

Meeting of the



Tower Hamlets Council

Agenda

Wednesday, 5 October 2022 at 7.00 p.m.

VENUE

Council Chamber, 1st Floor,
Town Hall, Mulberry Place,
5 Clove Crescent,
London E14 2BG

Meeting Webcast

The meeting is being webcast for viewing through the Council's webcast system.
<http://towerhamlets.public-i.tv/core/portal/home>. The press and public are encouraged to watch the meeting on line.

Democratic Services Contact:

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Chief Executive's Office

Democratic Services
Tower Hamlets Town Hall
Mulberry Place
5 Clove Crescent
London E14 2BG

Tel **020 7364 4651**

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To the Mayor and Councillors of the London Borough of Tower Hamlets

You are summoned to attend a meeting of the Council of the London Borough of Tower Hamlets to be held in **THE COUNCIL CHAMBER, 1ST FLOOR, TOWN HALL, MULBERRY PLACE, 5 CLOVE CRESCENT, LONDON, E14 2BG** at **7.00 p.m.** on **WEDNESDAY, 5 OCTOBER 2022**

Will Tuckley
Chief Executive



Public Information

Viewing Council Meetings

Except where any exempt/restricted documents are being discussed, the public are welcome to view this meeting through the Council's webcast system.

Meeting Webcast and Public attendance

The meeting is being webcast for viewing through the Council's webcast system.
<http://towerhamlets.public-i.tv/core/portal/home> The press and public are encouraged to watch this meeting on line

Please note: It is also possible to attend meetings in person. Places in the public gallery are allocated on a first come, first served basis from the reception at the Town Hall on the day of the meeting.

Electronic agendas reports and minutes.

Copies of agendas, reports and minutes for council meetings can also be found on our website from day of publication.

To access this, click www.towerhamlets.gov.uk/committee and search for the relevant committee and meeting date.

Agendas are available on the Modern.Gov, Windows, iPad and Android apps.



QR code for
smart phone
users

Public Information

The meeting is being held at the Council's Town Hall.

Full Council is made up of the Mayor and the 45 Councillors. It's responsibilities include: deciding the Council's overall policies and setting the budget for the year. It also appoints the Council's Committees at the Annual Meeting. In addition, the Council provides opportunities to discuss local issues and is a means by which the Mayor and Cabinet can be held to account in public

The agenda for this ordinary Council meetings comprises:

- Apologies for absence from Members
- Declarations of Interests.
- Minutes of the previous meeting.
- Announcements from the Speaker or the Chief Executive of the Council.
- Petitions for presentation (over 30 signatures) or for debate (over 2000 signatures). A maximum of 4 Petitions that meet the criteria may be discussed taken in the order of receipt.
- Mayor's report followed by Opposition Leader's response. Written report (if any) to be published shortly before the meeting.
- Main Motion debates (including any amendments received)
- Reports requiring Full Council approval
- Member Questions (30 minutes). Questions not put to receive a written response.
- Motions from Members received on notice (including any amendments received). Consideration of these subject to time constraints.
- Any Urgent motions from Members.

Further details on the process for considering these items is set out on the covering reports in the agenda.

How can I watch the meeting?

Except when an exempt item is under discussion, the meeting will be broadcast live for public viewing via our Webcasting portal <https://towerhamlets.public-tv/core/portal/home>. Details of the broadcasting arrangements will be published on the agenda front sheet.

Public Attendance and Conduct at Meetings

The public may also watch the Council meeting in the public gallery. To attend please collect a ticket from reception at the town hall. We request that you show courtesy to all present and do not interrupt the meeting. The intention is not to specifically webcast members of the public, however, it is possible that you may be filmed in the background. By attending the meeting you are agreeing to this condition.

Please also switch off mobile phones or turn them on silent.

If you are scheduled to present a petition in person at the meeting, please sit in the reserved seating in the front row. You will be called to address the meeting at the appropriate time

If the fire alarm rings please follow the instructions of the Facilities Staff who will direct you to the exits.



Procedure at the meeting.

Just before the start of the meeting, the macebearer will ask everyone to be upstanding for the Speaker. The Speaker of the Council is the Chair of the meeting and is in charge of the debate. Their role is to control the meeting, including the order of speakers, and to ensure that the business is carried out properly. The Speaker will confirm the expected meeting etiquette for Council meeting, including the following:

- The Speaker will determine the order of speakers - usually from a list of speakers.
- That any online participants must mute their microphones when not speaking.
- Such participants should also switch off their cameras when not speaking.
- All Members may contribute to the discussions, but only the Members physically present in the chamber may vote on items requiring a decision.

Order of business

The Speaker may agree to change the order of business at the meeting. In addition, the Speaker may adjourn the meeting for a period of time or agree an extension to the time limit for the meeting (by up to half hour beyond the three-hour limit). To change the order of business, a Member will need to formally move a motion seeking approval for the requested change. Any such motions will be put to the vote.

Voting

The items requiring a decision will normally be determined by a show of hands or an electronic vote (by Members present in the meeting room). If there are an equal number of votes for and against an item of business, the Speaker will have a second or casting vote.

Decisions and Minutes

The decisions will be published on the website 2 days after the meeting. The draft minutes will be published around 10 working days after the meeting.

Publication of Agenda papers.

Electronic copies of the Council agenda will be published on the Council's Website on the relevant Committee pages at least five clear working days before the meeting.

To view meeting papers and to be alerted when agendas have been published visit: www.towerhamlets.gov.uk/committee. Council documents are also available on 'Mod.Gov' iPad, Android and Windows tablet apps downloadable for free from their respective app stores.

Publication of tabled papers

Any additional documents (such as the Mayor's report, amendments to motions and urgent motions) will normally be published on the Council meeting website either shortly before or during the meeting.



London Borough of Tower Hamlets

Council

Wednesday, 5 October 2022

7.00 p.m.

PAGE NUMBER

1. APOLOGIES FOR ABSENCE

To receive any apologies for absence.

2. DECLARATIONS OF DISCLOSABLE PECUNIARY INTERESTS AND OTHER INTERESTS

9 - 10

Members are reminded to consider the categories of interest, identified in the Code of Conduct for Members to determine; whether they have an interest in any agenda item and any action they should take. For further details, see the attached note from the Monitoring Officer.

Members are also reminded to declare the nature of the interest at the earliest opportunity and the agenda item it relates to. Please note that ultimately it is the Members' responsibility to identify any interests and also update their register of interests form as required by the Code.

If in doubt as to the nature of an interest, you are advised to seek advice prior to the meeting by contacting the Monitoring Officer or Democratic Services.

3. MINUTES

11 - 46

To confirm as a correct record of the proceedings the unrestricted minutes of the Ordinary Meeting of the Council held on Wednesday 27 July 2022.

4. TO RECEIVE ANNOUNCEMENTS (IF ANY) FROM THE SPEAKER OF THE COUNCIL OR THE CHIEF EXECUTIVE

5. TO RECEIVE PETITIONS

47 - 52

The Council Procedure Rules provide for a maximum of four petitions to be discussed at an Ordinary Meeting of the Council.

The attached report presents the received petitions to be discussed. Should any additional petitions be received they will be listed to be noted



but not discussed.

6. MAYOR'S REPORT

The Council's Constitution provides for the Elected Mayor to give a report at each Ordinary Council Meeting.

A maximum of six minutes is allowed for the Elected Mayor's report, following which the Speaker of the Council will invite the leaders of the opposition groups to respond for up to two minutes each should they so wish. Following those contributions, the Mayor may reply for up to two minutes.

7. ADMINISTRATION MOTION DEBATE

53 - 56

To debate a Motion submitted by the Administration in accordance with Rules 11 and 13 of the Council's Constitution. The debate will last for a maximum of 30 minutes.

8. OPPOSITION MOTION DEBATE

57 - 58

To debate a Motion submitted by the Opposition Group in accordance with Rules 11 and 13 of the Council's Constitution. The debate will last for a maximum of 30 minutes.

9. REPORTS FROM THE EXECUTIVE AND THE COUNCIL'S COMMITTEES

Nil items.

10. OTHER BUSINESS

10.1 Spitalfields Neighbourhood Plan – Post-Referendum Adoption

59 - 272

11. TO RECEIVE WRITTEN QUESTIONS FROM MEMBERS OF THE COUNCIL

273 - 278

The questions which have been received from Councillors to be put at this Council meeting are set out in the attached report. A maximum period of 30 minutes is allocated to this agenda item.

12. TO CONSIDER MOTIONS SUBMITTED BY MEMBERS OF THE COUNCIL

279 - 286

The motions submitted by Councillors for debate at this meeting are set out in the attached report.



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Agenda Item 2

DECLARATIONS OF INTERESTS AT MEETINGS– NOTE FROM THE MONITORING OFFICER

This note is for guidance only. For further details please consult the Code of Conduct for Members at Part C, Section 31 of the Council's Constitution

(i) Disclosable Pecuniary Interests (DPI)

You have a DPI in any item of business on the agenda where it relates to the categories listed in **Appendix A** to this guidance. Please note that a DPI includes: (i) Your own relevant interests; (ii) Those of your spouse or civil partner; (iii) A person with whom the Member is living as husband/wife/civil partners. Other individuals, e.g. Children, siblings and flatmates do not need to be considered. Failure to disclose or register a DPI (within 28 days) is a criminal offence.

Members with a DPI, (unless granted a dispensation) must not seek to improperly influence the decision, must declare the nature of the interest and leave the meeting room (including the public gallery) during the consideration and decision on the item – unless exercising their right to address the Committee.

DPI Dispensations and Sensitive Interests. In certain circumstances, Members may make a request to the Monitoring Officer for a dispensation or for an interest to be treated as sensitive.

(ii) Non - DPI Interests that the Council has decided should be registered – (Non - DPIs)

You will have 'Non DPI Interest' in any item on the agenda, where it relates to (i) the offer of gifts or hospitality, (with an estimated value of at least £25) (ii) Council Appointments or nominations to bodies (iii) Membership of any body exercising a function of a public nature, a charitable purpose or aimed at influencing public opinion.

Members must declare the nature of the interest, but may stay in the meeting room and participate in the consideration of the matter and vote on it **unless:**

- A reasonable person would think that your interest is so significant that it would be likely to impair your judgement of the public interest. **If so, you must withdraw and take no part in the consideration or discussion of the matter.**

(iii) Declarations of Interests not included in the Register of Members' Interest.

Occasions may arise where a matter under consideration would, or would be likely to, **affect the wellbeing of you, your family, or close associate(s) more than it would anyone else living in the local area** but which is not required to be included in the Register of Members' Interests. In such matters, Members must consider the information set out in paragraph (ii) above regarding Non DPI - interests and apply the test, set out in this paragraph.

Guidance on Predetermination and Bias

Member's attention is drawn to the guidance on predetermination and bias, particularly the need to consider the merits of the case with an open mind, as set out in the Planning and Licensing Codes of Conduct, (Part C, Section 34 and 35 of the Constitution). For further advice on the possibility of bias or predetermination, you are advised to seek advice prior to the meeting.

Section 106 of the Local Government Finance Act, 1992 - Declarations which restrict Members in Council Tax arrears, for at least a two months from voting

In such circumstances the member may not vote on any reports and motions with respect to the matter.

Further Advice contact: Janet Fasan, Director of Legal and Monitoring Officer, Tel: 0207 364 4348.

APPENDIX A: Definition of a Disclosable Pecuniary Interest

(Relevant Authorities (Disclosable Pecuniary Interests) Regulations 2012, Reg 2 and Schedule)

Subject	Prescribed description
Employment, office, trade, profession or vacation	Any employment, office, trade, profession or vocation carried on for profit or gain.
Sponsorship	Any payment or provision of any other financial benefit (other than from the relevant authority) made or provided within the relevant period in respect of any expenses incurred by the Member in carrying out duties as a member, or towards the election expenses of the Member. This includes any payment or financial benefit from a trade union within the meaning of the Trade Union and Labour Relations (Consolidation) Act 1992.
Contracts	Any contract which is made between the relevant person (or a body in which the relevant person has a beneficial interest) and the relevant authority— (a) under which goods or services are to be provided or works are to be executed; and (b) which has not been fully discharged.
Land	Any beneficial interest in land which is within the area of the relevant authority.
Licences	Any licence (alone or jointly with others) to occupy land in the area of the relevant authority for a month or longer.
Corporate tenancies	Any tenancy where (to the Member's knowledge)— (a) the landlord is the relevant authority; and (b) the tenant is a body in which the relevant person has a beneficial interest.
Securities	Any beneficial interest in securities of a body where— (a) that body (to the Member's knowledge) has a place of business or land in the area of the relevant authority; and (b) either— (i) the total nominal value of the securities exceeds £25,000 or one hundredth of the total issued share capital of that body; or (ii) if the share capital of that body is of more than one class, the total nominal value of the shares of any one class in which the relevant person has a beneficial interest exceeds one hundredth of the total issued share capital of that class.

LONDON BOROUGH OF TOWER HAMLETS

MINUTES OF THE COUNCIL

HELD AT 7.00 P.M. ON WEDNESDAY, 27 JULY 2022

**THE COUNCIL CHAMBER, 1ST FLOOR, TOWN HALL, MULBERRY PLACE, 5
CLOVE CRESCENT, LONDON, E14 2BG**

Members Present:

Mayor Lutfur Rahman	Councillor Kabir Hussain
Councillor Faroque Ahmed	Councillor Kamrul Hussain
Councillor Kabir Ahmed	Councillor Shubo Hussain
Councillor Leelu Ahmed	Councillor Sirajul Islam
Councillor Musthak Ahmed	Councillor Ahmodul Kabir
Councillor Saied Ahmed	Councillor Ahmodur Khan
Councillor Shafi Ahmed	Councillor Sabina Khan
Councillor Suluk Ahmed	Councillor James King
Councillor Sabina Akhtar	Councillor Amy Lee
Councillor Asma Begum	Councillor Abdul Malik
Councillor Nathalie Bienfait	Councillor Abdul Mannan
Councillor Rachel Blake	Councillor Ana Miah
Councillor Mufedah Bustin	Councillor Ayas Miah
Councillor Bodrul Choudhury	Councillor Harun Miah
Councillor Gulam Kibria Choudhury	Councillor Amin Rahman
Councillor Jahed Choudhury	Councillor Rebaka Sultana
Councillor Abu Chowdhury	Councillor Maium Talukdar
Councillor Mohammad Chowdhury	Councillor Bellal Uddin
Councillor Marc Francis	Councillor Abdal Ullah
Councillor Peter Golds	Councillor Abdul Wahid
Councillor Iqbal Hossain	

Members Present Virtually:

Councillor Asma Islam

During the meeting, the Council agreed to vary the order of business to consider: Agenda Item 13.1, an urgent motion regarding the Youth Offending Services report and Agenda Item 12.1, Motion regarding the Council's Finances before the conclusion of Agenda Item 11 Member Questions. To aid clarity, the Minutes are presented in the order that the items originally appeared on the agenda

The Speaker of the Council, Councillor Shafi Ahmed in the Chair

The Speaker of the Council provided his update to the Council. He noted that this had been a busy couple of months, both for himself as the new Speaker and fellow new Councillors. There had been a lot of learn. However he had made every effort to commence his duties quickly. The highlights included:

- Civic engagements to celebrate the Queen's Platinum Jubilee including the lighting of the beacon at the Tower of London, a special citizenship ceremony at St George's Town Hall and community celebrations.
- A courtesy call from representatives of the Royal Navy of Oman, who were berthed in the Borough's docks.
- A new civic Mayors induction day with fellow civic colleagues.
- The launch of the Queen Victoria Seamen's Rest Centres, a longstanding charity who provided shelter for those in need.
- The Disability Sports Day at Mile End Stadium.
- Attending the historic annual rent ceremony at Billingsgate Market.
- A number of Eid events in the community and other celebration events.
- Numerous other community events.

He also noted the recent census figures, showing that the Borough has the highest population growth of all the London Borough's. He welcomed the new residents to the Borough.

The Speaker also had the honour of becoming a dementia friend, an amazing programme run by the Alzheimer's Society. He encouraged others to do the same.

He was also pleased to announce that he had chosen the Tower Project and in particular their Autism Services as his chosen Charity. He looked forward to working with them and fundraising for them over the coming year.

Finally turning to sad news. The Speaker offered his condolences to Councillor Abdul Wahid on the recent loss of his father. He also paid tribute to and spoke in remembrance of:

- Mr Enam Ali MBE, FRSA, who founded the British Curry Awards, Spice Business Magazine and Ion TV
- Mark Baynes, East End Enquirer website owner and well know campaigner in Tower Hamlets

The Council sent their best wishes to their family and friends.

The Speaker also reported that, to better space out this year's Council meetings, he had agreed to move the next meeting from 28 September to 5 October 2022.

Procedural Motion

Councillor Maium Talukdar **moved** a procedural motion under Council Procedure Rule, 11.2 that an urgent motion be considered on the Youth Offending Services Report, as set out in the supplementary agenda. The

Speaker of the Council indicated that he accepted the grounds for urgency. The procedural motion was put to the vote and was **agreed**.

The Speaker of the Council also agreed to accept an urgent question from Councillor Peter Golds under Council Procedural Rule 10.4, as set out in the supplementary agenda. The Speaker indicated that he accepted the reasons for urgency.

1. APOLOGIES FOR ABSENCE

Apologies for absence were received on behalf of:

- Councillor Ohid Ahmed
- Councillor Amina Ali
- Councillor Maisha Begum and
- Councillor Saif Uddin Khaled

2. DECLARATIONS OF DISCLOSABLE PECUNIARY INTERESTS AND OTHER INTERESTS

Councillor Nathalie Bienfait declared a Non - Disclosable Pecuniary Interest in Agenda Item 5.1, Petition regarding the Antill Road vehicle filter. This was on the basis of the Councillor's involvement in setting up the Petition.

Councillor Iqbal Hossain declared a Non - Disclosable Pecuniary Interest in Agenda item 5.2, Petition regarding the Silvertown Tunnel. This was because he had recently attended an event held by the Stop the Silvertown Tunnel group.

3. MINUTES

RESOLVED:

1. That the unrestricted minutes of the Annual General Council meeting held on Wednesday 25th May 2022 be confirmed as a correct record and the Speaker be authorised to sign them accordingly:

4. TO RECEIVE ANNOUNCEMENTS (IF ANY) FROM THE SPEAKER OF THE COUNCIL OR THE CHIEF EXECUTIVE

The Chief Executive, Will Tuckley provided his regular update to the Council meeting, highlighting the following issues:

- Covid rates and vaccines. Rates of covid infection have been rising in the Borough as everywhere, but appeared to be slowing. The Council were working with the NHS to provide further boosters for over 50 year olds and others in Autumn and to deliver flu vaccines and a variety of childhood immunisations.
- Inspections. He noted the findings of the Youth Offending Service report and the work underway to deliver improvements. He also noted the more positive findings of the recent unannounced Ofsted inspection

looking at Children in Care. Further details will be made available on 31st August, when the letter was due to be published. The Council have also received a positive letter from the Ombudsman service for England and Wales regarding improvements in the Council's performance in dealing with complaints.

- He also expressed best wishes to Judith St John, (Director of Culture and Children's Commissioning), in view of her retirement from the Council after 34 years of service. He also acknowledged the work of the Member recruitment Panel to appoint a successor. An announcement would be made soon.
- Continuing success at Awards. He congratulated the Strategic Planning Team on winning the London Planning Team of the Year at the Royal Town Planning Institute awards. He also expressed appreciation for the work of the parks services, as Bartlett Park had been awarded a green flag bringing the Council's total to 13.

5. TO RECEIVE PETITIONS

5.1 Petition regarding Keep Antill Road vehicle filter

Amanda Franco addressed the meeting on behalf of the petitioners and responded to questions from Members. Councillor Kabir Hussain, Cabinet Member for Environment and the Climate Emergency then responded to the matters raised in the petition. He stated that he was mindful of the harmful impacts of air pollution on people's health. However, he felt that the low traffic policies, pursued by the previous Administration, caused more pollution and traffic. He also stated that the Council were committed to becoming carbon neutral by 2025. In view of this, the Administration were working on a range of measures. This included: increasing tree planting, providing additional charging points for vehicles and other measures. He thanked the Petitioners for their engagement.

RESOLVED:

1. That the petition be referred to the Corporate Director, Place for a written response within 28 days.

5.2 Petition regarding the Silvertown Tunnel

Dr Jackie Applebee addressed the meeting on behalf of the petitioners, and responded to questions from Members. Councillor Kabir Hussain, Cabinet Member for Environment and the Climate Emergency, then responded to the matters raised in the petition. The Administration welcomed steps to reduce pollution and ease congestion in the Borough. They were of the view that the Silvertown Tunnel will help achieve this and achieve a greener borough. He thanked the Petitioner for their engagement.

RESOLVED:

1. That the petition be referred to the Corporate Director, Place for a written response within 28 days.

6. MAYOR'S REPORT

Mayor Lutfur Rahman presented his report to the Council.

The Opposition Group Leader, Councillor Sirajul Islam then responded briefly to the Mayor's report.

Mayor Rahman provided concluding remarks

7. ADMINISTRATION MOTION DEBATE REGARDING ADOPTION OF THE ASPIRE MANIFESTO

Councillor Maium Talukdar **moved** and Councillor Jahed Choudhury **seconded** the motion as printed in the agenda.

Following debate, the motion was put to a vote and was **agreed**

RESOLVED:

This Council notes:

- The mandate given to Mayor Lutfur Rahman and the Aspire Group of Tower Hamlets to implement their manifesto.
- That this manifesto will radically restructure the balance of economic and social power in the Borough of Tower Hamlets.
- That the Mayor and the Aspire Party will aim to implement most – if not all – of the policies and pledges by the end of the current Mayoral term.

This Council believes:

- That the Aspire manifesto should serve as the basis of the Council's policy platform for the coming term.
- That this manifesto will enable the Mayor and his Council to:
 - Tackle the cost of living crisis
 - Build green, affordable and sustainable homes for the future
 - Accelerate and develop lifelong, educational opportunities in the borough
 - Make Tower Hamlets a hub of culture, business, jobs and leisure
 - Invest in public services
 - Empower the communities of Tower Hamlets, fight crime and make the Borough's streets a safe place to live.
 - Provide a cleaner, greener future for all residents.

- Give residents a Council that listens to their needs, concerns and ideas

This council resolves:

- That this Manifesto should be incorporated into the London Borough of Tower Hamlets' official policy platform and programme for the full duration of this Mayoral term

8. **OPPOSITION MOTION DEBATE- REGARDING EMERGENCY BUDGET TO TACKLE THE COST OF LIVING CRISIS**

Councillor Marc Francis **moved** and Councillor Mufeedah Bustin **seconded** the motion as printed in the agenda.

Councillor Kabir Ahmed **moved** and Councillor Maium Talukdar **seconded** the following amendment as set out in the supplementary agenda

Additions underlined

Deletions struck through

This Council notes:

- The steep increases in the costs of energy and food since the war in Ukraine began in February 2022 and the impact this is already having on Tower Hamlets' poorest residents;
- Councillors agreed a woefully inadequate £200,000 increase in the Residents Support Scheme (Local Welfare Assistance) in the 2022/23 Budget meeting in March specifically to help residents struggling with their energy bills;
- Councillors also agreed an additional £370,000 in the same Full Council meeting for the continuation of the Food Distribution Hub in 2022/23;
- The People of Tower Hamlets were not impressed with the measures and voted for a new approach.
- With this resounding mandate, the Mayor has already agreed a Cost of Living package worth nearly £3 million at Cabinet on 11th July 2022 and agreed to incorporate his Manifesto into Council Policy at this Council Meeting.

This Council believes:

- This cost of living crisis demands an urgent response from both central, regional and local government if we are to prevent even worse levels of poverty and destitution;

- The Chancellor's statement on 26th May ~~only goes a small way is~~ nowhere near sufficient in easing the cost of living crisis, especially for those on the lowest incomes;
- Tower Hamlets Council is now set to receive income significantly higher than originally anticipated in February 2021 and even March 2022 ~~and that while~~. While some of this is due to be allocated, enough remains to ~~give some scope for~~ ringfence further measures funds to be reserved for future investment to support Tower Hamlets' poorest residents over the next two years.

This Council therefore resolves:

- ~~To call on the Mayor of Tower Hamlets to bring forward a full Emergency Budget, including the following measures specifically designed to ease the financial burden on our poorest residents over the years 2022/23 and 2023/24:~~
 - ~~To increase the "Standard Utilities Allowance" used in the calculation of Homecare charges from £5 a week back to £15 a week as of 1st April 2022 (estimated cost £250,000);~~
 - ~~To allocate a sum of £500,000 to top-up the Discretionary Housing Payment funding pot to the same level as 2021/22, so LBTH can help more tenants affected by the Tory Government's "Bedroom Tax", Benefit Cap and Local Housing Allowance (LHA) "freeze" on their Housing Benefit / Universal Credit entitlement;~~
 - ~~To allocate a £500,000 Council Tax "Hardship Fund" for residents struggling with these bills, including self-employed residents affected by the use of DWP's Minimum Income Floor in calculating their entitlement to Council Tax Support and disabled residents whose Disability Living Allowance (DLA) or Personal Independence Payment (PIP) is included as "income";~~
 - ~~Set aside a total sum of £100,000 to award one-off grants to the voluntary food-banks operating in Tower Hamlets in 2022/23 so that they are better able to ensure no one goes hungry in the East End this year;~~
 - ~~Add a further one-off top up of £200,000 to LBTH's own Residents Support Scheme pot to help those who are unable to afford essential white goods, utility bills or who are in difficulty with priority debts;~~
 - ~~Allocate an additional sum of £150,000 to the School Uniform Grant funding to enable an increase in the £110 allowance per child agreed in 2019/20 and a second payment to be made for each eligible child, for example when starting Primary School;~~
 - ~~Fully utilise the expected £1.75 million allocated from the Department for Education's Holiday Activity & Food Programme (HAFP) in 2022/23 and aside an additional sum of £250,000 to cover the removal of contingency funding so as to ensure every~~

~~child in receipt of free school meals has access to a nourishing lunchtime meal throughout the summer holidays;~~

- ~~• Explore options for the immediate extension of Free School Meals from September 2022 onwards to the parents of secondary school children where they are in receipt of Universal Credit, but currently have a household income of more than £7,400.~~

This Council therefore resolves:

- To congratulate the Mayor on the historic win in the May elections and the clear mandate this gives him to implement his manifesto.
- To support all measures needed to implement the will of the People
- To give the Mayor the time and space to implement the Vision he put before the People of Tower Hamlets, outlined in the Aspire Manifesto and confirmed at this Full Council meeting.
- This includes:
 - Freezing Council Tax for four years
 - Investing in the provision of care for vulnerable members of the Borough, both adults and children
 - Providing sufficient remuneration for care workers to ensure they are adequately rewarded for their work and not left to struggle from day to day
 - Protecting tenants from revenge and unfair evictions
 - Establishing a homelessness fund to protect those living rough in the Borough and those in temporary accommodation
 - Establishing a fund to support young people who want to stay in education post 16, ensuring they are not punished for their family's income or background, or prevented from pursuing their ambitions and potential.

This Council also resolves to adopt and implement with urgency the Strategic Plan designed by the Mayor and Officers to be agreed at the next Cabinet on the 1st of August, to accelerate the implementation of the above-mentioned measures

Following debate, the amendment **moved** by Councillor Kabir Ahmed was put to a vote and was **agreed**.

The motion as amended by Councillor Kabir Ahmed was put to a vote and was **agreed**

RESOLVED:**This Council notes:**

- The steep increases in the costs of energy and food since the war in Ukraine began in February 2022 and the impact this is already having on Tower Hamlets' poorest residents;
- Councillors agreed a woefully inadequate £200,000 increase in the Residents Support Scheme (Local Welfare Assistance) in the 2022/23 Budget meeting in March specifically to help residents struggling with their energy bills;
- Councillors also agreed an additional £370,000 in the same Full Council meeting for the continuation of the Food Distribution Hub in 2022/23;
- The People of Tower Hamlets were not impressed with the measures and voted for a new approach.
- With this resounding mandate, the Mayor has already agreed a Cost of Living package worth nearly £3 million at Cabinet on 11th July 2022 and agreed to incorporate his Manifesto into Council Policy at this Council Meeting.

This Council believes:

- This cost of living crisis demands an urgent response from both central, regional and local government if we are to prevent even worse levels of poverty and destitution;
- The Chancellor's statement on 26th May is nowhere near sufficient in easing the cost of living crisis, especially for those on the lowest incomes;
- Tower Hamlets Council is now set to receive income significantly higher than originally anticipated in February 2021 and even March 2022. While some of this is due to be allocated, enough remains to ringfence further funds to be reserved for future investment to support Tower Hamlets' poorest residents over the next two years.

This Council therefore resolves:

- To congratulate the Mayor on the historic win in the May elections and the clear mandate this gives him to implement his manifesto.
- To support all measures needed to implement the will of the People
- To give the Mayor the time and space to implement the Vision he put before the People of Tower Hamlets, outlined in the Aspire Manifesto and confirmed at this Full Council meeting.

- This includes:
 - Freezing Council Tax for four years
 - Investing in the provision of care for vulnerable members of the Borough, both adults and children
 - Providing sufficient remuneration for care workers to ensure they are adequately rewarded for their work and not left to struggle from day to day
 - Protecting tenants from revenge and unfair evictions
 - Establishing a homelessness fund to protect those living rough in the Borough and those in temporary accommodation
 - Establishing a fund to support young people who want to stay in education post 16, ensuring they are not punished for their family's income or background, or prevented from pursuing their ambitions and potential.
- This Council also resolves to adopt and implement with urgency the Strategic Plan designed by the Mayor and Officers to be agreed at the next Cabinet on the 1st of August, to accelerate the implementation of the above-mentioned measures.

9. REPORTS FROM THE EXECUTIVE AND THE COUNCIL'S COMMITTEES

9.1 Report of the Overview and Scrutiny Committee: Overview and Scrutiny Annual Report 2021-22

The Council considered the report of the Overview and Scrutiny Committee setting out it's Annual Report

RESOLVED:

1. To note the Annual Report of the Overview and Scrutiny Committee for 2021-22

9.2 Report of the Standards Advisory Committee: Standards Advisory Committee Annual Report 2021-22

The Council considered the report of the Standard's Advisory Committee setting out it's Annual report.

RESOLVED

1. To note the Annual Report of the Standards Advisory Committee for 2021-22.

9.3 Report of the Corporate Parenting Board: Corporate Parenting Board Annual Report 2021

The Council considered the report of the Corporate Parenting Board setting out it's Annual Report 2021

RESOLVED

1. To note the Annual Report of the Corporate Parenting Board 2021-2022

10. OTHER BUSINESS**10.1 Administrative Matters, Committee Chairs, Member Allowances Scheme**

The Council considered the report relating to Administrative matters.

Councillor Maium Talukdar **moved** and Councillor Gulam Kibria Choudhury **seconded** a proposal that Councillor Jahed Choudhury be elected Chair of the Audit Committee for the remainder of the 2022/23 Municipal year. This proposal was put to a vote and was agreed.

RESOLVED

1. Agree to elect Councillor Jahed Choudhury Chair of the Audit Committee for the remainder of the 2022/23 Municipal year.
2. To agree to the following amendments to the Member Allowances Scheme:
 - a. To remove the Special Responsibility Allowance for the Chief Whip
 - b. To agree the amendment set out in Paragraph 3.7 of the report clarifying the definition of a Co-opted Member in relation to the Member Allowances Scheme

11. TO RECEIVE WRITTEN QUESTIONS FROM MEMBERS OF THE COUNCIL

The following questions and in each case supplementary questions were put (except where indicated) and were responded to by the Mayor or relevant Executive Member:

11.1 Question from Councillor Jahed Choudhury:

Will the Mayor provide an update on how this Council plans to alleviate the current cost of living crisis on the residents of our borough, and any specific measures that have either been implemented or are likely to be implemented in the near future?

Response of Councillor Saied Ahmed, Cabinet Member for Resources and the Cost of Living:

At the meeting on 11th July 2022, Cabinet approved a package, of just under £3 million, to ease the cost of living crisis for 26,000 residents in the Borough. The Council has a Residents Support Grant Scheme, which distributes £600,000 in grants for white goods every year. This year, this has been increased to £800,000 to further support those who are struggling in the energy crisis. Regarding Council Tax, we will explore ways of helping the self employed on low income. We believe that they should receive the same benefit as those receiving wages.

At this point in the meeting, the Speaker invited Councillor Peter Golds to ask his question as set out in the supplemental agenda, under urgency procedures:

Question from Councillor Peter Golds:

Would the Mayor comment on the police raid of the former Isle of Dogs Police Station during on the evening of Sunday, 24th July, which was being used as a Cannabis factory. Would the Mayor also comment on the police statement that the premises had been sold in February 2022, although land registry records show the ownership of the building to be the Metropolitan Police?

Response of Mayor Lutfur Rahman:

It saddens me that public places are used in this way to grow cannabis. Not only here but at the Davenant Centre, due to this premises being left empty and the users wrongly ejected. This was a great premises. Its shameful and totally unacceptable.

This is a high crime Borough and the closure of the Police Station was wrong. Tackling crime was a top priority of our previous Administration. We invested in 55 Police Officers and Tower Hamlets Enforcement Officers (THEOs) and CCTV cameras. We also upgraded state of the art CCTV systems. I appreciate the money that has been allocated towards CCTV at this time. But we are a crime ridden Borough.

