

# Local Development Framework

## SUBMISSION DOCUMENT

### Equalities Impact Assessment

of the Core Strategy and Development Control  
Development Plan Document and Area Action Plans

Improving the quality of life for everyone living and working in the Borough

November 2006



2006 - 2007  
Early Intervention  
(Children at Risk)  
2003 - 2006  
Winner of 4 previous  
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# **EQUALITIES IMPACT ASSESSMENT**

## **TOWER HAMLETS LOCAL DEVELOPMENT FRAMEWORK (LDF)**

August 2006

*Incorporates the requirement to impact assess all new functions and policies and those that have a high relevance to the General Duty of the Race Relations Amendment Act (2000). This requirement is set out in the Council's Race Equality Scheme.*

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# Equality Impact Assessment

Name of the policy or function being assessed: LOCAL DEVELOPMENT FRAMEWORK

Directorate Development and Renewal

Date Impact Assessment completed \_\_\_\_\_

Is this a policy or function? Policy  Function

Is this a new or existing policy or function? New  Existing

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<b>Signature</b>	
<b>Date</b>	

Once you have filled in this document please send a copy to the Equalities Team.  
 If you have any questions regarding this form please call the Equalities Team on 020 7364 4723.

## Section 1: Aims and implementation of the policy

### Identifying the aims of the Strategy

This is the second Equalities Impact Assessment (EqIA) to be completed for the Local Development Framework (LDF). An assessment of the 'Preferred Options' stage of the LDF was completed in August 2005. This EqIA takes into account the numerous changes that have taken place in producing the next stage of the LDF, many of which flowed from the original EqIA and the consultation exercise undertaken and completed in December 2005 on the Preferred Options Stage of the LDF.

Improvements have been made in numerous areas including:

- the inclusion of Equality of Opportunity as a Core Policy and cross-cutting theme, underpinning all policies;
- the recommendation that all master plans, major projects and large schemes complete either a full EqIA or a more detailed Social Impact Assessment that has been strengthened to more fully take into account equality impacts; and
- the Tower Hamlets Access Group (THAG) helpfully made a large number of comments about the original document and as far as possible these have been taken into account in both this EqIA and the LDF itself.

This EqIA has been completed using the Tower Hamlets Corporate Impact Assessment framework and not the structure used to complete the Preferred Options EqIA. This has been changed based on the comments of the THAG.

A similar comment was made for the LDF in general and this has been reflected in a change in the way that the LDF has been presented.

The completion of this EqIA has been a collaborative process which has included meetings with the individual policy drafters and their management in an effort to ensure that equalities underpin the whole of the LDF.

### What is the Strategy?

The Policy is the Tower Hamlets Local Development Framework for Tower Hamlets'. The LDF Spatial Vision states

*"By 2016, Tower Hamlets will be a thriving global centre. It will combine high-quality multicultural city living with one of the world's most important districts of international commerce. Its communities with ties across continents will use their diverse backgrounds to work in global businesses, study in internationally recognised academic and research institutions and enjoy a unique range of cultural and leisure facilities."*

*"Decent homes, jobs, shopping centres, leisure, arts and tourism facilities will be available to all building on the success of past regeneration programmes and the successes of the Tower Hamlets Partnership and the potential benefits from the 2012 Olympic and Paralympic Games. Investment, careful planning and partnership working will ensure homes and job growth is supported by adequate provision of well-designed modern transport, utilities and social infrastructure, all vital to the sustainable development of Tower Hamlets."*

## What is the aim, objective, or purpose of the Strategy?

The Core Strategy adopts the same vision and objectives as the Borough's Community Plan:

To make Tower Hamlets:

- **A Better Place for Living Safely** - reducing crime, making people feel safer and creating a more secure and cleaner environment
- **A Better Place for Living Well** - improving housing, health and social care and promoting healthy living
- **A Better Place for Creating and Sharing Prosperity** - bringing investment into the Borough and ensuring that all our residents and businesses are in a position to benefit from and contribute to growing economic prosperity
- **A Better Place for Excellent Public Services** - improving public services for local people to make sure they represent good value for money and are provided in ways that meet local needs.

The Council is committed to capturing the wealth of opportunities from development whilst carefully balancing pressures arising from growth, to renew and regenerate the Borough for all to benefit. Tower Hamlets Local Development Framework is a spatial plan that promotes the principles of inclusive and sustainable development to carefully manage the positive transformation of the East End for generations to come. Specifically, the Tower Hamlets Local Development Framework will guide future development to achieve the vision referred to above.

The Borough's cultural and linguistic diversity will put it at the heart of the modern metropolis and drive economic growth. Tower Hamlets' communities will be perfectly placed to participate in a local environment with an international outlook. Helping to create this prosperity, every resident will share the benefits, including better public services, open spaces and housing.

## Set out below are the LDF's Priorities and Thematic Objectives

### Core Strategy and Development Control

The Core Strategy and Development Control document is a Development Plan Document (DPD), which combines three key elements of the Local Development Framework:

#### The Core Strategy:

- Sets out a Spatial Vision and Objectives to guide development and investment
- Set of Core Policies to determine the acceptability of development proposals.

#### Development Control Policies

- Detailed policies that are either generic and apply to the control of many different types of development proposal and often set out criteria to determine the suitability of development proposals and planning applications.

## Area Action Plans

- Area Action Plans are Development Plan documents that have the same weight as Core Strategy. Area Action Plans must be consistent with the Core Strategy by interpreting the vision, outcomes and core policies and applying them to a specific area. They cover the Cityside, Leaside and Isle of Dogs areas.

## Rationale behind the Strategy and its delivery

The main guiding principles for the development of the Local Development Framework focused on:

- the creation of sustainable and socially inclusive communities in Tower Hamlets;
- the integration of old and new communities;
- targeting of specific sectors of the local economy in order to maximise the employment opportunities of local people;
- improving the competitiveness of local businesses;
- the promotion of good design, a high quality public realm and the development and incorporation of the arts; and
- the facilitation of the maximum viable amount of social and affordable housing and adequate facilities to support the delivery of education, health, community, transport and leisure related facilities.

## Relationship with the Community Plan

The LDF has been developed through the Tower Hamlets Partnership to ensure the best possible understanding of community needs. The LDF is a key delivery mechanism for translating the Community Plan aspirations into reality through a clear spatial expression of Tower Hamlets' priorities. Therefore the vision, outcome, policies and monitoring mechanisms of both the Community Plan and the LDF are closely aligned.

### What outcomes do we want to achieve from this Strategy?

The Strategy is seen as an opportunity for the Council and its partners to set out its long-term planning aspirations for the Borough within the context of both the London Plan and Economic Development and Regeneration Strategies as well as Tower Hamlets own Community Plan. The LDF focuses on harnessing change within the Borough for the benefit of local residents in terms of creating and sharing prosperity and contributes to a sustainable environment.

The LDF sets out targets in relation to achieving 150,000 new jobs and 31,500 new homes by 2016. Detailed approaches to land-use within the Borough are covered by the strategy and it is intended that the LDF works in tandem with the Regeneration Strategy.

### What factors could contribute/detract from the outcomes?

The LDF provides a clear, public statement of Tower Hamlets' strategic planning priorities. It also sets out key activities, outcomes implementation and monitoring

against which progress can be assessed.

It will be reflected in the service plans of a range of Directorates and is also dependant on the activity or inactivity of external bodies both in the private or public sector which may or may not achieve their objectives.

The LDF is a statutory requirement and its progress will be formally assessed in the Annual Monitoring Report (AMR) as part of the Governments' monitoring regime.

## **Who is affected by the Strategy? Who is intended to benefit from it and how?**

### Who are the main stakeholders in relation to this Strategy?

By law the London Plan forms part of the Local Development Framework. The London Plan is the spatial development strategy for London and therefore establishes regional strategic priorities. The LDF is in general conformity with the London Plan and implements those strategic priorities at a local level.

The main stakeholders for the strategy are: The Council and its directorates, the Tower Hamlets Partnership, the residents of the Borough, the businesses of the Borough, key partners and delivery agents including developers, DCLG, GLA, LDA, ODA, London Thames Gateway Urban Development Corporation, London Thames Gateway Partnership and statutory bodies such as Thames Water and Environment Agency .

### What outcomes would other stakeholders want from this Strategy?

There is a statutory requirement for the local planning authority to consult with local residents, businesses and key stakeholders as part of the preparation of the LDF. The details of the consultation exercise are set out in section 2 of this document. More than 5,000 responses have been received and these have been analysed and used to shape the emerging LDF.

### Are there any groups, which might be expected to benefit from the intended outcomes but which do not?

It is likely from experience that particular groups failing to benefit from strategies of this type are the very people who are targeted to gain benefit. In particular this would include the BME community, faith community, women, disabled people and both young and increasingly older people wanting to participate in the labour market. There is little evidence or knowledge of the disproportionality of benefit in terms of sexual orientation and faith. However the LDF does make representation of the needs of these groups and specific targets are referred to in the action plan.

### **Promotion of good relations between different communities**

#### *How do you promote good relations between different communities you serve based on mutual understanding and respect?*

The following contextual issues have been identified as key drivers which shape the vision of the Core Strategy in the LDF. These include: sustainable development, promoting mixed and balanced communities, promoting equality of opportunity and social inclusion and deprivation. Included in the Core Strategy is an explicit policy in relation to Equality of Opportunity. However the spatial vision needs to be strengthened to acknowledge and reflect the contributions, both economically and socially, which diverse communities can make to Tower Hamlets and its inclusive planning and regeneration objectives.

