resulting in a loss of 53,800sqm of office floorspace, which will be partially counter-balanced by the development of Telehouse 2.

### Whitechapel

Whitechapel is both a designated LEL and a large District Centre, and is primarily composed of town centre retail, service and leisure uses. Whitechapel Road is the 'spine' of the centre and is home to a very vibrant street market. The centre is largely bounded by residential, school and sports centre to the north and the Royal London Hospital to the south. The Hospital is the major occupier/employer in the area. The Royal Mail site adjacent to the hospital is the only large office building in the area. The office activity in the centre is mostly composed of small scale professional serviced occupying upper floors above shops. There appears to be a considerable amount of office space above the shops, and no evidence of vacancy in the current provision. The centre is served by Whitechapel Station which, in addition to existing District and Hammersmith and City line and Overground



services, will include a Crossrail interchange, significantly enhancing the connectivity of this already well-connected centre.

The office space in Whitechapel currently serves a primarily local market, providing floorspace for small businesses that provide services to the local community, including essential services such as solicitors and accountants.

Whitechapel forms part of the City Fringe/Tech City Opportunity Area, which will play a key role in facilitating growth in commercial and economic functions. The City Fringe Opportunity Area Planning Framework identified Whitechapel as part of Med-City, a network of areas with high concentrations of medical and life-sciences institutions and businesses. As a result, Whitechapel plays a nationally-significant strategic role in life-sciences, with the Royal London Hospital, Queen Mary University, the Blizzard Institution, the Queen Mary Bio-innovation Centre and numerous spin-off businesses and smaller institutions. Tech City is discussed in more detail in the Strategic Evidence section below.

### Cambridge Heath

Cambridge Heath LEL provides a range of office, industrial and studio workspaces meeting the needs of businesses serving a more local need, start-ups, small-to-medium enterprises and creative industries.

The Employment Land Review (2016) identifies the Marian Place Gas Works and The Oval, within the Cambridge Heath LEL, as an opportunity for redevelopment including a mix of local industrial units and SME start-up units, particularly given the lack of potential new employment use sites in the wider area.

Cambridge Heath forms part of Tech City, which is discussed in more detail in the Strategic Evidence section below.

### Tower Gateway East

The Tower Gateway East LEL is located in the west of the borough and supports a mix of uses, with increasing residential use, office uses and limited store provision. The on-going redevelopment of the former News International site immediately to the south, which will include around 10,000sqm of office space will help to improve the critical mass of use office use in the area.

### Mile End

The Employment Land Review (2016) identified Mile End neighbourhood centre as a potential location for local businesses displaced from office locations closer to the City of London and Canary Wharf by redevelopment and rising rents. It encouraged LBTH to make an Article 4 direction removing office to residential permitted development in the area to ensure it remains available for local businesses.

## **Industrial Locations**

Tower Hamlets has one designated Strategic Industrial Location (SIL) – Empson Street. This site is designated by the London Plan and serves a city-wide strategic function. Tower Hamlets also has five Local Industrial Locations (LILs), which are designated at the local plan level and ensure that the borough retains enough industrial land to support local businesses, provide employment and serve the needs of the borough – Blackwall Trading Estate, Gillender Street, Poplar Business Park, The Highway and Thomas Road.

### Empson Street

Empson Street SIL is located in the east of the borough, and includes three distinct areas – warehousing/distribution units on St Andrews Way, older industrial stock on Empson Street and smaller storage/distribution units and an arts centre on Towcester Road. The site has access to the A12 via Devas Street to the north of the site, and it has good public transport accessibility, with Devons Road DLR station adjacent and Bromley-by-Bow underground station 500m away.

Vacancy within the CIL is low, with only one of the modern warehouse units on St Andrews Way vacant at the time of the site visit for the Employment Land Review (2016). The industrial stock behind Empson Street is relatively historic, not built for modern industrial purposes and unlikely to meet modern industrial requirements. Nevertheless, all the stock appeared to be full let. The main occupiers are a cement batching plant and a large area of open storage. The old college building is occupied by Limehouse Arts Foundation, which provides affordable studio space and has attracted a number of SMEs. There is scope for an upgrade of redevelopment of the older industrial units and in particular the Old College Building. However, the building has more scope for the creative industries as evidenced by the art studios rather than for industrial uses. The open concrete batching plant provides a low-intensity use that could, subject to alternative suitable premises being available, open up the area for more intensive use providing space for the creative industries.

### Gillender Street

Gillender Street LIL is a 2ha site between the A12 and the River Lea, at the eastern edge of the borough. Across the River Lea, it faces a large warehouse and distribution park that houses logistics facilities for Amazon and Sainsbury's. The site is divided into three sub-sites – A, which was recently redeveloped for ca.200 residential units and 1,730sqm of commercial floorspace; B, which is currently occupied by industrial units in the Barratt Industrial Park; and C, which is occupied by a vacant former warehouse building. Some of the units within the Barratt Industrial Park (sub-site B) appear to be vacant, but the reasons for this are unclear and could relate to a current planning application for the replacement of the Barratt Industrial Park with a mixed-use development including 1,730 sqm of commercial floorspace and 196 residential units.

### Poplar Business Park

The Poplar Business Park LIL is in the southeast of the borough and currently provides employment space in two modular units. However, the site is under redevelopment as a mixed-use development with 8,104sqm of workspace and 392 residential units. The site is immediately north of Aspen Way (A1261), which is the primary dual-carriageway between the City of London, Canary Warf and the north side of the Thames Estuary. The site is 100m from Blackwall DLR station and close to the public transport offered at Canary Wharf. The redevelopment is designed to provide a mixture of workspace to support SMEs, including office space and light industrial space.

### The Highway

The Highway LIL is a 2.8ha site in the southern part of the borough, between Shadwell and Limehouse. It is a long-established site supporting a range of uses; most notably a concrete batching plant, but also a number of small warehouse units serving the building trade, with a former warehouse building providing studio space to a number of SMEs with a block of residential units to the rear of the site. The LIL wraps around a Holiday Inn on the Highway frontage and is bounded by residential to the west and Butchers Row and the St James Gardens to the east. Limehouse railway and DLR station is approximately 150m to the east, providing a high level of public transport accessibility; and the site's location on The Highway provides good connection to the Strategic Road Network. The site is currently home to approximately 5,000sqm of employment uses.

### Thomas Road Industrial Estate

The Thomas Road LIL is a long established industrial estate that backs onto the Limehouse Cut, and is surrounded on other sides by residential uses. The market analysis work identified that because space in this estate is only available on short-term lets, units take time to let. However, the fifteen warehousing units contained in four large sheds appear to be fully let currently, predominantly to construction trade counter businesses and local small-scale distribution companies. Indicating that there is no shortage of businesses prepared to take on such space even if it is only available on a two-year lease. Access to the estate is reasonable, and it is very close to Canary Wharf and the City Fringe.

### Blackwall Trading Estate

Blackwall Trading Estate LIL is a 2.2ha site in the east of the borough, backing onto Bow Creek. It provides well-maintained small to medium scale industrial units that are occupied in the main by light industrial/manufacturing and small-scale distribution. The site is adjacent to the A13 and access to the road is via a nearby junction.

## Town Centres

Tower Hamlets has one Metropolitan Centre – Canary Wharf – and 9 District Centres. Metropolitan and District Centres are designated through the London Plan, which also establishes their positions in the London town centre hierarchy with respect to growth in retail, office, residential and night-time economy uses.

Tower Hamlets also has 18 neighbourhood centres and 13 neighbourhood parades. These are smaller-scale clusters of retail and other uses that primarily serve their local communities and ensure that all residents have access to their day-to-day needs in locations that are convenient and accessible.

This section will discuss the Metropolitan Centre and District Centres in detail, and will provide a more general overview of the neighbourhood centres and parades, with the exception of Columbia Road and Redchurch Street, which include clusters of specialist businesses that attract users from beyond their immediate catchment areas.

### Canary Wharf

Canary Wharf was designated a Metropolitan Centre in the 2021 London Plan, having previously been a Major Centre. In addition to its role as a strategic office location, with a globally significant cluster of finance and business-services businesses, which is discussed above, Canary Wharf is a major retail centre. It includes a wide range of high street branded stores as well as a large convenience and leisure offer. The town centre predominantly serves a weekday worker population; however, with its cultural and seasonal activities, is bringing an increasing weekend and evening user base.