Fighting crime is one of our Manifesto pledges. We want everyone, our youngsters, our women and our elders to feel safe. We will be investing in more Police Officers. We are already in discussions with the appropriate authorities and the outgoing and now the Acting Borough Commander regarding measures. For example, we are looking at investing in more THEOs. Most importantly, we want a joined up approach to fighting crime and to achieve this, we need to invest in youth services and public services to make sure we work collectively to bring down crime.

Supplementary question from Councillor Peter Golds:

I was delighted to hear the Mayor refer to both the Isle of Dogs and the Davenant Centre, as well as the meetings with the Borough Commander. Can

you assure the Council and residents that you will be asking the Police about the theft of the electricity to support the cannabis factory and the action to recover the money?

Mayor Lutfur Rahman's response:

Yes. We want to see a base for the Police on the Island. We have approached the Borough Commander about this and will continue to discuss this with the appropriate authorities.

11.2 Question from Councillor Sirajul Islam:

Further to the announcement of the re-opening of the Rushmere One Stop Shop, can the Mayor confirm whether this will be permanent to ensure it remains open for residents for the foreseeable future?

Response of Mayor Lutfur Rahman:

We had four such shops during my previous Administration. Councillor Sirajul Islam was the Deputy Mayor under the Labour Administration. They closed three of them. I can assure you that by closing such facilities, the Council has deprived those who are not IT literate, the elderly and the infirm from face to face services from Council Officers. We are reviewing that. We have asked for the Rushmere One Stop Shop to remain open. I can assure you that we will have face to face services across the borough

Procedural Motion

Councillor Kabir Ahmed **moved** and Councillor Maium Talukdar **seconded** a procedural motion that under Council Procedure Rule 12.1 (c) the urgent motion relating to Youth Offending Services Report is considered as the next item of business. The Speaker indicated that he was satisfied that there were exceptional circumstances to permit such a change. The procedural motion was put to the vote and was **agreed**. (Motion set out at the end of these minutes)

Following the consideration of the urgent motion, Councillor Kabir Ahmed **moved** and Councillor Maium Talukdar **seconded** a procedural motion that under Council Procedure Rule 12.1 (c), Agenda item 12.1, Motion relating to the Council Finances is considered as the next item of business. The Speaker indicated that he was satisfied that there were exceptional circumstances to permit such change. The procedural motion was put to the vote and was **agreed**. (Motion set out under Item 12.1 in these minutes)

The Speaker of the Council moved a procedural motion that under Council Procedure Rule 9.1 the meeting be extended for 20 minutes to allow for the full 30 minutes to be allocated to hearing Member Questions. (Time being 9:55pm). This was put to the vote and was **defeated**.

11.3 Question from Councillor Bodrul Choudhury:

Many families are having to make the choice between eating and heating, often to the detriment of the educational needs of our Borough's children. Will the Mayor clarify how his Council will be safeguarding our young people from the current crisis, both inside and outside of the classroom?

Response of Councillor Maium Talukdar, Deputy Mayor and Cabinet Member for Education, Youth and Lifelong Learning Statutory Deputy Mayor:

This Administration is serious about delivering for the people of Tower Hamlets. Education and Children's services is one of our top priorities. The Mayor has already announced £2.7 M for cost of living support. We are also looking into investing into free school meals for secondary schools and reintroducing University grants/ Education Maintenance Allowances.

There were many other good measures on the way.

11.4 Question from Councillor Marc Francis:

Will the Mayor and Lead Member for Housing set out the actions he intends to take to ensure social landlords in Tower Hamlets that are underperforming in terms of housing management, repairs and accountability to residents are required to take decisive action to improve those services?

Response of Councillor Kabir Ahmed, Cabinet Member for Regeneration, Inclusive Development and Housebuilding:

The Council has a close working relationship with 15 Housing Associations that provide 38,557 homes. The partnership is the Tower Hamlets Housing Forum. Where performance is unsatisfactory, the Council meet with the Housing Association to agree an action plan with timescales for improvements. If performance remains consistently substandard, the Council can make a referral to the Housing Ombudsman and the Regulators.

In terms of scrutiny involvement, I am happy to work with you and the scrutiny committee to address specific issues with Housing Associations. I am in support of working collaboratively to challenge poor practice and lack of service delivery.

Supplementary question from Councillor Marc Francis:

In respect of Clarion Housing in Bow, I am aware that a large number of residents are unable to report repairs due to a cyber attack. This situation is intolerable and has gone on for nearly 6 weeks. Something needs urgently to be done. I have emailed the Mayor about Clare House, which was also an urgent situation. Can you set up a meeting with yourself, the Mayor and all of us who represent the tenants to look into this and get decisive action.

Councillor Kabir Ahmed's response to supplementary question:

I will work across the house to challenge bad practice. I am happy for us to join a cross party meeting with the Mayor, so we can send a unified message to landlords who are failing in their duty of care of their residents.

Question 11.5 – 11.22 were not put due to lack of time. (Written responses to follow)

12. TO CONSIDER MOTIONS SUBMITTED BY MEMBERS OF THE COUNCIL

12.1 Motion regarding the Council's Finances

Councillor Saied Ahmed **moved** and Councillor Jahed Choudhury **seconded** the motion as printed in the agenda

Councillor James King **moved** and Councillor Rachel Blake **seconded** the following amendment as set out in the supplementary agenda

This Council notes that:

- Labour inherited a deficit from the previous Tower Hamlets First administration (now Aspire) when it won power of the Council in 2015.
- The Council at this time was run by Government Commissioners due to the mismanagement of finances by the Tower Hamlets First administration.
- The Labour administration worked hard under the guidance of the Commissioners to bring the budget under control.
- From 2015 the Government's spending review failed to fund Local Authorities adequately. Councils were told to manage within their means at times of great austerity, leading to a number of Councils filing for a Section 114 notice – essentially filing for bankruptcy. Despite this context, the Labour administration built up the Council's finances and healthy reserves.
- These reserves were built up by Labour to safeguard our residents from future Conservative government austerity, especially given the rhetoric displayed by the two candidates for the Conservative Party leadership.
- the Aspire Manifesto Priorities for 2022 to 2026 point to rebuilding Tower Hamlets and rebuilding our future building on the strong work of the previous Labour administration for the future of our residents.
- the Residents of Tower Hamlets overwhelmingly endorsed that vision.
- that progress on those aspirations can only be achieved in a stable financial environment, which the inherited Council finances do not provide. provided by the previous Labour administration.
- the mishandling and mismanagement of the Council's accounts by the previous administration
- administration issues which occurred outside of the control of the previous Labour administration has led to:

- Outstanding Audit Certificates for the years 2016/2017 and 2017/2018, thus rendering the Audits for those years incomplete
 - The Audits for 2018/2019, 2019/2020 and 2020/2021 remain incomplete -statutory deadlines have been missed.
 - The Audit for the last financial year (2021/2022) will not be completed by the statutory deadlines due to the unresolved backlog outlined above.
 - This year's audit (2022/2023) hasn't started due to the delay from previous years
- The external auditor has given draft qualified audit opinions for 2018/2019 and 2019/2020 citing:
 - Insufficient appropriate quality supporting working papers for audit from management
 - Delays in receiving information and explanations in response to subsequent audit queries
 - Other technical accounting errors that have required correction
 - The Council received an independent expert report from Worth Technical Accounting Solutions which was presented to the Audit Committee in January 2021, and a finance improvement plan was subsequently put in place.
 - Progress on the finance improvement plan has been reported to the Audit Committee at every meeting since January 2021, and the update can be found in each agenda's report pack.
 - ~~the scale of the failure in the Council's financial accounts is so big and has been unresolved for so long that a 35 page appendix was required to outline the size of the task in reversing the decline.~~
 - ~~the financial limbo is having a serious impact on the performance of other departments. The overall quality of data is poor and unhelpful for management decisions. There are worrying instances of misplaced data. The finance issue does not sit in isolation but has a knock-on effect on other departments thereby creating an atmosphere of dysfunction and incompetence which requires immediate action.~~

This Council believes that:

- that the state of affairs with the Council's accounts may point to past ineffective political management and leadership which was resolved by the previous Labour administration and placed us in a healthy financial position from the chaotic times of the Tower Hamlets First administration. This resulted in the Local Government Association stating in 2021 that Tower Hamlets Council had made good progress on its improvement journey.
- ~~this unprecedented financial situation warrants~~ received immediate critical and immediate attention when this issue was first raised with the previous administration which is why an independent audit expert investigated this in 2021 and advised on a finance improvement plan,

~~and that the Council cannot be seen as financially prudent or responsible if we allow it to persist any longer.~~

- ~~to ensure nothing like this happens again in future, it is vital to understand the root cause and extent of the problem so we can rectify matters identify where governance and management issues may need to be addressed.~~
- ~~current senior finance officers are working with the auditors to address their findings so the accounts can be signed off, and Council wishes to acknowledge the hard work and dedication of our current Finance Officers Team who have worked incredibly hard over the past six years to assist the previous administration in achieving a balanced budget every year in these difficult economic times. However, Council remains concerned that the process of rectifying the situation is far from complete.~~
- ~~the residents of Tower Hamlets, as well as the employees and businesses, deserve a speedy resolution of the issues and improvements in financial management processes to restore continue its confidence and secure our future.~~

This Council resolves to:

- Take note of the independent expert report from Worth in January 2021 and continue its work in following the finance improvement plan to ensure the Council's finances remain strong and do not go back into a deficit like it was prior to 2015.
- ~~Appoint an Independent Diagnostic Consultant able to assist this Council in understanding what went wrong and how to avoid it ever happening again The Independent Consultant will:~~
 - ~~build on previous work to give us reasons for the current situation~~
 - ~~especially, the unsigned accounts from 2016 to 2022.~~
 - ~~undertake a council wide audit to ensure that there are no similar~~
 - ~~problems on the horizon~~
 - ~~give us the tools to implement a robust system which strengthens data~~
 - ~~quality issues and information management in the Council.~~
 - ~~will carry out an all systems review to help us develop a healthy~~
 - ~~organisation able to react quickly to the external environment, insulate itself~~
 - ~~from any negative consequences and deliver for the people of this borough~~
- Ring fence measures that tackle the Cost of Living Crisis and ensure that support for our most vulnerable residents, people and families struggling the most are protected and not neglected by the current administration for political reasons ~~affected by Council actions to address concerns about the finances.~~

- work with Community Organisations and businesses large and small to safeguard stakeholders' interests throughout the independent investigation.
- work with our unions to safeguard local jobs

Following debate, the amendment moved by Councillor James King was put a vote and was **defeated**

The motion was put to a vote and was **agreed**.

RESOLVED

This Council notes that:

- the Aspire Manifesto Priorities for 2022 to 2026 point to rebuilding Tower Hamlets and rebuilding our future.
- the Residents of Tower Hamlets overwhelmingly endorsed that vision.
- that progress on those aspirations can only be achieved in a stable financial environment, which the inherited Council finances do not provide.
- the mishandling and mismanagement of the Council's accounts by the previous administration has led to:
 - Outstanding Audit Certificates for the years 2016/2017 and 2017/2018, thus rendering the Audits for those years incomplete
 - The Audits for 2018/2019, 2019/2020 and 2020/2021 remain incomplete - statutory deadlines have been missed.
 - The Audit for the last financial year (2021/2022) will not be completed by the statutory deadlines due to the unresolved backlog outlined above.
 - This year's audit (2022/2023) hasn't started due to the delay from previous years
- The external auditor has given draft qualified audit opinions for 2018/2019 and 2019/2020 citing:
 - Insufficient appropriate quality supporting working papers for audit from management
 - Delays in receiving information and explanations in response to subsequent audit queries
 - Other technical accounting errors that have required correction
- the scale of the failure in the Council's financial accounts is so big and has been unresolved for so long that a 35 page appendix was required to outline the size of the task in reversing the decline.

- the financial limbo is having a serious impact on the performance of other departments. The overall quality of data is poor and unhelpful for management decisions. There are worrying instances of misplaced data. The finance issue does not sit in isolation but has a knock-on effect on other departments thereby creating an atmosphere of dysfunction and incompetence which requires immediate action.

This Council believes that:

- that the state of affairs with the Council's accounts may point to past ineffective political management and leadership.
- this unprecedented financial situation warrants critical and immediate attention, and that the Council cannot be seen as financially prudent or responsible if we allow it to persist any longer.
- to ensure nothing like this happens again in future, it is vital to understand the root cause and extent of the problem so we can rectify matters identify where governance and management issues may need to be addressed.
- current senior finance officers are working with the auditors to address their findings so the accounts can be signed off, and Council wishes to acknowledge the hard work and dedication of our current Finance Officers. However, Council remains concerned that the process of rectifying the situation is far from complete.
- the residents of Tower Hamlets, as well as the employees and businesses, deserve a speedy resolution of the issues and improvements in financial management processes to restore confidence and secure our future.

This Council resolves to:

- Appoint an Independent Diagnostic Consultant able to assist this Council in understanding what went wrong and how to avoid it ever happening again. The Independent Consultant will
 - build on previous work to give us reasons for the current situation especially, the unsigned accounts from 2016 to 2022.
 - undertake a council-wide audit to ensure that there are no similar problems on the horizon
 - give us the tools to implement a robust system which strengthens data quality issues and information management in the Council.

- will carry out an all systems review to help us develop a healthy organisation able to react quickly to the external environment, insulate itself from any negative consequences and deliver for the people of this borough
 - Note – implementation of these proposals to be discussed at the next available Cabinet meeting.
- Ring fence measures that tackle the Cost of Living Crisis and ensure that support for our most vulnerable residents, people and families struggling the most are not affected by Council actions to address concerns about the finances.
 - work with Community Organisations and businesses large and small to safeguard stakeholders' interests throughout the independent investigation.
 - work with our unions to safeguard local jobs

13. URGENT MOTIONS

13.1 Urgent Motion regarding Youth Offending Services report

Under Council Procedure Rule 11.2, Councillor Maium Talukdar **moved** and Councillor Bodrul Choudhury **seconded** the motion as set out in the supplementary agenda.

Councillor Asma Begum **moved** and Councillor Mufeedah Bustin **seconded** the following amendment as set out in the supplementary agenda

Added text is underlined
Deleted text is scored out

This Council notes:

- The ~~shocking~~ findings of the HM Inspection of Probation report: Inspection of youth offending services in Tower Hamlets and the City of London, published yesterday 26th July 2022.
- That this report represents ~~a serious failure~~ concerns in the Council's handling of crime and youth services over the past seven years.
- That the report outlines and highlights ~~failings~~ rooms for improvement at ~~all~~ some levels of the delivery process of the services offered by the Council.
- That the Chief Inspector of Probation Justin Russell has stated that: "It is clear to us that Tower Hamlets and City of London Youth Justice Service is not performing to the standards we expect – many areas of their work were separately rated as 'Inadequate'."
- That the report states that: 'The service does not have the stable workforce in critical roles and senior leadership has not been effective.'

This Council believes that:

- ~~• This report is but the latest in a series of instances highlighting the functional, structural and bureaucratic failings of Council infrastructure.~~
- ~~• These failings are preventing the Council from delivering an adequate service to the service users and are undermining its ability to provide them with the care and support they are entitled to expect.~~
- This report particularly outlines with great clarity the failings of improvement needed in the Council's Youth Justice Service in preventing their young service users from falling into criminal activity and protecting residents from crime and anti-social behaviour.
- If residents are to be protected against such problematic behaviour, these young people must be deterred from engaging in criminal activity.
- Serious improvements must be made in the service.

This Council resolves that:

- ~~• This report strengthens the Mayor's call for an independent Council-wide diagnostic, performance review and investigation, to ascertain the root causes of these failures and ensure that these improvements can be made swiftly and comprehensively.~~
- ~~• The Council's Youth Justice Service and Senior Management must present a full account of the measures, procedures and performative indicators in place during the period covered in the report, to aid this above-mentioned investigation.~~
- The Mayor and the Lead Member to read the report carefully and work with the previous Cabinet Leads, as the current Lead member requested, on an action plan going forward to resolve the concerns raised by the Inspector.
- Create a bipartisan Improvement Board to report on the progress.
- Work on relationships with our statutory partners and stakeholders.
- Support must be given to staff on the frontline so they can deliver the quality service the borough needs.

Following debate, the amendment **moved** by Councillor Asma Begum was put to a vote and was **defeated**.

The motion was put to a vote and was **agreed**

RESOLVED**This Council notes:**

- The shocking findings of the ***HM Inspection of Probation report: Inspection of youth offending services in Tower Hamlets and the City of London***, published yesterday 26th July 2022.

- 2That this *report* represents a serious failure in the Council's handling of crime and youth services over the past seven years.
- That the *report* outlines and highlights failings at all levels of the delivery process of the services offered by the Council.
- That the Chief Inspector of Probation Justin Russell has stated that: "It is clear to us that Tower Hamlets... Youth Justice Service is not performing to the standards we expect – many areas of their work were separately rated as 'Inadequate'."
- That the *report* states that: 'The service does not have the stable workforce in critical roles and senior leadership has not been effective.'

This Council believes that:

- This *report* is but the latest in a series of instances highlighting the functional, structural and bureaucratic failings of Council infrastructure.
- These failings are preventing the Council from delivering an adequate service to the service users and are undermining its ability to provide them with the care and support they are entitled to expect.
- This *report* particularly outlines with great clarity the failings of the Council's Youth Justice Service in preventing their young service users from falling into criminal activity and protecting residents from crime and anti-social behaviour.
- If residents are to be protected against such problematic behaviour, these young people must be deterred from engaging in criminal activity.
- **Serious improvements** must be made in the service.

This Council resolves that:

- This *report* strengthens the Mayor's call for an independent Council-wide diagnostic, performance review and investigation, to ascertain the root causes of these failures and ensure that these improvements can be made swiftly and comprehensively.
- The Council's Youth Justice Service and Senior Management must present a full account of the measures, procedures and performative indicators in place during the period covered in the report, to aid this above-mentioned investigation.
- Support must be given to staff on the frontline so they can deliver the quality service the borough needs.

Motions 12-2 - 12.5 were not considered due to lack of time.

The meeting ended at 10.15 p.m.

Speaker of the Council

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Questions from 27th July Council requiring a written answer

11.5 Question from Councillor Abdul Malik Mr Mayor, as poverty has increased, so too has crime and desperation. Many of our Borough's residents do not feel safe on their own streets. What strategy will his Council be adopting to ensure that our residents feel protected and secure?

Cllr Ohid Ahmed

Prevention is better than cure – we know crime and drugs are linked to poverty and inequality. The Aspire Administration has already implemented a package of measures to address the cost-of-living crisis. The safety of our residents' is very important to us. This Administration is determined that under Aspire, Tower Hamlets will be a safe place to live. Hand in hand with addressing poverty and the cost of living crisis, we will invest in deterrence and crime prevention.

To ensure tough consequences and deterrence, the Aspire Administration will:

- work with the Police to tackle drug-related crime and take drug dealers off the streets.
- help the Metropolitan Police to put more uniformed police officers on the streets and boost local police numbers
- improve the current Community Safety Service. These Police Officers will be supported by enhanced Tower Hamlets Enforcement Officers to provide improved deterrence.
- Support an ambitious local recruitment campaign to make sure the Police Service is able to recruit local people and ensure policing is reflective of the diversity of our borough.

11.6 Question from Councillor Abdal Ullah The Wapping bus gate has made a significant positive impact on Wapping, reducing noise, anti-social behaviour and long tailbacks of traffic through Wapping up to The Highway. With residents being given an exemption, the scheme has been a success. Can the Mayor outline his specific concerns regarding the Wapping bus gate that have sparked this recent consultation?

Cllr Kabir Hussain

It is interesting that you should ask this question. It is on record that you closed Oldford Road and opened it without consultation. The Wapping Liveable Streets consultation closes at 11.59pm this evening (Wednesday 27th July 2022).

Aspire is committed to listening to residents. I will not prejudge the Consultation but we need to govern for the whole Community.

Since the implementation of the Liveable Streets programme, a significant number of objections and concerns have been raised by residents and businesses.

There have also been concerns raised about the impact of the closures on the 1600 taxi-card users who live in Tower Hamlets and rely on travel in licensed taxis and private hire vehicles. Due to severe mobility or sight impairment, taxi card users have difficulty in using buses, trains and the tube to travel.

We are currently consulting on plans to remove the Wapping bus gate and associated closure on Knighten Street, and a decision will be taken based on consultation feedback and an assessment of the relevant evidence.

11.7 Question from Councillor Ahmodur Rahman Khan Mr Mayor, as I know you are aware, the D3 and D7 bus routes provide a lifeline to many of the poorest residents of our communities. They use these routes to get to work, to get their children to school and to move about the heart of our Borough. What is your administration doing to prevent the devastating impact that the closure of these routes would have on these residents?

Cllr Kabir Hussain

Aspire Councillors organised a petition under the leadership of Deputy Mayor Maium Talukdar in order to amplify residents' voices in the TfL Consultation. The Deputy Mayor also wrote to Mayor Sadiq Khan highlighting the concerns of Tower Hamlets' residents. TfL are currently consulting on changes to the bus network. Whilst some changes which improve connectivity are welcomed, a number of changes will have substantial negative impacts on the bus network, increasing journey times and particularly affecting those with mobility impairments. Officers have reviewed the proposals made by TfL to change bus routes in the borough and have the following recommendations to be incorporated into the Council's response to the consultation:

- 1) Retain provision of an additional bus route serving Burdett Road corridor between Poplar/Limehouse and Mile End in addition to the 277.
- 2) Provide a more direct link to Crossharbour Asda and serving the Wood Wharf development on the D3 route by running down Preston's Road.
- 3) Retain link eastwards along D3 from Canary Wharf to Limehouse and Wapping to ensure the eastern part of Wapping continues to be served by the bus network.
- 4) Retain Bow Church/Bromley High Street link along D8 route.

A complete package of mitigation measures to improve interchange and waiting facilities to minimise inconvenience to passengers, prioritising according to:

- i) baseline flow of passengers who currently use the direct route and will be required to interchange;
- ii) key destinations served (e.g. transport hubs, hospitals, health centres, education and employment centres);
- iii) level of service frequency on interchange routes;
- iv) proportion of residents within demographic groups most affected, as highlighted in the Equality Impact Assessment.

As a Council, we know cutting the bus service will damage the Environment. What TfL is doing is not sustainable. It will cause more traffic and more pollution. Through the proposed cuts, TfL is inviting people to use cars rather than public transport. It will affect Disabled People and people with underlying health conditions. We need to remember Ella, the 9 year old who died prematurely. The Coroner found that air pollution was a contributory factor. This Administration wants to avoid pushing air pollution to poorer areas but instead have measures which reduce air pollution for everybody, not just a few.

11.8 Question from Councillor Rebeka Sultana I have been approached by residents in my ward to express their concerns about crime rates in the borough. The previous Labour administration provided funding to deliver a £3.1 million CCTV transformation programme, along with other initiatives to tackle crime in Tower Hamlets. Can the

Cabinet Member please give us an update on what the Council plans to do to build on this work to reduce crime in the borough?

Cllr Ohid Ahmed

This Administration will:

- work with all our community safety partners to tackle the big concerns for our residents, deliver our manifesto and the 4 priorities of the Community Safety Partnership. Prevention is better than cure – we know crime and drugs are linked to poverty and inequality. We have already implemented a package of measures to address the cost-of-living crisis.
- invest in drug treatment, rehabilitation and recovery programmes, including culturally sensitive projects targeting hard-to-reach addicts. The Aspire Administration will invest in youth services to help young people spend their time constructively and avoid ASB and crime.
- enhance initiatives to end domestic violence and make our streets safer for all women.

This Administration will invest in and build our resilience to crime through CCTV and design out crime initiatives.

To ensure tough consequences and deterrence, the Aspire Administration will:

- work with the Police to tackle drug-related crime and take drug dealers off the streets.
- help the Metropolitan Police to put more uniformed police officers on the streets and boost local police numbers
- improve the current Community Safety Service. These Police Officers will be supported by enhanced Tower Hamlets Enforcement Officers to provide improved deterrence.
- Support an ambitious local recruitment campaign to make sure the Police Service is able to recruit local people and ensure policing is reflective of the diversity of our borough.

This Administration is concerned that Tower Hamlets features as one of the highest in London and in the top volume for crime rates. We need new solutions – preventative approaches as well as deterrence and tough consequences. CCTV is a useful tool to bring offenders to justice. Work on implementation of the upgrade to the brand new digital cameras is ongoing. This Administration is committed to maintaining an award-winning CCTV service and investment. In July 2022, the council launched mobile CCTV in the borough to improve our fast time response to ASB and coverage in all key areas across the borough. In addition, six new state of the art mobile cameras purchased are already deployed in our high crime & ASB hotspots.

11.9 Question from Councillor Amin Rahman A huge proportion of our borough rely on the ability to move around it quickly and unrestricted, be they delivery drivers or cabbies. Yet the Liveable streets programme has not only failed them economically – it is failing all our residents in terms of emissions, pollution and the subsequent health risks that follow. How will the Mayor combat this failed scheme, and what is his plan to make Tower Hamlets greener and cleaner while keeping our Borough moving?

Cllr Kabir Hussain

The Aspire Administration is consulting residents about traffic restrictions. As a listening Council we will take the views of residents seriously. The LTN has been a mixed experience. Emergency vehicles cannot get through. It is not sustainable. Working people travel through the pollution and gated communities have no one at home. As I said to the Antill

Road Petitioners, the road filter is not sustainable. We will bring change which improves the quality of life of many in the Community and not just a few

The Council is currently consulting on proposals to remove motor traffic restrictions installed under the Liveable Streets programme in Weavers, Old Bethnal Green Road and Brick Lane. There is also consultation on a proposal to remove the existing 'bus gate' in Wapping.

Following the conclusion of the consultations, a decision will be taken based on consultation feedback and an assessment of the relevant evidence.

The motor traffic restriction in Antill Road was, on Monday 18th July, removed under a new Experimental Traffic Order. The public are entitled to submit their views on the impact of this change for a period of six months.

The Council will continue to encourage residents to increase use of sustainable transport and switch to cleaner vehicles.

11.10 Question from Councillor Mufeedah Bustin: The Audit Committee provides oversight and challenge to the Finance, Internal Audit and Risk Management areas of the council and is a key governance aspect of the council's structure. Why has the Mayor and the Aspire Party voted to appoint the Lead Member for Resources as a voting member on the Audit Committee?

Reply by Cllr Saied Ahmed

- In the Council's Constitution, the Terms of Reference of the Audit Committee state that the Audit Committee should not be chaired by a Member of the Executive. By placing this restriction on the Chair of the Committee it ensures compliance with the guidance and ensures a level of objectivity. This has been confirmed by the Interim Head of Audit. Given your track record of 6 years unsigned accounts, it is helpful for the Executive to have competent people on the Audit Committee.

11.11 Question from Councillor Musthak Ahmed Truman Brewery: Could the Mayor and cabinet members please provide an update on the legal challenge to the plan to build a shopping mall on the site of the historic Truman Brewery in Brick Lane?

Cllr Kabir Ahmed

The judicial review legal challenge lodged by Spitalfields Historic Building Trust to the planning consent granted for the redevelopment of a section of the Truman Brewery estate site (located on the corner of Woodseer Street and Brick Lane) was heard at the Royal Courts of Justice on 29th and 30th June.

The Judge Mr Justice Morris listened to all the evidence over the course of the two-day hearing and the Council now awaits his decision. The Judge provided no timeframe to the Court or to any of the individual parties as to when he would issue his decision.

11.12 Question from Councillor Mohammad Chowdhury Residents have raised concerns with me about the Council's move from paper parking permits and visitors' scratch cards to an online form. As I am sure you will agree, there are a number of residents – especially those who are elderly and vulnerable – who do not have access to the internet and are therefore now unable apply for their parking permits. Can the Cabinet Member describe what actions the Council will be taking to make parking in the borough accessible to all?

Cllr Suluk Ahmed

Using online forms rather than paper versions saves the council time and money, but we recognise that some residents do require paper versions. Parking Services have an assisted channel in place whereby customers who have limited ability or no access to online services can call the customer contact centre and request visitor scratch cards over the phone on 020 7364 5003.

For those residents who require a parking permit and have difficulty in obtaining a permit online, they can visit the idea stores whereby a customer advisor will assist and guide residents with their online application and they can also call the customer contact centre for assistance. If further assistance is required the call will be passed on to specialists in the parking permits team.

11.13 Question from Councillor Abdul Mannan Mr Mayor, for too long residents in our borough have been squeezed out of their homes by avaricious landlords, rising rent prices and a dearth of council and affordable housing. How are you ensuring that Tower Hamlets remains a Borough that values its proud history of welcoming all who enter it, and helping them to stay in decent, affordable housing?

Cllr Kabir Ahmed

The Aspire Administration has a Manifesto commitment of building 1000 Council Houses a year. Previously, we delivered 8590 Council Homes. Tower Hamlets has a proud history of being a welcoming place, and the Council works strategically with housing developers and housing associations to secure decent affordable homes for local people.

This is done through the planning process and the borough consistently delivers one of the highest numbers of new affordable homes per year in the country.

The council also has its own house building programme and is set to deliver a significant number of new affordable homes over the next 4 years. We will continue to work with all stakeholders to build more affordable homes.

We also work hard to improve standards for those living in private rented accommodation and to challenge rogue landlords.

11.14 Question from Councillor Kamrul Hussain Mr Speaker, the heritage of our borough is one of the richest and most diverse, not only in London, but in the whole of the UK. From Cable Street to Brick Lane, Stepney to the Isle of Dogs, we boast some of the most iconic landmarks in the country. I ask the Mayor, how will his administration continue the conservation of these sites, while championing and rejuvenating older equivalents?

Cllr Kabir Ahmed

The rich and diverse culture and heritage of Tower Hamlets is one of its greatest strengths. It is important that we recognise this and ensure that we celebrate the culture of our diverse communities while also growing and developing.

The planning system plays a key role in striking this balance. The current Local Plan, alongside the London Plan, includes a number of policies that seek to ensure that Tower Hamlets' cultural heritage is protected and enhanced ensuring a sensitive balance between, and integration of, old and new. I will be reviewing the Local Plan to ensure we have that balance right.

The New Town Hall is an excellent example of how this can be done successfully, revitalising a listed building that has a place in many of our hearts and ensuring it plays a new and important role in improving the lives of the residents of Tower Hamlets.

11.15 Question from Councillor Abdul Wahid Mr Mayor, football plays a huge role in our Borough's daily life, with huge support for several London clubs and an excellent and healthy local sporting tradition. How will you use your time in office to harness this passion and provide our communities with a competitive yet unifying experience to express their love for the beautiful game?

Cllr Iqbal Hossain

The Council's Sport & Physical Activity Service previously organised the Mayor's Cup in partnership with local football providers since its inception in 2011.

Officers are currently reviewing options for delivery of the Mayor's Cup in partnership with local football providers, and will be reporting on the options to the Mayor and Lead Member shortly. The timing will need to take into account football club commitments to their league and cup matches.

11.16 Question from Councillor Saif Uddin Khaled Mr Mayor, what will your administration be doing to bring our Borough's women closer to the heart of social, cultural and economic power during your first term?

Cllr Suluk Ahmed

We have pledged to empower women and develop dedicated programmes and spaces for women from ethnic minority backgrounds.

The council has commissioned a 'Dare to Lead' programme which offers women the opportunity to engage in a 12-week accredited women's leadership programme and empowers them with the skills and confidence to become community leaders and progress in their careers. We have also established the Women's Community Network which enables women to shape service provision, policy and decisions by giving them a greater voice. The Network aims to reduce inequalities faced by women by engaging with women's groups, improving participation in civic life and tackling key issues, and running 'awareness' and celebratory events. We will scope opportunities for further programmes to support women, particularly Black, Asian and Minority Ethnic women. We will ensure they are engaged as we develop and deliver a Black, Asian and Minority Ethnic leadership programme for local residents which will consist of training, mentoring and shadowing and provide them with the support to assume community leadership roles and enhance their influence over decision making.

We will support a dedicated resource centre for the women of Bangladeshi community and will identify where further dedicated community facilities would be appropriate to help increase the capacity of women in the borough.

We will aim to provide more opportunities for women and girls to access sports provision and this will be a key focus in our recommissioning of the leisure contract. We will promote women's sports and increase availability of women's gym and swimming sessions, ensuring our facilities and our partners facilities are women friendly.

We will support our women to access and thrive in employment. We have a flexible support fund which we can spend on childcare to support starts into work and we're working with our Children's Centres to better market childcare support, sign-post and facilitate access to funds and providers. Our Supported Employment Team is also working with care providers across the borough to support them with their recruitment needs and, whilst not exclusively for women, this is a sector to which far more women are attracted. We will also promote the construction sector to women, and our new Careers & Social Mobility team will be working to

promote a wide range of sectors to our young people with a conscious effort to make career aspiration a gender neutral thing

Women's Safety

I have pledged to tackle violence against women and girls (VAWG), and we will support initiatives to end domestic violence and make our streets safer for all women. The council's VAWG strategy sets out our priorities - supporting victims, holding perpetrators to account, and engaging the community and challenging misogyny.

We have a dedicated VAWG Team within the Council delivering a programme of work and outreach including our VAWG Champions scheme, outreach to residents (including our work with the East London Mosque during the 16 days of action against Gender Based Violence) and our whole-school approach to tackling VAWG. We commission refuges for victims of domestic abuse including dedicated provision for South Asian women and children. We commission Independent Domestic Violence Advocates including dedicated Sylheti speaking provision and also provide support into dedicated Domestic Violence courts to support victims.

