



London Borough of Tower Hamlets

Tower Hamlets Local Plan

DUTY TO COOPERATE STATEMENT

February 2018

Contents

1. Introduction and background

- a. Introduction
- b. Tower Hamlets Local Plan
- c. Consultation on the Tower Hamlets Local Plan

2. What is the duty to cooperate?

- a. Localism Act 2011
- b. National Planning Policy Framework (NPPF)

3. Fulfilling the duty to cooperate

- a. Greater London Authority
- b. London Legacy Development Corporation
- c. Neighbouring authorities
- d. External stakeholder group meetings
- e. Association of London Borough Planning Officers (ALBPO)
- f. Tall building study stakeholder workshop

4. Duty to cooperate outcomes on strategic matters

- a. Meeting housing needs
- b. Delivering economic growth
- c. Revitalising town centres
- d. Creating attractive and distinctive places
- e. Supporting community facilities
- f. Improving connectivity and transport choice
- g. Managing waste
- h. Managing and protecting our environment
- i. Enhancing open spaces and water spaces

1. Introduction and background

a Introduction

This statement seeks to demonstrate how the proposed submission version of the Tower Hamlets Local Plan has been prepared by giving due regard to the requirements of the duty to cooperate. It outlines the ways in which officers have sought to engage effectively with representatives of other duty to cooperate bodies that are prescribed in the relevant legislation, as well as the ways in which the outcomes of the cooperation have informed the direction of the policies in the Local Plan.

b Tower Hamlets Local Plan

The council is in the process of preparing its new Local Plan to replace the adopted Core Strategy (2010) and Managing Development Document (2013). The Local Plan is the borough's key planning document and is a statutory requirement for the council. It sets out policies to guide future growth and investment, as well as securing benefits from new development.

C Consultation on the Tower Hamlets Local Plan

Our Borough, Our Plan: A New Local Plan First Steps

The council conducted its first round of public consultation in "Our Borough, Our Plan: A new Local Plan first steps" between 14 December 2015 and 8 February 2016. The initial stage of consultation sought representations on the scope of the plan and aimed to identify the key challenges and the opportunities facing the borough and how these could be best responded to through the new planning policies.

Tower Hamlets Draft Local Plan 2031: Managing Growth and Sharing the Benefits

Following the initial consultation, the council prepared a draft plan setting out detailed proposed planning policies which the council will be using to assess planning applications. The policies were based on an up-to-date evidence base.

The draft Local Plan was subject to public consultation between 11 November 2016 and 2 January 2017. The consultation was undertaken in accordance with the council's Statement of Community Involvement (2012) and in line with regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012 which defines the consultation procedures which local planning authorities must follow when preparing their local plans.

Feedback from the first two rounds of consultation on the Local Plan is contained in the Consultation Statement that will be published at the same time as this Duty to Cooperate Statement.

In light of the comments received during the first two rounds of consultation, the council updated its Statement of Community Involvement. The updated statement entitled 'Statement of Community Involvement Refresh' was adopted in September 2017.

Proposed submission version of the Tower Hamlets Local Plan 2031: Managing Growth and Sharing the Benefits

The council has prepared a final draft of the Local Plan that takes into consideration the responses received during the two previous rounds of public consultation. Public consultation was undertaken on this document over 6 weeks from 2 October 2017 until 5pm on 13 November 2017. This stage represented the last opportunity for the public to make comments on the content of the plan. The consultation was undertaken in accordance with the Statement of Community Involvement Refresh (2017) and in line with regulation 19 of the Town and Country Planning (Local Planning) England Regulations 2012.

On 21 February 2018, Full Council approved the submission of the proposed submission version of the Local Plan, minor modifications to the plan and supporting documentation to the Secretary of State to undergo a public examination. On Wednesday 28 February, the Tower Hamlets Local Plan was submitted to the Secretary of State for Housing, Communities and Local Government in accordance with regulation 22(3) of the Town and Country Planning (Local Planning) Regulations 2012. This is the final stage in the process of preparing a plan and this independent examination will test the content of the plan (soundness) and the way in which it has been prepared (legal compliance). It is anticipated that hearing sessions for the examination will commence in May/June 2018.