The vacancy rate at the time of the Town Centre Capacity Study was extremely low, at only 0.60%. This is likely in part because the majority of the retail floorspace is in managed shopping centres, but also reflects a significant pent up demand for new floorspace. The development of the Wood Wharf site to the immediate east of Canary Wharf will expand the retail floorspace and is projected to meet the medium-term capacity needs of the town centre.

Canary Wharf is extremely accessible, as discussed with respect to its office function above, and most of the shopping area is connected internally to the underground and DLR stations. It is considered by survey respondents to have a high environmental quality.

### Bethnal Green

The Retail Capacity Study (2016) identifies Bethnal Green as a popular District Centre with a range of comparison and convenience retailing. It has a stronger comparison retail sector which is occupied predominantly by independent retailers reflecting the local traditional retailing nature of the centre.

Bethnal Green Road is the main focus of the town centre, which also extends into Cambridge Heath Road. The centre's comparison offer is marketed primarily towards the local Bangladeshi population with comparison retail units mainly occupied by local members of the Bangladeshi community.

The vacancy rate in Bethnal Green is extremely low, at 1.92%, compared to a national average of 11.17%.

The town centre is highly accessible, with Bethnal Green underground station at its eastern end, and numerous buses serving the high street. Bethnal Green Overground Station is outside the town centre boundary to the south.

## Brick Lane

Brick Lane District Centre is within the City Fringe Activity Area on the western boundary of the borough. It is in close proximity to office hubs and Liverpool Street Station in the City of London, as well as London Metropolitan University and the Royal London Hospital.

Brick Lane has a character that makes it distinctive in Tower Hamlets. The types of the land uses found along Brick Lane are different to the rest of the town centres in the borough by virtue of its large concentration of leisure uses including an evening economy appealing to both local residents and visitors. Brick Lane has also become a focus for the creative industries, fashion industries and a strong evening economy, particularly for Bangladeshi restaurants.

The town centre boundaries encompass the Old Truman Brewery, which spans both sides of Brick Lane. The brewery complex is occupied by a combination of offices, event spaces, creative industries, cafes, boutiques, restaurants, and bars.

The town centre's retailers are highly diverse, including those who specialise in the sale of leather, a number of vintage clothing stores, seven art galleries, three record shops and four textile shops.

In terms of leisure provision, Brick Lane's café and restaurant provision is one of the strongest across the borough's centres. The centre is famous for its many South Asian restaurants along Brick Lane. This helps to make Brick Lane a distinctive and diverse visitor destination. Brick Lane is also adjacent to Shoreditch to the north, which straddles the borough boundary with Hackney and is a major centre of the night-time economy. Indeed, Brick Lane's night-time economy is considered to be one of the strongest in the borough.

An in-person survey was carried out as part of the Retail Capacity Study (2016), with short interviews conducted with users of the town centre. The survey found that a high proportion of users were visiting Brick Lane for the first time, which correlates to its role as a tourist centre. The survey also found that users of Brick Lane also regularly visit Oxford Street and Westfield Stratford, which suggest that the unique nature of the town centre gives it London-wide significance.

Brick Lane is one of the oldest centres in London, being part of the very first expansions beyond the original City walls. Historic buildings line the street, many of which are listed. The diverse architecture across the centre is a factor which contributes to Brick Lane's distinctive character and charm. It is important that the architectural character of Brick Lane is maintained as the centre continues to expand as it is key to the centre retaining its competitiveness as a visitor destination.

The street market operating on Sundays is one of the most popular markets in London and attracts visitors from across the city. The traditional market is known for selling a wide variety of goods, including bicycles, clothing, jewellery, antiques and vintage clothing. There are also five markets held within the Truman Brewery including the Boiler House Food Hall, which hosts street food stalls selling food from around the world.

Street art is another major attractor, with street art and murals across the centre and in the adjacent streets and public spaces being a major element of the town centre's distinctiveness.



### Chrisp Street

Chrisp Street District Centre is in the eastern part of the borough, at the centre of Poplar. It is a classic and distinctive post-war open-air shopping centre built as part of the model Lansbury Estate, constructed to celebrate the Festival of Britain in 1951.

Chrisp Street was originally a Victorian street market and was redeveloped as Britain's first post-war covered pedestrian shopping precinct. The market continues to contribute to a strong sense of the neighbourhood's identity.

The vacancy level in Chrisp Street is well below the UK average, at 6.71%. The majority of the vacant units are located in the peripheral areas of the town centre.

The Open Poplar initiative involved Poplar HARCA (the main landowner in the town centre) opening up underused spaces for bids from businesses and social enterprises that were able to receive subsidised space if their initiative was of a benefit to the local community. The social enterprise Somewhere to received a vacant commercial unit in the town centre to support its programme helping young people to develop creative, entrepreneurial and charity projects. Chrisp Street Exchange is a co-working space supported by the Mayor's Regeneration Fund that has taken over a vacant commercial unit.

Survey respondents valued the traditional feel of the town centre and its market, emphasising its importance to East End identity. In contrast, Canary Wharf was identified by town centre users as the primary competing centre, demonstrating the value and importance of diverse and distinctive centres that can provide for different needs.

### Crossharbour

Crossharbour district centre is located in the southern part of the Isle of Dogs. While it is currently one of the borough's smallest district centres, it is projected to experience significant growth in the coming years, with a planning application under consideration for a major town centre expansion. It was designated, in part, to ensure that there would be a sufficiently large town centre to serve the future residents of the Isle of Dogs, which has the largest growth targets in the borough.

The existing centre consists of a large Asda supermarket, with some smaller commercial units on the surrounding streets. The application under consideration proposes re-provision of the supermarket, and significantly expanding the comparison and convenience retail floorspace in the centre. The Retail Capacity Study (2016) identified no vacant units, reflecting the nature of centre and the high density of residential development in its hinterland.

### Roman Road East

Roman Road East district centre is located in the northeast part of the borough, encompassing the eastern end of Roman Road (the part of Roman Road east of the canal). It is a historic linear centre and is larger and more prominent than Roman Road West. The eastern part of this centre is semi-pedestrianised and contains the well-known Roman Road street market. The western part of the centre contains a mix of retail and residential uses, with the commercial uses only on the north side of the street. The centre also includes several side streets that have a mix of commercial and community uses.

Roman Road Market is the largest in the borough, with 280 stalls lining both sides of the street. This section of Roman Road is pedestrianised when the market is in operation, making the market a more comfortable pedestrian environment than Bethnal Green. The public realm in the area where the

market operates contributes the pedestrian environment and to the character of the area, with two large archways defining the entrances to the market. An additional Saturday market has been launched by the Roman Road Trust in a car park at the entrance to the traditional market. It includes a range of antiques and homemade arts and crafts, alongside a large number of prepared food stalls.

Like Chrisp Street, the high proportion of independent businesses in Roman Road help to support the area's East End identity and ensure that the town centre serves the needs of its local communities.

The current vacancy rate in the town centre is 12.10%, slightly higher than the national average; however, it should be noted that this has decreased from the previous town centre health check in 2008/09.

#### Roman Road West

Roman Road West District Centre is located in the northwest of the borough, within Globe Town. It occupies the part of Roman Road west of the canal and is the smaller and less prominent of the two Roman Road centres. At the core of the town centre is Globe Town Square, which also hosts a small market.

#### Watney Market

Watney Market District Centre is in the south of the borough, adjacent to Shadwell Station. It includes the post-war, purpose-built Watney Market, which is an open-air, pedestrianised market area with shops on either side and flats above. The town centre also includes short stretches of Commercial Road either side of Watney Market itself, and the cluster of businesses around Shadwell Station to the south.

While the street market is small relative to the other markets in the borough, it plays an important role for the local Bangladeshi community, both in terms of the products it provides and as a venue for social interaction. The railway arches within the town centre also provide important spaces for the local Bangladeshi community, with a large number of specialist food suppliers and halal butchers.

The town centre vacancy rate at the time of the Town Centre Capacity Study (2016) was 7.83%, below the national average. The majority of the vacant units are small and in the peripheral areas of the town centre.