A series of women's safety walks over the next 12 months will be co-led by different women's organisations and will focus on locations that are known to be unsafe for women, either through intelligence or from women themselves. Within the Council we have two Tower Hamlets Enforcement Officers dedicated to focus on women's safety and we will work with the Women's Forum to organise a public event each year to highlight the importance of women's safety.

11.17 Question from Councillor Harun Miah Mr Speaker, in 2018, 137 languages were spoken in our Borough's schools. That is something that we as a local authority should be immensely proud of and is a statistic that should be celebrated and championed, not shied away from. What will your Council be doing to encourage those children from multilingual homes to develop their mother tongues and further enrich the already deep cultural and linguistic diversity present in our Borough?

Cllr Maium Talukdar

Tower Hamlets is very proud to be one of the most diverse boroughs in the country, and we celebrate that diversity in many ways. Our schools, school library service and Global Learning London consistently do great work to ensure that children are encouraged both to learn about and celebrate their own heritage, as well as learning about others. Each year we support events that bring people together to celebrate their culture and heritage, such as the 50th Anniversary of Bangladeshi Independence last year. And officers are now scoping options for reviving a Community Language service that will give children the opportunity to learn the language of their family heritage. This includes working with community based organisations who have experience of delivering community language classes

11.18 Question from Councillor Ahmodul Kabir Council Tax Relief: Mr Mayor, Council Tax Relief is by definition help for those whose income is beneath a certain threshold. How will you rectify the unfair way in which self-employed residents have been denied relief by the previous Administration?

Cllr Saied Ahmed

- It is definitely not fair that the self-employed on low income do not benefit in the same way as the employed. As I said to Cllr Jahed Choudhury earlier, we will explore how we can support low paid workers. The self-employed deserve to benefit from the same measures open to those receiving wages.

- We will need to consult in order to bring much needed change. Rest assured we will act in the best interests of residents. Tower Hamlets changed its scheme in 2017 and ensured that residents on low income retained 100% of their Council Tax Rebate. Tower Hamlets remains one of only a handful of London Councils who have retained these provisions. We need to ensure that the self-employed are treated fairly and that the generous scheme operated by Tower Hamlets extends to them

11.19 Question from Councillor Bellal Uddin Mr Mayor, in rebuilding Tower hamlets and rebuilding our future, our Manifesto pledges to run a Council which listens to residents. Could you tell us which consultations are open or planned so we can encourage residents to give us their views?

Cllr Kabir Ahmed

Our new strategic plan underlines our commitment to listen to residents from across all our communities and take their views into account when making decisions.

When engaging with the community the council uses its Consultation and Engagement Handbook which was developed in partnership with the Consultation Institute in 2019. The Handbook incorporates engagement and consultation best practice and legal principles so that we can get the most out of conversations with our diverse community, ensure that our consultations are meaningful and comply with relevant law.

We also have an online consultation hub; Let's Talk Tower Hamlets where all our current and recent consultations are published. There are 18 current consultations listed on the site. These range from locality specific proposals for regeneration, development or improvements to borough-wide consultations on national issues including equalities issues and climate change. Consultations that are active now include a 'Call for Sites' which invites suggestions from individuals and organisations about potential sites for (re)development, this information will be used to inform the refreshed Local Plan.

There are several consultations relating to the manifesto pledge to reverse Liveable Streets closures, a reminder that the deadlines for these consultations are approaching so people in areas affected should respond as soon as possible.

We also have 6 upcoming consultations on the expansion of St Saviour's Primary School, the future of council housing management functions, our Budget allocation, and the spending of our Local Infrastructure Fund.

We are in the process of setting up an online resident panel using the Let's Talk Tower Hamlets site. We promoted recruitment in the spring and have already had interest from over 400 residents across the borough. We are currently testing the approach with a sub panel looking at communications messaging and plan to start a broader recruitment drive for membership of the panel later this year with the objective of getting up to 2,000 members.

11.20 Question from Councillor Ana Miah Mr Mayor, Fairness and Equity is at the heart of our Manifesto, how will you ensure that our diverse communities are represented at all levels of the Council and not just in the lower ranks?

We had a workforce to reflect the community strategy, which actively promoted the inclusion of women and minorities in higher level roles within the Council. The Mayor is committed to this policy to ensure that these groups are represented at all levels of the Council. The Mayor has a female Chief of Staff and several BME members of staff in his team. The

Council also has two BME Directors, both of whom are women, and another female director at senior level. However, this does not mean that the number of employees from diverse background at the top of the organisation cannot and should not be increased, and the Mayor and his administration will work hard to ensure this increase happens.

11.21 Question from Councillor Nathalie Bienfait I'd like to bring to the attention of the Mayor serious safety concerns around traffic on Tredegar Road, Bow as well as the so-called Skew Bridge. The safety and health of residents living around these two locations are at daily risk because of a lack of pedestrian security features, narrow roadways causing dangerous driving and speeding and blind corners. Residents' property has been repeatedly damaged by speeding vehicles around Skew Bridge; residents have to put up with daily arguments around the Tredegar/Coborn Roads junction due to the road not being wide enough to allow two vehicles to pass each other; pedestrians and cyclists using both areas are constantly at risk of serious injury. What is the Mayor currently doing to improve safety at these two locations?

Cllr Kabir Hussain

The safety of our residents' is very important to us. As the Lead Member for the Environment and Climate Emergency, I will be asking Officers for a briefing so the Council Can come up with solutions for these issues and residents' concerns. This Administration is determined that under Aspire, Tower Hamlets will be a safe place to live.

11.22 Question from Councillor Peter Golds The recently published 2021 census showed Tower Hamlets to be the fastest growing local authority in the country, with a population of 310,300. This is, however, lower than had been forecast or expected. This reduction of the estimated population will have an appreciable affect with regard to government grant aid which is based on population statistics. There is evidence that during the enumeration period many residents of Tower Hamlets, including students and young people, had gone elsewhere due to lockdown but have now returned. Will the Mayor outline what discussions have been initiated on this subject between the council, government and other London Councils?


Cllr Saied Ahmed

- The first results from Census 2021 were published on 28th June 2022 and confirmed what we already knew, that Tower Hamlets is the fastest growing and most densely populated borough in the country. This is important evidence for us to use when making the case for additional infrastructure funding. However, the increase in population size is not as great as had been anticipated through ONS's mid year estimates (MYEs) which are published annually between census years. This gap between population projections and census results has affected a number of inner London boroughs in a more extreme way than Tower Hamlets.
- Our population according to the Census is 7% below the figure from the last MYEs (332k).
- Three inner London boroughs; Westminster, Camden and Kensington & Chelsea have all seen a net reduction in population compared to 2011. In recent decades, London overall has experienced rapid population growth, this has decreased in the decade from 2011 to 2021 according to census 2021 results. Westminster and Camden have questioned the government's decision to run the census in March

2021 when the country was in lockdown as there were many extraordinary circumstances which may have impacted on population numbers.

- With other London boroughs, I attended a meeting with ONS on Friday 22nd July to jointly request that ONS review the MYE forecasting model. We also took part in the Census Quality Assurance exercise in April 2022 and asked that the ONS pay particular attention to how the pandemic affected results. We know for example that many students were away from campus and many young Londoners were furloughed, lost their jobs or moved back home out of the capital temporarily.
- I will continue to lobby London Councils, the ONS and Government to ensure that Tower Hamlets does not lose out on the funding we require.

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Non-Executive Report of the: Council 5 th October 2022	 TOWER HAMLETS
Report of: Janet Fasan, Director of Legal and Monitoring Officer	Classification: Unrestricted
Petitions to Council	

Originating Officer(s)	Matthew Mannion, Head of Democratic Services
Wards affected	All wards

SUMMARY

1. This report sets out details of the valid petitions submitted for presentation and debate at the Council meeting on Wednesday 5th October 2022. The text of the petitions received are set out in the attached report.
2. The Council's Constitution provides for up to four petitions to be heard at each ordinary Council meeting. These are taken in order of receipt, except that petitions for debate (those in excess of 2,000 signatures) will take precedence. Should more than four petitions be received, all remaining petitions will be listed to be formally noted by Council.
 - a. There are three petitions to be heard
 - i. CCTV on Gill Street
 - ii. Barleymow Estate
 - iii. Drug dealing and ASB near Cambridge Heath Station
 - b. There is one petition to be debated
 - i. Save our safer streets

PETITIONS TO BE HEARD

3. For Petitions listed as to be heard:
 - a. Petitioners may address the meeting for no more than 3 minutes.
 - b. Members may then question the petitioners for a further 4 minutes.
 - c. Finally, the speaker will invite the Mayor or (at the Mayor's discretion) the relevant Lead Member or Committee Chair to respond to the petition for up to 2 minutes. The petition will then be referred to the relevant Corporate Director for attention who will provide a written response within 28 days of the date of the meeting.
4. Members, other than a Cabinet Member or Committee Chair responding at the end of the item, should confine their contributions to questions and not make statements or attempt to debate.
5. Responses to all petitions will be sent to the lead petitioner and displayed on the Council's website.

5.1 Petition regarding CCTV on Gill Street submitted by Lucilia Branco, Denise Otto and Shabul Zaman and others

Petition

We the undersigned petition the council to Re-install CCTV on Gill Street to deter drug dealing and anti-social behaviour in this area. We further request the council engage Anti-Social Behaviour officers to enforce against drug dealers and users in the area between Three Colt Street and Westferry DLR.

5.2 Petition regarding Barleymow Estate submitted by Derrick Cutler and others

The Barleymow Tenants and Residents Association request that LBTH Councillors and Officers consult with the THH Director and officers to carry out the following works which have been ongoing since 2017-

Brewster House cladding strengthening works, Malting House cladding strengthening works, 1-72 Barleycorn Way strengthening works, Kiln Court and Oast Court internal drainage piping move to external walls (since 2016).

5.3 Petition regarding Drug Dealing, Drug Abuse and Antisocial Behaviour in and around Cambridge Heath Station submitted by Ana Monzon, Anna Bosley and Chris Aria Tree and others

[In relation to drug dealing, drug abuse and anti-social behaviour in and around Cambridge Heath Station] We the undersigned petition the council to Move the rough sleepers hostel adjacent to Metropolis night club to a less residential area in the borough or alternatively significantly increase policing in the area early morning and evenings and review terms and conditions of offending rough sleepers to access the hostel's services.

PETITION TO BE DEBATED

6. The standard format for a Petition for Debate is as follows.
 - The petitioners to present their petition for a maximum of three minutes.
 - Questions and answers for four minutes.
 - Debate for 15 minutes. All speeches are limited to a maximum of three minutes
 - The Speaker will invite the Mayor or (at the Mayor's discretion) a Cabinet Member to respond to the matters raised
 - If no motion is moved during the debate, the petition will stand referred to the relevant Corporate Director for a written response.
 - If a motion is moved during the debate, the motion will be put to the vote. The petition will stand referred to the relevant Corporate Director for a written response.

Motions on the Petition

7. During their speech any Member may move a motion for the Council's consideration relevant to matters in the petition (this does not require the suspension of standing orders). It is requested that Motions relating to the petition be submitted to Janet Fasan, Director of Legal and Monitoring Officer in advance of the meeting to allow full circulation.
8. Following the petition debate, any motions moved will be put to the vote.
9. In relation to executive functions, the Council does not have powers to override any executive decision of the Mayor or substitute its own decision. The Council may however pass a motion expressing a view on the matter or referring the matter to the Mayor, calling on him to take some action, or consider or reconsider a decision, with recommendations to inform that consideration. Officers will advise on the constitutional validity of any motion that may be moved

5.3 Petition regarding Save our Safer Streets in Tower Hamlets submitted by Simon Ramsay* and others


We the undersigned petition the council to:

1. STOP plans to scrap the new street layouts.
2. LISTEN carefully to the diverse communities and stakeholders in our borough, engaging in more in-depth conversations and research before making decisions.

3. IMPROVE the borough's new street layouts. Keep what is working and improve where needed so that everyone's health, wellbeing and safety gets better.

*Naming error corrected after publication.

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<p>Non-Executive Report of the:</p> <p>COUNCIL</p> <p>5th October 2022</p>	 <p>TOWER HAMLETS</p>
<p>Report of: Janet Fasan, Director of Legal and Monitoring Officer</p>	<p>Classification: Unrestricted</p>
<p>Motion for debate submitted by the Administration</p>	

<p>Originating Officer(s)</p>	<p>Matthew Mannion, Head of Democratic Services</p>
<p>Wards affected</p>	<p>All wards</p>

SUMMARY

1. Council Procedure Rule 11 allows for time at each Ordinary Council meeting for the discussion of one specific Motion submitted by the Administration. The debate will follow the rules of debate at Council Procedure Rule 13 and will last no more than 30 minutes.
2. The motion submitted is listed overleaf. The Administration Motion is submitted by the Aspire Group.
3. Motions must be about matters for which the Council or its partners has a direct responsibility. A motion may not be moved which is substantially the same as a motion which has been put at a meeting of the Council in the previous six months; or which proposes that a decision of the Council taken in the previous six months be rescinded; unless notice of the motion is given signed by at least twenty Members.
4. Notice of any proposed amendments to the Motions must be given to the Monitoring Officer by Noon the day before the meeting.

MOTION

Set out overleaf is the motion that has been submitted.

7 – ADMINISTRATION MOTION FOR DEBATE – CONCERN WITH PROPOSED RESTRUCTURES

Proposed by Cllr Maium Kabir Ahmed
Seconded by Cllr Abu Choudhury

Note – it will be proposed at the meeting that this motion is replaced with a new motion on the housing market crisis.

This motion has subsequently been removed from the online agenda pack.

Urgent Full Council Motion – Housing Market Crisis

To be proposed at the meeting as a replacement Administration Motion for Debate

Proposed by Cllr Kabir Ahmed

Seconded by Cllr Abu Choudhury

This Council notes:

- The worrying developments in the UK's economy and its impact on the housing market, and the threat this poses to freeholders, leaseholders and private and social renters alike.
- That several independent think-tanks and commentators have pointed to the potential 'tipping point' for those looking to both buy and sell on the property ladder, with others speculating that the market could be heading for 'disaster'.
- That this is having a knock on effect for businesses – many of them Small and Medium Enterprises – who rely on a healthy and equitable market, including construction and utilities firms.
- That should the current downward and precarious trajectory of the market continue, a 'perfect storm' of a surge in borrowing costs and a concurrent slowdown in economic growth could trigger a complete market collapse, plunging millions into economic precarity during a heightening cost of living crisis.


This Council believes:

- That all levels of government – from national to local – should do everything in their power to proactively tackle this slump through innovation, investment and support for residents of all stripes.
- That now, more than ever, there needs to be an increase in the building of social housing to alleviate the pressures on the private rented sector, freehold and leasehold markets.
- That local authorities, where possible, should aim to maximise their social housebuilding programme, and protect as many as possible from the threats currently being witnessed.
- That in times of crisis, fiscal and developmental bravery, boldness and courage is required to ensure that residents are not sucked into the 'perfect storm' threatening the UK's Housing Market.

This Council resolves:

- To continue to proactively seek opportunities to maximise social and affordable house building, to help ease the pressures of the housing market on those with low and medium incomes.
- To begin this process by producing and implementing a developmental *Masterplan* for the Spitalfields and Banglatown area, wherein the maximisation of social and affordable housing will be a priority.
- To follow this model to ensure that local communities around Tower Hamlets are included in these developments, and are able to remain in their areas, regardless of any external pressures resultant from housing crises, prospective or realised.
- That Officers should begin the development of a *Masterplan* for the Spitalfields and Banglatown area in cooperation and conjunction with the Council's Executive.
- That an update on the progress of this development should be given at the next meeting of the Council's Cabinet.

Agenda Item 8

Non-Executive Report of the: COUNCIL 5 th October 2022	 TOWER HAMLETS
Report of: Janet Fasan, Director of, Legal and Monitoring Officer	Classification: Unrestricted
Motion for debate submitted by an Opposition Group	

Originating Officer(s)	Matthew Mannion, Head of Democratic Services
Wards affected	All wards

SUMMARY

1. Council Procedure Rule 11 allows for time at each Ordinary Council meeting for the discussion of one Motion submitted by an Opposition Group. The debate will follow the rules of debate at Council Procedure Rule 13 and will last no more than 30 minutes.
2. The motion submitted is listed overleaf. In accordance with Council Procedure Rule 11, submission of the Opposition Motion for Debate will alternate in sequence between the opposition groups. This Opposition Motion is submitted by the Labour Group.
3. Motions must be about matters for which the Council or its partners has a direct responsibility. A motion may not be moved which is substantially the same as a motion which has been put at a meeting of the Council in the previous six months; or which proposes that a decision of the Council taken in the previous six months be rescinded; unless notice of the motion is given signed by at least twenty Members.
4. Notice of any proposed amendments to the Motions must be given to the Monitoring Officer by Noon the day before the meeting.

MOTION

Set out overleaf is the motion that has been submitted.

8 – OPPOSITION MOTION FOR DEBATE – SUPPORT OF SMALL BUSINESSES IN THE FACE OF THE ENERGY BILL CRISIS

Proposer: Councillor Sirajul Islam
Seconder: Councillor Sabina Akhtar

This Council notes:

- The devastating impact the huge energy bills increase has had on small businesses across the borough, where many are now concerned that they will have to close due to the unreasonable cost.
- Small businesses are only recently recovering from the long term effects of the lockdowns due to the Covid-19 pandemic.
- The loss of small businesses across our borough will have a very negative affect on the local economy and residents who are already struggling in the face of the Cost of Living Crisis.

This Council believes:

- It is vital that innovative measures are immediately adopted – both at a Government level and at a Local Authority level - to support local businesses in the face of the Cost of Living Crisis, so local businesses, local jobs and local high streets are protected to benefit local residents.

This Council resolves to:

- Request the Mayor:
 - o Immediately set up a Small Business Hardship Fund to help small businesses in the borough in these times of economic crisis.
 - o Provide Business Rates relief to small businesses to help offset the huge increase in the cost of energy bills.
- Work with the local Chambers of Commerce, community groups and business networks to establish a plan going forward on how to protect local businesses.

<p style="text-align: center;">COUNCIL</p> <p style="text-align: center;">5 October 2022</p>	 <p style="text-align: center;">TOWER HAMLETS</p>
<p>Report of: Ann Sutcliffe, Corporate Director, Place</p>	<p>Classification: Unrestricted</p>
<p>Spitalfields Neighbourhood Plan – Post-Referendum Decision</p>	

Lead Member	Councillor Kabir Ahmed, Cabinet Member for Regeneration, Inclusive Development and Housebuilding
Originating Officer(s)	Steven Heywood, Principal Planning Officer; Marc Acton Filion, Planning Officer
Wards affected	Spitalfields & Banglatown; Weavers
Strategic Plan Priority / Outcome	<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

The examiner's report on the Spitalfields Neighbourhood Plan was received by the Council and the Spitalfields Neighbourhood Forum on 15 July 2021, and recommended that the neighbourhood plan be sent to referendum with a number of modifications. The Council accepted this recommendation and two referendums were arranged for 11 November 2021 – one for residents and one for businesses. The residential referendum voted 'yes' to the neighbourhood plan; the business referendum voted 'no'. Following the outcome of the referendums, the Council must now make a decision on whether to formally 'make' the neighbourhood plan and adopt it as part of the development plan for the borough.

Recommendations:

The Council is recommended:

1. To note the result of the Spitalfields Neighbourhood Plan referendums and decide whether or not to adopt the neighbourhood plan as part of the development plan for the area.
2. To set out reasons for the decision whether to adopt the plan or not, to be included in a decision statement.

1. REASONS FOR THE DECISIONS

- 1.1 Following a referendum or referendums on a neighbourhood plan, the Council must make a decision on whether or not to adopt the plan. The referendums for the Spitalfields Neighbourhood Plan resulted in two contradictory results – the residents voted in favour of the neighbourhood plan and the businesses voted against. Under planning legislation, if the result had been entirely in favour, the Council would have been obligated to adopt the plan; if the result had been entirely against, the Council would have been obligated not to adopt it. In the case of split referendums, the Council is able to determine whether or not it wants to adopt the neighbourhood plan.

2. ALTERNATIVE OPTIONS

- 2.1 The two alternatives are to adopt the plan or reject the plan. If the plan is adopted, it will become part of the development plan for the Spitalfields Neighbourhood Area, and will be used in determining planning applications in that area. If the plan is rejected, the plan will no longer hold any weight in planning decisions in the area.
- 2.2 There are no other alternative options that are considered realistic, as neighbourhood planning legislation clearly sets out that a decision on whether or not to adopt the plan must be taken. There is, for example, no provision within the legislation that would allow the Council to further modify the plan following referendum; or to send the plan back for a second round of referendums. Any attempt to take these approaches would likely lead to intervention by the Secretary of State and possibly legal challenge.
- 2.3 Council could decide to defer this decision to a later date, but this is not recommended. The referendums took place in November 2021, and this report will reach Council in October 2022. Almost a year has therefore passed with no decision taken. While there is no statutory deadline for taking a decision when the referendum results are split in this way, the legislation is clear that a decision must be taken, and a deferral could be seen as leading to an unreasonably lengthy delay in resolving this question, and could potentially lead to a legal challenge of the Council's actions.

3. DETAILS OF THE REPORT

- 3.1 This report provides an assessment of the referendum and adoption of the Spitalfields Neighbourhood Plan.
- 3.2 The content of this report is as follows:
- Section 4: offers an introduction to Neighbourhood Planning
 - Section 5: outlines the relevant legislative framework and guidance
 - Section 6: provides an assessment of the referendum of the Spitalfields Neighbourhood Plan

- Section 7: sets out factors to be considered in deciding whether to adopt the Spitalfields Neighbourhood Plan

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 Neighbourhood Development Plan (NDP) and/or Neighbourhood Development Order (NDO), in areas designated by the LPA on application as a neighbourhood area. Neighbourhood planning powers may only be exercised by bodies authorised by the legislation. In a neighbourhood area where there is a parish council, only a parish council may make proposals for a NDP or NDO. In neighbourhood areas without a parish council, only a body designated by the LPA as a neighbourhood forum may bring forward proposals for that neighbourhood area.
- 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. NDOs allow for planning permission to be granted in the circumstances specified and exempt certain types of development, or development in certain areas, or on particular sites, from the usual requirement to apply to the LPA for a grant of planning permission.
- 4.5. Both NDPs and NDOs need to be in general conformity with the strategic policies of the Council's Development Plan: the Tower Hamlets Local Plan (2020) and the London Plan (2021).
- 4.6. An NDP that has been 'made' in accordance with the relevant legislative provisions forms part of the Council's statutory Development Plan (comprising the Local Plan and London 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 and justified. Before the NDP is 'made' it must be subject to pre-submission publicity and consultation, submitted to the LPA 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. Since the 2020 changes to the Planning Practice Guidance on Neighbourhood Planning (paragraph 107), NDPs can be given significant weight in determining relevant planning applications as soon as the decision has been taken to hold a referendum – even before that referendum has been held.
- 4.8. Under section 61H of the Town and Country Planning Act 1990, an LPA may designate a Neighbourhood Planning Area as a 'business area' if they consider the area to be wholly or predominantly business in nature. In such instances, two referendums must be held – one of residential voters, and one of businesses.

Community Infrastructure Levy

- 4.9. The Community Infrastructure Levy Regulations 2010, as amended by the Community Infrastructure Levy (Amendment) Regulations 2013 ('the CIL Regulations') were supplemented by the Community Infrastructure Levy Guidance Note, published by DCLG on 26 April 2013. The 2013 guidance was replaced by the Government's PPG on 6 March 2014.
- 4.10. The CIL Regulations, as explained by the Planning Practice Guidance (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 currently does not have any Parish Councils and, as such, the Council retains the revenue generated by CIL.
- 4.11. The Community Infrastructure Levy PPG states (at paragraph 145) that in areas where there is a 'made' NDP or NDO in place, 25% of CIL collected in the neighbourhood area should be spent in that area. Where there is a parish council in place, the money should be passed to the parish council for them to spend directly. Paragraph 146 states that "if there is no parish or town council, the charging authority will retain the levy receipts but should engage with the communities where development has taken place and agree with them how best to spend the neighbourhood funding".
- 4.12. Therefore, where an NDP or NDO has been adopted, the Council is required to consult with the local community as to how this 25% proportion of CIL receipts will be spent. 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 AND GUIDANCE**

- 5.1. This section outlines the relevant legislative framework and guidance as they relate to the making of NDPs following a referendum.
- 5.2. In accordance with Section 38A(4) of the Planning and Compulsory Purchase Act (PCPA) 2004, a local planning authority:
- (a) Must make a neighbourhood development plan [...] if in each applicable referendum under [Schedule 4B of the TCPA 1990] more than half of those voting have voted in favour of the plan, and*
 - (b) If paragraph (a) applies, must make the plan as soon as reasonably practicable after the referendum is held and, in any event, by such date as may be prescribed.*
- 5.3. Section 38A(5) of PCPA 2004 states that if:
- (a) There are two applicable referendums [...] (because the plan relates to a neighbourhood area designated as a business area under section 61H of [the TCPA 1990], and*
 - (b) In one of those referendums (but not the other) more than half of those voting have voted in favour of the plan,*
- the authority may (but need not) make a neighbourhood development plan to which the proposal relates.*
- 5.4. Section 38A(6) of PCPA 2004 adds that:
- The authority are not to be subject to the duty under subsection (4)(a) if they consider that the making of the plan would breach, or would otherwise be incompatible with, and EU obligation or any of the Convention rights (within the meaning of the Human Rights Act 1998).*
- 5.5. The Planning Practice Guidance on Neighbourhood Planning issued by the government notes four particular EU obligations, as incorporated into UK law, that may be of particular relevance to neighbourhood planning. These are the Strategic Environmental Assessment Directive; the Environmental Impact Assessment Directive; the Habitats Directive; and the Wild Birds Directive (reference 41-078-20140306). The Environmental Impact Assessment Directive would apply to neighbourhood development orders aimed at granting planning permission on a specific site, while the Strategic Environmental Assessment Directive would apply to plans for a wider area such as the Spitalfields Neighbourhood Plan. Although the UK has now left the EU, the requirements of these directives are still incorporated into UK law at this time.
- 5.6. The Neighbourhood Planning (General) Regulations 2012 prescribe a time limit for making a neighbourhood plan following a successful referendum. Regulation 18A (as inserted by the Neighbourhood Planning (General) and

Development Management Procedure (Amendment) Regulations 2016) states:

(1) The date prescribed for the purposes of Section 38A(4)(b) of the 2004 Act is the date which is the last day of the period of 8 weeks beginning with the day immediately following that on which the last applicable referendum is held.

- 5.7. This time limit does not apply if a legal challenge is brought in relation to the decision to hold a referendum or around the conduct of the referendum. The time limit also does not apply unless Section 38A(4) of the PCPA 2004 applies – that is, it only applies if all applicable referendums vote in favour of the neighbourhood plan.
- 5.8. Following a decision to make a neighbourhood plan, the local planning authority must publish (and send to the qualifying body and any other parties who asked to be informed of the decision) a decision statement setting out the reasons for the decision. This is set out under PCPA Section 38A(9) and (10) and Regulation 19 of the Neighbourhood Planning (General) Regulations 2012.

6. ASSESSING THE SPITALFIELDS NEIGHBOURHOOD PLAN REFERENDUM

- 6.1. This section provides an assessment of procedures undertaken as part of the Spitalfields Neighbourhood Plan referendum, covering
- Consultation and referendum processes
 - Referendum results
 - Post referendum engagement

Consultation and Procedural Assessment

- 6.2. All procedural stages of the neighbourhood plan-making process were correctly followed. The neighbourhood plan underwent two stages of public consultation – one organised by the neighbourhood forum before submission of the plan to the Council, and one undertaken by the Council following the submission.

- 6.3. The Forum set out in some detail the consultation activities they had undertaken in their Consultation Statement, which was part of the submission of the plan to the Council. This included consultation events undertaken to aid the development of the plan, and the more formal stage of consultation once a draft of the plan had been developed. At the formal stage of consultation, the Forum's figures stated that it had received 38 responses from residents, 3 from businesses, 13 from 'local stakeholders' and 9 from statutory consultees. The consultation statement also explains how the responses the Forum received to the consultation were taken into account in updating the plan. The consultation statement is attached to this report as Appendix 3.
- 6.4. The submission of the neighbourhood plan to the Council had to be validated by a planning officer, to confirm that the correct documentation had been submitted. Under the neighbourhood planning legislation, there is no role for planning officers to assess whether the level of consultation is acceptable at this point, only to confirm that an appropriate consultation statement is included. The role of assessing whether the level of consultation is adequate is for the independent examiner of the plan.
- 6.5. Following the submission of the plan to the Council, the Council held a second round of consultation. The purpose of this round of consultation is to gather responses which will be passed on the independent examiner to consider as part of the examination. At this stage of consultation, 49 responses were received. Of this, 16 were identified as coming from businesses, 24 from residents, and 9 from organisational stakeholders (such as TfL, Natural England, and LBTH itself). The majority of consultation responses were supportive of the plan. The most critical response was from the Truman Brewery, who objected to the affordable workspace discount in policy SPITAL7 on viability grounds.
- 6.6. Following the consultation, an independent examiner of the plan was appointed. This was done by procuring a recommendation for a suitable examiner from Intelligent Plans and Examinations, a company which acts as an agency for neighbourhood plan examiners. Their recommendation was that Jill Kingaby would be a suitable examiner for the plan. Ms Kingaby was not known in any capacity to the planning officer or the Forum beforehand, and was therefore considered suitably independent. In her final report, she states "I am an independent examiner, and do not have an interest in any of the land that may be affected by the submitted plan" (Appendix 4, paragraph 1.7).
- 6.7. In assessing the level of consultation undertaken, the examiner stated: "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" (Appendix 4, paragraph 3.9).
- 6.8. The examination was undertaken based on the written representations received, with no public hearing. This is the standard approach for

neighbourhood plans, where public hearings are the exception rather than a matter of course.

- 6.9. The examiner concluded that, with some modifications, the Spitalfields Neighbourhood Plan would meet the basic conditions and other legal requirements of neighbourhood plans, and could therefore proceed to referendum. The need for some modifications is also a standard element of neighbourhood plan examinations, and ensures that plans fully meet the basic conditions and legal requirements for neighbourhood plans. The examiner's final report was issued on 15 July 2021. On 9 August 2021, an Individual Mayoral Decision agreed to implement the examiner's recommended modifications and send the plan to referendum. This was taken as an Individual Mayoral Decision due to the statutory time limit of 5 weeks between receiving the final examiner's report and making such a decision – ordinarily the decision would be made by Cabinet, but no Cabinet meeting was due to be held during this five-week period.
- 6.10. Procedurally, the plan has fulfilled all the necessary steps up to the point of the referendum, and has undergone two rounds of consultation and been examined by an independent examiner, who concluded that the modified version of the plan which was taken to referendum would meet the basic conditions and legal requirements of neighbourhood plans. From the perspective of planning policy, there is consequently no objection to the adoption of the plan.

Referendum results

- 6.11. The referendums on the Spitalfields Neighbourhood Plan were held on 11 November 2021. The referendum area was the same as the Neighbourhood Planning Area. Both referendums asked the question: "Do you want the London Borough of Tower Hamlets to use the neighbourhood plan for the Spitalfields Neighbourhood Planning Area to help it decide planning applications in the neighbourhood area?".
- 6.12. All registered residential voters living within the Neighbourhood Planning Area were able to vote in the residential referendum. There was a total eligible electorate of 4,102.
- 6.13. For the business referendum, all rate-paying businesses in the area were contacted by the Electoral Services team with details of how to register to vote in the referendum. All those who completed the registration forms by the given deadline were eligible to vote. The registered electorate following this process was 132.
- 6.14. In the residential referendum, 552 votes were cast, and two ballots were spoiled. The turnout was 13.46%. This is not a high turnout, but is also not unusually low for a neighbourhood planning referendum. The neighbourhood planning database compiled by DLUHC shows that, as of 30 May 2022, 52 other neighbourhood planning residential referendums had seen a turnout of 13% or less. Within London, two neighbourhood plan residential referendums

held in Westminster and Camden in September and October 2021 had 10% and 9% turnouts (Fitzrovia West and Queen's Park respectively); and 2019 referendums in Harlesden (Brent) and South Bank and Waterloo (Lambeth) had turnouts of 11%. The only other neighbourhood planning referendum held in Tower Hamlets to date was on the Isle of Dogs Neighbourhood Plan, and had a 37% turnout, but turnout would have been boosted as this was held on the same day as the London Mayoral elections.