The Council is required to publish an outline of the development plan documents it will be completing including a timetable. This is set out in the Local Development Scheme. The Council's Local Development Scheme was agreed by Cabinet in May 2005, and updated in July 2006. Together with the LDF these documents can be considered to be relevant to promoting good relations between different communities, both in terms of ensuring their needs are reflected in the planning process but also that there are opportunities to be informed, including the Statement of Community Involvement and the Annual Monitoring Report.

#### Statement of Community Involvement

The Council has published for consultation the Statement of Community Involvement. This development plan document sets out how the Council will consult with its residents and key stakeholders about its planning service, which includes the preparation of the development plan and providing views about planning applications. Although the SCI has not yet been agreed the LDF states that it has followed the best practice guidance set out in the draft and has been compliant with the requirements of the Town and Country Planning (Local Development) (England) Regulations 2004.

There will be a need to review and revisit the effectiveness of the consultation of this strategy to ensure that it has addressed the needs of the Borough's wide range of diverse communities.

#### Annual Monitoring Report (AMR)

The Council is required to submit to the Department of Communities and Local Government (DCLG) an Annual Monitoring Report. The AMR sets out in detail how the Council is progressing in relation to the achievement of its policies and targets set out in the LDF. Effective monitoring of outcomes through the AMR to identify specific beneficiaries from different communities within the Borough. Any changes to documents in the LDF would be consulted upon in accordance with Government guidance and the Borough's Statement of Community Involvement.

#### *What opportunities are there for positive cross cultural contact between these communities to take place e.g. between younger and older people, or between people of different religious faiths?*

There are significant opportunities for cross cultural contact. The LDF focuses on ensuring

sustainable communities and sustainable development and indeed many of the planning initiatives currently undertaken by the Borough seek to do so in a way which brings communities together rather than to set them apart. This is a major aim of the SCI. Facilities will be well integrated with existing and new developments and encourage people to come together from different communities and incorporate the needs of young, older and disabled people. Good design of building and public spaces and local policing will lead to safer neighbourhoods.

**(Specifically identify the relevance of the aims of the LDF to the equality target groups and the Council's duty to eliminate unlawful racial discrimination, promote equality of opportunity and good relations between people of different racial groups).**

Equality of opportunity and improving the built environment are central to the LDF and to the Council's power to promote and improve well being. Ensuring "sustainable development", "promoting equality of opportunity", and "minimising social deprivation" have been identified as key drivers for change. There is an explicit Core Policy on "Equality of Opportunity" and equality of opportunity is an explicit aim of a number of the other Core Policies within the LDF.

#### **Policy Priorities:**

How does the LDF fit in with the Council's wider aims? Include Corporate and Local Strategic Partnership Priorities

The Local Development Framework seeks to achieve the priority outcomes agreed by the Local Strategic Partnership. The LDF seeks to meet the following priorities:

<b>Community Plan Theme</b>	<b>Priority Outcome</b>
Living Safely	1. A cleaner, greener, safer Tower Hamlets
Living Well	2. Decent homes in decent neighbourhoods 3. Healthier Communities 4. Improved outcomes for vulnerable children and adults
Creating and Sharing prosperity	5. Securing sustainable communities 6. Increased local employment
Learning, Achievement and Leisure	7. Increased educational attainment 8. Increased participation in sporting, leisure and cultural activities
Excellent public services	9. Efficient and effective services 10. Local focused services employing local people 11. Stronger and more cohesive communities 12. Improved equality of opportunity

The Tower Hamlets Partnership is responsible for delivering the Tower Hamlets Community Plan. The plan seeks to improve the lives of local people in terms of safety, environment, health, prosperity, learning and achievement, leisure and public services.

As part of developing the LDF, particularly the Core Strategy, the Council's planning team integrated a wide range of local strategies and initiatives, in particular some of the following documents:

Tower Hamlets Community Plan, Tower Hamlets Strategic Plan, Tower Hamlets Regeneration Strategy, Housing Strategy Statement, Local Implementation Plan for Transport, Crime and Drugs Reduction Strategy, Tower Hamlets Health and Well Being Strategy, Local Biodiversity Action Plan, Draft Air Quality Action Plan, Draft Open Spaces Strategy, Children and Young People's Strategic Plan, Cultural Strategy, Waste Management Strategy.

The priorities expressed in this strategy will be reflected in other plans such as Tower Hamlets Council's Strategic Plan. Work will also be undertaken to link the various strategies that cover geographical areas within the Borough, such as LAP Action Plans, Area Action Plans and European Regional Development Fund Objective 2 Frameworks.

#### How does the Strategy relate to other policies and practices within the Council?

As part of developing the LDF, particularly the Core Strategy, the Council's planning team integrated a wide range of local strategies and initiatives, in particular some of the following documents:

Tower Hamlets Community Plan, Tower Hamlets Strategic Plan, Tower Hamlets Regeneration Strategy, Housing Strategy Statement, Local Implementation Plan for Transport, Crime and Drugs Reduction Strategy, Tower Hamlets Health and Well Being Strategy, Local Biodiversity Action Plan, Draft Air Quality Action Plan, Draft Open Spaces Strategy, Children and Young People's Strategic Plan, Cultural Strategy, Waste Management Strategy.

#### What factors/forces could contribute/detract from the outcomes?

There are a wide variety of implementation factors which could detract from the outcomes of the LDF, some within the control of the Council and Tower Hamlets Partnership but others from external forces in central, regional and London Government and from the private sector in particular.

#### How do these outcomes meet or hinder other policies, values or objectives of the Council?

These outcomes should compliment the other strategies of the Council and as such complement the overall commitments in the Tower Hamlets Community Plan.

**How the Strategy is implemented**

*(How is, or will, the Strategy be put into practice and who is, or will be, responsible for it?)*

Who defines or defined the Strategy?

The document is prepared under the Provisions of the Planning and Compulsory Purchase Act 2004 and in accordance with guidance set out in Planning Policy Guidance note (PPG12). It is also shaped by the Sustainable Communities Plan and Regional Guidance in the form of the London Plan. Particular elements of the Borough's LDF are defined in the Local Development Scheme as adopted in May 2005 (revised July 2006).

Who implements the Strategy?

When the Council makes Development Control decisions, it will apply all the relevant policies in the plan to the proposal. The whole of the plan and all of its policies must be used as the basis for decision making, not just individual policies.

## Internal Relationships

All directorates in particular, Education, Development and Renewal, Environment and Culture, Chief Executives and Social Services, LAPs and CPAGs.

## External Relationships

DCLG, LDA, GLA, neighbouring boroughs, ODA, Private Developers, RSLs, local businesses, Community Organisations, Enterprise agencies, PCT etc.

How does the Council interface with other bodies in relation to the implementation of this Strategy?

The Council will work with the private sector to implement the LDF through the development control process and associated pre-application discussions. The Council will work with statutory stakeholders through a variety of means including the joint development of strategies such as the Primary Care Trust's Health and Well Being Strategy. The Council will also work with Regional and Government bodies such as the London Thames Gateway Development Corporation to bring forward joint projects and programmes that implement the LDF.

Is the service provided solely by the Department or in conjunction with another department, agency or contractor?

The delivery of the LDF is the main responsibility of Development and Renewal (D&R). Ultimately, Planning has the duty to ensure adherence to the policies within the LDF, however the delivery of the outcomes and particularly their measurement may fall on others both internal and external to the Council.

If external parties are involved then what are the measures in place to ensure that they comply with the Council's Equal Opportunities policy?

Where proposals for major developments are received, a Social Impact Assessment will be required, which will include an Equalities Impact Assessment.

## Section 2: Consideration of Data and Research

### List all examples of quantitative and qualitative data available that will enable the impact assessment to be undertaken

In order to understand the likely equality impacts for Tower Hamlets residents, there needs to be an understanding of the make up of the Borough of Tower Hamlets which has one of the most diverse communities in the United Kingdom, with more than 46% of the Borough's residents from BME communities, and more than 200 languages spoken in the Borough's schools. The 2001 Census provides the most comprehensive source for all the equalities strands age, gender, ethnicity, disability (using limited long-term illness as a proxy), faith or religion, and sexual orientation (using same sex couples in households as a proxy).

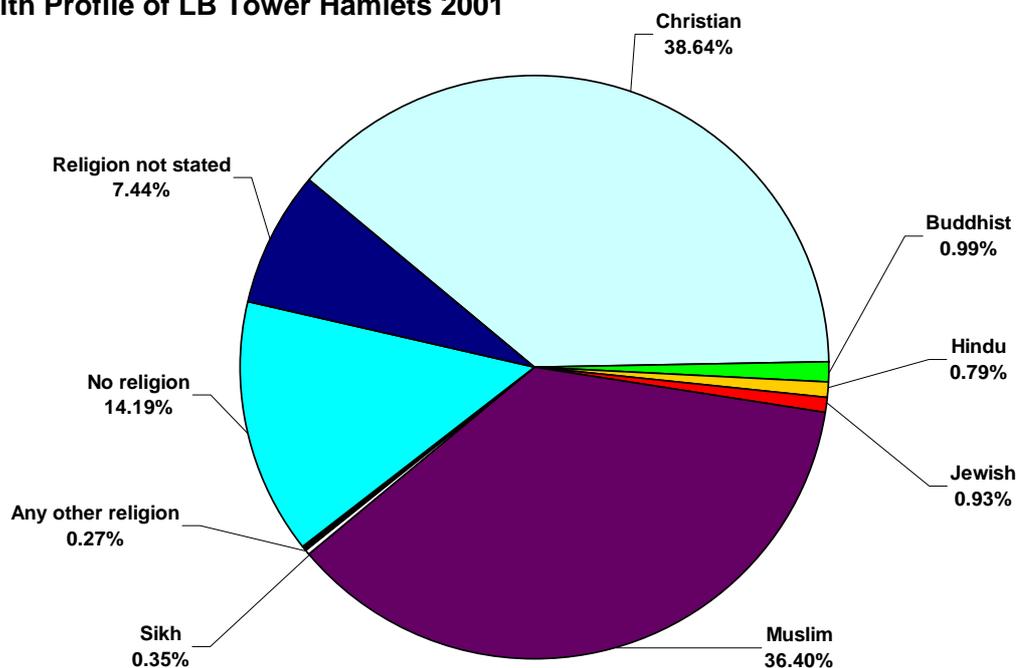
The equalities profiles for the Borough and for the 3 Area Action Plan (AAP) areas are included in Appendix 1.