#### Whitechapel

Whitechapel District Centre is located in the west-central part of the borough. It is focused on Whitechapel Road and has, at its centre, Whitechapel Station and the Royal London Hospital. As discussed with reference to the its office function, Whitechapel is extremely well connected and will become even more so with the opening of Crossrail. The hospital and the Queen Mary University life sciences campus bring large numbers of people into the town centre on a regular basis.

The retail offer in Whitechapel is anchored by a large Sainsbury's superstore to the north of the high street.

LBTH is constructing a new town hall and civic centre, which includes the listed former Royal London Hospital building. As part of this development, the council will build a new public square connecting the new town hall with the existing hospital entrance and creating a pleasant public space away

from the busy high street. This development will bring additional daytime town centre users and will enhance the character and environmental quality of the town centre.

The market includes a large number of stalls selling specialist food and spices, serving the local Bangladeshi community. This complements the many permanent shops selling South Asian foods and other products, making Whitechapel a major centre for the South Asian communities across the borough.

At the time of the Retail Capacity Study (2016) there was significant demand among retail and leisure operators for space within Whitechapel, including for large Aldi and Wilko shops. The Study also acknowledges that the opening of Crossrail is likely to increase demand for floorspace among larger, mid-market national retailers.

### Neighbourhood Centres

For the most part, neighbourhood centres in Tower Hamlets are composed by convenience retail uses, and many are clustered around public transport stations. They serve a small catchment and are generally healthy.

Several neighbourhood centres serve a more specialised function. Cambridge Heath has a high proportion of comparison goods businesses and of leisure uses; it benefits from its location on the main movement route between Bethnal Green and Broadway Market/London Fields/Hackney Central and includes a large amount of flexible workspace (as discussed in the previous section).

Columbia Road hosts the nationally-significant Columbia Road Flower Market on Sundays, which draws large numbers of visitors and makes the area a tourist destination. It also includes a very high proportion of comparison retail, with most of the street's units occupied by small-scale artisanal boutiques. It also has a significant leisure component, with two cafes and three pubs in a relatively small area.

Redchurch Street is a specialist retail area with a regionally significant cluster of fashion brands.

### Neighbourhood Parades

Neighbourhood parades are the smallest town centre designation in the Local Plan. They typically include a small cluster of businesses in an otherwise predominantly residential area. They ensure that residents can access their day-to-day needs in locations that are easily accessible, and they often play a particularly important role for residents with mobility constraints, who cannot easily travel to a larger centre. In some cases they are located within housing estates and provide a space for neighbours to meet and connect. Neighbourhood parades often include residential uses above the shops and are often well-suited to higher-density, mixed-use redevelopment.

## 3. Strategic Evidence

### Offices

#### Agglomeration benefits

The concentration of offices and other types of commercial, business and service uses within the CAZ and NIOD give rise to what are termed economies of agglomeration. Agglomeration refers to the concentration of economic activity in a particular location or area.

Agglomeration benefits arise because firms increase their productivity levels by being located in close proximity to one another and by having access to a large pool of labour enabling businesses to attract and retain skilled labour. Clustering and agglomeration offer several other benefits including fostering collaboration and transfer of knowledge, innovation and technology between business and sectors, and promoting competition which drives efficiency and London's global competitiveness.

It is the significant concentration of office-based activities combined with its character and global reputation for business, shopping, culture, tourism and heritage that make the CAZ unique in a London, national and international context. The connectivity of public transport in the CAZ is widespread, high-frequency and high-capacity. Prior to the coronavirus pandemic, the rail, underground, road, bus, river, walking and cycle networks facilitated around 3.5 million trips to, from and within the central London boroughs on a daily basis. Around 90 percent of trips to the CAZ in the morning peak were made by public transport modes and rail-based transport accommodated 80 percent of the 1.2 million trips to the CAZ in the morning peak.

Whilst the pandemic has led to widespread disruption and change to travel in London and there remains uncertainty around the longer-term impacts of the pandemic on travel demand, it is expected that the transport connectivity and capacity provided by the rail network and TfL's tube, rail and DLR services will continue to play a primary role in facilitating employment in all of London's nationally significant office locations. In addition, the bus network plays an essential role in enabling lower income workers living in inner and outer London to access employment in the CAZ in activities which support the wider CAZ ecosystem including the hospitality sector, for example.

These networks, complemented by active modes including cycling and walking, provide the concentrations of business activity in the CAZ with a large labour market catchment across London and beyond. They also drive the agglomeration economics that benefit businesses there, allowing them to play a unique economic role within the UK. The connectivity and agglomeration benefits will be strengthened further with new infrastructure including, for example, the Elizabeth line, Thameslink programme, Northern Line extension and the Underground investment programme.

#### Serving Different Markets

LBTH's Employment Land Review identified that two parallel office markets exist in Tower Hamlets. The first market is composed of larger and higher value companies looking for office space in Canary Wharf and the CAZ and locations in the City Fringe. These businesses serve a national or global market and seek out prestige locations. These are also the businesses that are mostly likely to seek out the type of agglomeration benefits discussed above. This market also includes creative industries and TMT firms, that may be looking for lower rents than the high-value financial services companies, but serve a London-wide, national or international customer base. These firms often take on non-standard workspaces and look for spaces with minimal or no fit-out.

The second market is composed of properties that are primarily aimed at servicing the borough's population. This includes secondary office space and some (limited) remaining 'local quality' industrial space including garages and trade-counters and businesses supporting the borough's ethnically diverse population. These firms need to be close to the communities they serve. This market is extremely important as it provides space for new businesses and move-on space for businesses that are expanding. These businesses are also more likely to hire local residents.

### Trends

Taking into account projected growth in office employment, employment densities and emerging trends in homeworking, research for the GLA in 2017 indicated that there is demand for around 3.5 million sqm of office floorspace in the CAZ and NIOD combined over the period 2016-2041. The study included a series of sensitivity tests around the central employment-based forecast looking at different levels of employment growth, alternative employment density ratios and desk-sharing/homeworking ratios.

While there are emerging trends that could affect the nature of office working and the extent of remote working, as well as broader cyclical and structural shifts in demand for office space as a result of the pandemic, the extent of this and its impact on the need for office space in London has yet to emerge fully. However, the CAZ Economic Futures work undertaken by Arup, Gerald Eve and LSE identified a wide variety of potential scenarios, including situations where office demand remains high.

The GLA's Strategic Evidence Document indicates that spatial planning provides an important mechanism to ensure that there is sufficient office capacity through the existing stock and the planning pipeline to maintain an appropriate level of choice for occupiers in terms of location, type of space and cost. Given the unprecedented uncertainty associated with the impact of the Covid-19 pandemic, care must be taken when interpreting data on property market indicators at the present time. The analysis below is drawn from the GLA's Strategic Evidence Document, which caveats that it is based upon a factual assessment of the available data and is not intended to be an assessment of the impact of the pandemic on the central London office market.

**Office Stock:** In 2020, the ten CAZ boroughs combined contained 20.2 million sqm of office floorspace, which accounts for 77 percent of the London total and 23 percent of the total for England and Wales. The stock of offices in the ten CAZ boroughs increased by 14 percent since 2001 at an average rate of around 125,000 sqm per annum.

**Office rental growth:** There was strong growth in office rents in the early 2000s followed by a sharp downturn following the 2008 global financial crisis. Rents then recovered strongly up to 2017 followed by marginal declines in 2018. Since the unprecedented shock of the coronavirus pandemic and the subsequent recession, office rents in central London have declined on average by around 3 percent between 2020 and 2021. However, in the context of the past two decades the recent decline in rents is not significant, particularly when compared with the aftermath of the 2008 global financial crisis. Recently, central London agents are reporting more positive signs for the central London office market.

**Office Vacancy:** The planning process provides an important mechanism to ensure that there is sufficient office capacity (through the existing stock and the planning pipeline) to maintain an appropriate level of choice for occupiers in terms of location, type of space and cost. A vacancy rate of around 8 percent in central London has been identified as an indication of the market being broadly in balance. When vacancy rates rise above 8 percent it is regarded as offering occupiers a



wider choice of accommodation, and tendency for rents to fall, whereas vacancy rates below 8 percent reflect a narrowing of choice for occupiers and rents tend to rise.