- 6.15. Of the votes cast in the residential referendum, 298 were for 'yes' and 252 were for 'no'. This is a 54.2% vote for 'yes'. This is one of the lowest positive votes in a neighbourhood planning residential referendum across the country. Since neighbourhood planning was introduced, eleven neighbourhood plans have failed at referendum (i.e., received less than 50% of the vote), and a further five plans received 'yes' votes between 51-53%. The Spitalfields 'yes' vote is the lowest of any neighbourhood plan referendum in London, the next lowest being the 79% 'yes' vote in Fitzrovia West in Westminster/Camden.
- 6.16. In the business referendum, 88 votes were cast, with no ballots spoiled. The turnout was 66.67%. However, it should be noted that to vote in the business referendum, business owners will have had to make an active effort to register, whereas most residential voters will already have been on the electoral roll before the referendum was announced. It is therefore expected that business referendums will have a much better turnout than residential referendums, as business owners who have taken the trouble to register specifically for this poll are subsequently more likely to use their vote. DLUHC does not appear to collate data on business referendums, but a planning officer has researched business referendums in other London boroughs, and determined that the business referendum with the lowest turnout was 38% in Mayfair (Westminster), which is still higher than the highest ever residential turnout in a London residential referendum (Isle of Dogs, 37%). So while the disparity of turnouts between the business and residential referendums is notable, it comes with some caveats.
- 6.17. Of the votes cast in the business referendum, 70 were for 'no' and 18 were for 'yes'. This is a 79.5% vote for 'no'. Data on business referendums does not appear to be collated centrally by DLUHC as it is for residential referendums, so comparisons are difficult – but this is understood to be the first time a neighbourhood plan has failed at a business referendum.
- 6.18. Based on these results, the neighbourhood plan was successful in the residential referendum, and unsuccessful in the business referendum.
- 6.19. This is understood to be the first time since the introduction of neighbourhood planning that a residential referendum and a business referendum have produced different results from one another. This creates a situation where the Council will now have to make their own decision about whether or not to adopt the neighbourhood plan, as the referendum has not produced a clear result for the Council to follow.

Post-Referendum Engagement

- 6.20. Following the split outcome of the referendums, the Corporate Director of Place wrote to the Spitalfields Neighbourhood Forum on 20 January 2022 to set out the Council's position. The Council asked the Forum to "engage further with business representatives from the Spitalfields Neighbourhood Plan Area to explore the concerns that led to the outcome of the business referendum". The Forum were asked to prepare a statement setting out the main concerns of the business representatives in the discussions, and the Forum's response. This letter, along with the Forum's response, is attached as Appendix 5.
- 6.21. The Forum engaged business representatives and sent their statement to the Council on 19 May 2022. This statement identified two primary groups of business representatives in the area who had opposed the neighbourhood plan during the referendum period: the owners of the Truman Estate, and the Brick Lane Restaurant Association. The Forum engaged both groups, and concluded that "it is our view that the concerns raised by Azmal Mert and Guljar Khan [representing the Brick Lane Restaurant Association] are reasonable and can be overcome, while those raised by Mr. Zeloof [representing the Truman Estate] are disingenuous, purely tactical and cannot be met".
- 6.22. The full details of these discussions and the Forum's response can be seen in Appendix 5. In summary, as a response to the concerns of the restaurant owners, the Forum committed to the following points:
- Renaming the neighbourhood plan to the Spitalfields and Banglatown Neighbourhood Plan – initially on a unilateral basis by the Forum itself, with the intention of attempting to formally change the name of the neighbourhood plan after adoption.
 - Emphasising "the importance of Brick Lane being the world capital of curry and the heart of Banglatown" by submitting a number of non-material amendments to the Council following adoption.
 - Exploring the possibility of slightly expanding the neighbourhood area to include areas that the restaurant owners felt had been excluded, though the Forum acknowledges in its letter that this is a potentially complicated process and legal advice would be sought as to how it could best be implemented.
- 6.23. All of these changes would have to happen after the adoption of the neighbourhood plan that was voted on in the referendum – there is no provision in the legislation to make further amendments between the referendum and the decision to adopt or not. However, there is provision in the legislation to make amendments to neighbourhood plans once they have been adopted, and in instances where these modifications do not change the nature of the plan they can be made relatively quickly and possibly without the need for either further examination or another referendum. The exact process would need to be determined when the proposed changes are submitted to the Council. There are also statutory processes in place for designating and altering neighbourhood areas and neighbourhood forums.

- 6.24. On this basis, officers are of the opinion that the Forum's proposed response to the concerns of the Brick Lane Restaurant Association could plausibly be implemented.
- 6.25. As noted above, the Forum are of the opinion that the concerns of the Truman Estate are unreasonable and cannot be accommodated. Their full reasoning behind this can be seen in Appendix 5, and their concerns are summarised below. The Forum claim that:
- The Truman Estate are against any further controls or restrictions over how they develop their site.
 - A representative of the Truman Estate (Mr Zeloof) has been a member of the managing committee of the Forum since 2016, has had the opportunity to input throughout the neighbourhood plan development process, and twice voted in favour of the neighbourhood plan at annual general meetings of the Forum before now turning to oppose the plan.
 - The Truman Estate believe the plan is too conservation-oriented, but the Forum believe this focus on conservation has been justified through their consultations with local people, who have emphasised the importance of conservation in the area.

7. FACTORS TO BE CONSIDERED IN DECIDING WHETHER TO ADOPT OR REJECT THE SPITALFIELDS NEIGHBOURHOOD PLAN

- 7.1. This section sets out factors to consider in deciding the proposal to make the Spitalfields Neighbourhood Plan, covering,
- Compliance with procedural requirements
 - Evaluation of referendum result and outcomes
 - Impacts of policy on stakeholders
 - Post referendum engagement

Procedural requirements

- 7.2. Given that the plan has fulfilled all the procedural requirements and been found by an independent examiner to meet the basic conditions and legal requirements of neighbourhood plans, there is no objection to its adoption from a planning policy perspective. The question at hand is entirely one of how to interpret the democratic signals sent out by the conflicting referendums.

Referendum outcomes

- 7.3. The residential vote had a higher overall number of voters than the business referendum. However, the turnout compared to the total electorate was low – not exceptionally low for a neighbourhood planning referendum held in isolation, but still quite low. The result of the residential referendum was fairly close, with a 54%/46% split in favour of the plan. In the context of neighbourhood planning referendums, this is a very low 'yes' vote, although if

the residential referendum had been the only vote to take place this would still require the Council to adopt the neighbourhood plan.

- 7.4. The business vote had a lower overall number of voters, but a high turnout compared to the number of registered voters. However, this high turnout is potentially misleading – businesses in the area had to actively register to vote by filling in and returning two forms to the Council (whereas most residential voters will already have been on the electoral roll, and very few will have needed to register to vote specifically to take part in this referendum). Having gone to the trouble of registering, businesses voters would then be more likely to actually cast their vote. A total of 812 businesses were invited to register, and if compared against that number, the percentage of businesses in the area that actually voted is 10.8%.
- 7.5. Members may be tempted to combine the votes cast in the two referendums to determine a 'total' vote count, and use this to determine their decision – this would lead to a result of 'no', by 6 votes. However, it should be noted that if a person lives in the neighbourhood area and also runs an eligible business within the neighbourhood area, that person is entitled to vote in both referendums. To combine the votes of the two referendums together could be seen as double-counting the votes of anyone who was able to vote in both referendums. But it could also be argued that people who are residents and business owners have a double stake in the area, and the neighbourhood planning legislation makes provision for their voices to be heard twice in those separate capacities through the two referendums.
- 7.6. It could be argued that the Forum have not done enough work to bring the business community along with them in the development of the plan, and this is reflected by the result of the business referendum. It is worth noting that the Forum's own consultation statement claims that they only received 3 consultation responses from businesses during the first consultation. This could suggest a lack of engagement with the business community from the Forum, or a lack of interest from the business community, or a combination of both. However, in the second round of consultation, 16 responses from local businesses were received, and with the exception of a response from the Truman Brewery, these were entirely positive about the plan. This suggests that at least some elements of the business community in Spitalfields were engaged in the production and promotion of the plan.

Policy impacts

- 7.7. We can also analyse the potential effects of the neighbourhood plan on the business community. The plan is split into three broad topics – urban heritage, open space and environment, and commercial mix.
- 7.8. The commercial mix policies appear the most relevant to businesses in the area. This section contains a single policy, SPITAL7, which builds on an existing policy in the Tower Hamlets Local Plan. The Local Plan policy requires major commercial or mixed-use developments to provide 10% of their employment floorspace at a 10% discount on market rents for a minimum of

10 years. The neighbourhood plan policy requires the discount to be increased to 45% and the time limit to be increased to a minimum of 12 years (with the proportion of space remaining the same at 10%). The supporting text in the neighbourhood plan states that this is in response to “testimonials from existing businesses and stakeholders in the area [which] revealed the overwhelming concern was rising rents pricing small businesses out of the area. 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”. This is also the level of discount that was secured by planning officers in the Development Management team on the recently permitted Woodseer Street development. It is difficult to see how this policy could be considered to have a negative impact on the wider business community of Spitalfields, as its aim is to create a situation in which some spaces continue to exist with low enough rent that they can be utilised by smaller, independent businesses of the kind that the area is known for, and which might otherwise find it increasingly difficult to be located in Spitalfields due to high rents. The policy would have an impact on property developers, but should be largely beneficial for small businesses in the area.

7.9. To briefly examine the potential impacts of the other policies in the plan:

- SPITAL1 – Protecting the Physical Fabric of Spitalfields. This policy deepens existing heritage protections in the area, and develops a more granular understanding of the character of different parts of the neighbourhood area. While heritage protections can add cost and delay to developments, almost all of the neighbourhood area is within various conservation areas, so the level of heritage concern is already high and the need to deal with it should already be ‘priced in’ to any development proposals.
- SPITAL2 – Land Use, Activities and Frontages. This policy requires shopfront proposals to demonstrate a high quality of design; and requires consolidation of shopfronts to respect the rhythm of the street, which might discourage consolidation of multiple units into single, larger units. This could add some costs or restrictions to businesses in the area.
- SPITAL3 – Public Realm. This policy relates to maintaining and restoring the street pattern of the area and creating areas of positive public realm. This would likely only apply to larger redevelopment proposals.
- SPITAL4 – Facilitating Urban Greening. This policy requires new development to contribute to urban greening. However, it would only apply to residential development and class B1 uses (this specific use class has since been rescinded by the government, but would include offices, research and development, and light industry). It would not apply to majority of small businesses in the area.
- SPITAL5 – Local Green Space. This policy provides extra protection to five green spaces in the area. This does not affect businesses.

- SPITAL6 – Ram and Magpie Site. This policy encourages a space next to Spitalfields City Farm to be used for purposes relating to the farm. This does not affect businesses.

7.10. In summary, the open space and environment policies are not applicable to businesses in the area; while some elements of the heritage policies would potentially be applicable (depending on what proposals come forward and in which locations) and could add additional cost and delay to securing planning permissions – but this should be considered within the context of Spitalfields, where there are already significant heritage protections that need to be overcome. Any additional cost and delay caused by the neighbourhood plan would therefore be minimal, as applicants would already be dealing with heritage issues as part of their applications. There is therefore a potential argument that, although the plan appeared to be unpopular with local businesses at the time the referendums were held, it will ultimately not have a large impact on them; and that the positive residential vote should therefore be privileged, as the plan will have a greater impact on residential amenity through the protection of heritage and open spaces.

Post referendum engagement

7.11. Finally, Councillors should take into account the Forum's discussions with representatives of the business community in the aftermath of the referendums. The Council asked the Forum to engage with business representatives to assess their reasons for opposing the neighbourhood plan and whether their objections could be overcome. The Forum met with representatives of the Truman Estate and the Brick Lane Restaurant Association. They concluded that the concerns of the restaurant owners could be addressed through a number of modifications, including some additional text within the plan itself; a change of the name of the plan to the Spitalfields and Banglatown Neighbourhood Plan; and an extension of the neighbourhood area. However, the Forum also stated that they believe the concerns of the Truman Estate are unreasonable and no changes can be made that would accommodate them.

Conclusion

- 7.12. The Spitalfields Neighbourhood Plan is considered to meet the legal requirements and basic conditions of a neighbourhood plan, and to be sound from a planning policy perspective.
- 7.13. However, the two referendums that were held on the neighbourhood plan reached an inconclusive result, with the residential referendum voting in favour of the plan, and the business referendum voting against.
- 7.14. This report sets out the details of these referendums and considers the relative size of the electorate, the turnout, and the margin of victory in each case, as well as the potential impact of the neighbourhood plan on businesses within the area.

- 7.15. While planning officers are well-placed to provide recommendations on matters that purely relate to planning, it is not the role of officers to provide recommendations on an issue which speaks to a question of democratic legitimacy instead.
- 7.16. The recommendation in this report is therefore that Councillors take a vote on whether to adopt the neighbourhood plan or not, taking into consideration the factors set out in this report.

8. EQUALITIES IMPLICATIONS

- 8.1. Officers used the Council's Equality Impact Assessment Screening tool to consider impacts on people with the protected characteristics outlined in the Equalities Act 2010 as part of the IMD of 9 August 2021 which agreed to send the neighbourhood plan to referendum. This concluded that the implementation of the neighbourhood plan would not have any adverse effects on people who share the protected characteristics. There have been no material changes since that time to suggest a different outcome following the referendums, and no further action is required. The screening exercise has been attached as Appendix 6 to this report.
- 8.2. It has been discussed in section 6 of the report that policies in the neighbourhood plan may have some financial impacts in terms of providing a larger discount on affordable workspace; or some costs and delay to planning applications in terms of dealing with the increased level of heritage protection in the neighbourhood plan. However, these impacts are not expected to be placed disproportionately on any particular protected group, but apply across the board within the neighbourhood plan area.

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.
- 9.2. Consultations: See section 6 of this report for detail of the consultations that have been undertaken on the neighbourhood plan.
- 9.3. Environmental Implications: There is a statutory requirement to determine whether neighbourhood plans require a Strategic Environmental Assessment (SEA) or Habitats Regulations Assessment (HRA), and for such assessments to be undertaken if necessary. The Council undertook an SEA/HRA screening of the draft neighbourhood plan before submission for examination, and

concluded that a full SEA or HRA was not required. This decision was published by the Council in October 2020.

10. COMMENTS OF THE CHIEF FINANCE OFFICER

- 10.1. This report is seeking a decision on whether or not to adopt the Spitalfields Neighbourhood Plan following the results of the referenda. There will be no material financial implications from adopting the plan.
- 10.2. Any costs associated with the referendum process and adoption of the plan have been met from within existing revenue budget provision.
- 10.3. There is no Parish Council in place for the Spitalfields area. As a result, the updated CIL regulations 2010 allow the Council to retain any CIL income collected from this area but it must reinvest 25% of this income back into the local community. Should the neighbourhood plan be adopted then this will need to be considered when allocating CIL funding.

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 Spitalfields Neighbourhood Plan was submitted to the Council, consulted on, and independently examined in line with the provisions in Schedule 4B of the Town and Country Planning Act 1990, and the Neighbourhood Planning (General) Regulations 2012(as amended).
- 11.3. 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.
- 11.4. Under s38(5) of the 2004 Act, the Council may (but need not) make a neighbourhood development plan if there are two applicable referendums and in one of those referendums (but not the other) more than half of those voting have voted in favour of the plan.
- 11.5. 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.

- 11.6. Pursuant to sections 38A(9) and (10) of the PCPA 2004 and regulation 19 of the Neighbourhood Planning (General) Regulations 2012, following a decision to make a neighbourhood plan, the local planning authority must publish (and send to the qualifying body and any other parties who asked to be informed of the decision) a decision statement setting out the reasons for the decision.
- 11.7. 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
- 11.8. In terms of any implications of the proposed recommendations arising from the Equality Act 2010 paragraphs 7.1 of this report states that the Council has subjected the recommendations in this report to an Equalities Impact Assessment Screening exercise. It concludes that the proposals in this report do not have any adverse effects on people who share Protected Characteristics as defined in the Equality Act 2010 and no further action is required. The abovementioned screening assessment therefore demonstrates that the Council has complied with and discharged the Public Sector Equality Duty in s149 of the Equality Act 2010.
- 11.9. Paragraph 6.2 of this report sets out the extent of the consultation exercises undertaken and demonstrates a fair and legally robust process.
-

Linked Reports, Appendices and Background Documents

Linked Report

- NONE

Appendices

- Appendix 1: Spitalfields Neighbourhood Plan
- Appendix 2: Map of Spitalfields Neighbourhood Planning Area
- Appendix 3: Spitalfields Neighbourhood Plan Consultation Statement
- Appendix 4: Spitalfields Neighbourhood Plan Examiner's Final Report
- Appendix 5: Post-referendum correspondence between the Council and the Forum
- Appendix 6: Equalities Impact Assessment Screening

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

- NONE

Officer contact details for documents:

Steven Heywood, Principal Planning Officer, Plan-Making Team

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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 residents' 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
Yasmin Aktar
Chris Bowden
Toby Brown
Cllr. Shad Chowdhury
Dan Cruickshank
Melanie Denyer
David Donoghue (Chairman, 2015-2019)
Chris Dyson
Alec Forshaw
Jeremy Freedman
Charles Gledhill
Joy Godsall
Alex Gordon Shute
Mir Haque
Lorraine Hart
Iqbal Hussain
Paul Johnston (Vice Chair, 2015-2019)
Santokh Kaulder
Cllr. Tarik Khan (Vice Chair, 2015-2019)

Stephanie Mathern
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Mike Nicholas
Krissie Nicolson (Vice Chair, 2019-2020)
Edith Okuth-Awuar
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Heloise Palin
Steve Paton
Lindy Pyrah
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Tania Shaikh
Jon Shapiro
Paul Shearer
Michelle Sinden
Jonathan Stebbins
Philip Vracas
Phil Warburton
Mhairi Weir
Jason Zeloof

1 INTRODUCTION

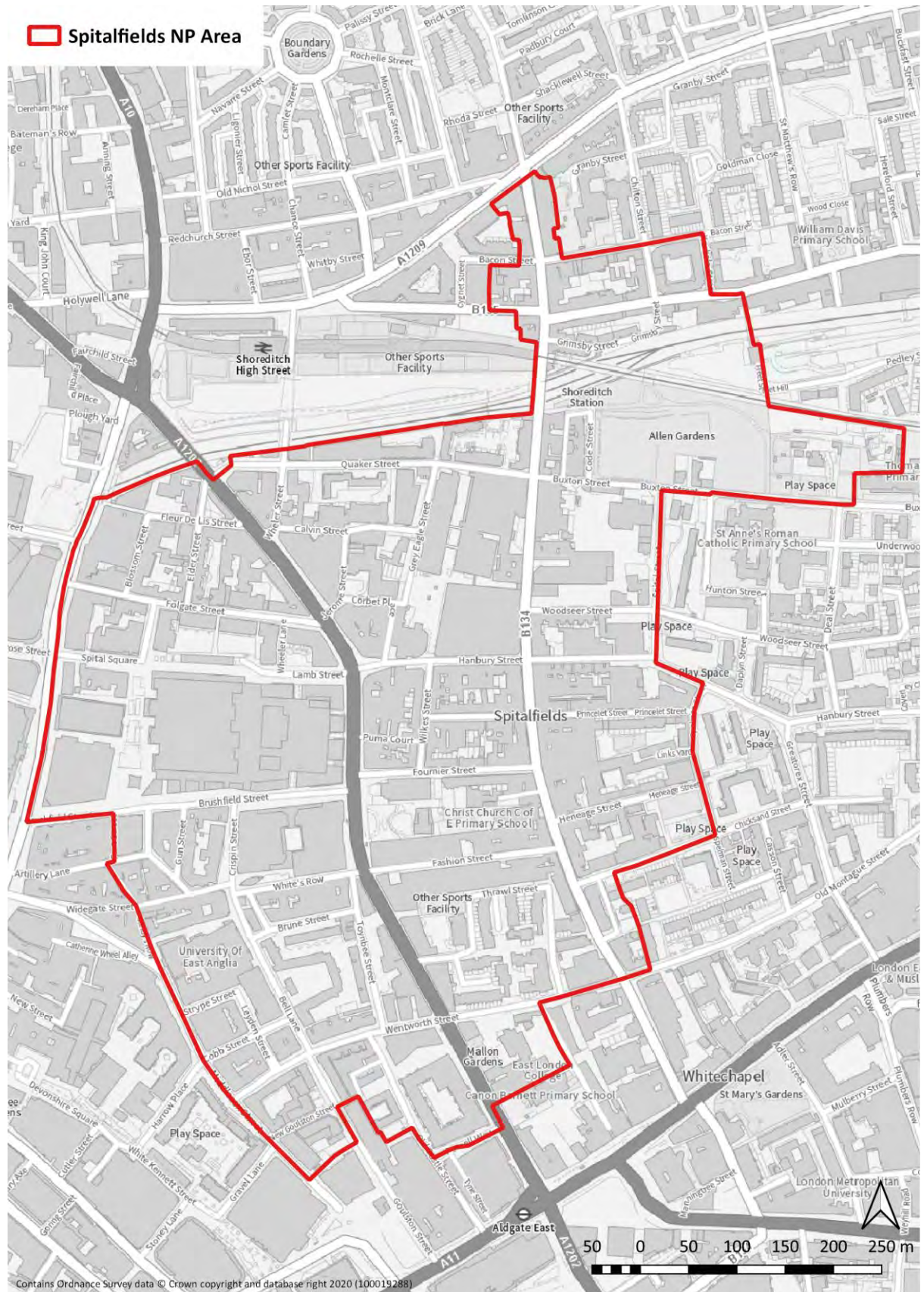
Purpose of the plan

- 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 1988¹

- 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 13th 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 13th 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 18th houses were Huguenots fleeing from a hostile France. They brought with them their creative artistry as silk weavers and the Spitalfields

¹ 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 20th 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."*²

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.

² 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 4th 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.³
- 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

³ 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.

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 21st 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 18th 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 within 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

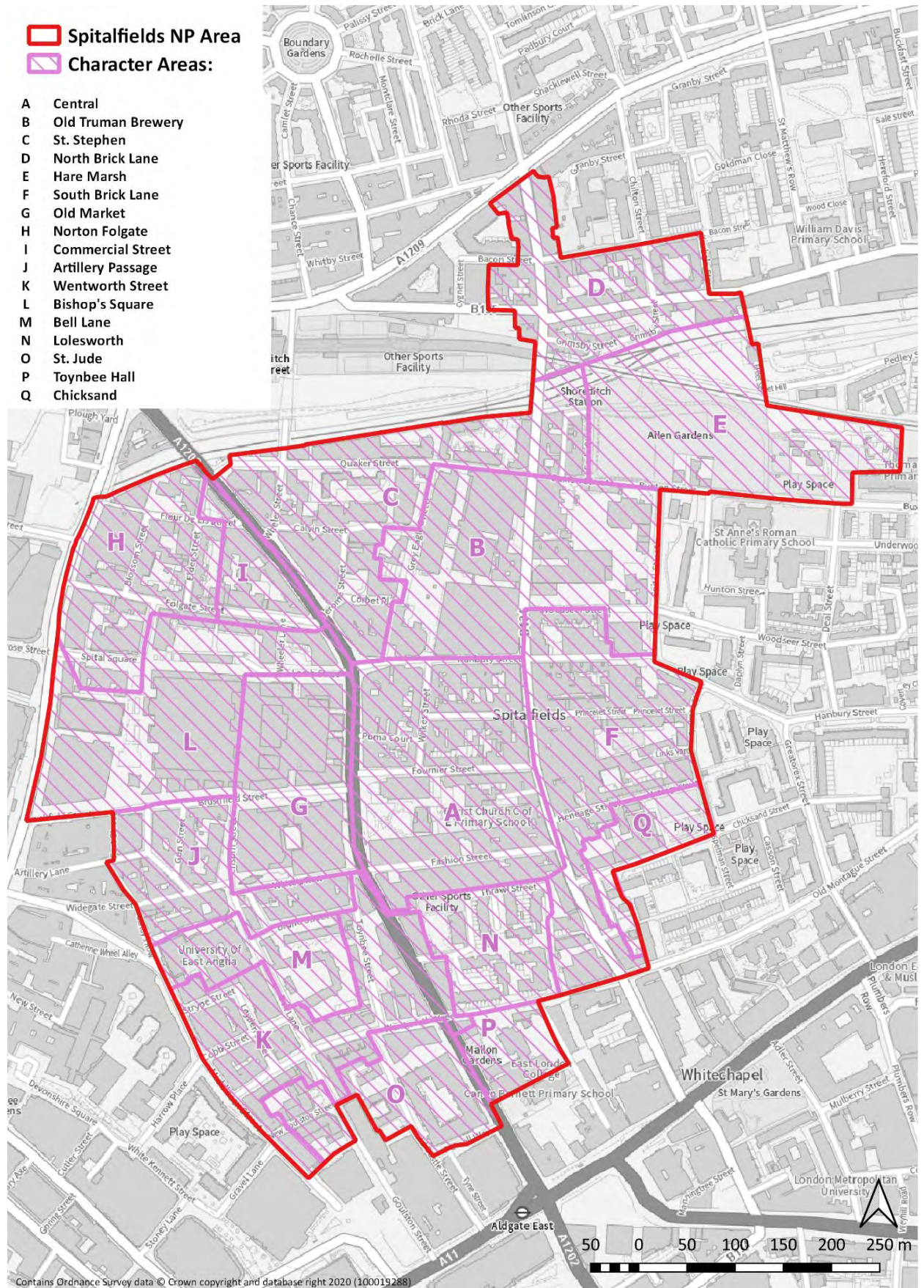
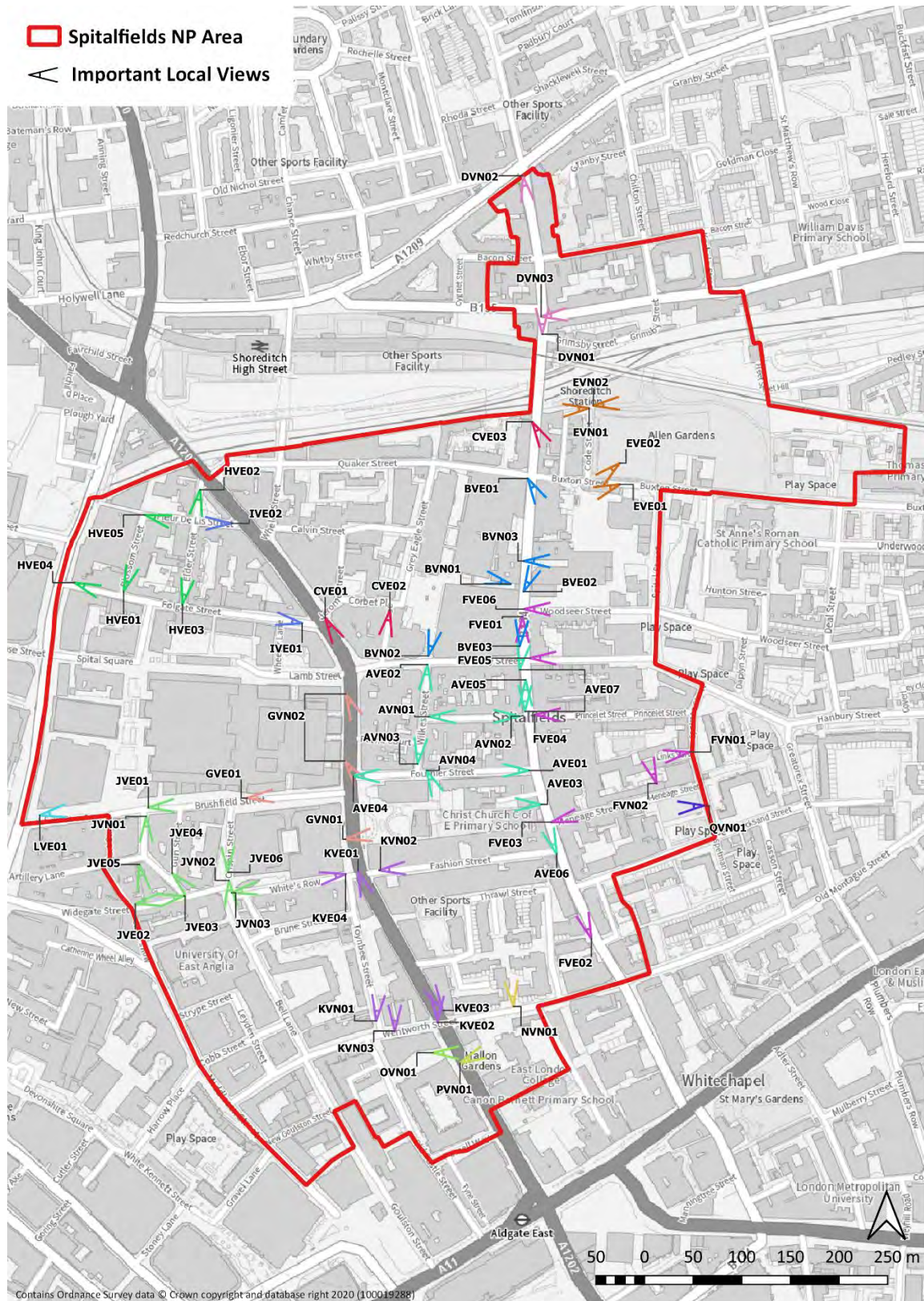


Figure 4.2: Significant views within the Spitalfields Area



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 located⁴, 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.

⁴ 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

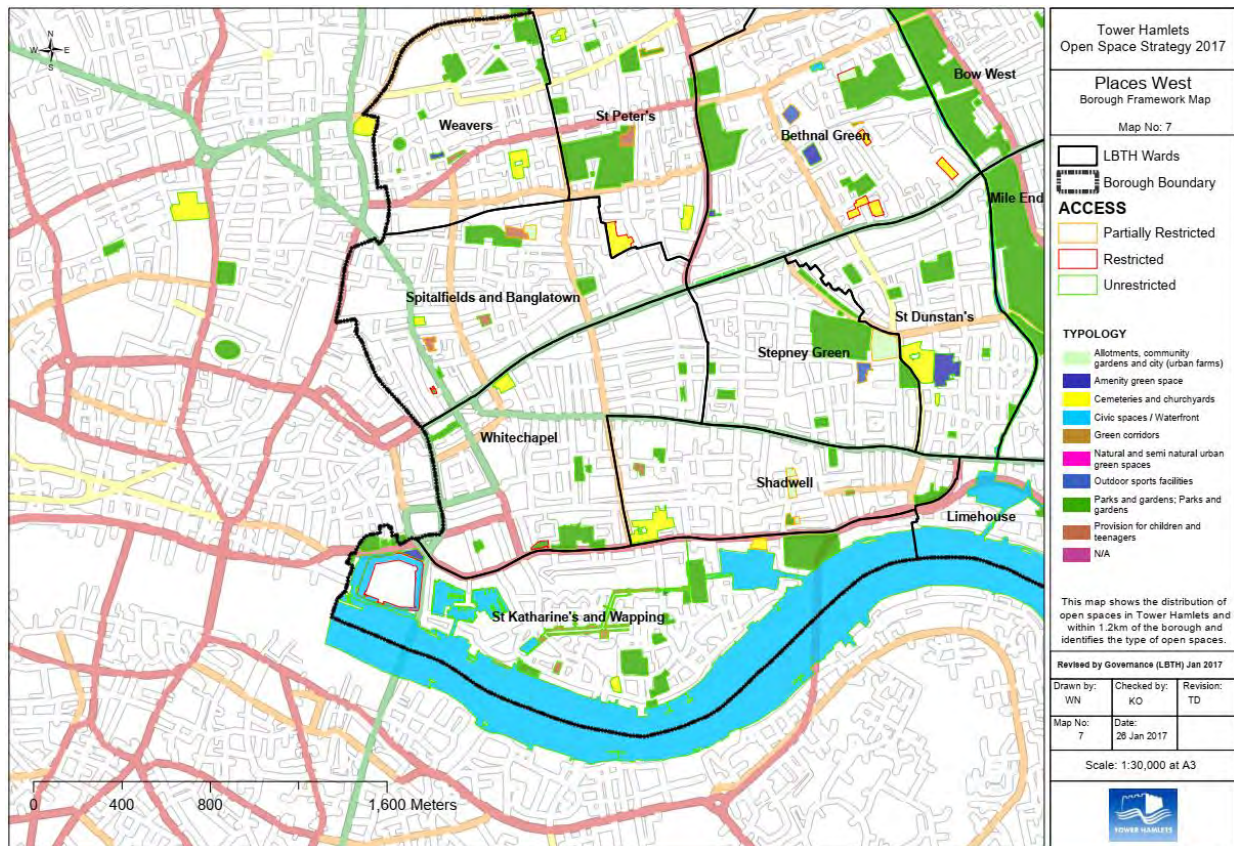
- 5.1 Spitalfields is a densely inhabited part of Inner London. The proportion of homes with private gardens is unsurprisingly low. Over recent years it has become apparent how access to green spaces has a significant benefit on our health, both physical and mental. Not only do green open spaces provide 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 population⁵, 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.

⁵ 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) model⁶, 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 developments⁷. 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 600m² footprint on a site of 1,000m² including a green roof, 250m² car parking, 100m² open water and 50m² 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.

⁶ See London Plan, pp.364-368

⁷ '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 1,000m² 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.