A number of other documents have been used as part of this assessment to assist with understanding the likely impact of the policies set out in the LDF paper.

- 2001 Census
- The Borough Profile, Corporate Research and Scrutiny
- Employment Profile, Corporate Research and Scrutiny
- The Regeneration Strategy, June 2005
- Local Development Framework Focus Groups – What did the public say? June 2005
- Area Action Frameworks – Phase 2 Scoping Paper Baseline Review and Gap Assessment, December 2004
- Speaking Out, experiences of Lesbian, gay men, bisexuals and transgender people in Tower Hamlets and issues for Tower Hamlets Council, LBTH 2002.

One area where there was no specific data was in the key equality area of Faith. The chart below sets out the faith profile as recorded in the 2001 census. The chart shows that a significant number of residents define themselves as having a religion.

**Faith Profile of LB Tower Hamlets 2001**



Whilst this data may not directly impact on the local economy, we would argue that it has clear indirect impacts and certainly impacts on the regeneration of the Borough as a whole. This profile has particular impact on community cohesion in the Borough and inter-faith cooperation.

## Analysis of the LDF

In general the conclusions that can be made from this review of the LDF is that Equality and Diversity has been taken on board in the drafting of the text and in the assessment of need and in terms of the various themes that the LDF is seeking to promote. In many respects the LDF goes further than many other strategic documents of this type to promoting the organisations commitment to addressing the needs of equality and diversity. However the strategic and spatial nature of LDF policies place emphasis on their careful implementation as to whether it will have an effective and a proportionate impact on residents and workers who are women, black and ethnic minority, disabled and or from lesbian and gay communities, faith groups or indeed young and older people.

The Local Development Framework needs to be put in context. Tower Hamlets LDF is a spatial plan that promotes the principles of inclusive and sustainable development to carefully manage the positive transformation of the East End for generations to come. Specifically, the Tower Hamlets Local Development Framework will be a guide for future development.

PPS12 endorses a spatial planning approach to Local Development Frameworks. Spatial planning goes beyond the traditional use of land to bring together and integrate policies for the development and use of land with other policies and programmes which influence the nature of places and how they function.

The LDF is a strategic document that guides the Tower Hamlets Partnership and others to fulfil and achieve the aims and priorities for improving Tower Hamlet's economy. It is clear that the document as it stands, promotes the needs of different communities and confirms the organisational and borough-wide commitment to equality and diversity. It does not state how and specifically what needs to be done to achieve a real set of impacts that will truly make a difference to diverse communities in the Borough. Indeed it is clear that whilst the LDF sets out to position itself as a leadership document for the achievement and fulfilment of equality in the realm of spatial planning, it does not wholly fulfil this promise by setting out clear and achievable targets for equality and diversity and it fails to set out clear outcomes for equality and diversity.

However a number of the Core Policies by their very nature and aims are likely to have a positive impact in terms of equalities. Policies such as Creating Sustainable Communities, Job Creation and Growth and Special Needs and Specialist Housing should all contribute positively to addressing the needs of the diverse community.

### **The LDF's Thematic impact on Equality and Diversity**

Core Policies
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The Core Strategy and Development Control document is a Development Plan Document (DPD), which combines two key elements of the Local Development Framework. This section sets out a Spatial Vision and Objectives to guide development and investment. It also outlines a set of Core Policies to determine the acceptability of development proposals which will be assessed in the next section. Area Action Plans (AAP) have also been prepared for three areas within the Borough. These are development plan documents which interpret both the Core Strategy and Development Control Policies within a local area.

There are specific priorities within the Core Policies that can be seen to have a direct impact on equalities and diversity. These include policies on job creation, affordable housing, housing growth targets, sustainable development and accessibility amongst others and all have the elimination of inequality as a key focus.

Tower Hamlets Council's policy of 'Celebrating diversity' is in recognition of the value that people bring to our communities with their different ideas and contributions. It means making an ongoing commitment to make sure that the Councils' services meet the varied and complicated individual needs of people living and working in the Borough. The policies within the LDF have been developed to reflect this commitment.

This local diversity is reflected in the fact that Tower Hamlet's children speak over 200 languages, almost 40% of the population is of black and minority ethnic origin, one in ten people in Tower Hamlets are aged 65 and 17% per cent of the population have a limiting long-term illness and 0.5% are same sex couples cohabiting. This data should be included as part of the introduction to the policy as it helps to more fully set the context for the policies within the LDF. The Core Strategy would benefit from stating more about how it would

harness the benefits of such a diverse community and the contribution the community would make to its spatial vision. The London Plan is indeed quite explicit about this and the Mayor states in the vision for London that one of the three interwoven themes should be “social inclusivity to give all Londoners the opportunity to share in London’s future success.”

The London Plan states “UDP (read LDF) policies should identify the needs of the diverse groups in their area. They should address the spatial needs of these groups, and ensure that they are not disadvantaged both through general policies for development and specific policies relating to the provision of social infrastructure (policy 3A.15 of the London Plan), the public realm, inclusive design and local distinctiveness (policies 4B.4, 4B.5 and 4B.7 of the London Plan). Existing facilities that meet the needs of particular groups should be protected and where shortfalls have been identified, policies should seek measures to address them proactively.

It is a clear objective of the LDF policies to assist in addressing the needs of Tower Hamlets diverse communities and it is apparent from discussions with the drafters that they have given consideration to a wide range of source material and taken into account the broader demographic make up of the Borough.

For example, LDF policies protect and enhance all social and community facilities which include but are not limited to youth centres, places of worship, schools (the Area Action Plans also set out clear policies and site allocations to deliver new social and community facilities to support the needs of a growing population). LDF policies also ensure the design of all new development carefully considers the needs of all groups and requires Access Statements to be submitted to ensure design is inclusive (the Area Action Plans also set out specific public realm improvements that will ensure isolated communities and new development are well integrated into the Borough’s existing neighbourhoods).

A greater equalities focus within the justification and implementation sections (where appropriate) of the Core Policies would benefit the development plan document. Where there is a lack of evidence or data it could be usefully highlighted within the monitoring sections and requested for future evaluation. (NB it is acknowledged that the required data sources are not always directly held by the drafters of the Core Policies and are therefore sometimes difficult to access. Nonetheless, if we are to fully understand the effect of the policies within the LDF on the diverse population, efforts should be made to collect it).

The Local Development Framework must respond to needs expressed by the variety of local residents. This is detailed in the Statement of Community Involvement (SCI).

Finally and importantly, the requirement for developers of master plans and major projects etc, to complete either a full EqIA or a strengthened Social Impact Assessment is a major improvement and should ensure that equality impacts are given consideration within all major developments during the life of the LDF.

## Development Control Policies

The Development Control Policies are detailed policies that are generic and apply to the control of many different types of development proposal and often set out criteria to determine the suitability of development proposals and planning applications. The policies within this section of the LDF generally apply to all development applications.

As with the Core Policies it is critical that the local contexts, including the demographics, are taken into account. In the introduction to the LDF it is stated, that “The needs of local communities and neighbourhoods must be recognised if they are to benefit from development in the Borough”. On the face of it many of the policies themselves appear to have a positive intention but it is imperative that they are implemented to ensure the policies and policy objectives are fully addressed. Ensuring adequate monitoring and evaluation is vital in proving that implementation of policies is occurring. .

These policies will mainly be applied by Development Control Planners on receipt of an application. Development Control will be bringing forward an Equality Impact Assessment for the Enforcement area in this financial year which will look in more detail at how the planning service works in practice.

The policies set out in this section are both creditable and relevant for Tower Hamlets. However if we are to have confidence that the policies will secure the equal distribution of the impacts and likely benefits to all the boroughs equality target groups, the annual monitoring report must clearly address the equalities and diversity impacts of the LDF Development Control Policies. Clearly it is important that with this investment in transport, communications and the Borough’s infrastructure that the accrual of benefits supports all who live, visit and work in Tower Hamlets.

#### Area Action Plans (AAPs)

Area Action Plans are development plan documents that have the same weight as the Core Strategy. Area Action Plans must be consistent with the Core Strategy by interpreting the vision, outcomes and Core Policies and applying them to a specific area.

In many of these targeted locations there will be an equal number of women, disabled people, young and old, however in some of these areas there are disproportionately high levels of BME communities, faith groups and as may also be the case, lesbian and gay men, however there is no hard evidence for the last group. There needs to be some referencing to these groups in the text that documents the response to the spatial approach to development.