There is an indication of rising vacancy rates since the onset of the pandemic, but seen in their historical context, these rates do not appear excessive and are currently on par with the equilibrium benchmark of 8 percent. For the CAZ as a whole, the current vacancy rate of 7.9 percent (based on Co-Star data) is only marginally above the long-term average of 7.1 percent (2003-2021). Vacancy rates in the NIOD have been fairly volatile, owing in part to the size of individual offices relative to the total stock and due to large amounts of space put back on the market in the wake of the dot-com crash of the early 2000s and the global financial crisis of 2008. Illustrative of this volatility, the current vacancy rate (2021) is estimated around 12 percent (based on Co-Star data), compared to only 4 percent in 2018. The current NIOD vacancy rate however is lower than peaks witnessed in the past (for example 19 percent in 2004 and 14 percent in 2009). Within the NIOD the office vacancy rate for Canary Wharf is estimated at around 9 percent according to a recent agent report and lower than that suggested by Co-Star for NIOD as a whole. Over the past two decades the NIOD, just like the CAZ itself, has proved resilient and vacancy rates have fallen dramatically from previous peaks.

**Office market yields:** Yields are a measure that reflects the annual rental income compared to the value of a property. Low yields tend to reflect greater investor confidence in an asset. The global financial crisis in 2008 had a marked impact on central London office yields rising from 5 percent to around 7 percent on average. Since then central London office yields have fallen steadily averaging 4.5 percent in the CAZ and 5.5 percent in NIOD.

**Office development starts and pipeline:** Average three year starts fell sharply between 2008 and 2010 following the recession. Starts then lifted again in 2012, rising for four years. Since 2016 the three-year average has been falling and in 2019 it was at its lowest level since 2012. It is anticipated that the figures for starts in 2020 and 2021 will be impacted by the pandemic. Unimplemented office permissions at the end of 2019 totalled 3.8 million sqm according to the EGi data (compared to 3.2 million sqm at the end of 2018). The 2019 figure compared to a ten year average 3.7 million sqm and a long run average of 3.5 million sqm, putting the 2019 figure well above the trend.

#### Outside of the CAZ

Whitechapel and Cambridge Heath, in addition to other locations within the City Fringe, are part of Tech City. Tech City is recognised as a digital, creative and tech cluster and a business hub of major international significance. It is strategically important to the economy of London and the UK and contains an agglomeration of business functions and commercial development capacity in relatively central areas. Within Tech City there is scope to support the expansion of diverse clusters of digital-creative businesses in the area as well as business and professional services.

Tech City contributed almost £15 million to London's GVA output in 2019. The Tech City area is estimated to contain more than 190,000 workforce jobs in 2019 and accounts for approximately 25% of the total employment in its three constituent boroughs. In the City Fringe/Tech City Opportunity Area there is estimated capacity for an additional 50,000 jobs over the period 2016 to 2041.

The area is increasingly the home of new and emerging sectors of the economy with particular clustering and accommodation requirements, including co-working, start-up and grow-on space, artist studio space and corporate office space. The Opportunity Area Planning Framework set out the key growth conditions that planning can affect in Tech City and the City Fringe including its

available, affordable, suitable business space; its location and 'creative vibe'; its dense, urban collaborative environment; its connectivity; and its mix of uses.

The availability of plentiful and relatively low-cost business space associated with the industrial legacy of the City Fringe has been one of the most significant factors in the rise of Tech City. Many of the old warehouses and printworks have now either been redeveloped or refurbished and competition for leases is increasing, as the core office market expands and more traditional City businesses look to locate in the area.

## Industrial Sites and Flexible Workspace

London depends on a wide range of industrial, logistics and related uses that are essential to the functioning of its economy and for servicing the needs of its growing population, as well as contributing towards employment opportunities for Londoners. This includes a diverse range of activities such as food and drink preparation, creative industry production, maintenance and repair, storage and distribution, waste management, utilities, transport functions and a wide range of emerging activities such as data centres, renewable energy production and clean technology.

Over the period 2001 to 2015, more than 1,300 hectares of industrial land was released to other uses and this far exceeded previously established London Plan monitoring benchmarks. Research for the GLA indicates that there will be positive net demand for industrial land in London over the period 2016 to 2041, mostly driven by strong demand for logistics to service growth in London's economy and population. This is reflected in the Tower Hamlets Employment Land Review (2016), which demonstrates that industrial locations in Tower Hamlets have low to no vacancies and a very high demand for industrial floorspace.

Industrial sites in Tower Hamlets support the continued operation of the CAZ and NIOD, providing space for logistics, food preparation, wholesaling, creative industries and construction among others. Greater proximity of these functions to the locations they serve reduces the cost of transport and its environmental impact.

Industrial sites also provide key locations for local employment. This is particularly important in Tower Hamlets, where industrial sites are, for the most part, easily accessible by public transport. This allows industrial employment to be accessed easily by those with mobility constraints or without access to a private car.

## Town Centres

Town centres and high streets fulfil a number of important functions in their communities. Researchers have only recently begun investigating the range and importance of these functions; much of the earlier discussion of town centres and high streets focused exclusively on the role of their retail businesses in the consumer economy. The role of retail and businesses more broadly should not be discounted – they typically provide most or all of the day-to-day needs of their communities and provide the majority of the local employment in most neighbourhoods. However, it is important to recognise that retailing is one element of a complex and essential ecosystem.

Town centres act as hubs for social services, both formal (e.g. GP surgeries, Job Centres) and informal (e.g. community networks of support). They provide space in which people from different backgrounds can and often must interact in ways that are constructive and non-confrontational. One of the functions of a large city is to expose its residents to difference, and town centres are the settings in which that exposure occurs. They also provide safe spaces for marginalised people to

access their daily needs, to socialise and to occupy the public realm. The critical mass of activity on a high street grants town centres a feeling of safety that may be absent in other urban spaces. The most recent research on town centres suggests that these functions are all interconnected; they each rely on the critical mass of people drawn by all the other functions in order to work. This is why the concept of vitality is so important to town centres – it means maintaining that critical mass of people to keep all the functions of the town centre healthy.

The new Class MA permitted development right, allowing units in commercial uses (Class E) to change to residential use (Class C3) without the need for a planning application and assessment by the LPA, poses an existential threat to the vitality of town centres. This right risks eliminating the critical mass in retailing (especially the small, independent shops that most support town centres) and other commercial uses that acts as the most significant attractor, bringing people into the town centre and ensuring that all the other functions can continue.

### Employment & Entrepreneurship

The GLA's High Streets for All report identifies a range of functions and roles that town centres and high streets support in their local communities. The first of these that the report addresses is employment. 45% of businesses outside of central London are located on a high street; and 1.45 million people work within 200m of a high street, and this number is increasing. The report recognises that high streets play a particularly significant role in providing flexible employment and opportunities for workers who may be excluded from other forms of employment.

A report by the All-Party Parliamentary Small Shops Group (APSSG) found that, in 2005, 61% of all retail employees in the UK were women. The report argues that retail employment provides a degree of flexibility and accessibility that is less common in other sectors. Women are significantly more likely than men to have caring responsibilities that can restrict their access to the waged labour market; the flexibility of the retail sector and the accessibility of town centres can allow workers to balance their caring responsibilities alongside their employment.

Retailing also offers low barriers of entry for entrepreneurs and, as a result, provides an opportunity for self-employment for migrants to the UK. The APSSG report links that that opportunity to the high rates of small business ownership on high streets among BME people. This has particular significance for LBTH, where the 2016 Retail Capacity Evidence Base Study shows that town centres have a significantly higher rate of independent businesses and businesses operated by BME people than London or the UK.

These small businesses require small commercial units, in locations that have sufficiently high footfall, at rents that do not present an insurmountable barrier to access for entrepreneurs. The new Class MA permitted development right would have the effect of reducing the overall stock of these units, reducing their availability and increasing the cost due to lack of supply. The alternative use value presented by conversion to residential use would also drive up rents as landlords seek the highest return. These businesses are important to the overall economy of LBTH and to the provision of economic opportunities for new immigrants, as well as employment opportunities for those who face barriers to other forms of employment. Therefore, the retention of commercial units in town centres that can accommodate those businesses is of overriding importance and justifies the withdrawal of permitted development rights in the identified areas.