Once the examination has closed the Local Plan will be formally adopted as part of the borough's development plan. This is due to take place in early 2019.

2. What is the duty to cooperate?

a. Localism Act 2011

The duty to cooperate responsibility on local authorities was created in the 2011 Localism Act, and amends the 2004 Planning and Compulsory Purchase Act. Section 33A of the Planning and Compulsory Purchase Act places a legal duty on local planning authorities in England to engage constructively, actively and on an ongoing basis to maximise the effectiveness of Local Plan preparation in the context of strategic cross boundary matters. The duty to cooperate is not a duty to agree but planning authorities are expected to make every effort to secure the necessary cooperation on strategic cross-boundary matters before Local Plans are submitted for examination.

The government's Planning Practice Guidance gives detailed advice on how local planning authorities and other bodies should respond to the duty to cooperate. It states that the duty to cooperate is a legal test that is separate from, but related to, the Local Plan test of soundness. The Local Plan examination in public will test whether a local planning authority has complied with the duty to cooperate. The planning inspector can recommend that the Local Plan is not adopted if the duty has not been complied with. If the inspector is satisfied that the local planning authority has complied with the duty to cooperate the examination will proceed to consider whether the plan is sound.

If another authority will not cooperate on a strategic cross-boundary matter this should not prevent the authority from submitting a Local Plan for examination. Local authorities in these circumstances should have explored all available options for delivering the planning strategy

within their own planning area and should have also approached other authorities with whom it would be sensible to seek to work to deliver the planning strategy.

Other public bodies, in addition to local planning authorities, are subject to the duty to cooperate. These bodies are defined in the Town and Country Planning (Local Planning) (England) Regulations 2012:

- Environment Agency
- Historic England
- Natural England
- Mayor of London
- Civil Aviation Authority
- Homes and Communities Agency (Greater London Authority in London)
- Each Primary Care Trust established under the National Health Service Act 2006 (now Clinical Commissioning Group)
- National Health Service Commissioning Board
- Office of Rail Regulation (now Office of Rail and Road)
- Each integrated transport authority (Transport for London)
- Each highway authority
- Marine Management Organisation

Adjoining London boroughs to Tower Hamlets are Newham, Hackney, Southwark, Lewisham, Royal Borough of Greenwich, London Legacy Development Corporation and the City of London.

Local authorities should submit robust evidence of the efforts they have made to cooperate on strategic cross-boundary matters. It is recommended that this is in the form of a duty to cooperate statement submitted to the examination in public. Evidence of cooperation should include details about who the authority has cooperated with, the nature and timing of cooperation, and how it has influenced the Local Plan.

Section 33A(4) of the Planning and Compulsory Purchase Act sets out what are strategic matters for the purpose of the duty to cooperate. This is defined as *“sustainable development or use of land that has or would have a significant impact on at least two planning areas, including (in particular) sustainable development or use of land for or in connection with infrastructure that is strategic and has or would have a significant impact on at least two planning areas”*.

b. National Planning Policy Framework (NPPF)

The NPPF outlines the government’s planning policies for England.

Paragraph 156 of the framework sets out the strategic matters that local planning authorities are expected to include in their local plans.

- Homes and jobs needed.
- Provision of retail, leisure and other commercial development.
- Provision of infrastructure for transport, telecommunications, waste management, water supply, wastewater, flood risk and coastal change management and the provision of minerals and energy (including heat).

- Provision of health, security, community and cultural infrastructure and other local facilities.
- Climate change mitigation and adaptation, conservation and enhancement of the natural and historic environment, including landscape.

Planning for infrastructure is a critical element of the Local Plan process. The framework makes clear that local planning authorities should work together and with providers to assess the quality and capacity of a range of infrastructure to ensure it is properly planned.