It is equally important to secure the equality benefits of this spatial agenda and to ensure that there are locality specific equality targets. Similarly it is important that the technical analysis of need with both indices of deprivation and with priorities for development outlined in the AAPs take account of the potential beneficiaries of this development and that policy makers seek to balance the beneficiaries to the local and sub-regional communities these interventions seek to serve.

Clearly it is important that investment in transport, communications and the Borough’s infrastructure benefits all who live, visit and work in Tower Hamlets. Specifically, the Area Action Plans also set out clear policies and site allocations to deliver new social and community facilities to support the needs of a growing population. Furthermore, Area Action Plans also set out specific public realm improvements that will ensure isolated communities and new development are well integrated into the Borough’s existing neighbourhoods.

The AAPs and the individual master plans that flow from the AAPs have a great potential to impact on equality and diversity. This is important in relation to Developers Contributions under sec.106 agreements which could be used to specifically target people in need and in particular those in equality target groups. Thought needs to be given as to how best to approach developers and it is critical to have a clear understanding of the need in the AAP districts and the specific projects that might best meet that need.

The Equality Impact Assessment of the Regeneration Strategy asked a number of questions that are equally valid to be considered here. It is vital to understand the extent to which the actions within the LDF in general and the AAPs in particular will relevantly impact on Tower Hamlet's diverse communities and if these actions can be effective in changing and or addressing current disproportionate impacts and disparity of benefit afforded to these groups. On the first count this can only really be achieved if the actions set specific targets both for Tower Hamlets and for delivery agents. The second point is a more fundamental one and questions:

- the ability for these interventions to challenge the current status quo of higher levels of unemployment in the black and ethnic minority communities and within certain faith groups;
- discrimination in the labour market;
- the higher levels of under achievement in the education system; and
- the inability of some well qualified people to enter into and progress successfully within the labour market.

While the LDF is trying to procure better outcomes for a range of equality and diversity target groups it is no magic wand and Tower Hamlets and other agencies need to vigilantly review and monitor progress in what can be a relatively hostile environment.

**Equalities profile of users or beneficiaries**

*(Use the Council's approved diversity monitoring categories and provide data by target group of users or beneficiaries to determine whether the service user profile reflects the local population or relevant target group or if there is over or under representation of these groups)*

There are a set of stated aims in the Strategies Action Plan these are detailed below. An effective assessment of beneficiaries can only be done on the basis of the likely impacts that the strategy will have on the Borough's key equality target groups.

The table below seeks to set out the key action of the action plan and a rough assessment has been made of the likely impacts be they direct or indirect on these groupings.

NB these may be both positive and or negative impacts.

Thematic Objectives	Race	Gender	Disability	Sexual Orientation	Faith	Age
<b>Core Policies</b>						
Cross-cutting Themes	Direct impact	Direct impact	Direct impact	Direct impact	Direct impact	Direct impact

Thematic Objectives	Race	Gender	Disability	Sexual Orientation	Faith	Age
Development	Direct likely impact	Direct likely impact	Direct likely impact	No evidence of specific impact	No evidence of specific impact	Direct likely impact
Economy and Employment	Direct impact	Direct impact	Direct impact	Direct impact	Direct impact	Direct impact
Retail	Direct impact	Direct impact	Direct impact	Indirect impact	Direct impact	Indirect impact
Housing	Direct impact	Direct impact	Direct impact	Direct impact	Direct impact	Direct impact
Social and Community Facilities	Direct impact	Direct impact	Direct impact	Indirect impact	Indirect impact	Direct impact
Urban Design and Conservation	Indirect impact	Indirect impact	Direct impact	No evidence of specific impact	Indirect impact	Indirect impact
Open Space	Direct impact	Direct impact	Direct impact	Indirect impact	No evidence of specific impact	Direct impact
Utilities	Indirect impact	Indirect impact	Indirect impact	No evidence of specific impact	No evidence of specific impact	Indirect impact
<b>Development Control Policies</b>						
Development	Direct Likely impact	Direct Likely impact	Direct Likely impact	No Evidence of specific impact	No Evidence of specific impact	Direct Likely impact
Economy and Employment	Direct impact	Direct impact	Direct impact	Direct impact	Direct impact	Direct impact
Retail	Direct Impact	Direct Impact	Direct Impact	Indirect Impact	Direct Impact	Indirect Impact
Housing	Direct Impact	Direct Impact	Direct Impact	Direct Impact	Direct Impact	Direct Impact
Social and Community Facilities	Direct Impact	Direct Impact	Direct Impact	Indirect Impact	Indirect Impact	Direct Impact
Urban Design and Conservation	Indirect Impact	Indirect Impact	Direct Impact	No evidence of specific impact	Indirect Impact	Indirect Impact
Open Space	Direct Impact	Direct Impact	Direct Impact	Indirect Impact	No evidence of specific impact	Direct Impact
Utilities	Indirect Impact	Indirect Impact	Indirect Impact	No evidence of specific impact	No evidence of specific impact	Indirect Impact

Thematic Objectives	Race	Gender	Disability	Sexual Orientation	Faith	Age
<b>Area Action Plans</b>						
City Fringe Area Action Plan	Direct Impact	Direct Impact	Direct Impact	Indirect Impact	Indirect Impact	Direct Impact
Isle of Dogs Action Plan	Direct Impact	Direct Impact	Direct Impact	Indirect Impact	Indirect Impact	Direct Impact
Leaside Area Action Plan	Direct Impact	Direct Impact	Direct Impact	Indirect Impact	Direct Impact	Direct Impact

Additionally there needs to be a commitment where reasonable and necessary to monitor impact of the LDF against key equalities target groups.

### **Equalities profile of staff**

Indicate profile by target groups and assess relevance to LDF aims and objectives e.g. Workforce to Reflect the Community. Identify staff responsible for delivering the service including where they are not directly employed by the Council.

Tower Hamlets Council introduced a Workforce to Reflect the Community Strategy in 1998 to set targets for the Councils workforce profile to resemble the diversity of the Tower Hamlets population. The strategy is designed to make positive steps towards combating poverty in the Borough by opening up job and training opportunities to local people, particularly targeting those groups within the community who were under-represented in the workforce. Work towards more responsive service delivery by employing more local people from under-represented groups and promote the Council as a responsible employer.

The strategy does not just set targets for the number of female and black and minority ethnic employees; it aims to increase the number of employees from target groups in senior management roles. The strategy also has targets for the employment of disabled people.

In January 2004, the Corporate Management Team agreed to the introduction of a Council wide Disability Employment Strategy to improve the recruitment and retention of disabled staff and remove barriers to employment through increasing awareness. A work experience programme for disabled job seekers will be implemented during 2004.

Monitoring data has brought to light an under representation of BME and disabled staff amongst its professional staff and D&R is currently developing activity to increase the numbers of BME and disabled staff within its service.

### **Evidence of Complaints against the service on grounds of discrimination**

*(Is there any evidence of complaints either from customers or staff (Grievance) as to the delivery of the service, or its operation, on the equality target groups?)*

The details of the consultation process for the development of the LDF are set out in the next section. Responses to the various stages of development of the LDF have not brought to light any complaints on the grounds of equalities and diversity. The Council has a requirement to undertake customer satisfaction surveys for the planning service every three years. This is about to be supplemented by planning officers sending

customer satisfaction questionnaires at the completion of each planning application. Monitoring of actions developed through the action plan at the end of this document should consider the likely impact of complaints on the grounds of discrimination. These are most likely to fall within the area of Development Control and will also need to be considered within its own impact assessment.

### **Barriers**

*(What are the potential or known barriers to participation for the different equality target groups?)*

This set of barriers is not exhaustive but relates to the ability of key equality target groups to get effective access and understanding of the LDF, in some cases it relates to the ability of people to get involved in its delivery and implementation

- Language barriers; our information services & publicity tend to be either English or Bengali, thus limiting the opportunity for participation among non-English speakers/other nationalities
- The document may need to be accompanied with special provision for the visually impaired (Braille, or large print publicity, signing at events) hearing impaired (mini-com system)
- The maps and diagrams within the document did not meet access best practices
- The Tower Hamlets Access Groups (THAG) request that 'Access Statements' need to be passed from Planning to Building Control and on to the Building Management Team and should be taken on board
- We appreciate that access can be problematic, especially for older people those with limited mobility and sensory impairment if activities arising out of the LDF are in a remote part of the borough to their immediate locality
- It is very difficult to monitor the level of lesbian, gay and bisexual participation amongst the local community. This is therefore something of a hidden target.

Additional areas for improvement set out in recent discussion with staff in the Development and Renewal Directorate can be added to the barriers stated above.

- Lack of understanding of what service areas need to be monitored for equalities and diversity
- Need for key standards of consultation which effectively address equality and diversity
- Need for agencies to share good practice and actions on equality and diversity
- Need to define expectations of contractors in the area of equality and diversity
- Prepare Equality Impact Assessments in advance and set timescales for delivery.

### **Consultation exercises carried out in the development of the strategy**

The parameters of the statutory consultation process for the LDF as a whole are set out in the Draft SCI. The SCI sets out how the Council consults with its communities on the planning process as a whole.

The policy objectives included in the Preferred Options paper have been developed following consultation carried out in 2004 and a more targeted consultation developed through the

Residents Panel in May-June 2005 on the issues and options for policy direction. A detailed report of this consultation exercise has been published by the Consultation and Involvement Team in June 2005.