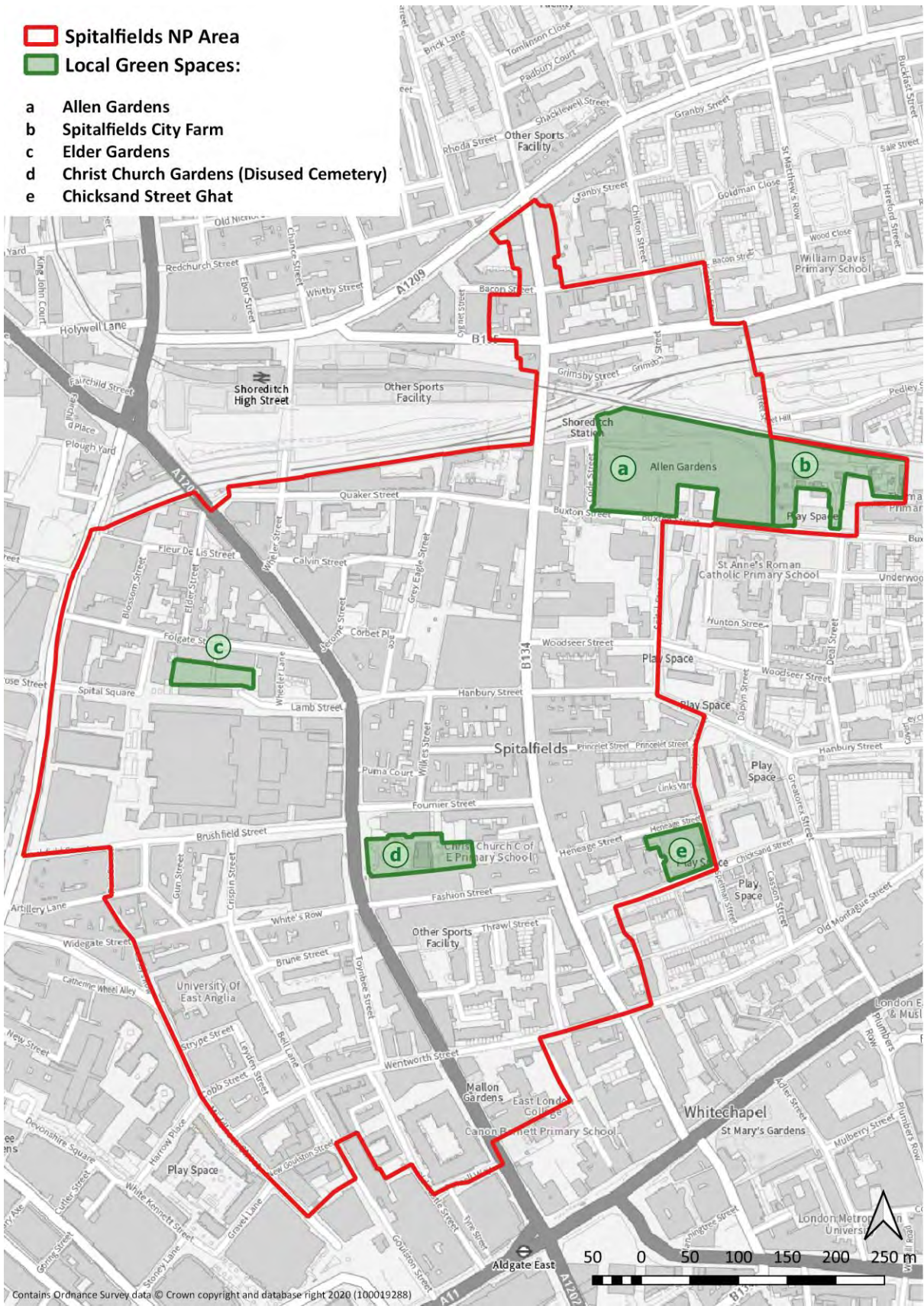
Local Green Spaces

- 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:
- in reasonably close proximity to the community it serves;
 - 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
 - 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



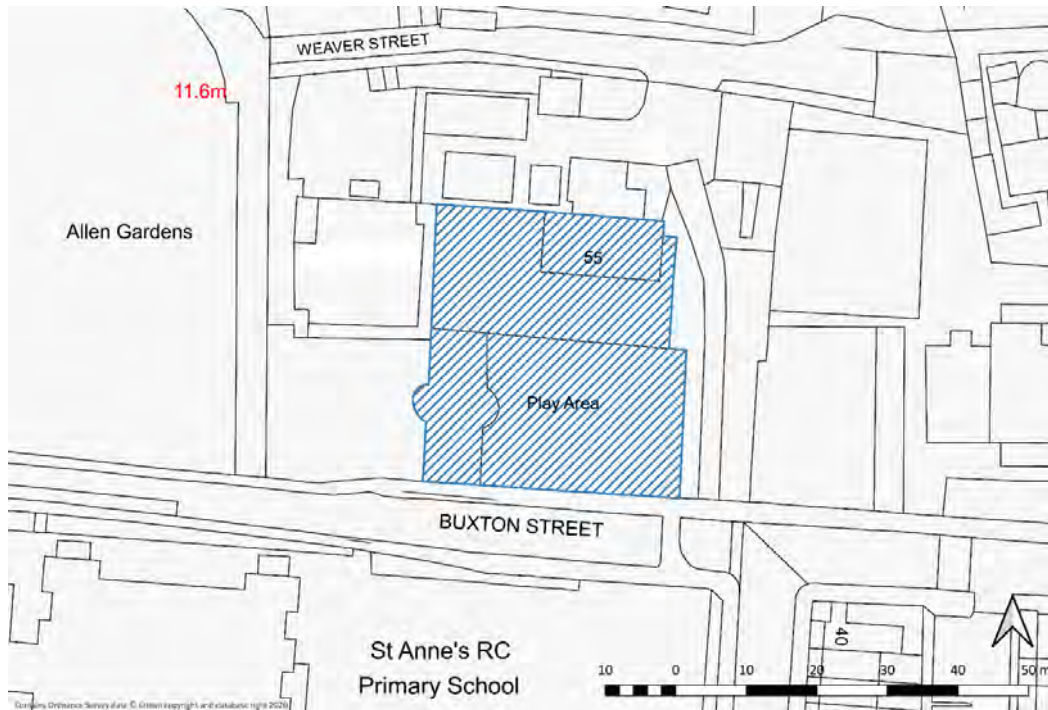
Ram & Magpie site

- 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 people⁸. Its 15,000 micro-businesses (10 or fewer employees) creating annual turnover of £6.7 million⁹. Spitalfields accounts for over 300 of these small and micro business employers. Meanwhile, industrial floorspace in the borough declined by 43% to 800,000m² between 2000 and 2012, above the Inner London average¹⁰. 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 Review¹¹ 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 area¹². 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

⁸ Source: Tower Hamlets Local Plan 2020

⁹ Source: Office for National Statistics

¹⁰ Source: Peter Brett Associates (2016) *Tower Hamlets Employment Land Review*

¹¹ See footnote 9

¹² 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)¹³ 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 survey¹⁴ 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 Assessment¹⁵ reported that the delivery of affordable workspace at 50% of the market rent was found to be

¹³ East End Trades Guild (2017-2018) *Affordable Business Rents*

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

¹⁵ 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 4¹⁶ 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 policy¹⁷ which found that such a policy would still result in residual land values exceeding existing use values 'by a significant margin'¹⁸. 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.EMP2¹⁹ (New employment space), major development²⁰ 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).

¹⁶ Peter Brett Associates (2016) *Tower Hamlets Affordable Workspace Evidence Base*

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

¹⁸ Ibid., paragraph 6.26

¹⁹ Clause 4

²⁰ 'Major development' is as defined in the NPPF

7 COMMUNITY INFRASTRUCTURE LEVY PRIORITIES

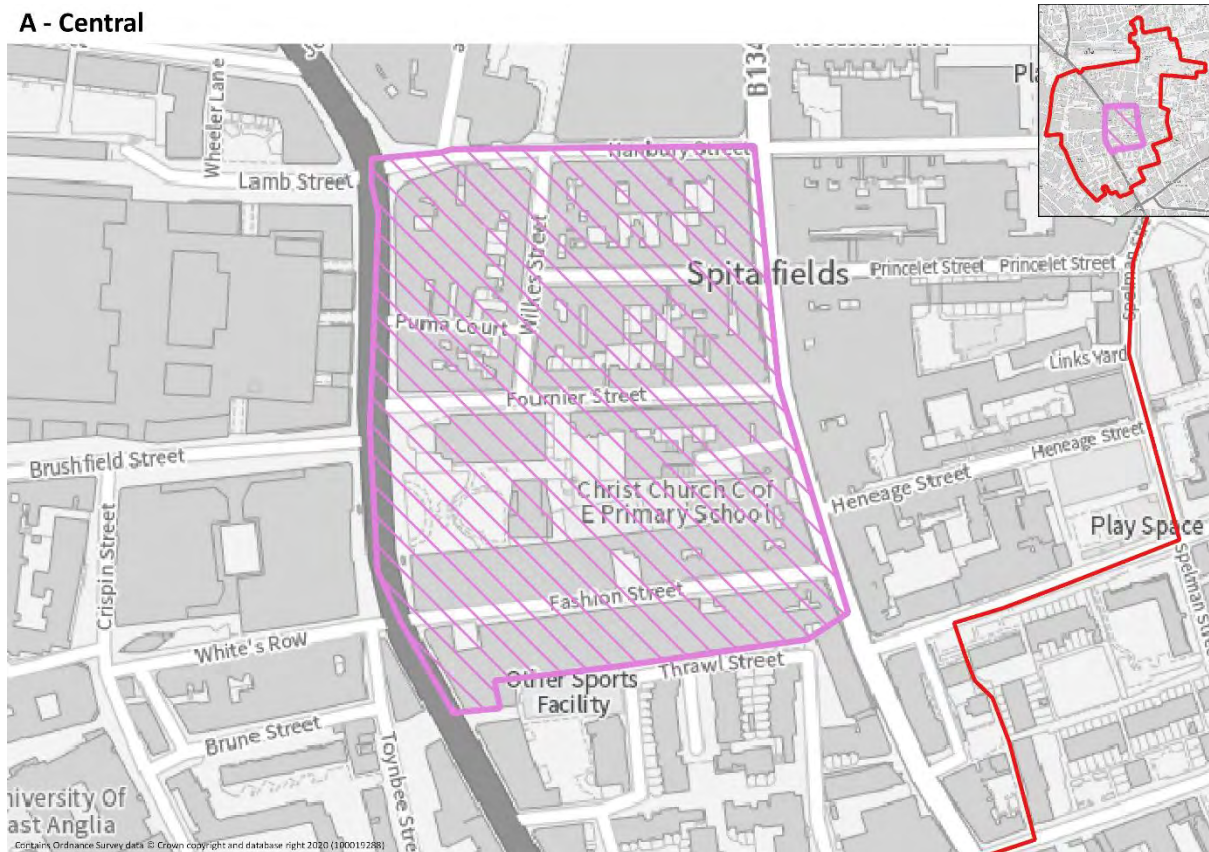
- 7.1 Tables 4.1 and 5.1 respectively provide lists of heritage and greening projects which are important to address the objectives of the Neighbourhood Plan. For the avoidance of doubt the projects are not listed in order of priority in either table. Similarly, for the avoidance of doubt there is no 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 18th 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)**

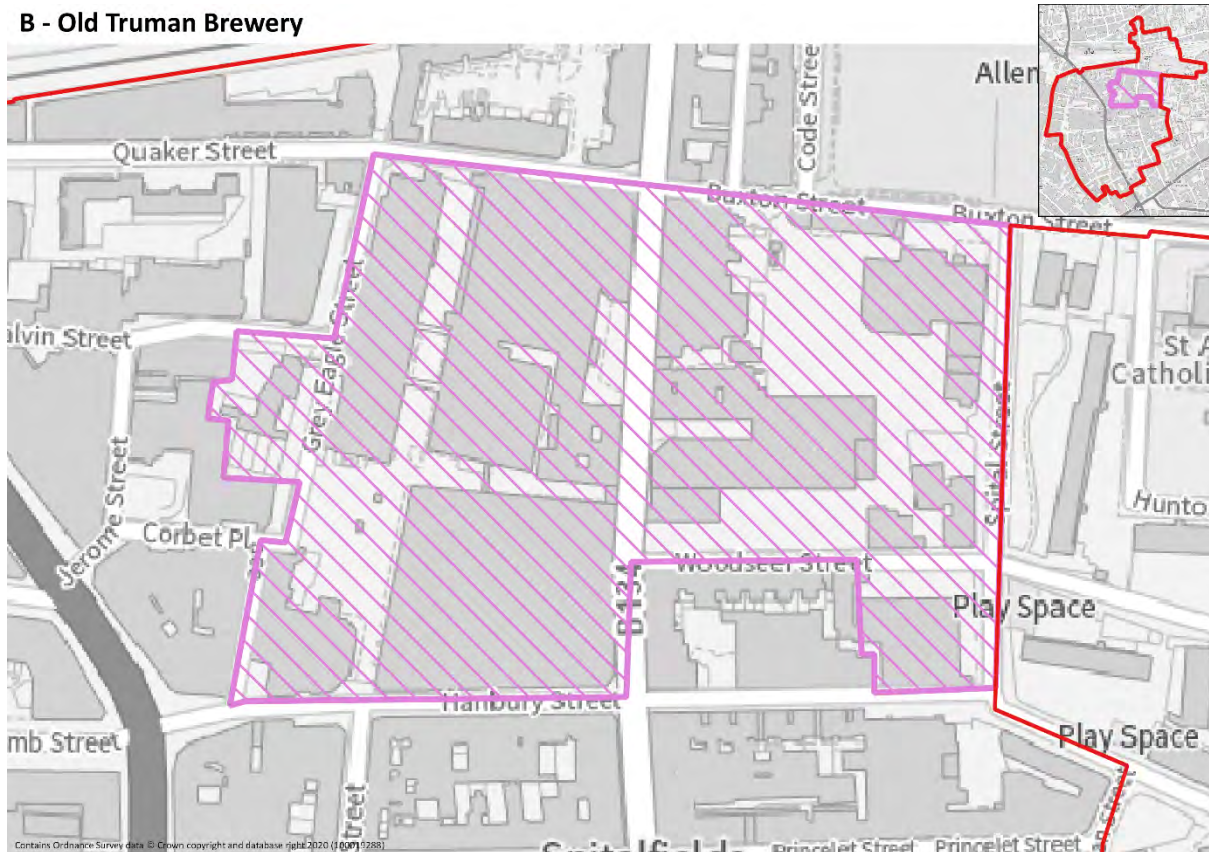
A7 A number of additional vistas and street views are also identified which contribute to the character of the Local Character Area, whose quality is vulnerable to alterations and extensions at roof level or new taller buildings. The following views are important and efforts should be made to protect 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 18th 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, 20th 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.

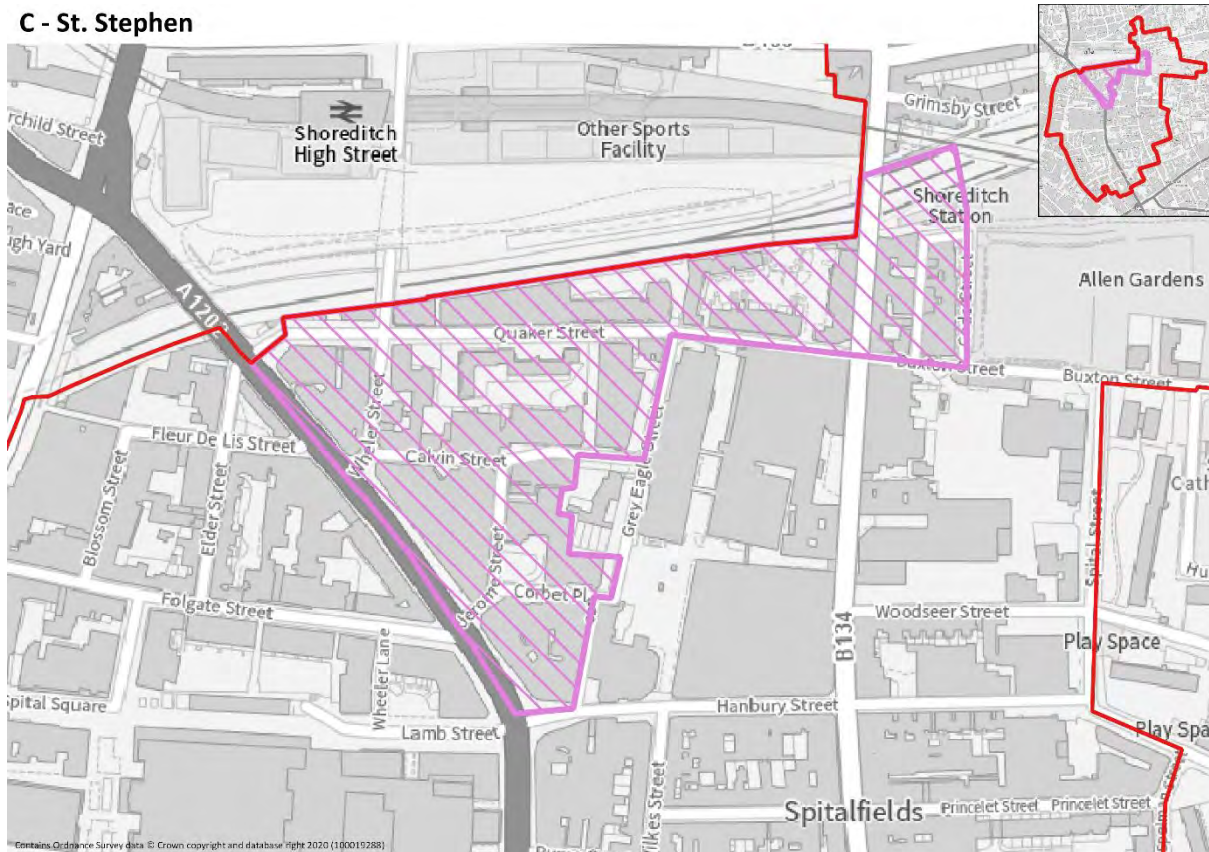
B6 The area contains examples of world-renowned street art, sanctioned by the relevant building owners, which attract international and domestic visitors to Spitalfields.

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 17th 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 18th 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.

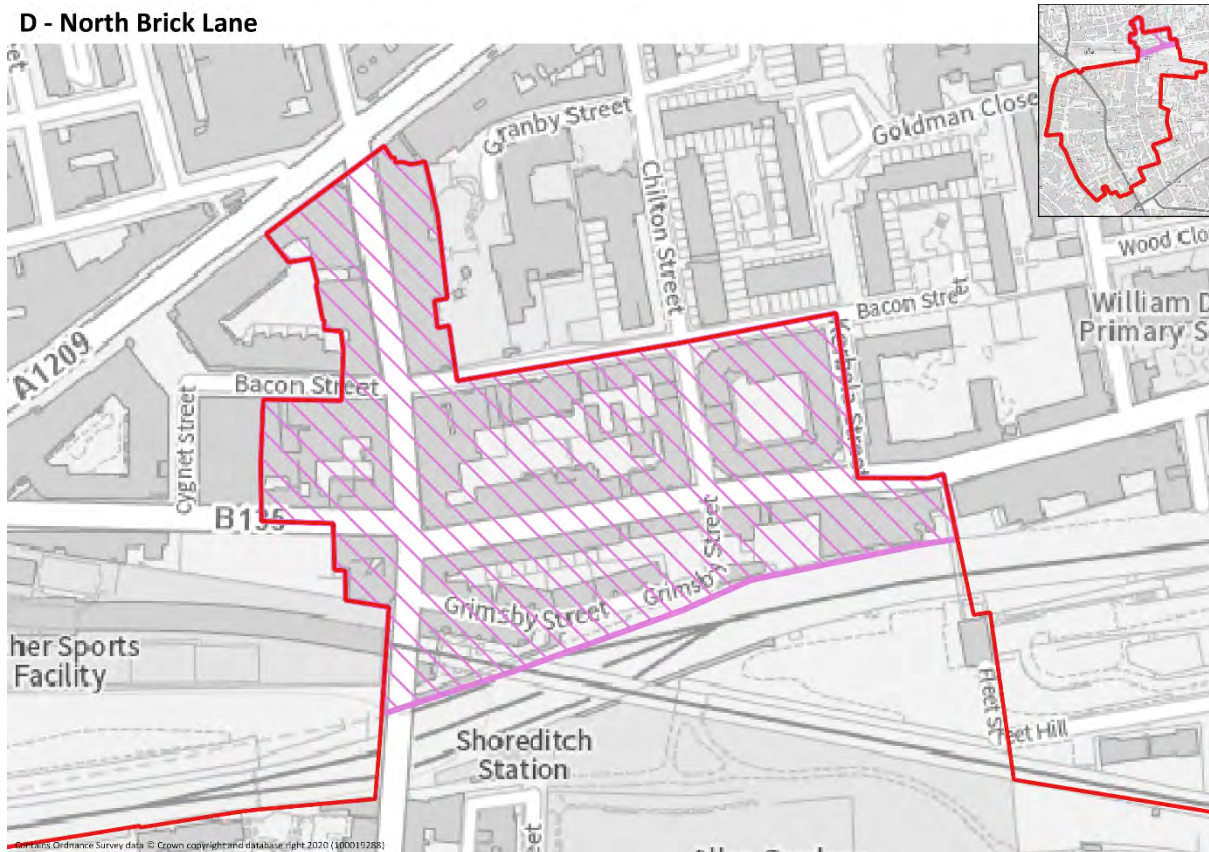
C8 Pavement and road surfaces in this area are generally poor and have often been badly repaired or patched following construction works. However, some historic road surfacing, paving and street furniture survives, also noted in Appendix D, which are worthy of being retained, restored where damaged and 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 19th 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

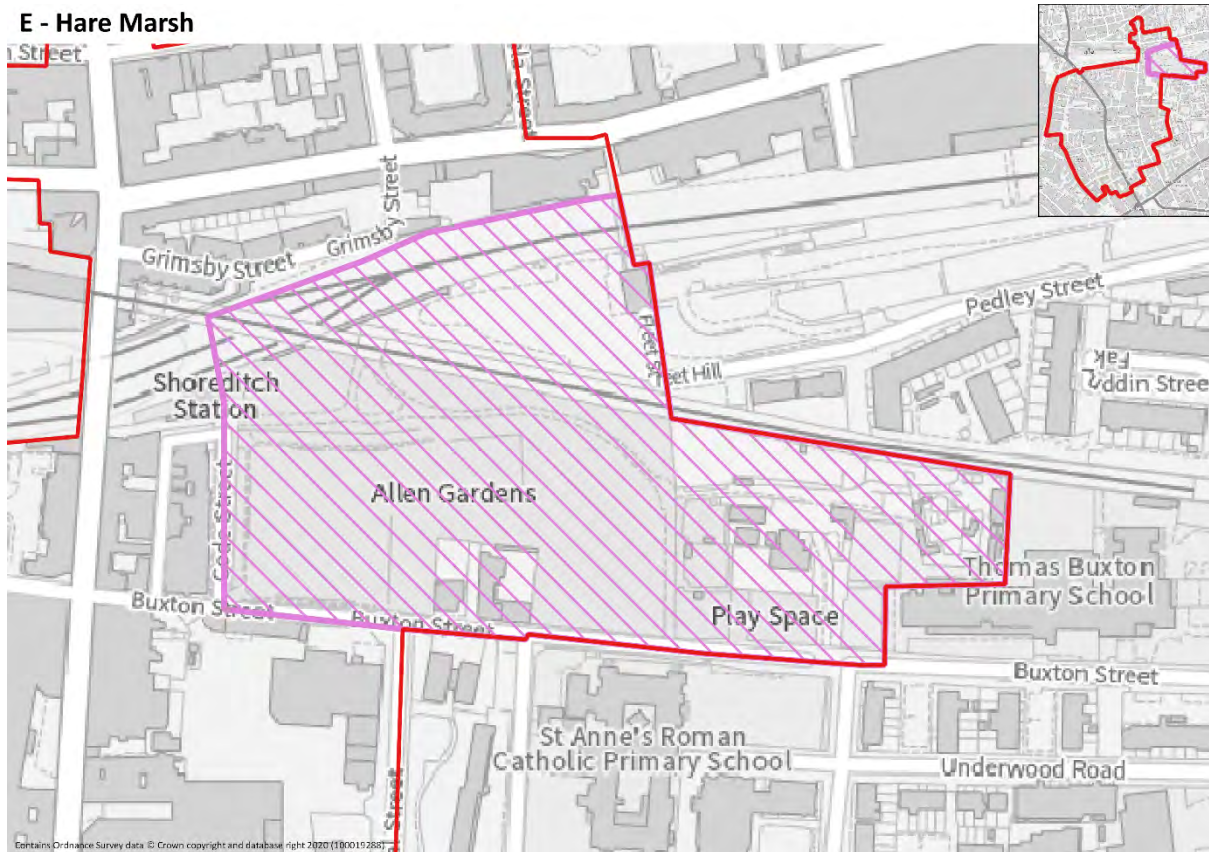
wealth of historic fabric, previously overlooked perhaps because of its condition and the assumed poverty of the area. While the Conservation Area Appraisal in 2009 correctly noted that many of the buildings on Brick Lane north of Sclater Street and Cheshire Street are thought to be mid-18th century tenements behind rebuilt 19th 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 17th and early 18th century, much was rebuilt in the late 19th or early 20th 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.

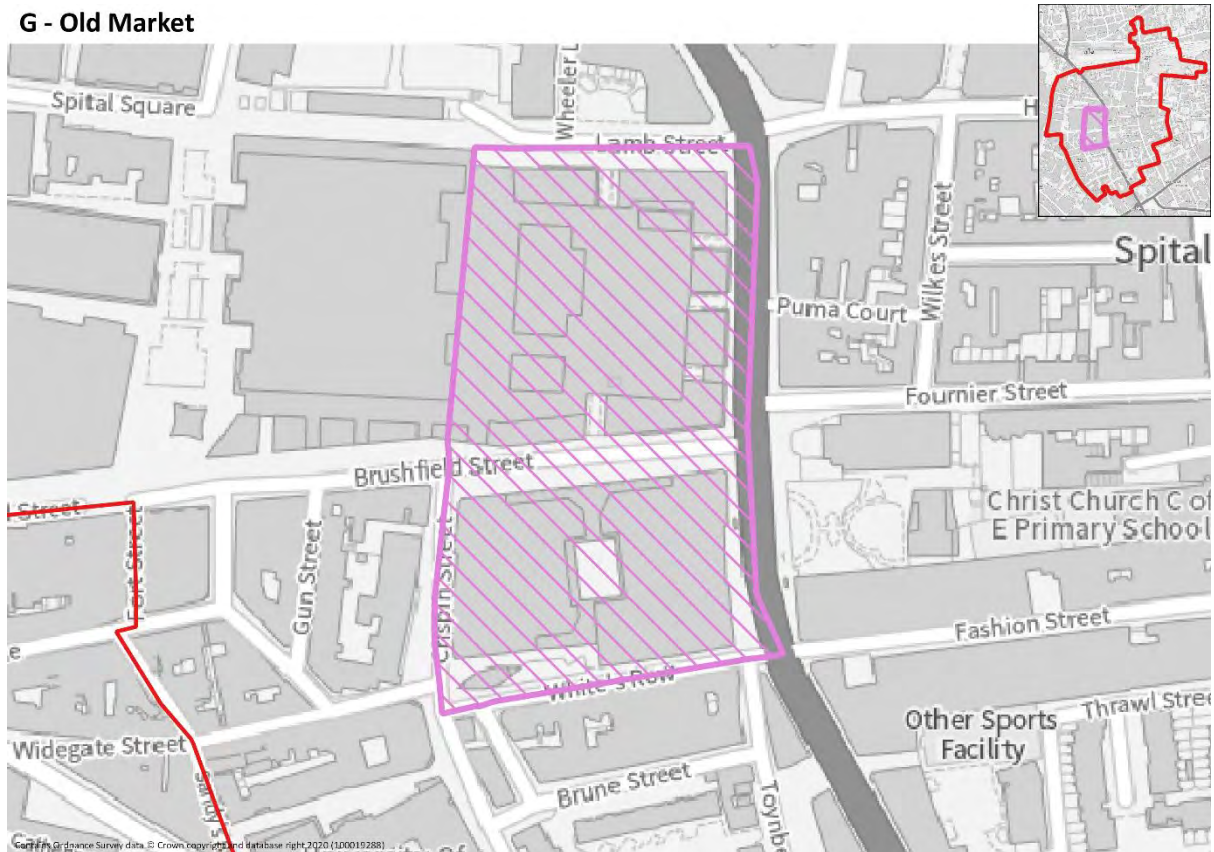
F5 The Conservation Area Appraisal mentions various landmarks including the Great Mosque, the Truman Brewery, and the striking 1984 Health Centre further south. The gently curving nature of Brick Lane and its consistent scale and building line results in a continuum of townscape views from all along 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

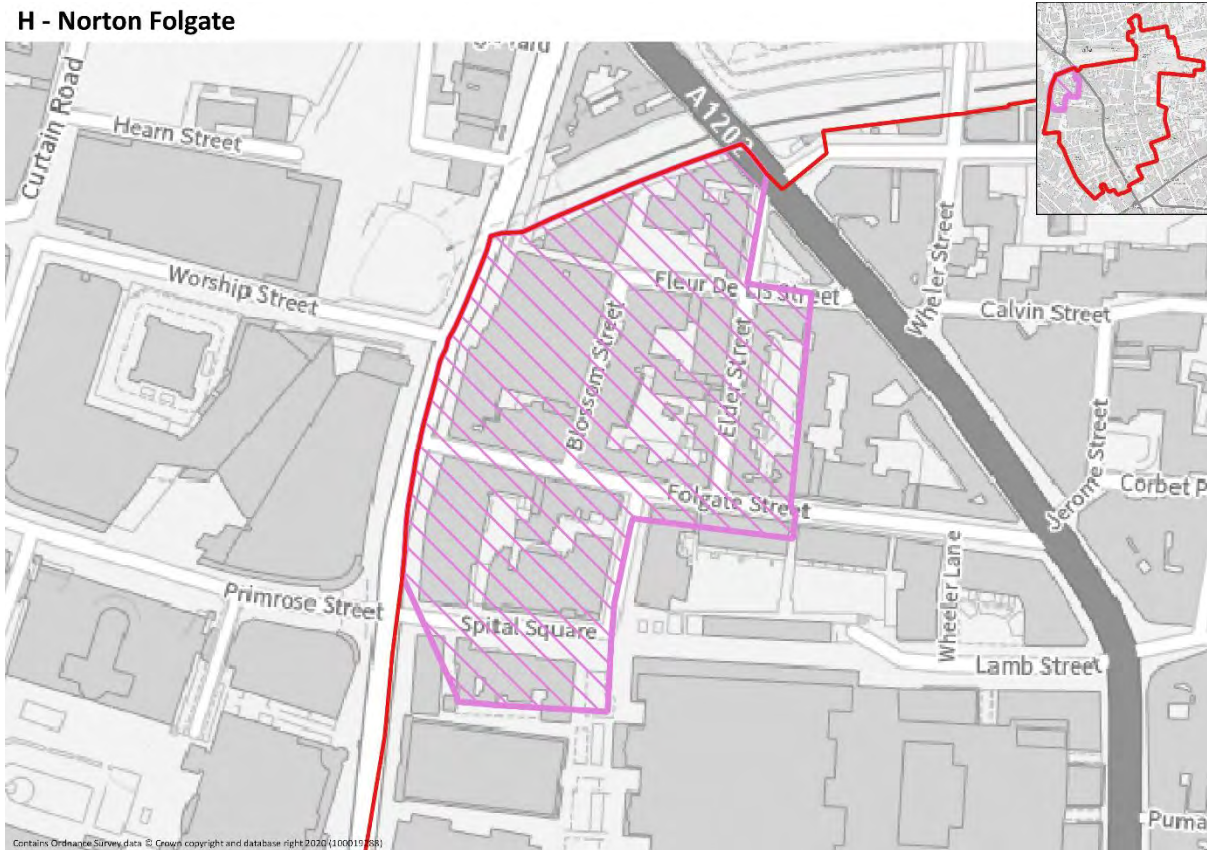
items of historic street furniture remain. These are included in the list of assets of historical interest at Appendix D.

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 18th 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 18th 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 19th 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 Goodyard (**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-20th 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 19th and 20th 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)**.