3. Fulfilling the duty to cooperate

The development of the Tower Hamlets Local Plan has involved extensive discussions with neighbouring authorities and other duty to cooperate bodies about the evolution of policies and evidence base. This took place initially through external stakeholder group meetings (25th November 2015 and 13th April 2016) and then through meetings held to discuss matters specifically related to each policy area up to the drafting of the policies in the proposed submission Local Plan in summer 2017.

Prior to the consultation on the proposed submission Local Plan officers met with representatives of each of the neighbouring boroughs to discuss any potential cross-boundary issues relating to the draft policies.

a. Greater London Authority

As a London borough, the council has a close relationship with the Greater London Authority (GLA) and the London Plan forms part of the borough's development plan. Tower Hamlets officers have an ongoing and close relationship with officers at the GLA and attend regular meetings to discuss strategic matters that are affecting the borough and London. This is to ensure that the emerging policies in the Tower Hamlets Local Plan are in conformity with those in the London Plan and the draft new London Plan.

Officers from Tower Hamlets have made detailed representations on consultations undertaken by the GLA as part of the Further Alterations to the London Plan in 2015, Minor Alterations to the London Plan in 2016 and the draft new London Plan. Council officers have continued to engage with GLA officers on the current London Plan and the draft new London Plan. The council will submit formal representations on the draft new London Plan and expect to attend the examination in public which is scheduled to take place in autumn 2018.

The GLA adopted the City Fringe Opportunity Area Planning Framework in December 2015¹. This area covers around 901 hectares of land covering parts of the London boroughs of Islington, Hackney and Tower Hamlets (including the Tech City). Officers from Tower Hamlets were closely involved with the development of the document alongside officers from the GLA, as well as the other city fringe boroughs of Hackney, Islington and the City of London. There were regular meetings to discuss the document which focused on cross-cutting themes affecting the city fringe boroughs. Discussions that took place with officers from the GLA, Transport for London and neighbouring boroughs in relation to the City Fringe Opportunity Area Planning Framework informed the emerging Local Plan policies, in particular where they related to the priorities for this part of the borough in terms of land use, public realm and connectivity.

Since 2015, the council has been working closely with the GLA and Transport for London (TfL) to develop an opportunity area planning framework for the Isle of Dogs and South Poplar, given the significant growth that is coming forward in the area, together with the economic importance of Canary Wharf. The Isle of Dogs and South Poplar Opportunity Area Planning Framework (OAPF) will sit alongside a Development and Infrastructure Funding Study and a Local Connections Study, led by TfL.

¹ Opportunity areas are identified in the London Plan as key growth areas where there are large-scale brownfield opportunities to bring forward housing and commercial uses and improve public transport access.

The key strategic matters that have arisen through our engagement on this project include issues relating to housing and growth projections, infrastructure provision and place making. Therefore, a key focus of our work has been to ensure that the OAPF is consistent with the Local Plan. This includes detailed discussions on the timing of the OAPF and its consultation in relation to the proposed submission Local Plan (regulation 19), as well as the status and role of the OAPF in the future development management process.

Working through these issues, ongoing cooperation and engagement has taken place through a range of forms, including the following.

- Regular meetings between lead council officers and the GLA/TfL, particularly relating to the Development and Infrastructure Funding Study, place making and infrastructure funding opportunities.
- Regular officer review and feedback of the OAPF and Development and Infrastructure Funding Study drafting, incorporating the views and feedback from members and the mayor.
- Officer workshops – two workshops have been held since 2016 to facilitate a topic-by-topic discussion between the GLA/TfL and lead council officers.
- A series of focused infrastructure meetings with relevant infrastructure providers and services, including health, education and utilities, have been held to inform the Development and Infrastructure Funding Study underpinning the OAPF.
- The council is a key stakeholder in the South Poplar Working Group – a pilot group set up to discuss and align thinking on key development opportunities in the South Poplar area.