A total of 14 focus group meetings were held covering the following topic areas

- Retail
- Housing
- Open Space and Community Facilities
- Transport
- Urban Design, Sustainable Environment and Waste
- Developer's contributions
- Economy and Employment
- Isle of Dogs Area Action Plan
- City Fringe Acre Action Plan
- Leaside Area Action Plan.

A Total of 325 participants were recruited from the Community Panel and the Tower Hamlets Youth partnership and the Council's Access Group were also approached to recruit a selection of young people and disabled people.

Consultation on Preferred Options was undertaken in line with the Council's own 'Consultation and Involvement Framework' (2004) and the draft Statement of Community Involvement. As such the Strategic Planning Team facilitated the following consultation:

- 1 Official 'launch' of the preferred options – 28<sup>th</sup> September 2005.
- 2 Four half-day workshops with LAP groups open to members of the public including the residents' panel. These have been confirmed through the Partnership Support Team as follows:
  - LAPs 3 & 4 Public Consultation event - 7 November, 6.30pm to 9.00pm
  - LAPs 5 & 6 Public Consultation event - 12 November, 2pm to 4.30pm
  - LAPs 7 & 8 Public Consultation event - 12 November, 10am to 12.30pm
  - LAPs 1 & 2 Public Consultation event - 15th Nov, 6.30 pm - 9.00 pm.
- 3 A series of workshops with internal colleagues as follows:
- 4 'Drop-in' sessions were held around the Borough for members of the community with interpreting services available.
- 5 Adverts in East End Life and a series of articles on each chapter and each AAP. Translated adverts placed in the most used community languages.
- 6 All documents and information on the Council's website.

- 7 Letters/leaflets to all on the UDP/LDF consultation database informing them of the process and how to get copies of the documents.
- 8 Information articles in 'Pulling Together', 'Members Bulletin', 'LSP e-bulletin'.
- 9 Presentation and discussion at Tower Hamlets' Business Forum..
- 10 Officer presence and information provided on the LDF documents at daily lunch-time stand in the Mulberry Place Reception area 3-6 October 12-2pm for staff and members of the public.
- 11 Posters and copies of all documents at libraries, Idea Stores, Mulberry Place and Bow Road offices.
- 12 Display at Mulberry Place for the statutory six weeks consultation.
- 13 Evening consultation event on 22<sup>nd</sup> November for young people.
- 14 One-to-one meetings with selected stakeholders such as the GLA and RSLs as required.

As a result of consultation the Council received 5577 representations from over 200 individuals, businesses and community groups. This is almost double the number of comments received on the comparable consultation for the 1<sup>st</sup> Deposit Draft Unitary Development Plan. Comments were received from a range of statutory stakeholders including the Greater London Authority (GLA), the Environment Agency, Transport for London (TfL), Government Office for London and the London Thames Gateway Urban Development Corporation.

#### Main Conclusions

Submissions received regarding the 2012 Olympic and Paralympic games endorsed the Council's Core Strategy to seek benefits from the games and their legacy. Concerns raised included the displacement of businesses.

In relation to housing the key community concerns were to ensure sufficient provision of affordable housing and to ensure all new housing is supported by sufficient infrastructure. Good design was also a priority for local residents.

Residents have expressed concerns regarding the number of social and community facilities needed to support development and consequent population growth proposed for Tower Hamlets. Residents have also suggested there should be a clearer commitment to the protection of all Social and Community Facilities to avoid their displacement or closure. Concerns were also raised regarding the run down state of existing facilities.

Concerns have been shown regarding the lack of open space in the City Fringe, Bethnal Green and Leaside areas and the non-conformity with the London Plan commitment for all residents to be within a 15 minute walk of a major park.

The Strategic Planning Team will continue to consider all representations in detail and to weigh the objections and support against the evidence base, national guidance and regional strategies and the Council's own strategies.

A full summary of the comments from consultation and how the Council addresses those comments is set out in the Borough Statement of Compliance will accompany the development plan documents when they are submitted to the Secretary of State.

**Identify areas where more information may be needed and the action taken to obtain this data.**

The data collected as the baseline research for the LDF meets the essential requirement of documents of this type. In order to assess the effectiveness of the LDF in relation to the Borough's diverse communities it is necessary to collect equalities monitoring data.

**Gaps in information:**

There are no specific gaps in data as the summary of the data sets used in the development of the strategy were only some of the total data sets used, it is however necessary that some additional data sets are used at any review stage of this LDF. These would include in addition to those already identified the following key equality data sets:

- Academic/educational attainment by gender
- Age profile of the Borough
- Gender profile of the Borough
- Employment by gender
- Employment by age
- Unemployment by gender/ethnicity
- Unemployment by age
- Employment by standard industrial classification by gender, age, disability and ethnicity.

**Action needed:**

*(Include short-term measures to be taken to provide a baseline where no or little information is available)*

The data referred to above is available from the 2001 Census and should be accessed when further reviews of the LDF are carried out periodically. Additionally should any specific user tracking systems be used to follow the outcomes of the action plan, data sets should also include key equality categories of ethnicity, age, gender, disability as a bare minimum, where available, data should also be accessed in terms of faith and sexual orientation.

## Section 3: Assessment of Impact

### Race – testing of disproportionate or adverse impact

The table listed in section two which identifies the thematic objectives of the strategy has been used to identify the likely direct and indirect impacts of this strategy they include:

<b>Thematic Objectives</b>	<b>Race</b>
<b>Core Policies</b>	
Cross-cutting Themes	Direct impact
Development	Direct impact
Economy and Employment	Direct impact
Retail	Direct impact
Housing	Direct impact
Social and Community Facilities	Direct impact
Urban Design and Conservation	Indirect impact
Open Space	Direct impact
Utilities	Indirect impact
<b>Development Control Policies</b>	
Development	Direct impact
Economy and Employment	Direct impact
Retail	Direct impact
Housing	Direct impact
Social and Community Facilities	Direct impact
Urban Design and Conservation	Indirect impact
Open Space	Direct impact
Utilities	Indirect impact
<b>Area Action Plans</b>	
City Fringe Area Action Plan	Direct impact
Isle of Dogs Action Plan	Direct impact
Leaside Area Action Plan	Direct impact

It is clear that there are likely direct and indirect impacts of specific policies within the LDF for residents and workers in the Borough from BME communities.

How is the race target group reflected in the take up of the service?

As the LDF is a series of policies yet to be implemented it is clear that this data has yet to be recorded. It is however, clear from the consultation exercise that several key measurements of impact can be gleaned from recording data by ethnicity. It is equally clear that there needs to a concerted effort to collect relevant data to ensure that the benefits or otherwise can be measured.

It has been stated elsewhere that a lot of the data is not readily collectable by the staff producing the LDF. It is critical that the specific requirements are identified and the relevant officers or agencies notified.

It is suggested that the themes identified in the LDF and its action plan are monitored to review the specific impacts on the borough's diverse communities. The table above can be used as a guideline for this monitoring process.

From the evidence above does the Strategy affect, or have the potential to affect racial groups differently and if so do any of the differences amount to adverse impact or unlawful discrimination?

It is clear that the LDF operates at both a strategic and operation level. On an operation level there needs to be specific outcomes and targets for race equality and these have been identified in the action plan. On this basis there is good reason for differential impacts for specific ethnic communities. Where these actions are monitored the Council and the LDF's delivery agencies must be mindful to ensure that targets are met and that action to address disproportionate impact are fulfilled.

It is vital that this monitoring takes into account impacts against each of the borough's currently recorded ethnic categories. Whilst it is understood that there are some limitations in this form of analysis i.e. the sub categories are not sufficiently specific they can be used to glean general impact and be used to identify significant areas of disproportionality of benefit etc.

If there is an adverse impact, can it be justified on the grounds of promoting equality of opportunity for one racial group or for another legitimate reason?

In specific cases it is possible to justify specific initiatives target need where this is not currently being addressed in the mainstream. In this case specific positive action should be identified and this should be explained to all so that it is understood why specific groups are being targeted.

Could the Strategy discriminate, directly or indirectly and if so is it justifiable under legislation? *(Include information on adverse impact between different racial groups)*

Where positive action is identified against need it is likely that this, if delivered properly, is justified under legislation. If however there is no defined rationale/justification for discriminatory practice then this would be wholly outside any positive action activity and should be seen as discriminatory and reviewed immediately.

## Gender – testing of disproportionate or adverse impact

Thematic Objectives	Gender
<b>Core Policies</b>	
Cross-cutting Themes	Direct impact
Development	Direct impact
Economy and Employment	Direct impact
Retail	Direct impact
Housing	Direct impact
Social and Community Facilities	Direct impact
Conservation	Indirect impact
Open Space	Direct impact
Utilities	Indirect impact
<b>Development Control Policies</b>	
Development	Direct impact
Economy and Employment	Direct impact
Retail	Direct impact
Housing	Direct impact
Social and Community Facilities	Direct impact
Conservation	Direct impact
Open Space	Direct impact
Utilities	Direct impact
<b>Area Action Plans</b>	
City Fringe Area Action Plan	Direct impact
Isle of Dogs Action Plan	Direct impact
Leaside Area Action	Direct impact

There are instances where specific themes will have direct impacts and/or indirect impacts on gender, in these cases there is also likely to be differential impact. These need to be monitored.

How are the gender groups reflected in the take up of the service?

This information is currently unavailable however the monitoring of the outcomes of the strategy should where feasible, seek to achieve a clear break down of impact and or take up by gender.

From the evidence above does the Strategy affect, or have the potential to affect gender groups differently and if so do any of the differences amount to adverse impact or unlawful discrimination?