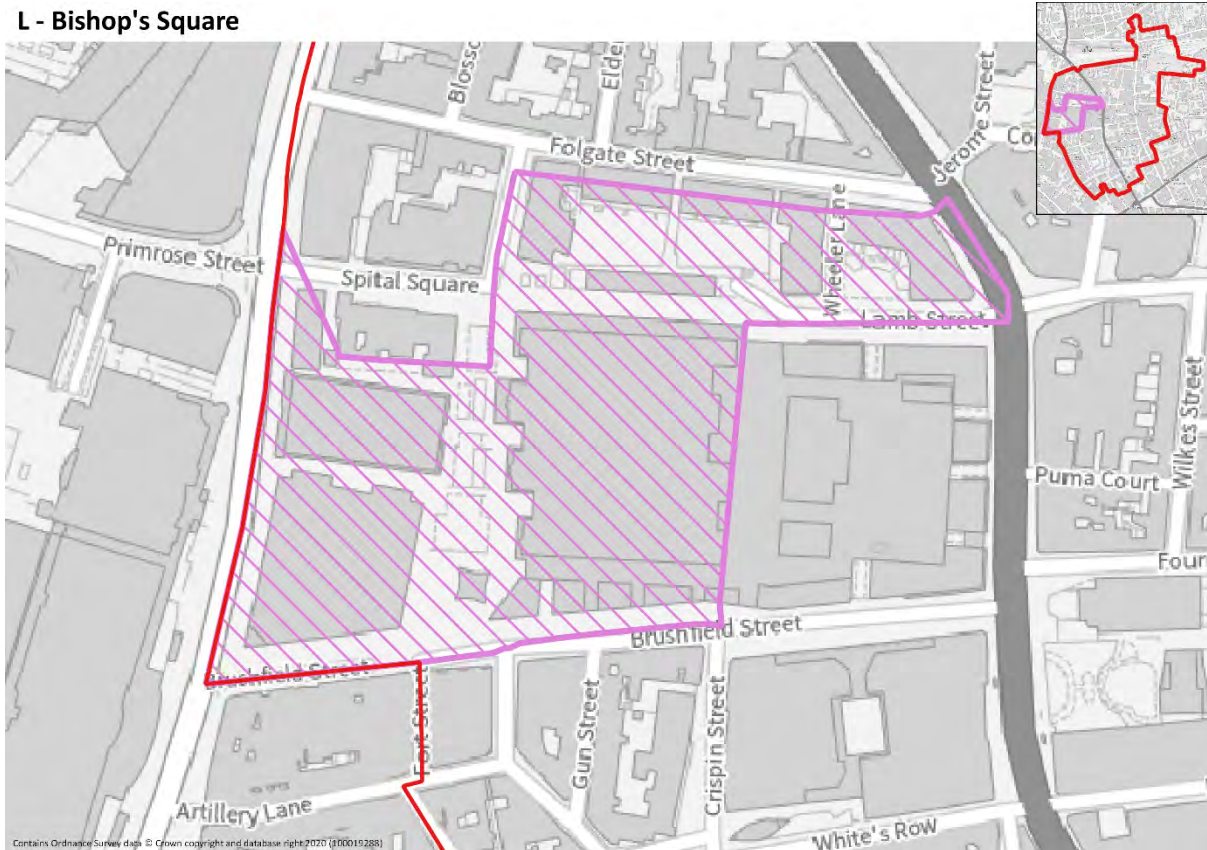
K8 The Conservation Area Appraisal notes that the high-rise Denning Point tower "overshadows" the fine warehouse buildings on Commercial Street close to Wentworth Street. The same can be said of the new Nido Tower to the north, between Bell Lane and Middlesex Street, similarly outside the

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 21st century office towers rise in spectacular fashion over the 19th and 20th 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 about 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 12th century monastic walls. The 17th 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 19th 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 20th 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 21st 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 Goodsyrd 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.

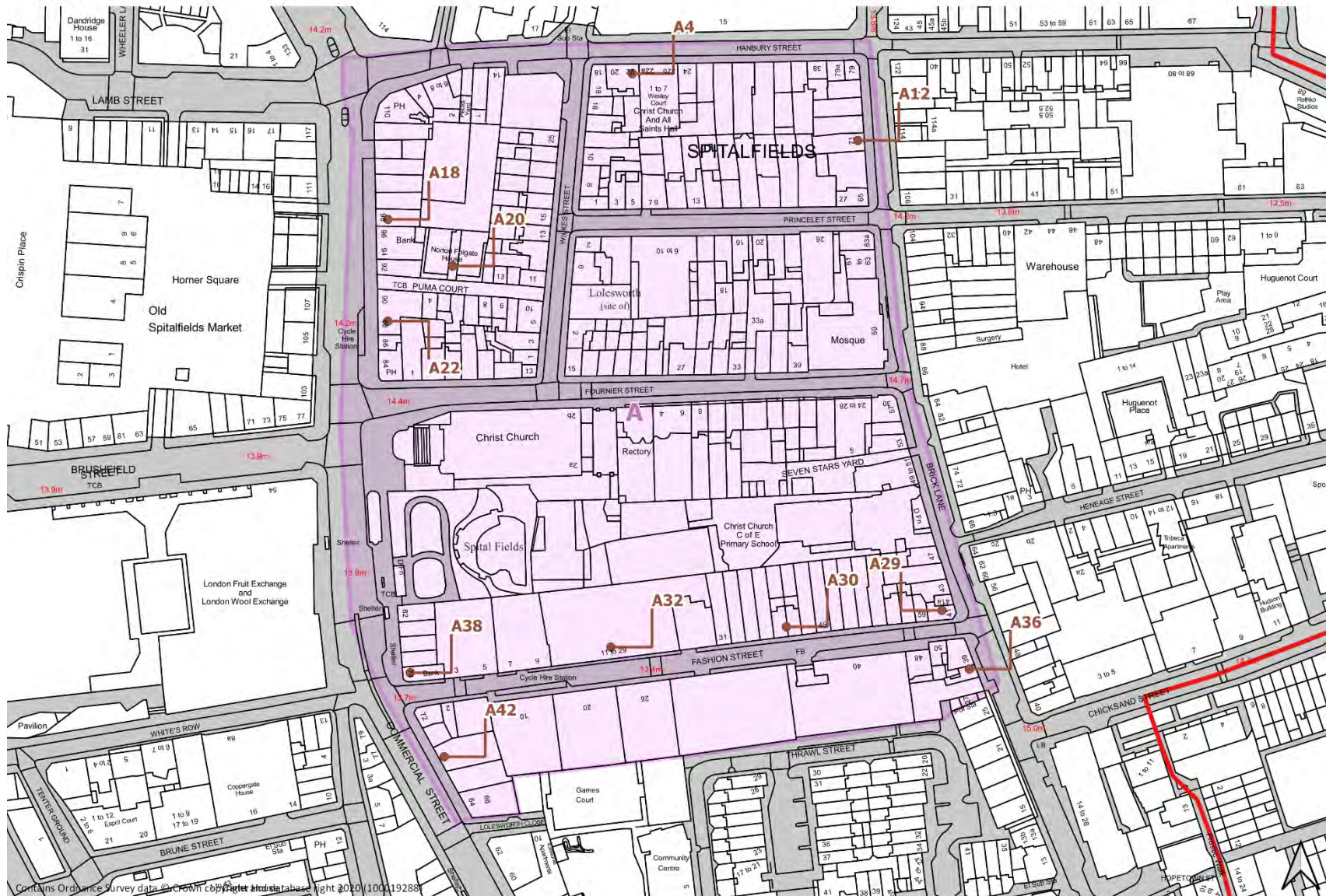
Reference was made to The Buildings of England: London Volume 5: East, The survey of London and Spitalfields (Dan Cruickshank 2020).


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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			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>	



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			their contribution to the townscape of Spitalfields at Puma Court.	
Page 158	4	A22	86-90 Commercial Street	<p>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.</p> 
		A29	41 Brick Lane	<p>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 Lane and Fashion Street with important group value.</p> 

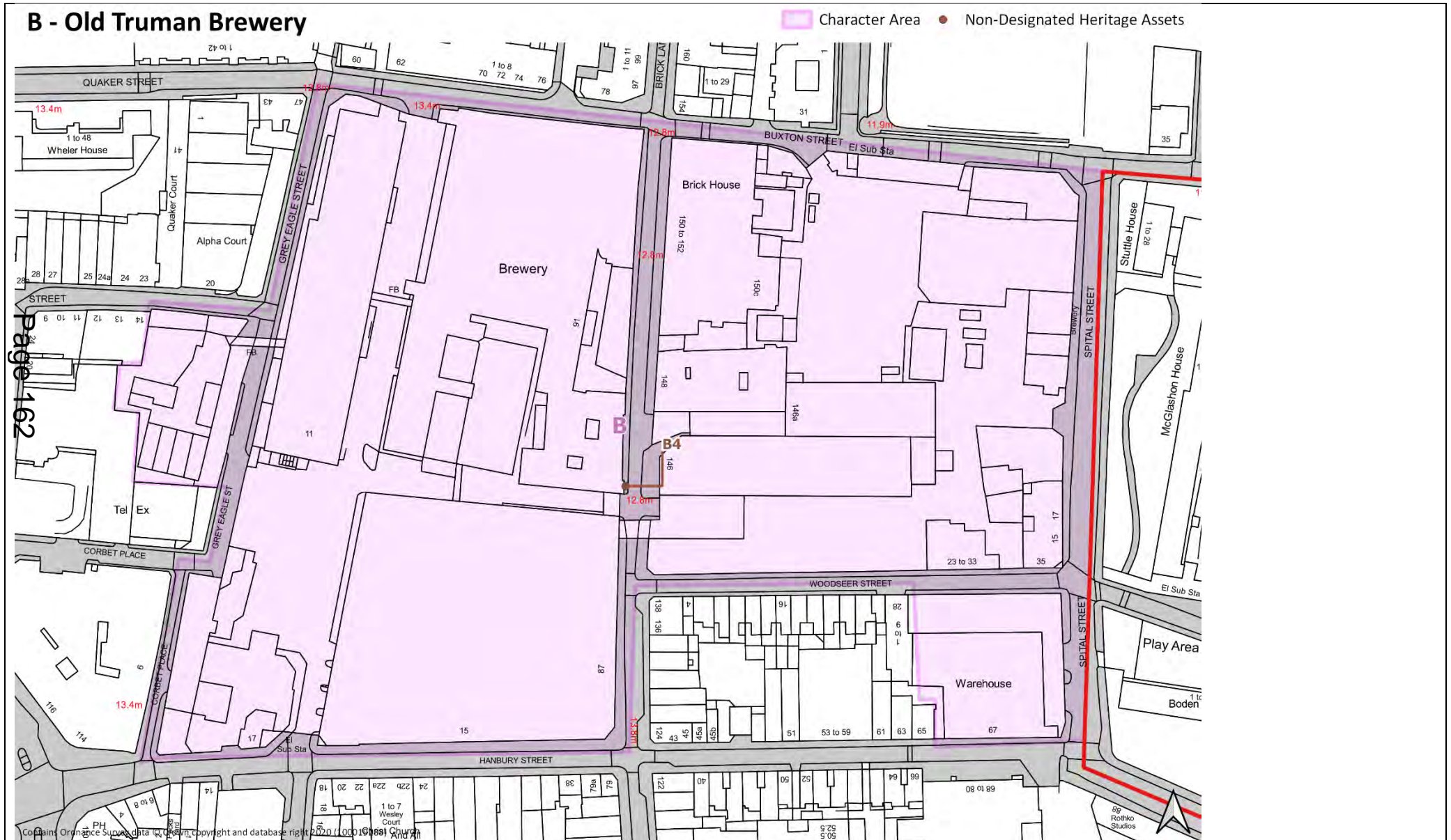
<p>6</p> <p>A30</p> <p>31-59 Fashion Street</p>	<p>A sustained terrace of apartments and shops of c 1890-1900 in simple Flemish Renaissance revival manner with third floor only single bay wide and topped by diminutive pediment to suggest terrace formed of gabled houses in 17th century Dutch/Flemish manner. 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>	
<p>7</p> <p>A32</p> <p>11-29 Fashion Street</p>	<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 160	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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10	A38	74 Commercial Street	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.		
	A42	64-68 Commercial Street	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.		

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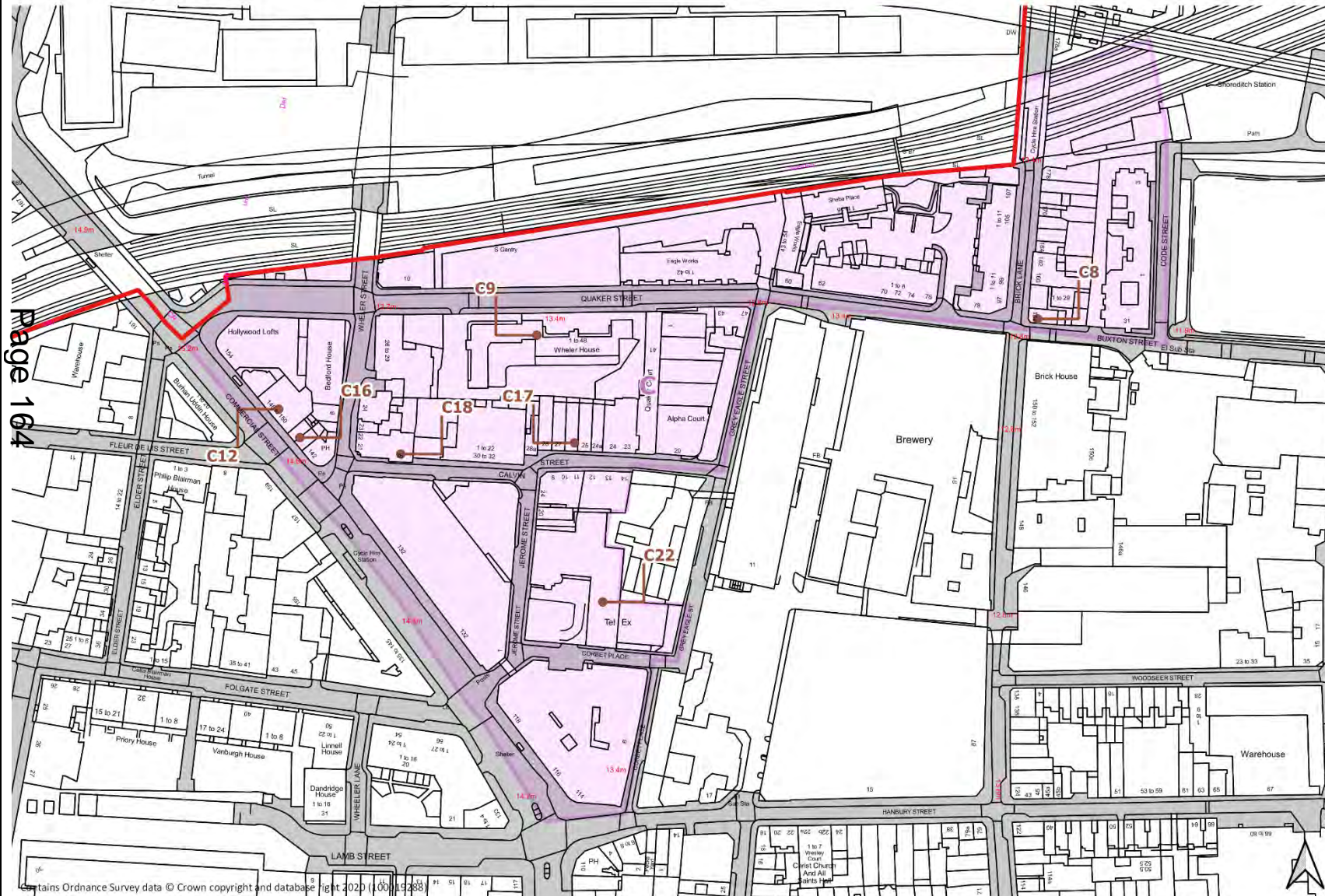


12	B4	Brick Lane genuine cannon bollards	Pair of bollards on Brick Lane at junction with Dray Walk leading into Old Truman's brewery. The pair does not match exactly in details, but both same size and both appear to be genuine cannon, if so, it is probable they had once been mounted in warships, perhaps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



Character Area Non-Designated Heritage Assets





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<p>13</p> <p>Page 165</p>	<p>C16</p>	<p>144-146 Commercial Street</p>	<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>		
	<p>C17</p>	<p>23-28a Calvin Street</p>	<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>		

<p>15</p>	<p>C18</p>	<p>36 Calvin Street</p>	<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>	
<p>16</p>	<p>C22</p>	<p>20 Jerome Street</p>	<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 167	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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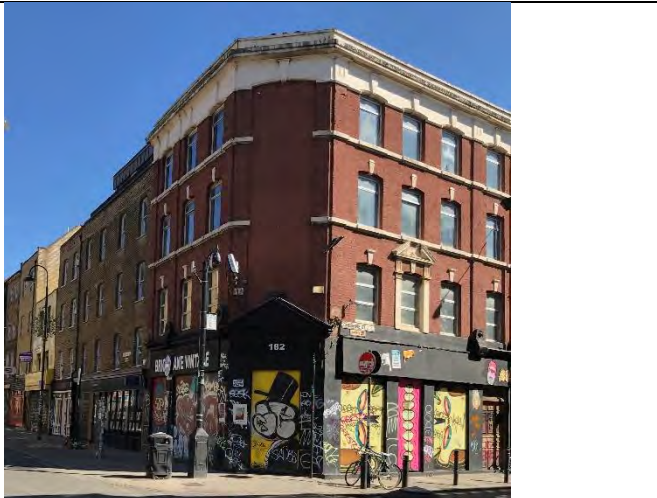
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<p>20</p> <p>Page 170</p>	<p>D1</p>	<p>120 Bethnal Green Road</p>	<p>East corner with Brick lane, formerly The Flower Pot public house, late C19, 4 storey, corner turret, wide 1st floor windows, paired windows above, very fine corner building, C20 shop front.</p>	
<p>21</p>	<p>D19</p>	<p>137-141 Brick Lane</p>	<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>	

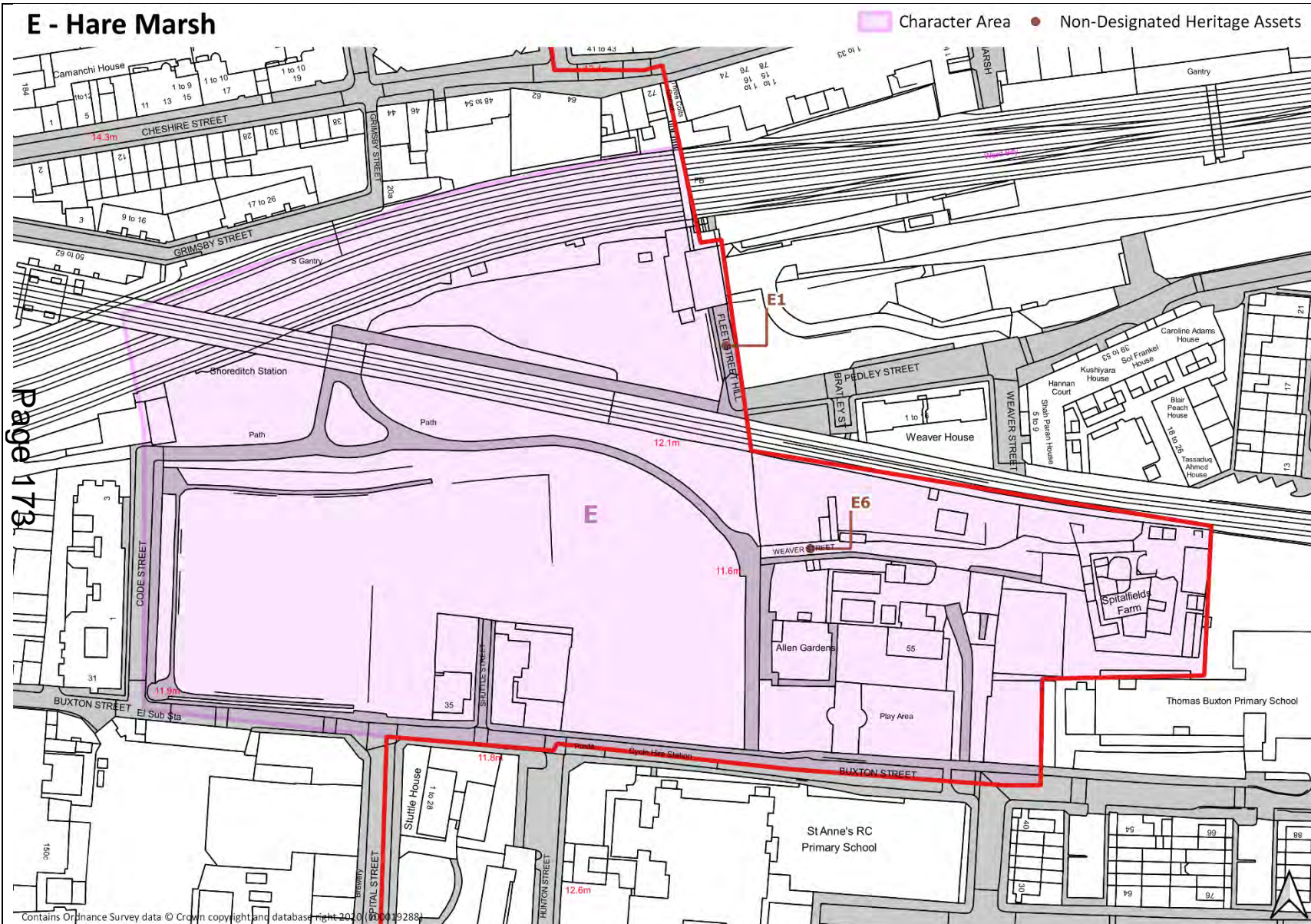
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Page 171	D20	190 Brick Lane	Very important house of the 1770s. Documented and described in Peter Guillerey's book.	

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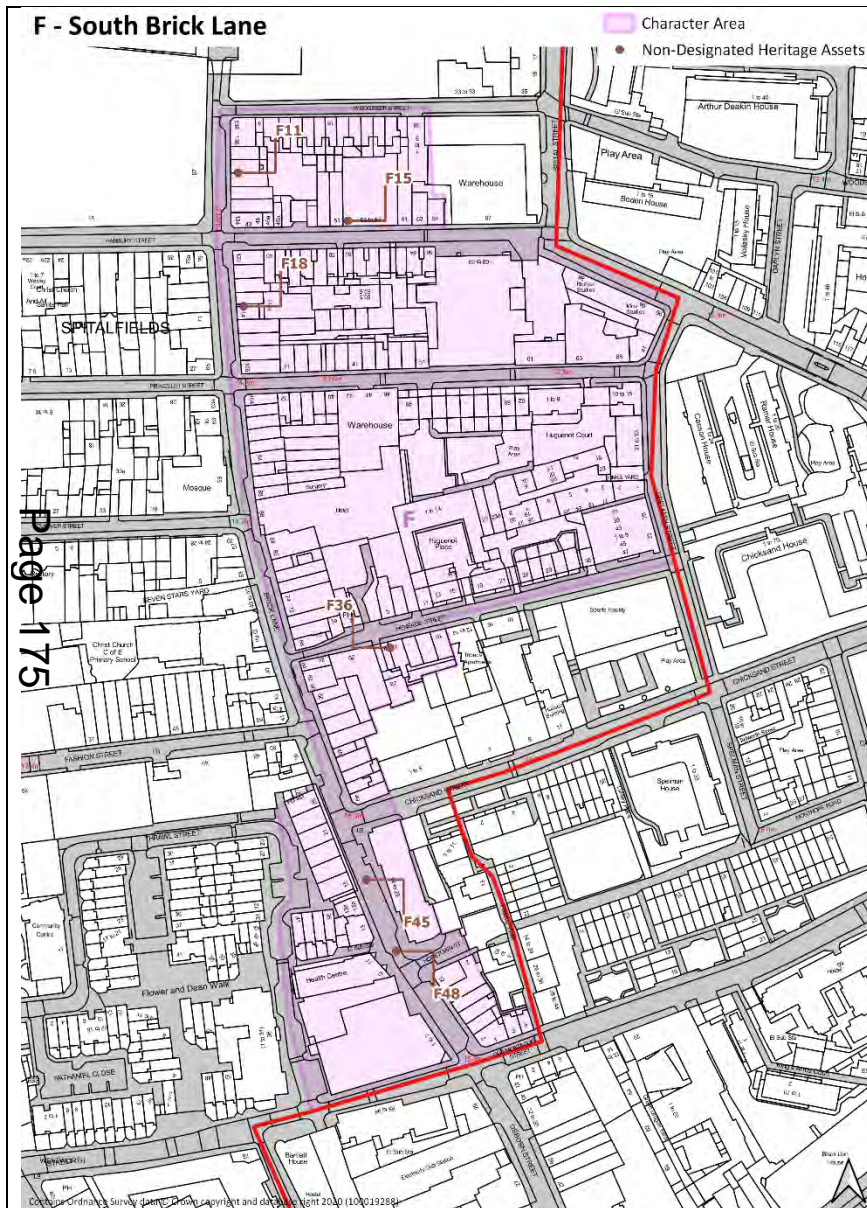
<p>23</p> <p>D3</p> <p>157 Brick Lane</p>	<p>Former public house 1930s, in free Queen Anne style, symmetric with pair of flat Dutch gable, yellow brick with red brick projecting window arches, ornate rainwater hoppers, and central cartouche 'THE JOLLY BUTCHERS TRUMAN HANBURY BUXTON & CO. LTD.'</p>	
<p>D35</p> <p>182 Brick Lane</p>	<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>26</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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<p>27</p> <p>Page 176</p>	<p>F11</p>	<p>124-138 (even) Brick Lane</p>	<p>Dated 1903 in cartouches on splayed corners, possibly by H.H. Collions for Jewish developers H. & 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 & I Davis.' (p. 418). So why H.F. on cartouche and not H&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>	
<p>28</p>	<p>F15</p>	<p>49-59 (odd) Hanbury Street</p>	<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>	

<p>29</p> <p>Page 177</p>	<p>F18</p>	<p>114-122 Brick Lane</p>	<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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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 Page 178	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	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	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.	
34	K32	1-7 Bell Lane	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</p>	<p>K34</p>	<p>82-86 Middlesex Street</p>	<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>	
<p>36</p>	<p>K4</p>	<p>71-79 Commercial Street</p>	<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>	

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			<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>	


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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	M2	Brune House, Bell Lane	Largest block on Holland Estate, 1927-1935 LCC	

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40	M3	Barnett House, Bell Lane	Smallest block, 3 storey, of Holland Estate 1927-1935 LCC	
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Spitalfields Neighbourhood Planning Area



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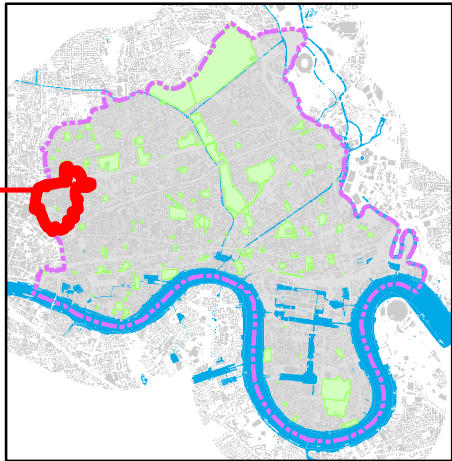
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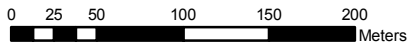
Neighbourhood
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Borough Boundary

Page 189



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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

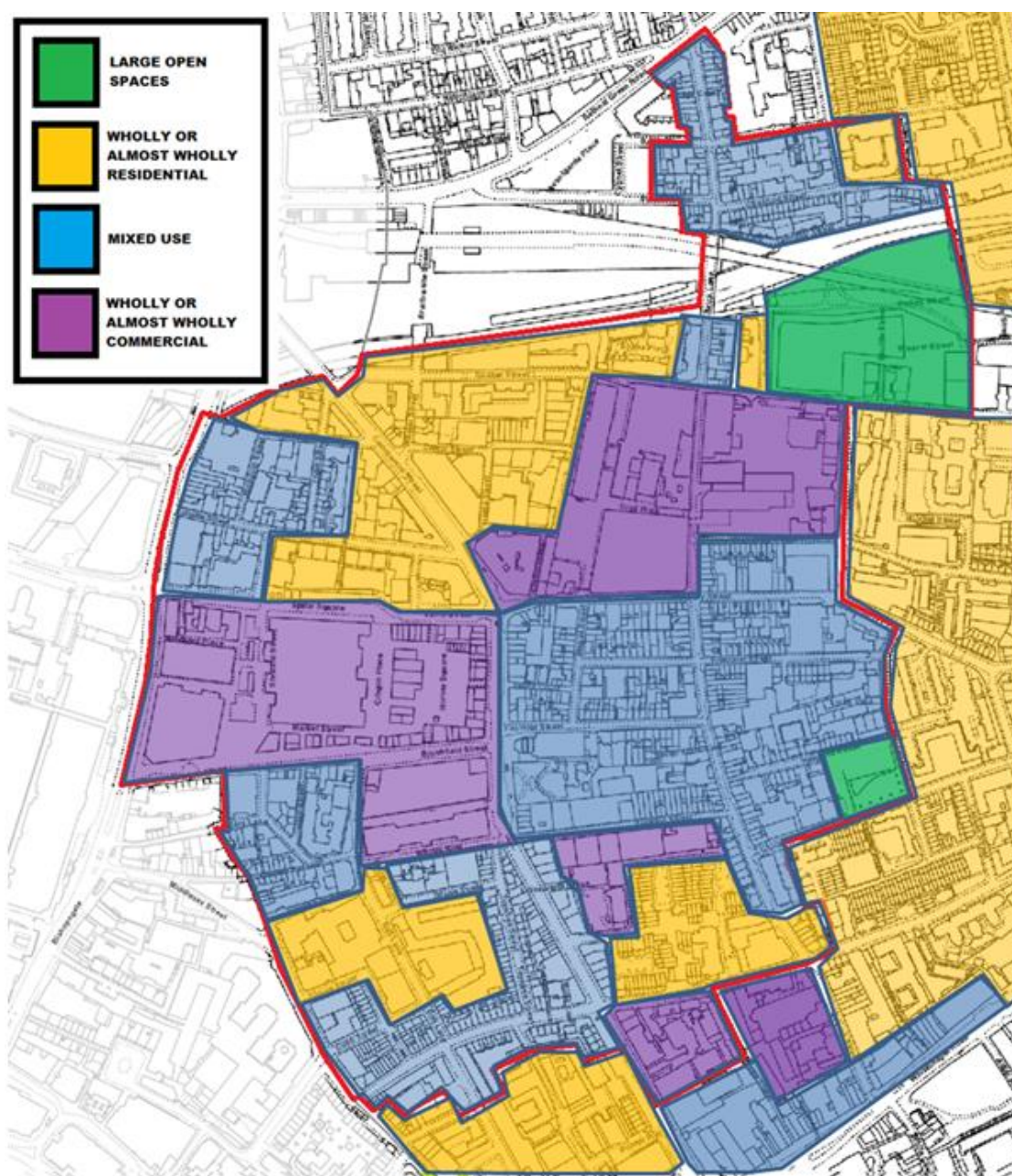
to be the 'core' of Spitalfields and after that to consider where the peripheral areas around that core might be. The contact at the planning department also agreed with the early position of the ISG that the ward boundaries covered a very large area (which at that particular time were about to be reviewed 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.

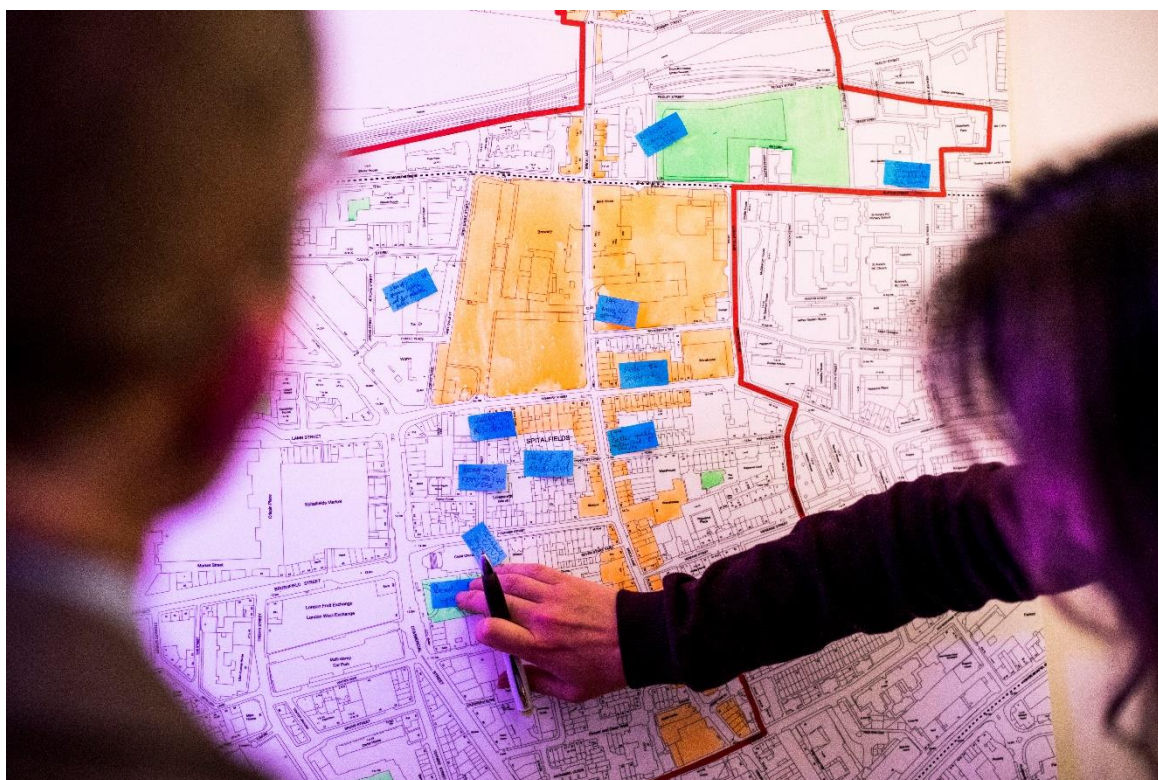
Meeting of Spitalfields Forum Council, 2017



- 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

নতুন নিয়ে সংকটে থেরেসা মে!