Please note: the GLA have not yet published the consultation version of the OAPF as previously programmed. We have yet to receive an update of the revised programme.

b. London Legacy Development Corporation

The London Legacy Development Corporation (LLDC) was established in 2012 and replaced the former Olympic Park Legacy Company. As a development corporation of the Mayor of London, the LLDC took over planning powers for the areas of Tower Hamlets, Newham and Hackney that fell within its boundary. Officers from Tower Hamlets have attended the regular meetings of a Planning Policy Forum hosted by the LLDC to discuss policy matters relating to the LLDC Local Plan and other policy documents. Officers from Tower Hamlets have provided updates on the progress of the borough's emerging Local Plan at Planning Policy Forum meetings. These meetings have continued to be held on a regular basis and allow officers in the boroughs to discuss cross-cutting policy matters to ensure that the emerging and adopted Local Plans for the LLDC and neighbouring boroughs are aligned.

Between October 2016 and February 2017, officers from Tower Hamlets provided written representations on LLDC Supplementary Planning Documents (SPDs) for Hackney Wick, Pudding Mill and Bromley by Bow, as well as the Bromley by Bow Masterplan. This allowed for any site specific issues to be raised and addressed (e.g. greater provision of open space in Bromley by Bow to meet deficiency). Additionally, the council provided comments on their Local Plan Review which began in November 2017. These ongoing discussions with the LLDC informed emerging policies in the Tower Hamlets Local Plan regulation 18 and 19 documents.

c. Neighbouring authorities

Tower Hamlets shares a land boundary with the boroughs of Hackney, Newham and City of London. The boroughs of Greenwich, Lewisham and Southwark lie to the south of Tower Hamlets across the River Thames. Representatives of each of these boroughs were invited to attend the initial external stakeholder group meetings held in Tower Hamlets offices during the early stages of the Local Plan. Following this, Tower Hamlets officers have continued to meet regularly with officers from the City of London, Hackney and the LLDC to discuss specific and cross-boundary matters. These are further detailed in section 4 below.

Meetings with neighbouring boroughs (pre-regulation 19):

Meetings with individual boroughs			
Meeting	Dates	Boroughs attending	Matters discussed
London Borough of Newham	4 th November 2015		<ul style="list-style-type: none"> • Pre-regulation 18 consultation document – scope and approaches
London Borough of Newham	19 th April 2017		<ul style="list-style-type: none"> • Policies update following regulation 18: • Housing (Strategic Housing Land Availability Assessment) • Site allocations • Tall buildings • Gypsy and traveller accommodation • Employment approach (Strategic Industrial Locations) • Lea River Park • Water Spaces Study
City of London	8 th February 2016	With London Borough of Hackney	<ul style="list-style-type: none"> • General update on Local Plan Progress • Tall buildings
London Borough of Hackney	9 th November 2015		<ul style="list-style-type: none"> • Local Plan programme • Pre-regulation 18 consultation document – scope and content
London Borough of Hackney	11 th January 2017		<ul style="list-style-type: none"> • General update with focus on: • Housing policies • Employment approach
LLDC	21 st September 2016	With London Borough of Newham	<ul style="list-style-type: none"> • Lea River Park
LLDC	18 th November 2016		<ul style="list-style-type: none"> • Waste policies
LLDC	5 th December 2016	With London Borough of Newham	<ul style="list-style-type: none"> • Lea River Park
LLDC	12 th December 2016	With GLA	<ul style="list-style-type: none"> • Waste policies
LLDC	8 th May 2017		<ul style="list-style-type: none"> • Waste policies
LLDC	19 th June 2017		<ul style="list-style-type: none"> • Waste policies
All stakeholders			
Meeting	Dates	Boroughs attending	Matters discussed
Local Plan external stakeholder meeting	25 th November 2015	City of London Lewisham LLDC	Local Plan programme Pre-Regulation 18 consultation document – scope and content

		Newham	
Local Plan external stakeholder meeting	13 th April 2016	City of London LLDC Newham	Feedback from pre-Regulation 18 consultation

In the lead up to the publication of the regulation 19 document officers in the Plan Making team met with colleagues from neighbouring boroughs to provide an update on the progress of the plan since the regulation 18 stage and discuss any policy specific matters prior to submission.