It is clear that there is likelihood of differential impact and, in some cases, disproportionate impact. Especially in the area of training and employment support and

in terms of support for businesses in the Borough, this is, in part, a reflection of the under representation of women in the labour market and in business.

If there is an adverse impact, can it be justified on the grounds of promoting equality of opportunity for one gender group or for another legitimate reason?

In specific cases it is possible to justify specific initiatives target need where this is not currently being addressed in the mainstream. In this case specific positive action should be identified and this should be explained to all so that it is understood why specific groups are being targeted.

Could the Strategy discriminate, directly or indirectly and if so is it justifiable under legislation?

Where positive action is identified against need it is likely that this, if delivered properly, is justified under legislation. If however there is no defined rationale/justification for discriminatory practice then this would be wholly outside any positive action activity and should be seen as discriminatory and reviewed immediately.

**Disability – testing of disproportionate or adverse impact**

There is little available data that currently suggests and specific differential impact of the strategy on the Borough's disabled population.

Thematic Objectives	Disability
<b>Core Policies</b>	
Cross-cutting Themes	Direct impact
Development	Direct impact
Economy and Employment	Direct impact
Retail	Direct impact
Housing	Direct impact
Social and Community Facilities	Direct impact
Urban Design and Conservation	Direct impact
Open Space	Direct impact
Utilities	Indirect impact
<b>Development Control Policies</b>	
Development	Direct impact
Economy and Employment	Direct impact
Retail	Direct impact
Housing	Direct impact
Social and Community Facilities	Direct impact
Urban Design and Conservation	Direct impact
Open Space	Direct impact
Utilities	Indirect impact
<b>Area Action Plans</b>	
City Fringe Area Action Plan	Direct impact
Isle of Dogs Action Plan	Direct impact
Leaside Area Action Plan	Direct impact

It is clear from the table above that there are certain thematic objectives of the LDF that may have greater impact on disabled people than others. In this case there is an equal likelihood of differential impacts between disabled bodies people and non-disabled people.

How are disabled people reflected in the take up of the service?

This information is currently not available however it is essential that it is gathered to ensure that forms of disproportionate and/or adverse impact is addressed.

From the evidence above does the LDF affect, or have the potential to affect disability groups differently and if so do any of the differences amount to adverse impact or unlawful discrimination?

This evidence is currently not available however it is vital that in the review of the LDF this information is gathered to assess adverse impact and/or unlawful discrimination.

However there are key elements of the LDF that are in place to ensure that disability groups gain equal access to the built environment. It would be helpful to also consider sensory impairment as well as physical access to the environment.

If there is an adverse impact, can it be justified on the grounds of promoting equality of opportunity for one group or for another legitimate reason?

In specific cases it is possible to justify specific initiatives target need where this is not currently being addressed in the mainstream. In this case specific positive action should be identified and this should be explained to all so it is understood why specific groups are being targeted. The requirement of Access Statements and Equality Impact Assessments, where appropriate, should go some way to meeting the adverse impacts. It is important that these follow an application throughout the planning process and the recommendations/requirements shared with all relevant officers e.g. Building Control.

Could the Strategy discriminate, directly or indirectly and if so is it justifiable under legislation?

Where positive action is identified against need it is likely that this, if delivered properly, is justified under legislation. If however there is no defined rationale/justification for discriminatory practice then this would be wholly outside any positive action activity and should be seen as discriminatory and reviewed immediately. If properly implemented the policy is unlikely to cause adverse impacts.

**Age – testing of disproportionate or adverse impact**

The likely direct and indirect impacts of the strategy’s thematic objectives are set out below

Thematic Objectives	Age
<b>Core Policies</b>	
Cross-cutting Themes	Direct impact
Development	Direct impact
Economy and Employment	Direct impact
Retail	Direct impact
Housing	Direct impact
Social and Community Facilities	Direct impact
Urban Design and Conservation	Indirect impact
Open Space	Direct impact
Utilities	Indirect impact
<b>Development Control Policies</b>	
Development	Direct impact
Economy and Employment	Direct impact
Retail	Indirect impact
Housing	Direct impact
Social and Community Facilities	Direct impact
Urban Design and Conservation	Indirect impact
Open Space	Direct impact

Thematic Objectives	Age
Utilities	Indirect impact
<b>Area Action Plans</b>	
City Fringe Area Action Plan	Direct impact
Isle of Dogs Action Plan	Direct impact
Leaside Area Action Plan	Direct impact

How are young and old people reflected in the take up of the service?

This information is currently unavailable but should be recorded to ensure that effective impact is addressed.

From the evidence above does the Strategy affect, or have the potential to affect age groups differently and if so do any of the differences amount to adverse impact or unlawful discrimination?

Age discrimination is a significant issue in the labour market and EU directives have been employed to address this potential discrimination. However in the physical regeneration age is potentially less significant.

If there is an adverse impact, can be justified on the grounds of promoting equality of opportunity for one group or for another legitimate reason?

In specific cases it is possible to justify specific initiatives target need where this is not currently being addressed in the mainstream. In this case specific positive action should be identified and this should be explained to all so it is understood why specific groups are being targeted.

Could the Strategy discriminate, directly or indirectly, and if so is it justifiable under legislation?

Where positive action is identified against need it is likely that this, if delivered properly, is justified under legislation. If however there is no defined rationale/justification for discriminatory practice then this would be wholly outside any positive action activity and should be seen as discriminatory and reviewed immediately.

## Lesbian, bisexual and gay – testing of disproportionate or adverse impact

Identify the effect of the Strategy on **lesbian, bisexual and gay (LBG)** groups from information available above.

The likely direct and indirect impacts of the strategy's thematic objectives are set out below

Thematic Objectives	Sexual Orientation
<b>Core Policies</b>	
Cross-cutting Themes	Direct impact
Development	No evidence of specific impact
Economy and Employment	Indirect impact
Retail	Indirect impact
Housing	Direct impact
Social and Community Facilities	Direct impact
Urban Design and Conservation	No evidence of specific impact
Open Space	Indirect impact
Utilities	Indirect impact
<b>Development Control Policies</b>	
Development	No evidence of specific impact
Economy and Employment	Direct impact
Retail	Direct impact
Housing	Direct impact
Social and Community Facilities	Direct impact
Urban Design and Conservation	Indirect impact
Open Space	Indirect impact
Utilities	Indirect impact
<b>Area Action Plans</b>	
City Fringe Action Plan	Direct impact
Isle of Dogs Action Plan	Direct impact
Leaside Action Plan	Direct impact

How are LBG groups reflected in the take up of the service?

This information is currently not recorded and may be seen as invasive to record by many beneficiaries of this strategy.

From the evidence above does the Strategy affect, or have the potential to affect LBG groups differently and if so do any of the differences amount to adverse impact or unlawful discrimination?

There is little available information in both the labour market and businesses and in the development of physical regeneration and marketing that distinguishes a specific difference between the treatment of LBG groups and heterosexual members of the community. There is however a strong awareness of the impact of the pink pound on

the local economy and where this is known, agencies should seek to draw reference to the impact of the strategy.

There has been some research around the housing needs of this community (Faculty of Health, University of Brighton) and this should be taken into account when planning for new developments.

If there is an adverse impact, can it be justified on the grounds of promoting equality of opportunity for one group or for another legitimate reason?

In specific cases it is possible to justify specific initiatives target need where this is not currently being addressed in the mainstream. In this case specific positive action should be identified and this should be explained to all so it is understood why specific groups are being targeted.

Could the Strategy discriminate, directly or indirectly and if so is it justifiable under legislation?

In the case of LBG Groups under current legislation this is less clear.

## Religion/Belief – testing of disproportionate or adverse impact

The likely direct and indirect impacts of the strategy's thematic objectives are set out below

Thematic Objectives	Faith
<b>Core Policies</b>	
Cross-cutting Themes	Direct impact
Development	No evidence of specific impact
Economy and Employment	Direct impact
Retail	Direct impact
Housing	Direct impact
Social and Community Facilities	Indirect impact
Urban Design and Conservation	Indirect impact
Open Space	No evidence of specific impact
Utilities	No evidence of specific impact
<b>Development Control Policies</b>	
Development	No evidence of specific impact
Economy and Employment	Direct impact
Retail	Direct impact
Housing	Direct impact
Social and Community Facilities	Indirect impact
Urban Design and Conservation	Indirect impact
Open Space	No evidence of specific impact
Utilities	No evidence of specific impact
<b>Area Action Plans</b>	Indirect impact
City Fringe Action Plan	Indirect impact

Thematic Objectives	Faith
Isle of Dogs Action Plan	Direct impact
Leaside Action Plan	Direct impact

How are the religious/belief groups reflected in the take up of the service?

This information is currently not recorded and may be seen as invasive to record by many beneficiaries of this strategy.

From the evidence above does the Strategy affect, or have the potential to affect religious or belief groups differently and if so do any of the differences amount to adverse impact or unlawful discrimination?

This information is not available however agencies will need to be mindful to address religious discrimination in the labour market especially with heightened levels of Islamophobia post 9/11 and 7/7.

If there is an adverse impact, can it be justified on the grounds of promoting equality of opportunity for one group or for another legitimate reason?

In specific cases it is possible to justify specific initiatives target need where this is not currently being addressed in the mainstream. In this case specific positive action should be identified and this should be explained to all so it is understood why specific groups are being targeted.

Could the Strategy discriminate, directly or indirectly, and if so is it justifiable under legislation?