## Social Interaction & Integration

Town centres also provide a social benefit. They act as forums for casual social interaction, reducing loneliness and allowing people to meet and interact with those different from them, increasing social integration. This function of town centres has become increasingly prominent in academic research and policy, particularly as the impacts of social isolation have become better understood. Suzanne Hall's (2012) study of Walworth Road demonstrates that the social value of high streets lies in the "mixing, touching base and updating [that] emerges out of small-scale intimacies or relationships." Her study demonstrates that the social structures that underpin high streets are fragile and that the need for the familiarity that they provide becomes more acute in face of rapid change.

The government's strategy for tackling loneliness, A Connected Society, emphasises the important role that planning plays in encouraging social integration and combating loneliness. It points to the importance of providing spaces where neighbours can meet in both formal and informal ways. As the research on town centres (in particular, Hall 2012) demonstrates, small shops and other small businesses often function as hubs that allow for the type of informal social interaction that leads to stronger neighbour relationships. Retailing and other businesses also support the social integration function of public spaces – they draw people out of their homes and into the public realm.

This is such a key consideration that it is one of the primary objectives of the national planning policy as shown in the NPPF: "a social objective – to support strong, vibrant and healthy communities, [...] by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being". As both the government's strategy to combat loneliness and the existing research on town centres demonstrates, healthy town centres and high streets are paramount to supporting communities' social well-being.

The High Streets for All report demonstrates that these benefits are felt most acutely by those who are marginalised or face barriers to participation in some parts of society. For example, the report explains that disabled people face barriers to mobility, including inaccessible stations, that limit their range of movement around the city. They rely heavily on their local town centres both to meet their day-to-day needs and to provide a forum for social interaction, both planned and unplanned. High streets and town centres also play a particularly important role for job seekers and those on low incomes. The cost of transport – either public or private – can be prohibitive for those on low incomes, and they may not have time available to travel longer distances.

A 2005 report by the Office of the Deputy Prime Minister investigated the importance of high streets specifically to older people. It found that for many of them a trip to the shops was their only regular source of social interaction.

The mental health impacts resulting from the Covid 19 pandemic are only beginning to be understood. It will be imperative that all avenues and opportunities for social interaction are supported in the coming years to mitigate the isolation and loneliness impacts of the pandemic. As shown, town centres and high streets are, for many, the primary venues for social interaction and the development of social networks. Given the importance of small shops and other small businesses that occupy units below 150sqm to the health and function of the overall town centre, in addition to their documented individual roles in fostering social interaction and community cohesion, the new Class MA permitted development right threatens to undermine this important function of LBTH's town centres.

## Accessibility & Sustainability

The primary function of the town centres – their reason for being – is the provision of day-to-day needs for the residents of their surrounding neighbourhoods. By providing these services in locations that are easily accessible on foot and by public transport, town centres and high streets play an important role in supporting sustainable transport.

As with social interaction, the need for accessible day-to-day needs falls more heavily on those with mobility impairments and those with time or monetary constraints. The APSSG report highlights the risk of ‘food deserts’ emerging where town centres are in decline. These are areas where fresh fruit and vegetables are absent or are excessively expensive. While the new Use Class Order makes special provision for the retention of local shops where there are no others in the vicinity, it does not require that these shops provide healthy, fresh food at an affordable price. The APSSG report emphasises that the impacts of food deserts are most likely to be felt by the elderly or those with young children, who are least mobile and most likely to suffer poor health as a result of malnutrition. The removal of hot food takeaways to a separate use class has helped avoid these problems by ensuring that food shops cannot change to hot food takeaways without applying for planning permission, and LBTH has introduced policies to restrict the locations of hot food takeaways.

## Trends – London and National

As part of the evidence base for the London Plan (2021), the GLA carried out a high level town centre health check in 2017. It found that there is increasing diversification in many town centres as they adapt to a reduction in comparison retail floorspace. There has been increasing polarisation, with the proportions of comparison retail rising in the international and metropolitan centres and the largest major centres. In other centres, leisure uses are making up an increasing proportion of units. It found that the vacancy rate for town centre units was around 6%, which is considered healthy to ensure that there is sufficient flexibility in the market.

Also as part of the London Plan evidence base, Experion carried out a study of the demand for new comparison retail floorspace across London. It found that there was capacity for roughly 1.2 million sqm, after subtracting floorspace already in the planning pipeline. It also identified a polarising trend whereby comparison retail is concentrating in the largest centres and declining in the smaller centres. The Experion study also looked at the impacts of e-commerce on comparison retailing. While it found that the proportion of comparison retailing occurring online was increasing, with particular impact on fashion and footwear shops, there are indications that e-commerce has a natural plateau. Books and record shops were some of the earliest businesses to be affected by e-commerce, and they saw significant reductions in unit number in the previous plan periods. However, their numbers have been stable or increasing for the past several years, suggesting that e-commerce in these sectors has reached a natural plateau and that physical shops are able to provide a service that appeals to customers.

In 2019, the House of Commons Housing, Communities and Local Government Committee carried out a study of the changes taking place in town centres across the UK. This was carried out in response to numerous reports of retailers failing, and it looked at how changes can be managed and how town centres can be strengthened. It finds that the most significant costs for retailers and other town centre businesses are business rates and rents. Online retailers are able to undercut high street retailers by paying significantly lower rents and business rates due to their more efficient use of floorspace and the locations of their warehouses – typically in lower value locations.



The report encourages local authorities and town centre communities to develop a shared vision of their area that would sit alongside the Local Plan and would be able to adapt to changes in the economy. It advocates for greater community input into changes in town centres to reinforce the sense of ownership residents, business operators and town centre users feel over their town centre. It recognises that permitted development rights can alienate local residents and business operators, who have no say in changes that can be substantial. It discourages them from engaging with the planning system by presenting changes of use as a *fait accompli* and by reducing the value of documents developed through extensive community engagement, such as local plans and SPDs.

The report identifies several cases where stakeholders, including the local planning authority, worked together to address the loss of a retail business – particularly in the case of larger department stores. This includes converting upper storeys to residential or office uses, while keeping retail at the ground level to retain the vibrancy of the street.

### Trends – Tower Hamlets

The 2016 Town Centre Retail Capacity Study, which provided evidence for the Local Plan (adopted 2020), demonstrates that all of the designated town centres in Tower Hamlets are healthy. Some fulfil specific roles related to the areas in which they are located; for example, Canary Wharf mainly serves the large number of office workers in the area and contains a large proportion of comparison retail multiples and a relatively small proportion of convenience retail and independent businesses. Similarly, Brick Lane serves a large tourist market and contains a relatively low proportion of convenience retailers, and no large food shop.

All town centres have net positive capacity for new convenience and comparison retail during the plan period, apart from Canary Wharf and Crossharbour, where large consented schemes will introduce significant new floorspace.

Most of the borough's town centres have a relatively low proportion of multiples, especially among comparison retailers, with a high proportion of independents. In many cases, this reflects the nationalities and cultural make-up of the borough, especially the Bangladeshi community in Watney Market, Whitechapel and Bethnal Green. While suggesting that multiples could enhance those town centres, the study emphasises that these should not undermine the existing independents.

The Study also identifies gaps in provision across the borough, the most significant being food and beverage provision. It encourages increased provision of food and beverage businesses in several of the town centres, particularly Roman Road East and West and Crisp Street Market, which attract relatively fewer customers from their immediate catchment areas for food and drink.

It should also be noted that Brick Lane District Centre relies disproportionately on restaurants – 20% of the shopfronts in the town centre are occupied by uses in the former A3 category, substantially higher than all other town centres in the borough. Nearly all of these businesses are independents - in contrast to Canary Wharf which also has a relatively high proportion of restaurants but is dominated by multiples. This concentration contributes to the distinctive character of the area and its renown across London and the UK.

Overall, the study demonstrated that all the borough's town centres could expect to experience growth in retail businesses. It also showed that town centres in the borough experience relatively low vacancy rates, and that many of the visibly vacant units in town centres were undergoing renovation at the time of the study, suggesting strong investment in retailing.