Borough	Contacts	Date of meetings	Key cross-boundary matters discussed
City of London	Therese Finn Adrian Roche	19 th Jul 2017 15 th Sep 2017	<ul style="list-style-type: none"> Office policies Housing Tall buildings Views World heritage site: Tower of London Riverside Air quality Waste management
Hackney	Katie Glasgow Keung Tsang	25 th Sep 2017 21 st Nov 2017	<ul style="list-style-type: none"> Housing Bishopsgate Goods Yard Town centres Economy Tall buildings
Newham	Mikyla Smith	25 th Sep 2017 9 th Jan 2018	<ul style="list-style-type: none"> Connections Lea River Park Flooding/River Lea modelling Waste management
Greenwich	Karen Montgomerie Catherine McRory Tanya Murat	13 th Sep 2017	<ul style="list-style-type: none"> Views Tall buildings World heritage site: Greenwich River strategy Flooding
Lewisham	Angela Steward Wilson Lui	27 th Sep 2017	<ul style="list-style-type: none"> Water Space Study Housing Waste Infrastructure Retail
Southwark	Juliet Seymour Laura Hills	15 th Sep 2017	<ul style="list-style-type: none"> Water Space Study Connections Housing Office/industry Tall Buildings/protected views Transport Riverfront development Waste
LLDC	Alex Savine Gudrun Andrews	21 st Sep 2017	<ul style="list-style-type: none"> Waste management Connections Design Flooding

d. External stakeholder group meetings

At the early stages of the Local Plan, it was considered appropriate to hold two meetings to launch the initial consultation document (Our Borough, Our Plan: A New Local Plan First Steps) in November 2015 and to follow this up with progress made in April 2016. Invites were sent to all statutory consultee bodies and neighbouring authorities. Where possible this was a named representative.

Although the first two meetings were well attended, a third meeting was planned in December 2016 but cancelled due to lack of invitees accepting the invitation. Following this, it was decided that holding a meeting where such a wide range of stakeholders were invited was not an effective method of engaging. As the policies in the plan were evolving through the collection of evidence and regulation 18 document drafting stages, meetings with the boroughs continued where these were related to policy-specific discussions on duty to cooperate strategic matters (see appendix 1).

e. Association of London Borough Planning Officers (ALBPO)

Council officers regularly attended ALBPO development plan meetings and the policy officer sub-group meetings where there were relevant agenda items. These meetings take place on a quarterly basis and cover a wide range of policy matters, as well as general updates from the boroughs on the status of their plans. These meetings are a useful forum for discussing cross-cutting London-wide policy matters and sharing best practice ideas with colleagues.

f. Tall building study stakeholder workshop

On 1 November 2017, the council undertook a workshop with key stakeholders on the findings of the tall building study which was prepared to strengthen and support the new Local Plan building height policy. Council officers and urban design specialists presented on key aspects of the study and stakeholders were given the opportunity to give feedback. This feedback helped inform the assessment of the study and the proposed submission Local Plan tall building policies. The following stakeholders attended this workshop:

- Jack Berends – London City Airport
- Michael Atkins – Port of London Authority
- Therese Finn – City of London
- Clive Cornwell – City of London
- Karen Montgomerie – Royal Borough of Greenwich
- Tarana Choudhury – Royal Borough of Greenwich
- Holly Lang – Greater London Authority
- Tim Brennan – Historic England
- Richard Parish – Historic England
- Katie Brown – Network Rail
- Steve Mills – Network Rail
- Gudrun Andrews – LLDC
- Marina Milosev – LLDC
- Sue Cooke – London Borough of Hackney
- Matt Payne – London Borough of Hackney
- Peter Kelly – London Borough of Hackney
- Graham Dear – Royal Parks

- Peter Marsden – Maritime Greenwich World Heritage Site
- Ralph Mullen – London Borough of Newham

4. Duty to cooperate outcomes on strategic matters

a) Meeting housing need

Key duty to cooperate bodies:

Greater London Authority
London Borough of Hackney
Canal and River Trust
Port of London Authority
Queen Mary University
London Gypsy and Travellers Unit

Housing land availability

All local planning authorities across London collaborate with the GLA to produce the London Strategic Housing Land Availability Assessment (SHLAA) which is used by the GLA to produce each borough's housing target. The most recently completed exercise produced the London SHLAA 2013, which informed Further Alterations to the London Plan and the consolidated London Plan (GLA, 2016). Preparation of the London SHLAA 2013 was steered by the Strategic Housing Market Partnership and its technical sub-group.