Where positive action is identified against need it is likely that this, if delivered properly, is justified under legislation. If however there is no defined rationale/justification for discriminatory practice then this would be wholly outside any positive action activity and should be seen as discriminatory and reviewed immediately.

## Health Impact – testing of disproportionate or adverse impact

Identify the effect of the Strategy on physical or mental **health** of service users and the wider community from any information that is available. (This might include an increased risk to health for some groups in the community, which although not intended, may have still occurred. The impact on health might include: increased mental stress, greater risk of accident or injury, reduced opportunities to have a quality diet, reduced opportunity for physical exercise, or greater incidence of diseases such as heart disease and diabetes.)

Planning and redevelopment activity by their very nature can have a significant impact on the health of local communities. In some cases physical regeneration has an adverse impact and in many cases specific health impact assessments are taken to address the needs of particular clients in the community. In some regeneration initiatives health is seen as a priority and specific regeneration activity is supplemented to improve primary and community health provision education and practice.

From the evidence above does the Strategy affect, or have the potential to affect the health of groups differently? If so, which groups and how does the impact occur?

It is likely that there will be some differential impact on the health of particular communities as a consequence of particular regeneration initiatives. An example is the current petition on the Crossrail initiative which has likely differential impacts on the borough's communities affected by the development, the impact of noise, dust, traffic movements and general disturbance and indeed the physical impact on the Borough's major hospital in Whitechapel will have significant health impact on the Borough.

It is clear that some of the major redevelopment proposals that are likely to flow from the Area Action Plans could have huge negative and/or positive impacts on the residents residing within close proximity to construction sites and newly developed sites.

Additionally it has been evidenced by the social exclusion unit that the health impact of inequality and unemployment and of poor housing and poor social conditions, gives rise both to health and mental health inequalities. Indeed the relationship between mortality rates and urban deprivation is high and given the high level of deprivation in the Borough (on some indicators we have wards that are amongst the most deprived in the UK) this is something that should be reviewed in the case of all major development both physical and/or support based.

## **Additional groups which may experience a disproportionate or adverse impact.**

Identify if there are groups, other than those already considered, that may be adversely affected by the Strategy? *For example those in poverty may be adversely impacted by the Strategy and it might be useful to consider them as a separate group in the light of the Council's overall policy objectives.*

Particular groups prioritised in the LDF will include single parents, people from specific deprived areas in the Borough, businesses, commuters, the unemployed and even specific ethnic groups like Travellers, asylum seekers and refugees.

## **Additional factors which may influence disproportionate or adverse impact**

### **Management Arrangements**

*(How is the Service managed, are there any management arrangements which may have a disproportionate impact on the equality target groups?)*

The management and delivery of the strategy will have a direct impact on equality target groups of the Borough. It is suggested that specific equality performance targets are set within specific themes of the LDF upon which it should be judged and that the beneficiaries of the strategy are monitored in the context of ethnicity, gender, age, disability as a bare minimum and with the potential of including faith and sexual orientation if this data is deemed collectable and is not seen as invasive by the strategies actual beneficiaries.

### **What is the custom and practice in the provision or allocation of this service?**

*(Could these have a disproportionate impact on the equality target groups?)*

There are customs and practices which will need to address the equality needs of the Borough's diverse communities especially in data gathering and monitoring.

### **The Process of Service Delivery**

*(In particular look at the arrangements for the service being provided).*

### **Operation Times**

*(When is the service provided; are there seasonal issues; are there barriers to the service based on the time and delivery of the service which may affect the target groups?)*

Not applicable here although as referred to earlier, issues such as this will need to be considered when looking at the Impact Assessment of for example Development Control and future consultation on master plans.

**Methods of communication to the public and internally**

*(What methods do you use to communicate this service? Include review and assessment of methods, media, translations, interpretation etc. bearing in mind the extent to which these media forms are accessible to all sections of the community)*

**Equalities**

The Development Plan Documents in the LDF will help implement Tower Hamlets' aim to provide excellent public services that are responsive to the diverse and complex needs of the community it serves.

The LDF will ensure that all its customers can access the information they need from the Council. Printed material will meet the Council's access guidance. A prominent page will be attached that indicates - in community languages - the range of translation options that will be made available as well as how to access Braille, or audiotape version.

The documents will be written in plain English and technical terms will be explained in a glossary. Text, photos and images will reflect the diverse community.

**Accessibility**

The Development Plan Documents and consultation will follow the council accessible guidance note. This includes guidance about:

- the use of clear and large print – minimum of 12 font and sans serif script, italics & underlining will be avoided, as will full capital. The text will contrast clearly with the background, lines will be adequately spaced and maps will be kept as simple and accurate as possible;
- arranging accessible events;
- general access issues; and
- accessible language and behaviour.

The Strategy Team will ensure documents are guided by the clear and large print guidelines.

**Externally and Internally**

All external promotion of the LDF and its subsequent roll out should take account of the needs of the Borough's diverse communities and language and translation of data should be afforded if needed. Additionally the needs of disabled people should also be taken into account to ensure effective access to provision. In all cases the promotion and marketing of regeneration activities should take account of the wide array of communication needs in the Borough.

**Awareness of Service by Local People**

*(Assessment of the extent to which local people are aware of the service based on available data. What measures do you undertake to reach traditionally excluded communities?)*

The Scheme of Community Involvement (SCI) referred to above, included consultation that was targeted to specific groups in the community and effort and skill should be used to ensure that the beneficiaries of the LDF (for example through provision developed through

Planning Gain) are from the communities that are or have been traditionally excluded from access to such resources.

**Evidence of disproportionate or adverse impact**

*(Is there any evidence or view that suggests that different equality, or other, target groups in the community have either a disproportionately high or low take up/impact of/from this service/function?)*

yes                       no

*If yes, what and why (State below)*

The information upon which to make this judgement in the LDF is currently hard to find. However it is clear that there needs to be particular effort made to ensure that adverse and or negative impact is not received by particular target groups especially as in many cases it is these groups that stand to benefit from the strategy. Particular activities include:

- Consultation (Hard to reach Groups)
  - Monitoring
  - Community engagement
  - Effective marketing of initiatives
  - Effective dissemination of the LDF
  - Regular review
  - Discrete equality impact assessment for specific initiatives and scheme as they arise
- Customer Satisfaction Surveys.

## Section 4: Measures to mitigate disproportionate or adverse impact

**Specify measures that can be taken to remove or minimise the disproportionate impact or adverse effect identified at the end of Section 3. If none were identified in Section 3, identify how disproportionate impact or adverse effect could be avoided in the future.**

We set out below particular general actions that can be carried out to mitigate adverse and or disproportionate impact:

- More effective monitoring of planning applications from developers, to ensure that equality and diversity priorities and the Council's commitments are effectively delivered
- Additional research and base line data to support the review process of the LDF, particular additional data sets to include:
  - academic/educational attainment by gender;
  - age profile of the Borough;
  - gender profile of the Borough;
  - employment by gender;
  - employment by age;
  - unemployment by gender;
  - unemployment by age; and
  - employment by standard industrial classification by gender, age, disability and ethnicity.
- Consultation on the LDF and its future review positions should seek to include particular groups in the community that have not historically responded to consultation exercises and are traditionally hard to reach or under represented groups
- Defining the Equality and Diversity elements of the Consultation process, including:
  - key stakeholder agencies;
  - targeted consultation with equalities representative groups/bodies;
  - focus group with owner managers made up of equalities target groups; and
  - development and engagement of a standing body to review the equalities and diversity impacts of the Regeneration Strategy.
- In the case of monitoring, it is suggested that specific equality performance targets are set for specific themes of the LDF upon which it should be judged and that the beneficiaries of the LDF are monitored in the context of ethnicity, gender, age, disability as a bare minimum and with the potential of including faith and sexual orientation if this data is deemed collectable and is not seen as invasive by the strategies actual beneficiaries
- Community engagement is essential for the greater engagement with the LDF and this is clearly best achieved both through the Borough's Local Area partnerships and specific communities of interest in the Borough

- Support for delivery agencies e.g. of master plans to ensure that the approach to equalities and diversity is addressed
- Effective dissemination of the LDF to all the borough key representative equality priority groups
- Regular review of the LDF annually through Annual Monitoring Report and update indicators
- Discrete equality impact assessment for specific initiatives and scheme as they arise
- Health impact should be reviewed in the case of all major physical development.

**Specific areas for mitigation by Thematic Objective:** (NB these are more as case of actions to address likely negative impacts rather than actions to mitigate actual adverse impacts)

### **Core Policies**

- Define specific equality targets for the actions and themes in this area of the LDF
- It is particularly important to provide evidence that the aim to provide sustainable communities and sustainable development has benefited all people in order to meet the general duty for race, gender and disability
- Develop monitoring programmes that effectively target the impact of LDF in terms of social exclusion and deprivation, highlighting improvements in employment, literacy health and low income levels of the Borough equality priority groups
- Ensure that access to the LDF and the policies and developments flowing from it take into account not only of physical but also sensory and intellectual nature.

### **Development Control Policies**

- Monitor consultation to evaluate whether there are differential responses from the Borough's ethnic population, women, young and older people and disabled people
- Identify particular actions through S106 to address the potential disproportionality of enforcement against particular BME SMEs
- Ensure that applicants of all planning applications are monitored to ascertain whether the positive or negative impact of these initiatives on the Borough's ethnic population, women, young and older people and disabled people is differential
- Set targets for improvement in terms of access to social and community facilities for people from the Borough's ethnic population, women, young and older people and disabled people
- Ensure that the marketing and promotion of consultation on applications effectively address the diverse needs of the community in terms of language and disability.