ছুরি হামলা বাড়ছে যে কারণে

এক সপ্তাহে উদ্ধার করা ছুরির ছবি প্রকাশ

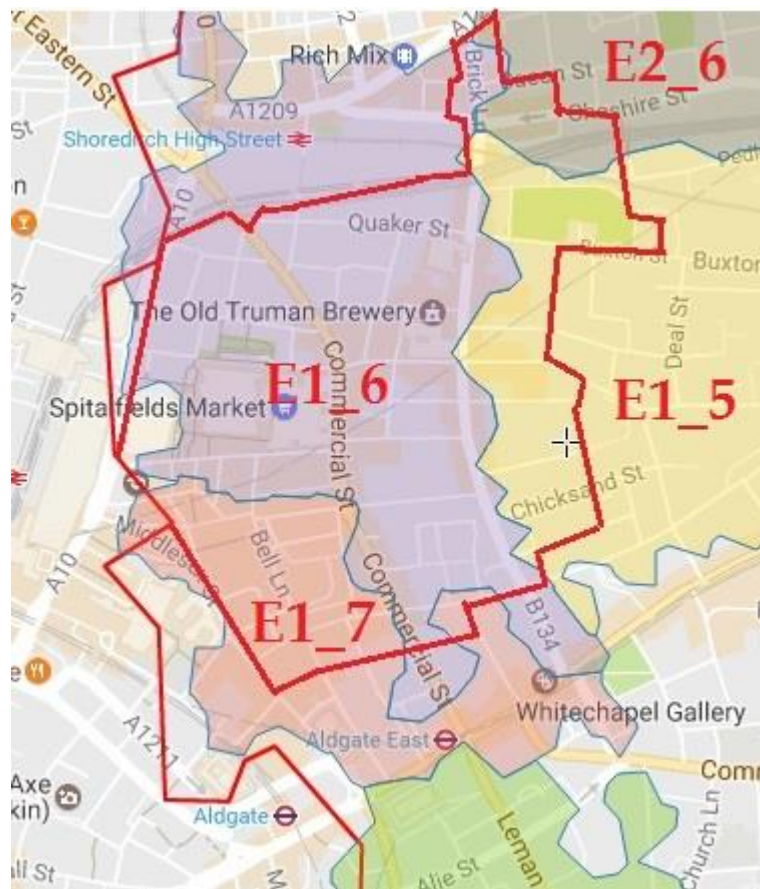
পাবলিক কন্সালটেশন

কনসালটেশনে অংশ নিন

স্পিটফিল্ডস ফোরাম
সিটি অফ লন্ডন
স্পিটফিল্ডস ফোরাম
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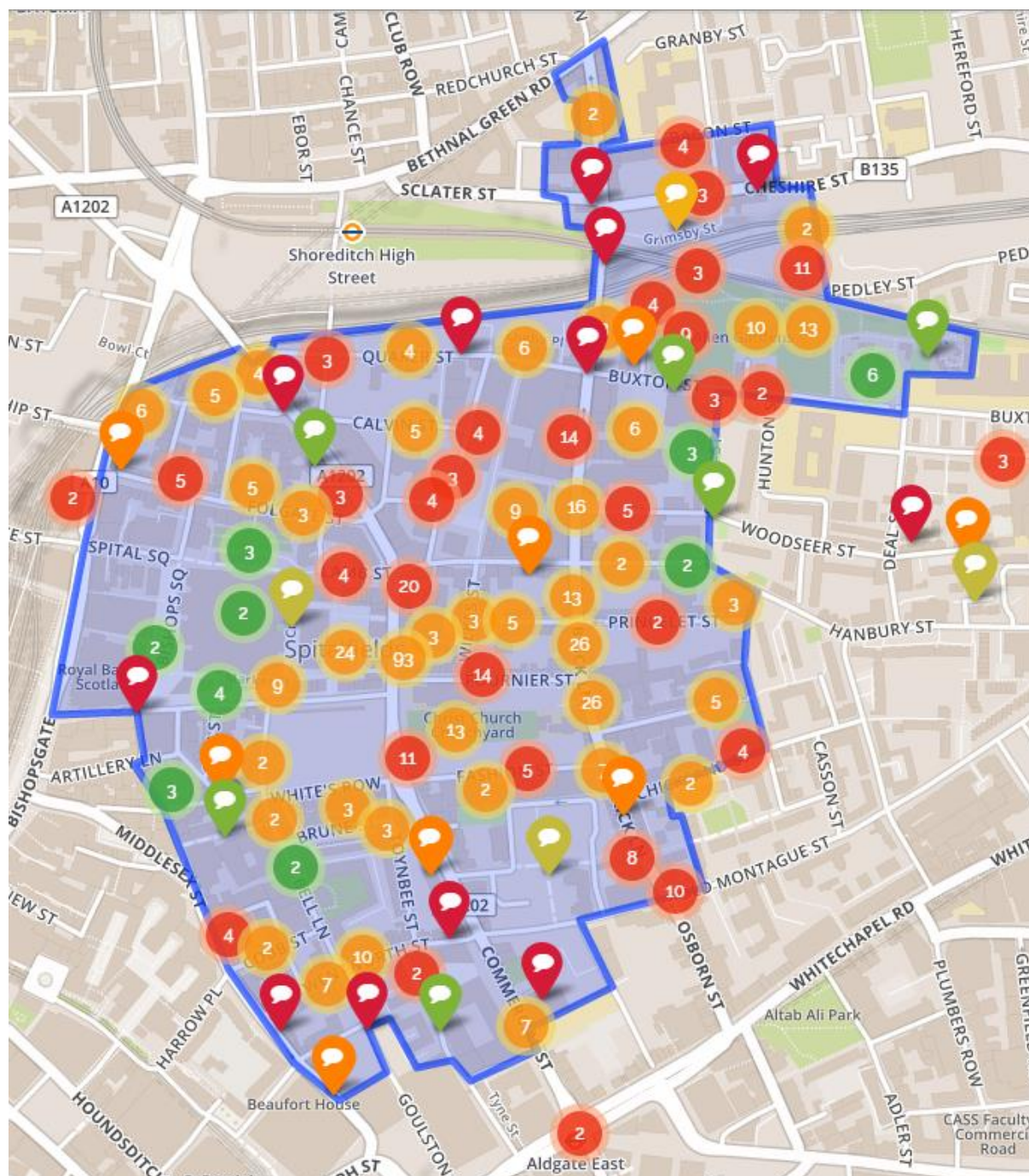
- 1.28 The Forum also tried its best to ensure local people knew about the work of the Forum by running a half-page Bengali-language advert in Janomot newspaper for three weeks in September 2017 and commissioning Royal Mail to do a door-to-door bulk delivery of a bilingual leaflet which was delivered 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 then 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 Barnett 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.

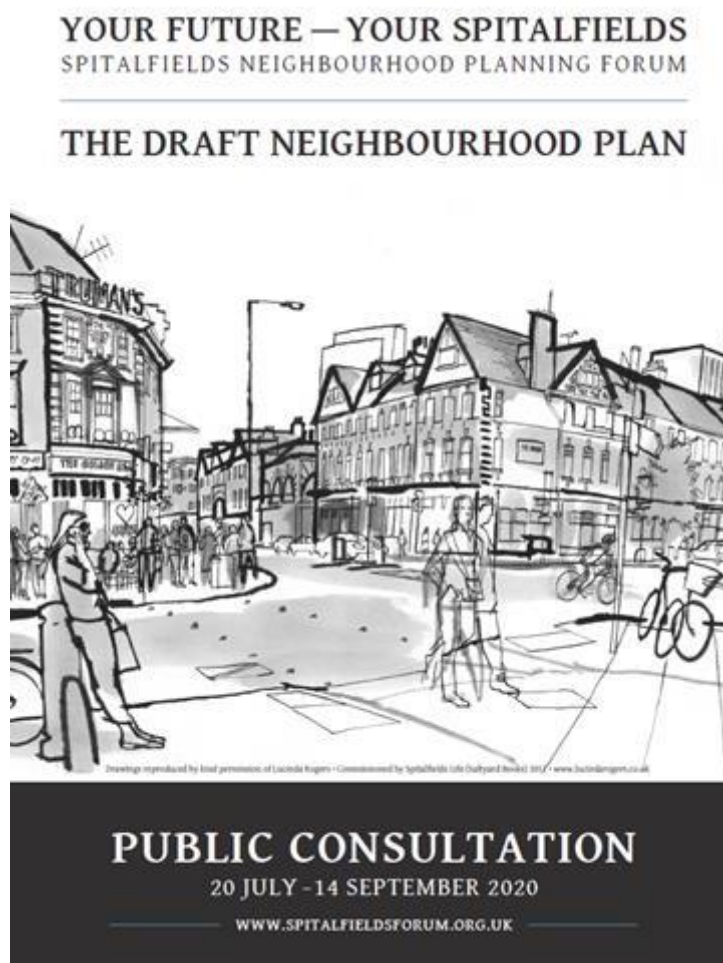
Habitats Regulations Assessment

- 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 20th July and 14th 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 5th March 2018

1. Staffing Issue and Resolution

Following the intervention from Emmanuel Gotorra 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 20th so you can meet the other organisation in your borough.

Phil Warburton (Tower Hamlets Citizens Leadership Group)
Emmanuel Gatora (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
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.	Noted	Amend SPITAL1 to refer to Figure 4.1 and the maps in Appendix B, rather than the Policies Map.
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.'	Noted and agreed	Para 4.16 to be amended as suggested
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	Agreed.	Paragraph 4.27 amended regarding shutters.

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. Similarly, Appendix D is considered a useful catalogue of heritage assets in the area. We have the following observations on some entries:	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.

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.
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.	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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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 13th 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).¹ 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

¹ 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 referendums² 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;

² 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)³; 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 2017.⁴

³ The existing body of environmental regulation is retained in UK law.

⁴ 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 2021.⁵

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.

⁵ View at:

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 SPG⁶ (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

⁶ 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 PlanTower Hamlets Local Plan 2020 and the London Plan 2021.....</p> <p>4.5 There is a strong existing policy framework</p> <ul style="list-style-type: none"> • The Intend to Publish version of the London Plan (2019 approved for adoption by the Minister for Housing, Communities & Local Government in 2021). • London wide policies contained within the London Plan 2016 <p>5.9 The draft London Plan target in a lower tier plan, draft London Plan Policy G5</p> <p>5.10 The Urban Greening Factoremerging London Plan</p> <p>Footnote 6 See 'Intend to Publish' version of the draft London Plan, pp 322-325 ...</p> <p>5.12 It is therefore considered..... The draft London Planas a minimum, using the draft London Plan's working UGF</p> <p>Commercial Mix – Page 37</p> <p>Footnote 8. Source: Tower Hamlets Local Plan 2019-2020</p>
PM2	Page 6 and onwards	<p>1.9 The Neighbourhood Plan has a number of two appendices, with two of these – Appendix A</p> <p>Delete paragraph 1.10</p> <p>4.13 In order to gatherinspections. Appendices Appendix B and the evidence base document 'Assets of</p>

		<p><i>Historical Interest'</i> are the result of this work.</p> <p>4.24 A list of 'assets of historical interest' are is provided in Appendix D <i>the evidence document described in paragraph 4.13 above.</i></p> <p>5.16 Detailed maps and information about each space are shown in Appendix C. D <i>including</i> details of how each area</p> <p>Appendix A Local Character Area Appraisals</p> <p>A5 The Local Character Area recorded in Appendix D <i>B.</i></p>
PM3	Page 10, 15, 27 & 41	<p>Planning context</p> <p>2.20 Delete the text in the second bullet point and replace with: <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></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"> • Designated conservation areas • Grade 1 listed Christ Church • City Fringe zone • CAZ • Brick Lane District Centre • St Mary Spital Scheduled Monument • Archaeological Priority Area

		<ul style="list-style-type: none"> • Green Grid (SPITAL4) <p>Delete 8 POLICIES MAP on Page 41</p> <p>4.5 Add a new sentence at the end of the paragraph: Figure xx Planning Context shows the locations and boundaries of a number of these features.</p> <p>5.5 The Green Grid, as shown in Figure 5.1 Open spaces in the western Tower Hamlets area, by type, and in Figure xx Planning Context, is defined as</p>
PM4	Page 15	<p>4.2 Spitalfields is an areais 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.</p> <p>4.3 Spitalfields has many heritage assets identified as being of national significance. This is already recognised by the statutory listing of a A great many buildings within the area have statutory listing, some at the highest levelGrade II*, and by the designation of some sites have been designated as Scheduled Ancient 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.</p>
PM5	Page 18	<p>4.22 Whilst across the Neighbourhoodmake 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:</p> <ul style="list-style-type: none"> • Age and condition • Architectural design • Historic fabric

		<ul style="list-style-type: none"> • Quality of materials and workmanship • Use and function • Historical association • Social history, and • Townscape importance. <p><i>The most important 40 historic assets based on the above criteria were selected for inclusion in Appendix B: Non-Designated Heritage Assets.</i></p> <p>Insert a new paragraph between the existing paragraphs 4.23 and 4.24:</p> <p><i>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.</i></p>
PM6	Page 21	<p>POLICY SPITAL1: PROTECTING THE PHYSICAL FABRIC OF SPITALFIELDS</p> <p>A. All developments</p> <p>B. All applications <i>for development within conservation areas, identified in Figure xx,</i> should demonstrate how the proposal addresses.... other heritage assets <i>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</i></p>

		<p>designated heritage assets, or their settings.</p> <p>C. All applications</p> <p>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</p> <p>G. Development should have regard ...Character Area Appraisal, and shown on Figure</p> <p>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.</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>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.</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>The London Plan 2021 (Chapter 10) seeks a shift from car use to more</p>

		<p><i>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.</i></p> <p>4.33 Historic surfacing materials</p> <p>4.36 These policies are supported by 16 17 Local Character Area appraisals</p> <p>POLICY SPITAL3: PUBLIC REALM</p> <p>A. The existing layoutbe retained.</p> <p><i>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.</i></p> <p>B-C. Existing historic paving</p>
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		<p>(Modify points C., D., and E. So that they read as D. E. and F.)</p> <p>Table 4.1 Priority heritage projects</p> <p>No. 6 Provide Outdoor Public Seating on main shopping and market streets</p> <p>In suitable locationsThe seats should be designed to prevent people sleeping on them.</p>
PM8	Pages 28 and 29	<p>Urban Greening Factor</p> <p>5.9 The draft London Plan 2021 has devised lower tier plan, draft London Plan 2021 Policy G5 0.3 for predominantly B1 commercial development (offices and light industrial excluding B2 and B8 uses).</p> <p>5.10 The Urban emerging London Plan</p> <p>5.12 It is therefore considered ...The draft London Plandraft London Plan's working UGF is justified.</p> <p>POLICY SPITAL4: FACILITATING URBAN GREENING</p> <p>B. All major residential0.4 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.....</p>
PM9	30	<p>Local Green Spaces</p> <p>5.16 Detailed maps and information about each space are shown in Appendix C. Details of including how each area...</p> <p>POLICY SPITAL5: Local Green Spaces</p> <p>B. Local policy for managing Decisions on planning applications for development on a Local Green Space ...</p>
PM10	Page 39	<p>6.12 The affordable workspace in association with a provider, whether chosen from an approved list prepared by the Council or otherwise not</p>

		included on an approved list, provided the terms can be agreed with the Council...
PM11	Page 42	<p>Appendix A LOCAL CHARACTER AREA APPRAISALS</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>Appendix B NON-DESIGNATED HERITAGE ASSETS</p> <p>Add new introductory text as follows:</p> <p><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></p> <ul style="list-style-type: none"> • <i>Age and condition</i> • <i>Architectural design</i> • <i>Historic fabric</i> • <i>Quality of materials and workmanship</i> • <i>Use and function</i> • <i>Historical association</i> • <i>Social history, and</i> • <i>Townscape importance.</i> <p><i>Reference was made to The Buildings of England: London Volume 5: East, The survey of London and Spitalfields (Dan Cruickshank 2020).</i></p> <p><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></p>

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James Frankcom,
Chairman of the Spitalfields Neighbourhood Forum

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20 January 2022

Dear Mr Frankcom

This letter sets out the current situation with the Spitalfields Neighbourhood Plan and the next steps available to the Council.

The examiner's report on the Spitalfields Neighbourhood Plan was received by the Council and the Spitalfields Neighbourhood Forum on 15 July 2021, and recommended that the neighbourhood plan be put to a public referendum subject to a number of modifications being made to it. The Council accepted this recommendation.

Under section 61H of the Town and Country Planning Act 1990, an LPA may designate a neighbourhood planning area as a 'business area' if they consider the area to be wholly or predominantly business in nature. This was the case for the Spitalfields Neighbourhood Planning Area. In such cases, two referendums must be held on the neighbourhood plan that is prepared – one of residential voters, and one of businesses.

Accordingly, two referendums were arranged for 11 November 2021 – one for residents and one for businesses. The voters in the residential referendum voted 'yes' to the adoption of the neighbourhood plan; the business voters voted 'no' to the adoption in the business referendum.

Following this split outcome, the law now puts the onus back on the Council to decide whether or not to adopt the neighbourhood plan as part of the development plan for the Borough.

This is understood to be an unprecedented situation in the history of neighbourhood plans. As a result, the Council has been considering carefully how best to proceed.



Neighbourhood planning gives communities direct power to develop a shared vision for their neighbourhood and shape the development and growth of their local area in ways that are aligned with the strategic needs and priorities of the borough. It is clear that the Spitalfields Neighbourhood Forum has invested significant time and resource in developing the Spitalfields Neighbourhood Plan. However, the contrasting outcomes of the business and residential referendums suggest that significant elements of the business community in the area have concerns about the content of the plan.

In the spirit of neighbourhood planning, the Council would like to invite the Spitalfields Neighbourhood Forum to engage further with business representatives from the Spitalfields Neighbourhood Plan Area to explore the concerns that led to the outcome of the business referendum. This would be with a view to the Neighbourhood Forum preparing a written position statement for the Council by 20 May 2022 setting out (i) the main concerns raised by business representatives in these discussions; and (ii) the Neighbourhood Forum's answers to those concerns.

After receiving this position statement, the Council will make a decision about next steps.

It should be noted that Development Plan Documents such as Neighbourhood Plans are required to be approved by full Council. It is important that this item has sufficient time for debate and discussion and given that the Council meetings for the early part of 2022 will focus on budget setting, we will aim to discuss the item at the June or July full Council meeting.

Yours sincerely



Ann Sutcliffe
Corporate Director - Place



James Frankcom
Chairman
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19 May 2022

Dear Ms Sutcliffe

Thank you for your letter of 20 January 2022. The committee of the Spitalfields Neighbourhood Planning Forum (SNPF) has authorised me to provide you with this written statement on our position regarding the outcome of the business referendum held on 11 November 2021.

I can confirm that representatives of our committee have met with representatives of business who participated in the aforementioned business referendum. Our research into who took part and campaigned in the business referendum indicated the opponents of the Spitalfields Neighbourhood Plan (the Plan) among the business community fell into two distinct groups: a number of curry house restaurant proprietors on Brick Lane, and the owners of the Old Truman Brewery site (also known as the Truman Estate) and some of their tenants.

We have discussed the outcome of the business vote with representatives of both groups, specifically, Guljar Khan and Azmal Mert, representing the Brick Lane Restaurateurs Association (BLRA), and Jason Zeloof, representing the owners of the Old Truman Brewery/Truman Estates (OTB).

This letter sets out the context of the situation we are in, the concerns raised by the two parties aforementioned, as well as our answers to those concerns.

1. Context

- 1.1. SNPF was approved by the London Borough of Tower Hamlets (LBTH) in 2016 after a statutory public consultation process begun in July 2014 by SNPF and concluded in April 2016 by LBTH.
- 1.2. The neighbourhood area was designated at the same time the forum was approved. This followed a separate process of statutory public consultations, initiated by SNPF in July 2014 and finished by LBTH in April 2016.
- 1.3. Between 2016 and 2019, SNPF organised and facilitated a dynamic process of consultations, seeking qualitative and quantitative data from local people who lived and worked in the area. This initiative was designed to understand the planning needs and priorities of local people from all walks of life and develop a series of aims and objectives that would form the basis of the policies contained in the Plan.
- 1.4. Throughout this time, we were supported by LBTH and the government agency tasked with facilitating neighbourhood planning. We hired neighbourhood planning consultants during this whole time who were experts in neighbourhood planning and

had taken many forums through the same process, including others in LBTH. Tony Burton, the lead consultant for the London Neighbourhood Planners said our efforts to ensure consultation feedback from hard to reach groups and the business community was “among the best he had seen”.

- 1.5. In February 2020 the draft plan, using the data and understanding we had gathered over the past three years, began being put together. Mr. Zeloof was present during this whole process and his involvement and support were sought and received consistently. He made various suggestions which were included in the final version of the Plan.
- 1.6. Later in June 2020 the early draft plan was ready for Regulation 14 consultation. We shared the document with officers at LBTH who wrote to express their general support for the document.
- 1.7. Regulation 14 consultation began in July 2020 and concluded in September 2020. Some amendments were made to the plan following this consultation.
- 1.8. In October 2020 the regulation 16 version of the neighbourhood plan was officially approved by the general members of the neighbourhood forum and submitted to LBTH for regulation 16 consultation. The owner of the OTB (Mr. Zeloof) was present at this vote and voted to support the Plan.
- 1.9. In November 2020 an application was made by SNPF to renew its forum approval by LBTH, which was passed following a statutory public consultation organised and led by LBTH.
- 1.10. In December 2020 the Regulation 16 statutory public consultation into the plan began. This was organised by LBTH. This consultation then concluded in February 2021 after an extended period of time because of the holiday period in December.
- 1.11. In March 2021 the examination of the plan began led by Jill Kingaby.
- 1.12. The examination ended in July 2021 with strong support for the plan from the examiner, subject to some minor amendments. The examiner said the consultation processes SNPF had led were “exemplary”.
- 1.13. Representations were made by various statutory bodies and local people during the stages of Regulation 14 and 16 statutory consultations. Overwhelmingly, the response was positive to all aspects of the Plan. Mr. Zeloof made representations during the statutory consultations but neither Mr. Mert, Mr. Khan nor any of their associates did so.
- 1.14. The referendum version of the plan was unanimously approved at a special general meeting of SNPF in late July 2021. All members of the forum including Mr. Mert and Mr. Khan were invited in writing. The owner of the OTB was present at this vote and voted to support the Plan. Neither Mr. Mert nor Mr. Khan nor any of their associates chose to attend.
- 1.15. The referendum version of the neighbourhood plan was then the subject of a pair of referendums on 11 November 2021.
- 1.16. The referendum result was split. The residents voted in favour of the Plan, 298 votes in favour and 252 against. The business voters voted against the Plan, 18 votes in favour and 70 votes against.
- 1.17. The business vote is mired in controversy. 25% of all the votes in the business referendum have been found to be invalid because they were either rejected during adjudication of personal identifiers or later found by our lawyers and since confirmed by the police to have been illegally cast votes by persons who had already voted the maximum number of times they were permitted. In particular, the owner of OTB (Mr. Jason Zeloof) voted six times, an associate of his at the same site voted four times and Mr. Azmal Hussain Mert illegally voted four times, two times for companies that did not exist.

- 1.18. Both the referendum outcomes are currently the subject of an active police investigation by the Metropolitan Police Special Enquiry Team currently in the hands of the Crown Prosecution Service. They have bagged up evidence from LBTH Electoral Services as well as from SNPF. This is due to illegal activities that influenced the outcomes of both referendums and the illegally cast votes.
- 1.19. The law states that Tower Hamlets Council should now decide whether to respect the outcome of the positive resident vote or the negative business vote.
- 1.20. The statutory guidance in the Neighbourhood Planning (Referendum) Regulations clearly directs LBTH to support the resident vote in this instance.
- 1.21. The reasons to support the outcome of the resident referendum are:
 - 1.21.1. The residential vote was robust and trustworthy and was a positive vote despite the presence of an illegal spoiler leaflet funded by Mr. Khan and his associates which made false, alarmist claims about the scope of neighbourhood planning and broke election/referendum campaign spending and imprint rules.
 - 1.21.2. The relative size of the residential electorate is substantially larger than the relative size of the non-domestic business electorate.
 - 1.21.3. The level of support in the residential referendum (298 votes) was larger than the level of opposition in the business referendum (70 votes, of which around 20 votes have since been identified as unlawfully cast additional votes and cannot be counted).
 - 1.21.4. The character of the neighbourhood area demonstrates that the business vote was skewed by the undue influence of one major landlord (Zeloof) who owns around 10% of the total land area of the neighbourhood area and exercised substantial and undue control over the votes cast by his tenants. 37 of the total number of no votes cast (70) were cast from a single building under OTB control, through a post room tenants must use that is under the direct surveillance and control of OTB.
 - 1.21.5. There is strong evidence of attempts to unduly influence and subvert the outcome in the business referendum due to multiple voting, which is an established fact and cannot be disputed, and the potential for a very substantial proportion of the votes not being cast in a free environment at 91 Brick Lane (OTB HQ). We have evidence, which we have previously submitted, and which is now in the hands of the police, that shows tenants of the OTB being compelled to take part in consultations in the way their landlord directed them.
 - 1.21.6. An alternative outcome other than supporting the residents would be an irrational decision, that went against the statutory guidance, and would be extremely vulnerable to legal challenge.

2. The Concerns Raised by Business Representatives

The business representatives we have been tasked with reaching out to are broadly divided into two groups: the operators of numerous independent curry houses and restaurants on Brick Lane, led by Azmal Hussain Mert and Guljar Khan, and the owner of the OTB site and their tenants, led by Jason Zeloof. Each group shall be considered separately as they have different concerns. In summary, it is our view that the concerns raised by Azmal Mert and Guljar Khan are reasonable and can be overcome, while those raised by Mr. Zeloof are disingenuous, purely tactical and cannot be met.

Our representatives have met with Mr. Guljar Khan and his associates a couple of times and they have raised the following concerns with us:

- 2.1 They claim the consultations which SNPF and LBTH ran were not effective in reaching the Bangladeshi community.
- 2.2 They feel the Plan should be called “Spitalfields and Banglatown Neighbourhood Plan”.
- 2.3 They fear the Plan might restrict small scale developments, specifically the construction of roof terraces in the Conservation Area.
- 2.4 The Plan should “say more” about the importance of Banglatown as a world capital of curry.
- 2.5 They feel the neighbourhood plan area, designated back in 2016 after a statutory consultation process followed by Tower Hamlets, should be a larger area.
- 2.6 They believe more development should take place on Brick Lane and the controversial Woodseer Street development, by OTB, is fundamentally good.

Our representatives have also discussed the outcome of the vote with Jason Zeloof, who represents the family who own OTB. He acknowledges he voted against the plan, despite previously supporting it in public, and raised the following concerns with us:

- 2.7 He believes the present system (i.e. without a neighbourhood plan) “works well”.
- 2.8 In his opinion, there are adequate controls already and a Plan is not needed.
- 2.9 He asserts that the Plan is “too conservation orientated” and would restrict “good quality schemes” and, in his opinion, the Plan is too focussed on Georgian streets.

3. Our Answers to those Concerns

Our answers to the concerns raised by Mr. Guljar Khan and their associates:

- 3.1 In response to the view that the consultations were not effective in reaching the Bangladeshi community we acknowledge his perception but feel that this is **not** born out in reality.
- 3.2 Guljar Khan applied for and was given membership of SNPF in 2017. He was personally interviewed as part of our consultation process into the needs and priorities of the neighbourhood (by Krissie Nicolson, the Director of the East End Trades Guild, who was a committee member of SNPF and later Vice Chair of SNPF), also in 2017.
- 3.3 The consultation process SNPF followed during 2016-2019 when developing the basis for our policies was described as “among the best [I have] seen” by a neighbourhood plan examiner (Tony Burton CBE) who was engaged by us as a consultant at that time.
- 3.4 From the outset we sought to ensure that every effort was made to reach out to all our communities, no matter how difficult to reach. We identified key local stakeholders, of which the Restaurateurs Association was one, and interviewed them for their views, accordingly.
- 3.5 We also used the ‘commonplace’ software system that has been used by many local councils and neighbourhood forums up and down the country, including the forum on Roman Road Bow, and this saw the participation of over 600 local people, which is an order of magnitude higher than typical planning consultations achieve in this area.
- 3.6 We recognised from the start the importance of including the Bangladeshi community and after realising that not enough of them were initially taking part in the commonplace survey, we hired the services of Citizens UK (London Citizens) to expand our reach. They appointed Yasmin Aktar, a Bangladeshi, to help us. She worked alongside a team from Queen Mary University Geography Department and set up

stalls at the main local mosques and visited other community centres. This exercise ensured 37% of the respondents whose input gave us our final data identified themselves as being from the Bangladeshi community. This contrasted positively with census figures provided to us by the Local Government Association which informed us 41% of the population of the Spitalfields & Banglatown ward in 2011 identified as Bangladeshi. We regarded this as a success.

3.7 To get people to participate online we placed two half page advertisements in the Janomot newspaper and leafletted every single domestic and business address in the entire neighbourhood area. These leaflets were bilingual and the details of all of this work is included in the consultation statement we submitted to LBTH at the start of the Regulation 16 consultation phase. During this time we specifically gave a leaflet by hand to every single shop and restaurant along Brick Lane.

3.8 While this process was underway, Citizens UK were going to places where they identified Bangladeshi people would be and completed paper survey forms with translators present. Understanding the remit of their 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:

- Brick Lane Trust (spoke to Chairman, emailed surveys offering £5 vouchers)
- Brick Lane Mosque (set up tables before/after Friday prayer for people to fill in surveys)
- East London Mosque (set up tables before/after Friday prayer for people to fill in surveys + announcement inside mosque)
- Mariam centre (Sister Circle)
- ELATT Connected Learning (ESOL class)
- Spitalfields Housing Association (emailed surveys offering £5 vouchers to take part)
- Spitalfields Small Business Association (spoke to Chairman and emailed surveys + link)
- Christ Church School – (Paid visit to school & left paper surveys at reception)
- Brick Lane Businesses – Jewish Wholesaler (2 surveys completed)
- Osmani Trust (visited the Centre and sent link to survey as requested by them)
- Canon Barnet School (Got in touch via Parent liaison officer)
- Channel S (contacted Bengali TV station, no response)

3.9 Citizens UK also translated text into Bangla and distributed posters to the organisations along with an English version. Bangla text was put on the SNPF website.

3.10 After this process using Citizens UK and the online Commonplace Survey were completed we had an independent market research company named Gracechurch write a report using transcriptions of the recorded interviews we had held with local stakeholders. These stakeholders which were individually interviewed included Bengali East End Heritage Association, Brick Lane Restaurateurs Association and Truman Estates. The outcome of all this data was the formulation of a series of aims and objectives for the Plan. When doing this we looked at the existing regulations contained in the existing planning framework and worked out where there were opportunities to make a difference. For example, we were advised that a lot of work was due to take place on local streets, so we did not focus on litter bins. We also recognised that the main issue with litter bins is their being emptied efficiently, and this was beyond the scope of a planning policy. There were other similar calculations we had to make in the light of the promises being made by officers to us about the scope of the affordable housing quotas to be contained in the upcoming Local Development Plan.