The GLA was responsible for customising the database and software that the boroughs use to assess large sites (> 0.25 hectares), issuing the initial set of sites (or polygons) proposed for assessment, setting strict parameters to ensure that the assessment options are the same for each authority, and overseeing the outputs to ensure the assessment has been carried out in a uniform way and the process has not been manipulated by boroughs seeking to achieve a lower London Plan housing target. The GLA was also responsible for collating data on small sites, vacant homes and student housing and drafting the report of the SHLAA findings. The main task was to assess the large sites proposed for their area, determine whether to exclude sites/assign probability of sites coming forward on the basis of any constraints, and estimate the housing capacity of the site, all in accordance with the parameters set by the GLA and contained in the SHLAA 2013 methodology.

In 2017 the GLA commenced work on a new London SHLAA, following a similar process and methodology as that undertaken in 2013. The final updated London SHLAA report was not finalised in advance of the consultation on the proposed submission version of the Tower Hamlets Local Plan 2031, however the evidence produced was used to inform the plan's development and the council's updated local plan housing trajectory set out in appendix 7 of the proposed submission version.

The updated housing trajectory (incorporating 2017 SHLAA evidence) indicated that Tower Hamlets had sufficient land to address its objectively assessed need during the plan period, as well as addressing London-wide strategic need in line with the London Plan target up to 2025. The SHLAA evidence, however, indicated that Tower Hamlets did not have the capacity to accommodate the current strategic London wide target rolled-forward for the last five years of the plan period. As a result of this assessment, the GLA indicated that the borough's housing target will be lowered in the draft new London Plan. This approach and the shortfall were raised with the GLA at two meetings in March 2017 and August 2017. Policies were also circulated to the GLA in advance of the regulation 19 consultation (October 2017). The GLA confirmed that they thought the housing trajectory assessment carried out by Tower Hamlets was realistic and

reflected the capacity of sites within the borough and that the new revised housing target should help address the shortfall. This was confirmed when the GLA released the updated housing targets in the consultation version of the draft new London Plan (published on 29 November 2017), a week after the regulation 19 Local Plan consultation period ended. The new housing target set in the draft new London Plan significantly reduces the shortfall identified by reducing the borough's annual target by 420 homes per year from 3,931 to 3,511.

Key outcomes

The collaboration of all London planning authorities on a single London SHLAA removes the need for each authority to prepare an individual SHLAA for its own area. The results of the updated 2017 SHLAA have informed the housing trajectory and Housing Delivery Strategy (see www.towerhamlets.gov.uk). The GLA have confirmed they are satisfied by the proposed approach in the Local Plan despite the identified shortfall and have significantly reduced this shortfall by reducing the borough's housing targets in the consultation version of the draft new London Plan.

Housing market and need

Tower Hamlets is part of the wider London housing market area, which has complex sub markets. The London Plan sets out the borough level housing targets, but sub regions and local planning authorities are advised to consider how and where housing is delivered and to what mix and tenure. In order to do this, the council has developed its own evidence base and worked collaboratively with the GLA.

During the process of preparing the new Local Plan, Tower Hamlets has undertaken two Strategic Housing Market Assessments (SHMA). A full SHMA in 2015 and a refresh, in 2017, to take account of the latest population projections and emerging policy requirements; both SHMAs were undertaken by Opinion Research Services).