### **Area Action Plans**

- Ensure that planning and development specification for new schemes in the Borough address the equality and diversity needs of the community

- Ensure that equality impact assessments are carried out for key schemes to ensure that impact is not adverse and/or disproportionate
- Ensure that services and housing are seen as being provided to all communities and that there are clear equality targets in these key areas of delivery for all the Borough equality priority groups
- Ensure that the equality and diversity practices of the contractors and developers delivering the initiatives under this theme, where practicable, meet the requirement of the Borough both in the procurement and management of contracts
- Ensure that the impact of marketing and inward investment supports the Borough's equality target groups and that people coming to the Borough are fully aware of the diversity and needs of the Borough's communities, in particular this includes local employment and benefit in terms of sub contacts and business to business development and contracting.

## Section 5: Conclusions and Recommendations

***Does the Strategy comply with equalities legislation, including the duty to promote race equality? Take into account your findings from the impact assessment and consultations and explain how the Strategy was decided upon its intended effects and its benefits.)***

yes  no

### **What are the main areas requiring further attention?**

The LDF is a suite of documents that form a spatial plan that promotes the principles of inclusive and sustainable development to carefully manage the positive transformation of the East End for generations to come. It will be regularly updated to take into account the Borough's changing circumstances.

Therefore this EQIA seeks to identify additional activity the Borough and its delivery agents can develop to ensure that adverse impact does not happen. This therefore is not so much a set of actions that are a requirement of further attention but more ways that the Borough can work to ensure that adverse, negative and disproportionate impact does not occur.

### **Summary of recommendations for improvement**

The recommendations for improvement are set out in the section on mitigation of impacts in section 4 of this EQIA.

### **How will the results of the EQIA feed into the performance planning process?**

It is essential that the findings of this EQIA and its action plan are inserted into the relevant business plans both within the Borough's relevant directorates and its key partners. Moreover the actions should also be included in the contracts with the LDF's key delivery agents.

## **Future Monitoring and Consultation**

### **How and when will the Strategy be monitored?**

It is suggested that an equality review of the LDF is added to the AMR.

### **Suggested consultation for the future**

At the point of the review referred to above it is suggested that full consultation is carried out with the particular groups in the community that are targets of the LDF and traditionally hard to reach and under represented groups.

## Section 6: Action Plan

Recommendation	Key activity	Progress milestones	Officer Responsible	Progress
<p>More effective monitoring of LDF objectives with developers, delivery agencies and consultants to ensure that equality and diversity priorities and the Council's commitments are effectively delivered through third party procurement.</p>	<ul style="list-style-type: none"> <li>▪ Initiate equality monitoring of existing schemes</li> <li>▪ Set in place procedures for monitoring equality elements of all future schemes</li> <li>▪ Support for delivery agents to ensure that the approach to equalities and diversity is addressed.</li> </ul>	<p>Annual monitoring to commence immediately</p>	<p>Jamie Ounan/Juanita Haynes/Stephen Irvine</p>	
<p>Additional research and base line data to support the review process of the LDF alongside the recommendations coming out of the Regeneration Strategy EqIA , particular additional data sets to include:</p>	<p>Develop research baselines in the following additional areas:</p> <ul style="list-style-type: none"> <li>▪ Academic/educational attainment by gender</li> <li>▪ Age profile of the Borough</li> <li>▪ Gender profile of the Borough</li> <li>▪ Employment by gender</li> <li>▪ Employment by age</li> <li>▪ Unemployment by gender</li> <li>▪ Unemployment by age</li> <li>▪ Employment by standard industrial classification by gender, age, disability and ethnicity</li> </ul>	<p>Set baseline by September 2006</p>	<p>tbc</p>	
<p>Consultation on the LDF and its future review positions should seek to include particular groups in the community that are targets of the LDF and traditionally hard to reach and under represented groups.</p>	<p>Defining the Equality and Diversity elements of the Consultation process, Including:</p> <ul style="list-style-type: none"> <li>▪ key stakeholder agencies;</li> <li>▪ targeted consultation with equalities representative groups/bodies;</li> <li>▪ focus group with owner managers made up of equalities target groups; and</li> <li>▪ development and engagement of a standing body to review the equalities and diversity</li> </ul>	<p>To be in place by April 2007</p>	<p>Jamie Ounan/Andre Pinto</p>	

Recommendation	Key activity	Progress milestones	Officer Responsible	Progress
	impacts of the LDF (possibly as part of the AMR process).			
Initiate actions to support the equality and diversity impact of the S106 Planning Contributions	<ul style="list-style-type: none"> <li>▪ Define specific equality targets for the actions and themes in this objective</li> <li>▪ Particularly target support for BME business women in business, businesses owned and managed by disabled people in order to meet the general duty for race, gender and disability</li> <li>▪ Identify particular support programmes to address the potential disproportionality of lack of space within certain areas of the Borough</li> <li>▪ Identify/review the allocation of business space and incubator business space in line with the profile of the borough and to ensure that businesses benefiting from these opportunities reflect the borough's diverse communities</li> <li>▪ Develop monitoring programmes that effectively target the impact of labour, business and enterprise support schemes on the Borough equality priority groups.</li> </ul>	Establish all activities by April 2007	David Williams	
Initiate actions to support the equality and diversity impact of the cross-cutting Themes	<ul style="list-style-type: none"> <li>▪ Ensure that beneficiaries of all employment and training schemes are monitored to address the impact of the benefit of these initiatives on the Borough's ethnic population, women, young and older people and disabled people</li> <li>▪ Set targets for improvement in employment and training and attainment against baselines for employment, training and attainment from the Borough's ethnic population, women, young and older people and disabled people</li> </ul>	Establish all activities by April 2007	Jamie Ounan	

Recommendation	Key activity	Progress milestones	Officer Responsible	Progress
	<ul style="list-style-type: none"> <li>▪ Ensure that the marketing and promotion of initiatives in the Develop People themes effectively address the diverse needs of the community in terms of language and disability.</li> </ul>			
<p>Initiate actions to support the equality and diversity impact of the Planning Process. (This should be linked to the outcomes/action plans resulting from the programmed EqlAs in Development Control and Major Developments)</p>	<ul style="list-style-type: none"> <li>▪ Ensure that planning and development specification for new schemes in the Borough address the equality and diversity needs of the community</li> <li>▪ Ensure that equality impact assessments are carried out for key schemes to ensure that impact is not adverse and or disproportionate</li> <li>▪ Ensure that services and housing are seen as being provided to all communities and that there are clear equality targets in these key areas of deliver for all the Borough equality priority groups</li> <li>▪ Ensure that number of impact assessments for major schemes is monitored and that a record of changes made as a result of these assessments is kept.</li> </ul>	<p>Establish all activities by April 2007</p> <p>Six monthly report</p>	<p>Stephen Irvine</p> <p>Paul Iliffe</p>	
<p>Access Statements and Equality Impact Assessments should follow an application throughout the planning process and the recommendations/requirements shared with all relevant officers e.g. Building Control.</p>			Stephen Irvine	
<p>Clarify the detail within the Area</p>	<ul style="list-style-type: none"> <li>▪ Ensure that the draftees of AAPs take in to</li> </ul>		Jamie Ounan	

Recommendation	Key activity	Progress milestones	Officer Responsible	Progress
<p>Action Plans (AAP) in key activities or developments which identify key target beneficiaries from specific target group including, BME, Specific communities within the BME community, women, single parents, the unemployed, disabled people and those subject to multiple forms of deprivations.</p>	<p>account the needs of the specific communities in their planning</p> <ul style="list-style-type: none"> <li>▪ All Master plans be required to complete an EqIA</li> <li>▪ All major developments be required to complete an EqIA.</li> </ul>		<p>David Williams</p> <p>David Williams</p>	

Monday - Friday  
9.00am - 5.00pm



THEA/06/10

English	For free translation phone
Arabic	للترجمة المجانية الرجاء الاتصال هاتفياً.
Chinese	欲索取免費譯本，請致電。
French	Pour une traduction gratuite, téléphonez
Hindi	मुफ्त अनुवाद के लिए फोन कीजिए.
Malayalam	സൗജന്യമായ തർജ്ജിമയ്ക്കായി ബന്ധപ്പെടുക
Somali	Turjubaan lacag la'aan ah ka soo wac telefoonka.
Portuguese	Para uma tradução grátis, telefone.
Bengali/Sylheti	বিনাখরচে অনুবাদের জন্য টেলিফোন করুন
Gujarati	મફત ભાષાંતર માટે ફોન કરો.
Punjabi	ਮੁਫਤ ਅਨੁਵਾਦ ਲਈ ਫੋਨ ਕਰੋ
Urdu	مفت ترجمے کے لئے ٹیلیفون کیجئے۔
Serbo-Croat	Za besplatne prevode pozovite
Spanish	Para obtener una traducción telefónica gratuita llame al:
Russian	Перевод – бесплатно. Звоните.
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Tamil	இலவச மொழிபெயர்ப்புக்கு தொலைபேசி செய்யவும்.
Greek	Για δωρεάν μετάφραση, τηλεφωνήστε.
Turkish	Ücretsiz çeviri için telefon edin.
Vietnamese	Điện thoại để được thông dịch miễn phí.
Kurdish	بۆ وەرگیران (تەرجومەکردن) بە خۆراییی، تەلەفۆن بکە.
Lithuanian	Del nemokamo vertimo skambinkinte
Polish	Po bezplatne tłumaczenia prosimy dzwonic

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