## 4. Impacts and Implications of Permitted Development

### Office Locations

This section sets out the potential impacts of the permitted development right on strategic and local office locations within Tower Hamlets. It builds on the discussion of the context and role of these locations in Section 2 and the discussion of commercial trends in Section 3 to show that these locations require protection from permitted development to ensure that they can continue to fulfil their strategic functions.

#### CAZ and NIOD

In the absence of Article 4 directions, the new Class E to residential permitted development rights could threaten the future sustainability of the CAZ and NIOD. It would cause unacceptable harm to their role as internationally significant office locations and cause irreparable harm to the contribution of these areas to the London economy and employment and the prosperity of the UK.

Small and Medium-Sized Enterprises (SMEs) play an important role in the CAZ business ecosystem. More than 99 percent of business units in the CAZ are in the SME size band of 0 to 249 employees and the corresponding figure in the NIOD is 98 percent. The new Class E to residential permitted development right includes a size limit of 1,500 sqm which, at an office employment density of 10sqm per worker, would equate to 150 employees. From a qualitative perspective, Article 4 directions in the CAZ and NIOD would be particularly beneficial to safeguard business space and enable SMEs to flourish.

The new permitted development rights could also result in significant harm to the West End and other shopping leisure and tourism destinations across the CAZ through uncoordinated piecemeal conversions of commercial uses to residential and undermine their contribution to the economic and social recovery of London and the UK.

For central London, the new Class E to residential PDR comes at a time of high risk, given how central London's economy has been severely impacted by the pandemic. While there are emerging trends that could affect the nature of office working and the extent of remote working, as well as broader cyclical and structural shifts in demand for office space as a result of the pandemic, the extent of this and its impact on the need for office space in central London has yet to emerge fully. There is a wide variety of potential scenarios, including situations where office demand remains high, supported by a strong economic recovery and growth in emerging office-based sectors.

Central London has the highest residential property prices in the country. The strategic evidence indicates that the average capital values for residential use in the CAZ exceed average values for offices and other commercial uses. While there may be some limited localised exceptions where the opposite is the case, there is a degree of volatility in office rental values over time. It is likely therefore that at different points in the business cycle residential values could exceed office values in all areas of the CAZ within the foreseeable future.

#### Other Office Locations

As discussed in the Strategic Evidence section, Tech City has capacity for an additional 50,000 jobs over the period 2016 to 2041. Class E to residential permitted development rights could temper the realisation of this potential growth in employment. The increasing attractiveness of the City Fringe and the arrival of Crossrail mean that higher value residential uses can often outbid and displace

lower value office and light industrial uses when new sites become available. Over time, unfettered Class E to residential permitted development could contribute to the weakening and dissipation of the digital-creative cluster. This would be detrimental to London's wider knowledge economy and the ambition to support a world leading digital creative business hub based around Tech City.

Office locations that serve the Tower Hamlets local office market are particularly threatened by Class E to residential permitted development rights. These locations are already under threat from higher-value businesses pushed out of traditional City and NIOD locations, as well as creative businesses and TMTs pushed out of other parts of the City Fringe. Local office-based businesses rely on particularly low rents in order to serve their local low-income communities. They typically occupy small units – well below the 1,500 sqm threshold for the PDR, often above shops. As this section shows, residential values are ahead of office rents affordable even for high-value businesses. They would be many times greater than the rent levels affordable to the businesses that serve the local communities.

These local businesses are more likely than the average to be operated by BME people and by those born outside the UK. Reducing the stock of office space available to them through the Class E to residential permitted development right would place disproportionate barriers to those groups' participation in entrepreneurialism and in the labour market. Therefore, Article 4 directions are necessary in all designated employment locations to ensure that local businesses can continue to have access to workspace at rates that they can afford.

## Industrial Locations

This section builds upon the context and role of the borough's industrial locations presented in Section 2 and the strategic evidence around industrial occupiers discussed in Section 3 to show the potential impacts of the permitted development right on designated industrial locations. It shows that, in the absence of this Article 4 direction, the permitted development right risks undermining the strategic role that the borough's designated industrial locations play for Tower Hamlets and London.

The GLA's Strategic Evidence Paper to support Article 4 directions explains that London's industrial capacity can be impacted by Class E to residential PDR in two principle ways: directly – through the loss of light industrial and creative production uses that fall within Class E; and indirectly – through the introduction of residential uses in areas that contain a range of industrial uses (including uses outside of Class E) which can compromise the integrity or effectiveness of these locations in accommodating industrial-type activities and their ability to operate on a 24-hour basis.

Strategic Industrial Locations and Local Industrial Locations are particularly suitable for accommodating a range of industrial and related uses which, by virtue of their scale, noise, odours, dust, emissions, hours of operation and/or vehicular movements, can raise tensions with other land uses, particularly residential development. This is recognised by government in the legislation related to Class E to residential permitted development; which includes a clause (MA.2.(2)(g)) that allows consideration of the impacts on intended occupiers of the residential use introduced through the PDR in an area that a local authority considers to be important for general or heavy industry, waste management, storage and distribution, or a mix of such uses. However, given the mix of uses and the unique layouts of all industrial locations, the GLA's evidence paper recognises that it may be problematic for local authorities to rely on clause MA.2.(2)(g), such as where a sub-area of a SIL or LIL has a mix of industrial uses at the lighter end of the spectrum. In the absence of more explicit protections for all industrial uses, the use of Clause MA.2.(2)(g) could leave local authorities open to

costly legal challenge. The GLA therefore advocates for Article 4 directions in designated locations that include mixes of industrial uses or are primarily in light industrial use.

Estimates suggest that 99.8% of all industrial businesses in London employ fewer than 250 employees and that 90% of those businesses are micro-businesses employing fewer than 10 people. Despite the size limit of 1,500sqm, the permitted development right would have a direct disproportionate impact on industrial SMEs in addition to indirect impacts on industrial businesses (of any size) located in proximity to PDR conversions.

In the high-value land market within the CAZ there is very limited industrial and logistics capacity and many of the essential support functions for the CAZ and NIOD are provided by businesses occupying industrial land typically lying in close proximity to the CAZ and NIOD. The differentials between industrial and non-industrial land values in London puts immense pressure on sites in industrial use for conversion to non-industrial uses. To address this issue, the London Plan and the LBTH Local Plan include policies to ensure that sufficient capacity for industry and logistics is identified and protected, including last mile distribution, freight consolidation and other related service functions within or close to the CAZ and NIOD to support the needs of businesses and activities within these areas.

Given the importance of industrial capacity providing essential support functions to the CAZ and NIOD, the use of Article 4 directions to remove Class E to residential PDR will be particularly relevant for industrial sites performing this function.

## Town Centres

This section builds upon the discussion of LBTH's town centres in Section 2, where the context and role of each town centre is presented in detail, and on the strategic evidence in Section 3, where the trends in retailing and other town centre uses are discussed and analysed, to show how the new permitted development right risks undermining the important roles that town centres play in the borough and across London.

The average capital values in residential use exceed average capital values in the range of commercial uses in Class E in almost all parts of London. Active commercial uses and the jobs they support will be at risk of being turned into higher value use. The new PDR in the absence of targeted Article 4 directions, could impact the adaptation of London's town centres and high streets to be (and remain) vibrant, successful locations for a range of business, culture, civic and community activities complemented by well-planned housing and mixed-use development.

The introduction of piecemeal residential development on the ground floor in thriving areas could lead to sterile and incoherent high street frontages, impacting their sense of place, natural surveillance and weakening their function, resilience and attractiveness as places to visit, work and interact. The piecemeal loss of commercial will reduce overall footfall, depriving other businesses and potentially driving the loss of a far more significant number of premises than those who choose to convert to residential.

While town centres and high streets can benefit from additional homes in the area, this should be well planned and should not come forward at the expense of successful commercial and community uses. Residential uses have different characteristics to commercial, business and service uses. Once conversions to residential occur the inherent flexibility of high street premises in commercial and community uses is lost, undermining the ability of the high street to adapt to future circumstances.

Thriving neighbourhood and local centres are as much at risk as larger town centres and loss of essential services will have a disproportionate equalities impact on Londoners who rely on local access to services in walkable distance from where they live. Too much erosion of commercial and community services via PDR in town centres and high streets could also create dormitory areas where residents must travel further afield to get to shops and places of work, undermining efforts to support walking and cycling and the creation of a sustainable city.