- 3.11 In 2020, the statutory Regulation 14 and Regulation 16 consultations on the draft Plan were conducted by us and Tower Hamlets. Both these were deemed to be valid and lawful by LBTH legal officers as well as the independent examiner.
- 3.12 In all we leafletted every single domestic and business address in the area no less than three separate times: the first time in 2015 when the forum was seeking approval and it was seeking the designation of the neighbourhood plan area, a second time in 2017 when the forum was seeking participation in the 'needs and priorities' consultation using the commonplace platform (as described previously), and the third time during the statutory Regulation 14 consultation led by SNPF in July 2020 when the proposed policies in the plan were shared and responses to them sought. Mr. Khan and his associates admit receiving these leaflets.
- 3.13 LBTH also conducted its own statutory consultations in 2015, regarding the approval/designation of the neighbourhood forum and neighbourhood area, and also in 2020 during its Regulation 16 consultation on the draft Plan. All of these consultations conducted by LBTH met the legal requirements.
- 3.14 Jill Kingaby, the independent examiner appointed by LBTH, said in her statement that SNPF efforts to consult the whole community had been, in her words, "exemplary".
- 3.15 We have a large and growing membership which is diverse and inclusive. The forum is only required by law to have 21 members but we have 247 members as of the time of this statement being written. 83 of those members are business operators and 53 are Bangladeshi among British-Bangladeshi people. We have a growing number of members from the business community operating restaurants on Brick Lane – around thirty separate businesses at the last count owned by British-Bangladeshi persons. We have also the affiliated membership of the East End Trades Guild that champions the interests of small businesses in the area, many of whom are Bangladeshi led. Krissie Nicolson, the director of EETG, was Vice Chair of the Forum during the period when the plan was being written and gave us much support during our consultation phases. The Attlee Foundation is one of our founding support groups. The Spitalfields Small Business Association are also affiliated members of the forum and wrote in support of the neighbourhood plan during the consultation phases.
- 3.16 During the Regulation 14 consultation the support for the plan was overwhelming.
- 3.17 **We fully support renaming the neighbourhood plan "Spitalfields & Banglatown Neighbourhood Plan"**. The committee has already voted to do this, and we shall propose officially renaming the document (unilaterally) at our next AGM in October this year, or sooner if directed to by LBTH. We hope Tower Hamlets will follow suit and rename the Plan, once the version passed by residents has been 'made' (approved by Tower Hamlets Council), as a non-material amendment. We believe the name of the plan does not impact the policies contained in the plan and so would fully support such a non-material amendment being made at the earliest opportunity after the Plan is made.
- 3.18 We have discussed the policies in the Plan with Mr. Guljar Khan and his associates. We have sought to assure them that the policies should not stop small scale developments. The policies do not mention roof terraces at all and would not necessarily be used to prevent such small-scale developments in the future.
- 3.19 The forum does represent the interests of local people and it did write to support the council decision to oppose a roof top bar constructed in breach of planning guidance at 67 Brick Lane. This substantial development was constructed without any planning application and only applied for permission retrospectively once challenged by council officers. We wrote to support the council's decision to refuse this retrospective application for planning approval because we felt allowing such a development (which was a substantial change to the building and which would cause a great deal of

- nuisance to residents living nearby in flats in adjacent buildings on Brick Lane) without prior approval would set a dangerous precedent and might become a tactic copied by other developers that would cause great harm to residential amenity and the integrity of historic buildings in the Conservation Area.
- 3.20 The Plan does make reference to the LBTH Shop Front Guide. It also recommends in Policy Spital 2(a) that “new or altered shop fronts 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.” This means the prevailing character of the Local Character is a key tool of assessing the merits of a new shop front, and in this instance, the Brick Lane South local character area description should be used for most of the curry houses. This character area is described in Appendix A (F) and makes reference to Banglatown and focuses on the scale of buildings, the presence of narrow, individual shops and restaurants, and is designed to prevent large new office buildings being built here, totally out of character with the area, which would drive up rents and push out independent traders. The policy is not designed, and could not be used, to stop small scale developments.
- 3.21 There is also the possibility of a misunderstanding about how the forum works. The forum does not make decisions on planning applications. The decision on such development proposals lies with the Local Planning Authority and the judgement of planning officers at Tower Hamlets. The Local Character Area appraisal for Brick Lane South, which should be used when applying policy Spital 1 and Spital 2 in our Plan, which makes reference to the restaurant industry in this area and the prevailing characteristics of Banglatown. It should therefore support developments in keeping with the prevailing Banglatown character of this area, which we all admire.
- 3.22 **We strongly agree with Guljar Khan’s point that the plan can and should say more about the importance of Brick Lane being the world capital of curry and the heart of Banglatown.** The forum committee has already resolved to do this. We propose to recommend substantial (but non-material) amendments to Section 2 (planning context) of the Plan. This can be done once the version approved by residents in their referendum has been made/approved by the council.
- 3.23 The amendments we propose will add much more information about Banglatown, the community that built it, and the central role Brick Lane and Banglatown have for the curry industry - locally, nationally and globally. We shall make these non-material amendments to the Plan once it has been officially adopted as part of the local planning policy framework. These non-material amendments will be based on the findings of the Runnymede Trust (in their report titled *Beyond Banglatown* published in 2020) and our discussions with Mr. Khan and his associates.
- 3.24 With regard to the bounds of the neighbourhood plan area, this is a complex matter. The neighbourhood area was designated by Tower Hamlets in 2016 after a full statutory consultation led by Tower Hamlets. The only formal opposition made about the proposed area came from the Old Truman Brewery who demanded a much smaller area that excluded their site. They did not believe that the area being proposed by SNPF in 2015 that was changed by LBTH and eventually designated by them in 2016 had enough similarity to be effective in neighbourhood planning. Conversely, the planning officers at the time recommended the boundaries that were eventually approved by Tower Hamlets because they felt it would be suitable for neighbourhood planning purposes.
- 3.25 The boundaries of the planning area were based on town planning considerations not on demographic ones. The area’s boundaries took in the Brick Lane District Centre, the four Conservation Areas (in particular the Brick Lane and Fournier Street Conservation Area), went as far east as the GLA Central Activity Zone boundary and the LBTH

- Cummulative Impact Zone boundary. It also reflected the feedback we received during our consultations with local people on those boundaries conducted in 2014-2015.
- 3.26 Nevertheless, we appreciate the concerns raised by Guljar Khan and his associates who feel that people living beyond the boundaries, particularly to the east in the Chicksand Estate area, may feel excluded from the work of the forum. We have been advised that the matter of the Plan and the neighbourhood area are two distinctly different legal entities. **We therefore propose to seek legal advice from your officers about mechanisms to expand the neighbourhood area once the approved Plan has been made.** We have identified three or four possible avenues for doing this and would seek advice from your legal officers about which one would be workable. We would then make the relevant applications in the future to either expand the current bounds, dissolve the forum and re-set with new boundaries while keeping the plan in place, or dissolving the forum, writing a new neighbourhood plan based largely on the approved one, and then going through the process of drafting a new neighbourhood plan for the new larger area which would supersede the made plan once it had passed all the various hurdles.
- 3.27 **Overall, we feel we are able to accommodate all the concerns raised by Mr. Khan** on behalf of his business community using a series of non-material amendments to the Plan. His concerns are reasonable and fair and the discussions we have had with him and his associates have been constructive, cordial and helpful.

Our answers to the concerns raised by Mr. Jason Zeloof:

- 3.28 Mr. Zeloof has told us he is against there being any further controls/restrictions etc over what he does on his sites. He appears to feel that ordinary people should not have any right to determine what happens where they live or work. In response we say that Neighbourhood Planning is a right all communities have, nationwide. This right has been given in legislation. Neighbourhood Plans are a chance for ordinary local people to be more engaged and directly influence the planning framework where they live or work. There are thousands of neighbourhood plans all over the country, with many in central London in similar areas to Spitalfields where large businesses like his operate. Elsewhere, large businesses/property developers have not sought to frustrate the wishes of ordinary local people exercising their right to neighbourhood planning. The Zeloof Family's attitude to business appears to be based on economic clout and they feel mere mortals, such as us, should know our place and not attempt to frustrate whatever secret schemes they have for this area.
- 3.29 Mr. Zeloof has been a member of the Neighbourhood Forum and an elected member of its managing committee since its creation in 2016. He attends our meetings, accompanied by a large number of his employees, and gets them to vote for him, and thus he is always elected. This is fine because anyone who lives or works here is entitled to play a full role in the work of their neighbourhood forum. However, he has demonstrated time and again that he is set against the aims and objectives of the forum and has indicated by his deeds that he would like to destroy it if he could.
- 3.30 Mr. Zeloof has been fully involved in all our decisions and processes. He was consulted at every stage and his agreement was sought for and given to every paragraph of the neighbourhood plan. We anticipated his opposition and bent over backwards to make sure he was fully involved. He responded well to this and seemed to change his approach to us and began working with us constructively, so we believed. He voted twice to support the Plan at general meetings of the forum. The first time was in the forum committee meeting which approved the draft plan in July 2020, then again at the Annual General Meeting in October 2020 when the draft was submitted to LBTH

- for Regulation 16 consultation, and a third and final time at the Special General Meeting in July 2021 approving the amended version that followed examination.
- 3.31 We now feel completely betrayed because it would appear all this was a lie. It was a tactic to deceive us. He negotiated with us in bad faith because his subsequent actions to organise opposition to the Plan, which he had previously publicly supported, and then facilitate a no vote against it from among his tenants, are at odds with his previous behaviour. It would appear he sought to “run with the fox and ride with the hounds”.
- 3.32 Given the lengths everyone went to ensure his inclusion, and his recently stated opposition to any further planning controls in the area, and his secret behind the scenes campaigns, as well as his efforts to coerce his tenants and other local business operators to oppose the plan, **we do not feel that we can ever accommodate his demands**. His willingness to break the law by voting no less than six times personally indicates he is not someone we can negotiate with in good faith or have faith in an agreement with.
- 3.33 Our community is larger than one property developer, no matter how big they are, or how much money they have. We are ordinary local people with limited means, fighting for the rights of local people, against a powerful and belligerent property developer seeking to take total exclusive control of Brick Lane and the surrounding area.
- 3.34 Our neighbourhood plan includes a policy (Spital 7) on reducing rents by 45% for twelve years on new commercial units in new large commercial developments. This section was consulted on, drafted and devised by the East End Trades Guild who worked closely with us when writing the Plan. Mr. Zeloof was a vociferous opponent of this policy, but an agreement was eventually reached with him on the discount rate and period it would apply. Despite this, he submitted a lengthy objection to it during Regulation 16 consultation, which was rebuffed by the examiner. We now suspect he always opposed this policy and his commercial interest to ensure maximum profits on new developments (such as the controversial Woodseer Street “shopping mall” development proposal on Brick Lane) was a large factor in his decision to do whatever it took to stop the Plan ever coming into effect. Simply put, he has been motivated by corporate greed.
- 3.35 The only other objection he made to us about the Plan during the statutory consultation was the inclusion of one of his shops as a Non-Designated Heritage Asset (see Spital 1(j)). We removed this property from the list in Appendix B.
- 3.36 Our Plan has been given full support by local campaign groups such as the ‘Save Brick Lane Campaign’ and Nijjor Manush. We have their support because they believe the Plan will protect the unique social, cultural and architectural character of Brick Lane. These things would appear to be something Mr. Zeloof is ready to destroy if they get in the way of his profit motive.
- 3.37 Mr. Zeloof contends that the plan is “too conservation orientated”. We disagree because the plan has numerous chapters on a range of issues beyond the protection of local heritage assets. We also disagree with him in principal because our consultations with ordinary people who live and work in the area, showed that they value the unique urban heritage of Spitalfields and Banglatown and want it protected as a place to live and work. This area is a vibrant town centre that is the jewel in the crown of this great London Borough of Tower Hamlets and one which people near and far and rightly proud about and wish to see conserved for future generations. It is a ‘goose that lays the golden egg’ which the Truman Brewery has made so much money from over the years. People come here because of the character of the area, socially, culturally and architecturally. All three work together in harmony and the crowds they

bring here are to everyone's benefit, not least, the numerous small businesses that operate on Brick Lane. To erode that character would undermine the attraction of the area to the visitors our businesses need to thrive. Simultaneously, thousands of people live in or near the area of the Plan and benefit from the legal protection it gives to precious spots of green and open space, such as Allen Gardens, Chicksand Street Gutt, Spitalfields City Farm and other sites, which we know developers covet. Thousands of families without gardens depend on these pockets and this Plan goes a long way to make Spitalfields and Banglatown more "liveable".

3.38 The term "good quality schemes" used by Mr. Zeloof is wholly subjective. Any proposal would be assessed fairly by planning officers at Tower Hamlets against the Local Development Plan and the Neighbourhood Plan. The Local Character Area (LCA) appraisals in our Plan would help them do this. The Old Truman Brewery site has its own LCA (Area B) and any development here should be evaluated in relation to the prevailing character of that area. We can see no reason why a genuinely and objectively "good quality" scheme that was not damaging to the area would be rejected on the basis of our Plan. There is a small area of Georgian Streets in the neighbourhood plan area which formed the original Fournier Street Conservation Area set out in the 1970s, and apart from their being located in a LCA (Area A) there are no policies specifically in relation to these buildings. They already have ample protection because most of them are listed or locally listed and located within a conservation area. Our Plan covers a much wider area with a diverse community who celebrate calling this their home.

3.39 The Plan is about looking after many more things such as the protection of outside play spaces, the environment, keeping rents low for small businesses in new developments, keeping the diversity of the area by taking steps to protect the social character of the area, and ensuring the unique qualities that Spitalfields and Banglatown has are cherished for future generations.

We hope this statement provides the information you have requested.

This part of Spitalfields and Banglatown deserves a neighbourhood development plan. It is the work of dozens of people, supported by hundreds more, over eight years. This neighbourhoods is loved by the communities who live and work here, often for different reasons, but with equal passion. The Plan is fair and balanced, it has been supported by residents in a formal referendum, and praised by the cool minds of neutral arbitrators.

Neighbourhood Planning is a tool being used across Tower Hamlets. We know about communities in other parts of this borough in places such as Burdett Road and Shadwell who want to develop neighbourhood plans of their own. They are a tool of people-power. Our neighbourhood forum would like to support these emerging groups by providing workshops where they can be helped to go through the various stages of consultation, grant applications, et cetera. These groups deserve encouragement, which your support for this Plan would be a critical starting point.

We urge you to consider this statement in conjunction with the previous statement we made about the referendum result in December 2021. In that statement we proved unlawful voting in the business referendum, in particular the illegal multiple voting by Mr. Jason Zeloof and several of his close associates. This matter, as well as potential undue influence and illegal electioneering activities, are all currently being investigated in a live and developing police investigation led by DC Melissa Gillam in the Metropolitan Police 'Special Enquiry Team'.

We attach with this document the paper we submitted to LBTH in December 2021 on the 'errors and illegalities in the non-domestic referendum' as these must still be a key issue in your considerations.

If you have any questions please do not hesitate to write to us at the email address you are used to using: info@spitalfieldsforum.org.uk

Yours sincerely

James Frankcom
Chairman
Spitalfields Neighbourhood Planning Forum

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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 ? Please consider the impact on overall communities, residents, service users and Council employees. This should include people of different:	Yes	No	Comments
▪ Sex	<input type="checkbox"/>	<input checked="" type="checkbox"/>	The neighbourhood plan is unlikely to negatively impact people of any particular sex
▪ Age	<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.
▪ Race	<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.
▪ Religion or Philosophical belief	<input type="checkbox"/>	<input checked="" type="checkbox"/>	The neighbourhood plan is unlikely to negatively impact people that hold any particular religious or philosophical beliefs.
▪ Sexual Orientation	<input type="checkbox"/>	<input checked="" type="checkbox"/>	The neighbourhood plan is unlikely to negatively impact people of any particular sexual orientation.
▪ Gender re-assignment status	<input type="checkbox"/>	<input checked="" type="checkbox"/>	The neighbourhood plan is unlikely to negatively impact people of any particular gender status.
▪ People who have a Disability (physical, learning difficulties, mental health and medical conditions)	<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.
▪ Marriage and Civil Partnerships status	<input type="checkbox"/>	<input checked="" type="checkbox"/>	The neighbourhood plan is unlikely to negatively impact on people with particular marriage or civil partnership status.
▪ People who are Pregnant and on Maternity	<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"> ▪ Parents and Carers ▪ Socio-economic status ▪ People with different Gender Identities e.g. Gender fluid, Non-binary etc. ▪ Other 	<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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<p>Non-Executive Report of the:</p> <p>Council</p> <p>5th October 2022</p>	 <p>TOWER HAMLETS</p>
<p>Report of: Janet Fasan, Director of Legal and Monitoring Officer</p>	<p>Classification: Unrestricted</p>
<p>Questions submitted by Members of the Council</p>	

<p>Originating Officer(s)</p>	<p>Matthew Mannion, Head of Democratic Services</p>
<p>Wards affected</p>	<p>All wards</p>

SUMMARY

1. Set out overleaf are the questions that were submitted by Members of the Council for response by the Mayor, the Speaker or the Chair of a Committee or Sub-Committee at the Council meeting on Wednesday 5th October 2022
2. In accordance with Council Procedure Rule 10.4, questions relating to Executive functions and decisions taken by the Mayor are put to the Mayor unless he delegates such a decision to another Member, who will therefore be responsible for answering the question. In the absence of the Mayor, the Deputy Mayor will answer questions directed to the Mayor.
3. Questions are limited to one per Member per meeting, plus one supplementary question unless the Member has indicated that only a written reply is required and in these circumstances a supplementary question is not permitted. Oral responses are time limited to one minute. Supplementary questions and responses are also time limited to one minute each.
4. Council Procedure Rule 10.7 provides for an answer to take the form of a written answer circulated to the questioner, a reference to a published work or a direct oral answer.
5. There is a time limit of thirty minutes at the Council meeting for consideration of Members' questions with no extension of time allowed and any questions not put within this time are dealt with by way of written responses.
6. Members must confine their contributions to questions and answers and not make statements or attempt to debate.

MEMBERS' QUESTIONS

27 questions have been received from Members of the Council as follows:-

11.1 Question from Councillor Bodrul Choudhury

Following on from last Full Council, could the Lead Member update the chamber on progress with the independent Council-wide investigation? Can the Lead Member tell us who has been appointed and set out a timeline for delivery?

11.2 Question from Councillor Rachel Blake

Will the Mayor or Lead Member provide the options appraisal analysis for removing much needed Council Homes schemes from the Capital Programme instead of other sources of funding?

11.3 Question from Councillor Abdul Wahid

The number of incidents concerning violent crime in the Borough is shocking. Following on from the issues outlined in Her Majesty's Inspectorate of Probation Report – Inspection of Youth Offending Services, can the Lead Member or Mayor update Council on the measures he will be putting in place to tackle this surge?

11.4 Question from Councillor Maisha Begum

I understand the Mayor will be significantly expanding the Mayor's Office. Can the Mayor tell us how many additional people he is recruiting and at what cost to the Council?

11.5 Question from Councillor Abdul Mannan

Can the lead member clarify the situation regarding large sums of money that were lent to other Local Authorities during the previous Administration, while at the same time cuts to services and staff were taking place?

Will the Council be receiving these funds back anytime soon?

Surely, they are better spent on the residents of our Borough during this Cost-of-Living crisis rather than laying idle in the coffers of other Local Authorities?

11.6 Question from Councillor Asma Islam

Can the Mayor tell us if ANPR cameras were considered as an option when consulting with officers before approving to consult residents on removing Liveable Streets schemes?

11.7 Question from Councillor Kamrul Hussein

Could the Lead Member provide Council with an update on how the Mayor's pledge to build affordable housing is progressing following on from his first one hundred days in charge?

11.8 Question from Councillor Asma Begum

It is understood that the Mayor and Lead Member are reviewing the LIF programme. Could the Mayor/Lead Member confirm:

- a) When the outcomes of that review will be published, and
- b) that the principles of the LIF programme (ie. a minimum of 25% of CIL earned in the area will be spent in the area, and projects based on residents' suggestions), will continue?

11.9 Question from Councillor Musthak Ahmed

This Cost-of-Living crisis has seen the poorest and most vulnerable in Tower Hamlets hit hardest. Can the Mayor/Lead Member provide Council with an update on what measures have been put in place to ease the economic burden on those who are least to blame for this crisis?

11.10 Question from Councillor Amy Lee

Could the Mayor confirm if the Council submitted a formal representation to TFL in regard to the proposed bus routes cuts?

11.11 Question from Councillor Amin Rahman

Could the Lead Member provide an update on the recently published Ofsted report following an inspection of the Borough's children's services?

11.12 Question from Councillor Abdal Ullah

Could the Mayor and Lead Member provide an update on the progress of the much-needed London Docks School in St Katherine's and Wapping Ward, and confirm if the school will be completed by the initial projection date of September 2023?

11.13 Question from Councillor Ahmodur Khan

Could the Mayor provide us with an update on the transformational decision taken to bring all of the Borough's leisure services in-house?

11.14 Question from Councillor Mufeedah Bustin

Could the Lead Member update the council on progress in delivering the new school building for George Green's secondary school on the Island?

11.15 Question from Councillor Jahed Choudhury

Many residents have complained about the constantly shocking levels of filth, vermin and rubbish on Tower Hamlets' streets. Please could the Lead Member or the Mayor provide Council with an update on measures being taken to ensure our residents don't have to suffer such levels of uncleanliness?

11.16 Question from Councillor Leelu Ahmed

Will the Mayor follow Westminster Council's example, and seize dumped e-bikes and e-scooters that are cluttering streets in the borough?

11.17 Question from Councillor Ahmodul Kabir

Could the Mayor provide us with a timeline of when the new Town Hall will be completed, and when Council services can expect to move into the new facilities?

11.18 Question from Councillor Faroque Ahmed

I have been receiving complaints from concerned residents and business owners about the untidy waste left on the streets on Whitechapel Road and has not been cleared for the last few months. Could the Lead Member provide an update on how he is going to tackle this as soon as possible?

11.19 Question from Councillor Harun Miah

Can the Mayor provide Council with an update on his plans to make Tower Hamlets a greener and cleaner Borough?

11.20 Question from Councillor Marc Francis

Will the Mayor and Lead Member update me on the progress of the review of the Car Free Zone / Permit Transfer Scheme policies initiated by former Councillor Kahar Choudhury in late-2021?

11.21 Question from Councillor Ana Miah

Sport and culture have played an historic role in the tradition and identity of our Borough. Can the Mayor tell us more about his plan to encourage young people in the Borough to use sport to take them onto better things?

11.22 Question from Councillor James King

Will the Mayor provide an update on the structural work on Malting and Brewster Houses?

11.23 Question from Bellal Uddin

Following the death of HRH Queen Elizabeth II, will the Mayor endorse the Aspire Group's suggestion for a memorial to the Queen at the new Town Hall?

11.24 Question from Mohammad Chowdhury

Tower Hamlets council has been providing lower skilled training which doesn't encourage or provide higher skilled work opportunities. The cost of living set to increase to the highest amount in 10 years. Upskilling is a proven method of mitigating the impact of inflation for the individual, local communities and wider society.

What is the Council's plan to provide opportunities for residents to move into high skilled professional roles?

11.25 Question from Councillor Abdul Malik

Could the Mayor explain how he plans to strengthen the Trade Union voice in the decision-making processes in Tower Hamlets, and how these changes can be locked in constitutionally?

11.26 Question from Councillor Peter Golds


The revised traffic scheme on Preston's Road will have a serious impact on residents and business on the Isle of Dogs. It has been known for years that the traffic Island close to Yabsley Street has regularly been the location of many accidents. Will the Mayor outline when and what level of consultation was undertaken prior to the commencement of these

works and what happened as a result of the consultation on what appears to be a different scheme?

11.27 Question from Councillor Nathalie Bienfait

Could the Executive outline what they are currently doing to start work on insulating council homes in the borough? Could they also outline any work they are undertaking to understand the current state of home insulation in the borough's council homes?

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<p>Non-Executive Report of the:</p> <p>COUNCIL</p> <p>5th October 2022</p>		 <p>TOWER HAMLETS</p>
<p>Report of: Janet Fasan, Director of Legal and Monitoring Officer</p>		<p>Classification: Unrestricted</p>
<p>Motions submitted by Members of the Council</p>		

Originating Officer(s)	Matthew Mannion, Head of Democratic Services
Wards affected	All wards

SUMMARY

1. The following motions have been submitted by Members of the Council under Council Procedure Rule 11 for debate at the Council meeting.
2. The motions submitted are listed overleaf. In accordance with the Council Procedure Rules, the motions alternate between the administration and the other Political Groups.
3. Motions must be about matters for which the Council has a responsibility or which affect the Borough. A motion may not be moved which is substantially the same as a motion which has been put at a meeting of the Council in the previous six months; or which proposes that a decision of the Council taken in the previous six months be rescinded; unless notice of the motion is given signed by at least twenty Members.
4. There is no specific duration set for this agenda item and consideration of the attached motions may continue until the time limit for the meeting is reached. The guillotine procedure at Council Procedure Rule 9.2 does not apply to motions on notice and any of the attached motions which have not been put to the vote when the time limit for the meeting is reached will be deemed to have fallen. A motion which is not put to the vote at the current meeting may be resubmitted for the next meeting but is not automatically carried forward.

MOTIONS

Set out overleaf is the motions that have been submitted.

12.1 Cross Party Motion Regarding Mental Health

Proposer: Councillor Maium Talukdar

Seconder: Councillor Amy Lee

This Council notes:

- One in four adults and one in ten children experience mental illness during their lifetime, and many more of us know and care for people who do.
- Improved mental health and well-being is associated with a range of better outcomes for people of all ages and backgrounds. For example, improved physical health and life expectancy.
- World Mental Health Day aims to raise awareness of the issues around the world, whilst also helping more people get the support they need.
- 10th October will be World Mental Health Day and the theme is “**Making Mental Health and Well – Being a Global Priority.**”
- That in order to be part of the Global Campaign we need to act locally.

This Council believes that:

- Random acts of kindness can reduce the risk of suicide. Our actions, no matter how big or small may provide hope to someone who is struggling. Simply asking someone how they are feeling and giving them the opportunity to talk about something which is troubling them can be the first step towards recovery.
- Our Staff are our most important resource and creating a work environment which nurtures them and allows everyone to give of their best is essential for creating a healthy work environment.
- Encouraging Work/Life Balance will produce a happy, productive workforce

This Council resolves:

- To provide visible and accessible support for anyone needing help
- To work with the local NHS trust to ensure residents have quick access to good quality mental health care and support.
- To encourage training in Mental Health First Aid so we have a workforce able to spot the signs of Mental Health Distress
- To support mental well-being work in the Council, the Community and in homes.

12.2 Motion on the D3 and D7 Bus Routes

Proposed by: Cllr Bellal Ahmed

Seconded by: Cllr Maium Talukdar

This Council notes

- with great concern, the short-sighted approach to bus services, in particular the proposed cut to the D3 and D7 bus services.
- that buses help improve Community Health by encouraging walking to bus stops.
- the likely impact on Air Pollution. Research suggests that leaving a car at home can reduce carbon dioxide emissions significantly and buses connect parts of the borough in practical ways.
- that a good bus network helps to reduce road congestion, provides equitable transportation & improves Community Mobility.

This Council further notes that:

- bus routes are often used by our borough's poorest residents, who cannot afford the luxury of a car or regular use of the train system - buses are significantly cheaper to use.
- the removal of these routes will financially punish the poorest and most economically vulnerable communities at the height of a cost of living crisis, following the havoc caused by the Pandemic.
- the Deputy Mayor wrote to the Mayor of London on the 2nd of June 2022 raising the point that the D7 is critical for connectivity in the local economy
- children rely on the service to get to and from school
- elderly residents use it to make essential trips to the shops - trips that would otherwise go unmade
- vulnerable residents see the D7 route literally as a matter of life and death as they rely on the service to take them to GP and other appointments
- the loss of the bus routes means removing a vital transport lifeline and represents an unacceptable attack on the poor and vulnerable at a time when they need support.

This Council believes that:

- residents will suffer a loss of quality of life if the proposal is implemented.
- the thinking behind the proposals fails to put people before profit.
- the economic benefit of Public Transport has not been taken into account, especially the research that indicates for every £1 invested, there is a £4 return.
- Public Transport improves Commuter Productivity by enabling use of travel time to catch up on social correspondence, read, relax, or even sleep - enabling workers to arrive in a positive state of mind.
- This Council further believes that the Green Agenda will be impacted negatively, especially those aspects built on the use public transport and the reduction of air pollution.

This Council resolves that:

- a letter supporting the Deputy Mayor's letter of 2nd June 2022 should be sent to the Mayor of London, Sadiq Khan, in order to amplify the request that the decision to axe the bus routes should be reconsidered.
- a response should be sent to Transport for London's Consultation, highlighting the reasons why the proposal to remove the D3 and D7 services should be dropped.
- a letter should be sent to our GLA Representative, seeking support for retaining the bus service.
- the Community should be encouraged to support the Council's efforts to save the bus services.

12.3 Motion regarding Access to GPs

Proposed by: Cllr Amina Ali

Seconded by: Cllr Ayas Miah

This Council notes that:

- Primary care is in crisis, with people across Tower Hamlets and the rest of the UK struggling to access GP services and dental treatment.
- New figures from NHS England show that 18% of people in the NHS North East London Integrated Care Board, covering Tower Hamlets, could not get an appointment to see or speak to a GP or nurse the last time they tried.
- The Government has failed to remain on track to deliver 6000 additional GPs by 2024-25.
- Our doctors and nurses across the NHS in Tower Hamlets work hard for residents while grappling with the biggest staffing crisis in its history in the face of Government inaction.

This Council believes:

- That everyone should be able to get an appointment to see a doctor when they need to and has the right to receive dental treatment when they need it.

This Council, therefore, resolves to:

- Forward a copy of this motion to the new Secretary of State for Health and Social Care and call on her to urgently bring forward a plan to fix the crisis in primary care, to meet the Government's GP target and ensure everyone who needs an NHS dentist can access one.
- Request the local Members of Parliament support this motion and raise this important issue in Parliament.
- Work with the local NHS trust to ensure Tower Hamlets residents have full access to their GP and dentists.

12.4 Motion on Local Electricity Bills

Proposed by: Cllr Rachel Blake

Seconded by: Cllr Sirajul Islam

This Council notes:

1. The efforts that this council has made under the previous administration to reduce greenhouse gas emissions and promote renewable energy, including:
 - i. Declaring a climate emergency in March 2019;
 - ii. Launched the Net Zero Carbon (NZC) Partnership Action Plan in November 2021 to become a net zero carbon council by 2025 and a net zero carbon borough by 2045 or sooner;
 - iii. Planted hundreds of street trees;
 - iv. Approved 400 new electric vehicle charging points across the borough;
 - v. In 2021, Tower Hamlets Council was named the greenest local authority in the country.
2. That very large financial setup and running costs involved in selling locally generated renewable electricity to local customers result in it being impossible for local renewable electricity generators to do so.
3. That making these financial costs proportionate to the scale of a renewable electricity supplier's operation would enable and empower new local businesses, or councils, to be providers of locally generated renewable electricity directly to local customers.
4. That revenues received by new local renewable electricity providers could be used to help improve the local economy, local services and facilities and to reduce local greenhouse gas emissions.

This Council resolves to:

1. To support the Local Electricity Bill, supported by 306 MPs which, if made law, would establish a Right to Local Supply which would promote local renewable electricity supply companies and co-operatives by making the setup and running costs of selling renewable electricity to local customers proportionate to the size of the supply operation.
2. Inform the local media of this decision.
3. Instruct the Mayor to write to the borough's Members of Parliament local MPs, asking them to support the Bill.
4. Instruct the Mayor to write to the organisers of the campaign for the Bill, Power for People expressing its support.

12.5 Motion on the Spitalfields Neighbourhood Referendum

Proposed by Councillor Peter Golds

This council notes that a Neighbourhood Plan Referendum was held in the Spitalfields area of the Borough on the 11th November 2021 and residents voted to support the plan whilst the small business electorate, voted against. Since the introduction of Neighbour Plans under the Localism Act over 1,200 referendums have been held and only four have been resulted in a no vote by residents, there have been no incidences of a no vote in any referendum by business voters. Therefore, the referendum in Tower Hamlets was the only referendum in which the business and wider electorate voted differently.

The neighbourhood Plan had undertaken a long period of community involvement and passed all the required legal processes.

The Plan was praised by Jill Kingaby, the independent examiner appointed by Tower Hamlets, who wrote in her report:

“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 Spitalfields Neighbourhood Plan, 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 Plan was also praised by Tower Hamlets Council Planning Officers in their response to the Regulation 14 Consultations that took place on the Plan in October 2020. It is a Plan which protects local heritage, defends the unique social and economic character of the area, and will conserve local green spaces for future generations. It also has radical policies to reduce rents for small business in new affordable workspace allocations. The Plan provides the framework for better decision making by Planning Officers. They will be able to justify and defend their decisions far more easily in this area with a detailed policy that takes into account the unique urban fabric of Spitalfields.

It was also supported locally by the East End Trades Guild and by the Spitalfields Small Business Association, Nijjor Manush, Save Brick Lane, Spitalfields Historic Buildings Trust, Spitalfields Society, the Greater London Authority and English Heritage.

The policies contained in the Plan will protect Brick Lane and adjacent parts of Spitalfields & Banglatown from the wrong sort of corporate over-development which could destroy the unique cultural heritage and fragile social character of the area.

Tower Hamlets will be able to use the policies in the Plan, particularly Policy SPITAL 1, to justify refusing applications which damage this unique heritage and character and will be well placed to defend their decisions should big property developers appeal.

The Plan will help protect the special culture of small businesses in the area because in policy SPITAL 7 it demands that any new large commercial development must include at least 10% of its floor space at a 45% rent discount for 12 years. This quadruples the existing affordable workspace allocation discount in the Local Development Plan and will

help this area attract and retain small independent businesses that provide social connectivity, cultural value and jobs for local workers and entrepreneurs. Enabling the neighbourhood to recover from the pandemic and build up sustainable resilience that will protect the Spitalfields and Banglatown community from any future economic shocks.

The Plan also has detailed policies that will protect our precious green space as well as some additional historic buildings over the long term.

The guidance notes of the Neighbourhood Plan Regulations 2012 sets out the criteria for a vote on a split decision. Unfortunately Tower Hamlets Council did not prepare for this consequence.

In the 11th November 2021 Referendum, the business electorate was 123 and 88 votes were cast as opposed to a residential electorate of 4,102 of which 550 votes were cast.

After the poll, when official documents were examined it was established that sixteen of the business votes were illegally cast, with one business voter casting five votes although the regulations are clear that the same business voter can only cast two votes regardless of the number of businesses that they own. The guidance sent to businesses state "Ratepayers have one vote each regardless of the number of properties that they are liable to pay rates on."

There were:

Five votes by one individual (six from the same family and seven if a vote from The Island of Jersey is included)

Four votes each by two individuals

Two votes each by three individuals

Two votes from overseas addresses (which is legal)

Furthermore, 50% of the business votes came from a single building in Brick Lane which is mainly divided into small offices.

The residential referendum should be considered as robust and trustworthy and was voted on by people who appear to live here permanently day and night and will live with the policies in the Plan and the impact they have on local planning decisions over the next many years.

The Plan was written by a broad and diverse range of people who live here and work here. The criteria provided in the guidance notes of the Neighbourhood Planning (Referendums) Regulations when applied properly support the adoption of the Plan on the basis that the relative size of the electorates show the residential community to be very much larger than the business community, the level of support in both referendums shows that the number of votes cast in support of the plan by residents was very much larger than the number of no votes cast by businesses. The character of the neighbourhood demonstrates that the business vote may have been skewed by the influence of one major landlord, while the residential vote, despite the presence of an illegal spoiler campaign designed to suppress turnout, was successful, and must have had cross community support in order to be successful.

Under the regulations it is now up to the members of the council to decide whether to support local voters or the businesses which organised against the plan.

The Council therefore resolves to support local people and endorse the plan, which followed the legal processes.