It is also important to note the role that LBTH's town centres play for the borough's migrant and minority ethnic communities. Town centres provide space for small businesses, often at a relatively low cost, supporting entrepreneurs from minority communities that may face barriers to starting businesses in other locations. These small businesses also often provide employment opportunities for others from their communities who may face discrimination and other barriers to accessing employment. These businesses also act as connections to countries of origin for new migrants, easing the transition into life in the UK, providing familiar goods and social interaction. For the most part, this role is carried out by small businesses that rely on relatively inexpensive retail floorspace in town centres. These are the types of businesses that are most likely to be displaced by the permitted development right, as business operators are forced to compete for floorspace in town centres with residential uses that can command higher rents.

There is a strong case for targeted Article 4 directions to remove Class E to residential PDR and ensure that the social and economic functions of high streets and town centres are sustained and to support the economic and social recovery following the pandemic.



## 5. Pandemic Impacts

### Office Locations

The CAZ faces a significant challenge as a result of the pandemic and associated lockdown measures, characterised by a reduction in office workers commuting to their usual places of work, a sharp halt to domestic and international tourism, and changes to how Londoners spend their leisure time. In November 2020, the GLA appointed Arup, together with Gerald Eve and the London School of Economics, to carry out research into the different economic futures facing the CAZ. The study developed a robust evidence base to help us understand the nature and extent of the medium and long-term economic transformation facing the CAZ and London as a whole.

Phase 2 of the CAZ economic futures work built three scenarios to test the scale of the economic impact on the CAZ of the medium and long term. The Phase 2 report concluded that in the long term, if the right action is taken, central London will be well placed to recover strongly. Its diverse ecosystem with a unique combination of world-leading businesses, retail, culture, government, education and other anchor institutions will continue to be the beating heart of London's and the UK economy. This is borne out by the data discussed in the Strategic Evidence section, demonstrating that rents, vacancies and yields in the office sector of the CAZ and NIOD have remained relatively stable in spite of the pandemic and are nowhere near the level of the impacts of previous recessions.

Continuing low vacancy rates in the CAZ will continue to place pressure on office locations in the City Fringe and other locations within Tower Hamlets. Local businesses are likely to be facing considerably pressure as a result of the pandemic, including lost working time and a reduction in consumer demand. As a result, they will be less able to compete for high office rents with larger companies relocating from more central locations. While the pandemic may result in a moderate reduction in rents resulting from slightly higher vacancy rates, this is not guaranteed, and it will be important to protect the existing office locations that primarily serve the local market alongside the CAZ and NIOD.

### Industrial Locations

The pandemic has had a very different impact on industrial sites to that on office locations and town centres. Prior to the pandemic, London was already facing a deficit of industrial land, with demand exceeding supply in most boroughs. This was highly acute in Tower Hamlets, where loss of industrial land in previous plan periods had left a very small amount of designated industrial land remaining.

The nature of the activities carried out in industrial locations mean that they, by and large, cannot be carried out from home, unlike many office-based jobs. And unlike most town centre uses, many industrial activities carried on during the lockdowns.

Exacerbating these trends, some specific industrial uses expanded rapidly during the pandemic. Online shopping required an expansion of logistics and warehousing uses, and a rapid increase in cooked food delivery led to the expansion of 'ghost kitchens' – kitchens that only supply deliveries.

In addition, there was some anecdotal evidence before the pandemic of an increase in warehousing as businesses sought to withstand any disruptions to their supply chains caused by the UK's exiting the European Union.

## Town Centres

The GLA has produced a study looking at the impacts of the Covid-19 pandemic on retailing in London. It identifies a series of challenges facing retailers and other town centre business. The gaps produced by businesses that failed during the pandemic may reduce trips into centres, leading to reduced footfall, and an insufficient recovery for other businesses, ultimately leading to cycle of decline. Conversely, the trend towards greater concentration of retail growth in International and Metropolitan centres may be disrupted by the pandemic, but any such disruption is likely to result in this demand being met across a wider range of centres, reversing the centralising trend of recent decades, but not reducing overall demand.

While the London Plan evidence base identifies tourist spend as a significant driver of retail growth in London, it also explains that this is largely restricted to specific centres – the West End and Knightsbridge International Centres, the Westfield shopping centres at Stratford and Shepherd’s Bush and other key tourist destinations such as Camden and Kensington. It is important to note, therefore, that the impacts from the loss of tourism over the course of the pandemic, and any knock-on impacts over the following years, are unlikely to impact any of the centres in Tower Hamlets.

Spending by commuters is also identified in the London Plan evidence base as a key driver of comparison retail growth; however, like tourist spending, this is felt most significantly in a handful of centres. This includes the CAZ, Canary Wharf, and some parts of the City Fringe within Tower Hamlets. The pandemic is likely to have significant short to medium term impacts on spending related to commuting, as fewer workers commute to office locations. It should be noted, however, that the retailing in Canary Wharf, where these impacts are likely to be felt most significantly, is located almost entirely within shopping centres and would be unsuitable for conversion to residential use. The only CAZ retail cluster located within Tower Hamlets is Wentworth Street, which fulfils a particular function in London’s garment industry and is not reliant on commuters or on the office function of the CAZ.

## Conclusion

In order to ensure that LBTH can continue to plan effectively for its future needs and can support the objectives of the NPPF and the London Plan, it is essential that this Article 4 apply to the entirety of the Preferred Office Locations (Primary, Secondary and Tertiary) and Local Employment Locations. The Employment Land Review is clear that all sites within this designation are essential to meet the demand from both the high-value, corporate office market and the local office market that requires lower-cost space, in addition to allowing flexibility for the expansion of creative industries and TMTs.

The Employment Land Review (2016) demonstrates that demand significantly exceeds capacity within the existing designated Strategic Industrial Location and the Local Industrial Sites; however, there is no scope within the borough to designate new industrial sites. Therefore, all designated industrial sites must be covered by this Article 4 direction to ensure that they can continue to fulfil their functions.

The Retail Capacity Study (2016) demonstrates that all the town centres in the borough are healthy and that their boundaries are appropriate. For the most part, LBTH’s town centres are linear, with the designation only covering the main high street. In some cases sites are included within the town centre designations where they include an important town centre use (e.g. the large Sainsbury’s in Whitechapel, though away from the main shopping street, is a key retail anchor for the town

centre). As such, there is strong justification for including all areas of the designated town centres in the Article 4 direction. Similarly, neighbourhood centres and neighbourhood parades play an important role in ensuring that all residents of Tower Hamlets can access their day-to-day needs in a location that is easily accessible. If neighbourhood centres and/or neighbourhood parades were excluded from the Article 4 designation it would give rise to equalities impacts, with a disproportionate negative impact on those with mobility impairments.

## Summation

One of the fundamental roles of the planning system, as expressed in the objectives of the NPPF, the London Plan and the Local Plan is to ensure that there is a sufficient supply of land to meet the objectively assessed needs of the area for a variety of land uses. With the support of the NPPF, the London Plan and the Local Plan designate locations for particular uses – Preferred Office Locations and Local Employment Locations for office space, Strategic Industrial Locations and Local Industrial Locations for industrial uses, and town centres for retail, services, leisure and community uses. The policies listed in Section 1 support and enforce these designations. These policies have all been subject to examination, tested, and found both viable and necessary to ensure a sufficient supply of land to meet the objectively assessed needs of the community. In the absence of a targeted Article 4 direction, all of these policies will either lose substantial weight or be rendered entirely inoperable.

The commercial data supplied by the GLA, as well as LBTH's Employment Land Review, demonstrates that the values of residential uses exceed those for nearly all commercial uses in nearly all locations. This means that, even with the limitations posed by the Prior Approvals process, commercial uses in all locations are under threat by this permitted development right. In order to ensure that the borough can maintain a sufficient supply of land and floorspace to meet its objectively assessed needs for office, industrial and town centre uses, it is necessary to introduce an Article 4 direction to remove Class E to residential permitted development rights in all designated employment locations and town centres.

The Covid-19 pandemic has had a substantial impact on the way in which people interact with their environment, from changes in working and shopping to changes in how people socialise and interact with one another. The medium to long term effects of the pandemic on the urban environment are unknown at this point and the permitted development right introduces a new level of uncertainty for businesses that may be facing significant losses. It is imperative at this point to protect premises for all types of businesses, and this justifies the introduction of an Article 4 direction covering all of the borough's designated employment locations and town centres. Over time, the GLA and LBTH will review the longer-term changes in these locations and change the boundaries and designations as justified by objective evidence.

## Appendix 1

### LBTH Town Centre and employment designations

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# Equality Impact Assessment Screening Tool

## Section 1: Introduction

<b>Name of proposal</b>
For the purpose of this document, 'proposal' refers to a policy, function, strategy or project
Making of Article 4 Direction to remove permitted development right for changes of use from Class E to residential (Class C3)
<b>Service area and Directorate responsible</b>
Planning & Building Control, Place Directorate
<b>Name of completing officer</b>
Marc Acton Filion
<b>Head of Service</b>
Jennifer Peters

**The Equality Act 2010 places a 'General Duty' on all public bodies to have 'due regard' to the need to:**

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act
- Advance equality of opportunity between those with 'protected characteristics' and those without them
- Foster good relations between those with 'protected characteristics' and those without them

This Equality Impact Analysis provides evidence for meeting the Council's commitment to equality and the responsibilities outlined above. For more information about the Council's commitment to equality, please visit the Council's [website](#).

## Section 2: Summary of proposal being screened

Describe the proposal including the relevance of proposal to the general equality duties

and protected characteristics under the Equality Act 2010

The proposal is to make an Article 4 direction that would remove permitted development rights for changes of use from Class E uses to residential (Class C3) uses within designated locations, including all town centres, designated office locations and designated industrial locations. The proposal seeks to ensure that LBTH retains sufficient employment floorspace to meet its future employment needs and that the borough's town centres retain their vibrancy, viability and diversity.

### Section 3: Equality Impact Analysis screening

<p>Is there a risk that the policy, proposal or activity being screened disproportionately adversely impacts (directly or indirectly) on any of the groups of people listed below?</p> <p>Please consider the impact on overall communities, residents, service users and Council employees.</p> <p>This should include people of different:</p>	Yes	No	Comments
<ul style="list-style-type: none"> <li>▪ Sex</li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
<ul style="list-style-type: none"> <li>▪ Age</li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
<ul style="list-style-type: none"> <li>▪ Race</li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<p>The proposal is likely to have a positive impact on those belonging to a racial or ethnic minority, by ensuring that retail floorspace within town centres is protected and can continue to support shops that meet the needs of the borough's diverse communities.</p>
<ul style="list-style-type: none"> <li>▪ Religion or Philosophical belief</li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<p>In protecting retail and other town centre uses within the borough's town centres, the proposal is likely to support businesses that meet the needs of particular religious groups.</p>
<ul style="list-style-type: none"> <li>▪ Sexual Orientation</li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	

<ul style="list-style-type: none"> <li>▪ <b>Gender re-assignment status</b></li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
<ul style="list-style-type: none"> <li>▪ People who have a <b>Disability</b> (physical, learning difficulties, mental health and medical conditions)</li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	The proposal is likely to have a positive impact on those with a disability by protecting designated town centres and neighbourhood parades, which provide shops close to people's homes and in other accessible locations.
<ul style="list-style-type: none"> <li>▪ <b>Marriage and Civil Partnerships status</b></li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
<ul style="list-style-type: none"> <li>▪ People who are <b>Pregnant</b> and on <b>Maternity</b></li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
<p>You should also consider:</p> <ul style="list-style-type: none"> <li>▪ <b>Parents and Carers</b></li> <li>▪ <b>Socio-economic status</b></li> <li>▪ People with different <b>Gender Identities</b> e.g. Gender fluid, Non-binary etc.</li> <li>▪ Other</li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	

If you have answered **Yes** to one or more of the groups of people listed above, a **full Equality Impact Analysis is required**. The only exception to this is if you can 'justify' the discrimination (Section 4).

## Section 4: Justifying discrimination

Are all risks of inequalities identified capable of being justified because there is a:	
(i) <i>Genuine Reason</i> for implementation	<input type="checkbox"/>
(ii) The activity represents a <i>Proportionate Means</i> of achieving a <i>Legitimate Council Aim</i>	<input type="checkbox"/>
(iii) There is a <i>Genuine Occupational Requirement</i> for the council to implement this activity	<input type="checkbox"/>

## Section 5: Conclusion

Before answering the next question, please note that there are generally only two reasons a full Equality Impact Analysis is not required. These are:

- The policy, activity or proposal is likely to have **no or minimal impact** on the groups listed in section three of this document.
- Any discrimination or disadvantage identified is **capable of being justified** for one or more of the reasons detailed in the previous section of this document.

### Conclusion details

Based on your screening does a full Equality Impact Analysis need to be performed?

Yes	No
<input type="checkbox"/>	<input checked="" type="checkbox"/>

If you have answered **YES** to this question, please complete a full Equality Impact Analysis for the proposal

If you have answered **NO** to this question, please detail your reasons in the 'Comments' box below

Comments
<p>The proposal is not likely to have an adverse impact on people with any protected characteristic, or any of the additional characteristics listed above. It is likely to have a positive impact on those belonging to a racial or ethnic minority, specific religious groups and those with a disability.</p> <p>In order for the Article 4 direction to come into force, a statutory consultation is required. Following the approval of the making of the direction, officers will publicise the direction and invite representations for a period of six weeks. Any feedback of responses will be considered and will be presented to the decision-maker when the Article 4 direction is brought forward for confirmation. In order to monitor any equalities impacts, respondents will be requested to provide information on any protected characteristics.</p>

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

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

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

Notice is hereby given that the London Borough of Tower Hamlets ('the Council') made an Article 4(1) Direction ('the Direction') on 9<sup>th</sup> August 2021 under Article 4(1) of the Town and Country Planning (General Permitted Development) (England) Order 2015 ('the Order'). The Direction applies to properties shown edged in red line on the plan attached to the Direction and to development described in the Schedule below. The Direction removes for buildings and any land within their curtilage permitted development rights for the development described in the below Schedule. The Direction relates to the following areas: The Central Activities Zone; all Preferred Office Locations; all designated Local Employment Locations; the Empson Street Strategic Industrial Location; all designated Local Industrial Locations; the Canary Wharf Metropolitan Centre; all designated District Centres, Neighbourhood Centres and Neighbourhood Parades. Such development shall not be carried out within these areas unless planning permission is granted by the Council on an application made to the Council under Part III of the Town and Country Planning Act 1990 (as amended).

The Direction was made by the Council on **9<sup>th</sup> August 2021** and shall come into force on **9<sup>th</sup> August 2022**. A copy of the Direction, including a map defining the area covered, are available for inspection by viewing on the Council's website <http://www.towerhamlets.gov.uk> or by visiting the Town Hall and the Council's Idea Stores and libraries during normal opening hours.

Representations may be made concerning the Article 4 Direction between 17<sup>th</sup> August and 28<sup>th</sup> September 2021. If you wish to make representations you may do so by email to [planmaking@towerhamlets.gov.uk](mailto:planmaking@towerhamlets.gov.uk) or by post addressed to: FREEPOST, Strategic Planning, London Borough of Tower Hamlets, PO Box 55739, London, E14 2BG. Any representations must be received **by 23:59 on 28<sup>th</sup> September 2021**.

**SCHEDULE**

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

For enquiries, email: [planmaking@towerhamlets.gov.uk](mailto:planmaking@towerhamlets.gov.uk) or telephone the Plan Making Team on 020 7364 5414.

Dated this 9<sup>th</sup> August 2021.



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

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

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

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

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

This DIRECTION is made under article 4(1) of the Order and, in accordance with paragraph 1 of Schedule 3 of the Order shall come into force on 9<sup>th</sup> August 2022.

**SCHEDULE**

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

This Direction was made this 9<sup>th</sup> August 2021.

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

This Direction was confirmed this XX October 2021.

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

**THIS DIRECTION COMES INTO FORCE ON 9<sup>th</sup> AUGUST 2022  
IF CONFIRMED**

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