The 2015 SHMA was undertaken alongside a SHMA for the London Borough of Hackney, using a consistent approach, as they were considered to be part of the same housing market area. The 2017 SHMA was not undertaken alongside Hackney's, as its Local Plan timetable had diverged and only Tower Hamlets required a refresh to ensure the most up-to-date figures and legislation had been considered. The key evidence used to assess the housing market area are market signals and the 2017 SHMA confirmed that whilst 'Hackney is not part of this SHMA and it would be inappropriate to be considering the housing figures in another borough without their involvement. However, Opinion Research Services can confirm that if they were part of this project the findings below for Tower Hamlets would not be different'.

The 2017 SHMA established the full objectively assessed need for housing in Tower Hamlets to be 46,500 dwellings over the 15-year plan period (2016-31), equivalent to an average of 3,100 dwellings per year. This includes the objectively assessed need for affordable housing of 21,100 dwellings over the same period, equivalent to an average of 1,407 dwellings per year (45% of the objectively assessed need).

Key outcomes

The Local Plan seeks to meet the London Plan target, which is in excess of the borough's objectively assessed need. While there is an identified shortfall in meeting the London Plan target beyond 2025, the housing trajectory confirms that the borough has identified sufficient land to meet its need and will exceed its objectively assessed need in the first ten years, contributing towards meeting wider strategic housing need. The findings have been discussed

with neighbouring authorities at duty to co-operate meetings and no authority has requested that London Borough of Tower Hamlets should take any of their unmet housing need or made any negative representations about the Local Plan's approach to housing.

Residential moorings

On 25th May 2016, the council met with the Canal and River Trust and Port of London Authority (who between them manage and own the borough's inland waterways). In light of the new requirements of clause 115 in the Housing and Planning Act to '*consider the needs of people residing in or resorting to their district with respect to the provision of places on inland waterways where houseboats can be moored*' and the draft Department of Communities and Local Government guidance on how to consider the needs of people residing in or resorting to moorings for houseboats, one of the items discussed was residential moorings.

As a result of the discussion, the Canal and River Trust provided details of a detailed survey they had undertaken of London's houseboat dwellers between September and October 2016. Both organisations agreed to share any information they had as to where they were proposing to provide further residential moorings within the borough.

The council decided that the requirement to consider the needs of houseboat dwellers would be taken forward by two pieces of evidence – one in relation to housing need (the SHMA – see above) and one in relation to water space (the Tower Hamlets Water Space Study).

The SHMA concluded that they did not consider there to be a direct need for 'more moorings in Tower Hamlets, but instead that more moorings would help to address the wider housing needs of the area. We would suggest the role of additional moorings in meeting housing needs in Tower Hamlets is likely to be small, but even at 0.1% of the total objectively assessed need; this would amount to 45 more moorings being made available to houseboat dwellers'. In addition, as the need for houseboats was not due to 'personal preference but a reflection of wider housing market pressures which have made houseboats a cheaper location to live in London than bricks and mortar housing, additional houseboat moorings should be seen in the context of providing for a more diverse set of housing options in Tower Hamlets and as part of the wider housing delivery'. Therefore, the housing needs of houseboat dwellers would be considered with in the ordinary assessed need and a separate delivery target is not required.

Notwithstanding the SHMA's conclusions, the council tasked the consultants working on the Tower Hamlets Water Space Study to identify suitable locations for additional residential moorings. During the development of this study, the Canal and River Trust and Port of London Authority were consulted. A meeting was also held on 30 June 2017 with the Canal and River Trust to ensure that the potential mooring locations identified in the study were consistent with the recommendations of the Canal and River Trust's emerging London Moorings Strategy.

As a result of the meeting, the Local Plan has been amended to reflect the fact that the locations identified by the study are not the only locations where residential moorings would be considered appropriate, subject to other conditions, as outlined in policy D.OWS4 (water spaces) of the proposed submission version. The water space study has also been updated accordingly.

Key outcomes

Support is given to the provision of residential moorings, as a form of housing, within policy S.H1 (meeting housing need) of the proposed submission version of the Local Plan. Policy D.OWS4 (waterspaces) seeks to direct the location of residential moorings. The provision of new residential moorings will be monitored as part of housing delivery through the Annual Monitoring Report.

University associated accommodation (specialist housing)

Following the regulation 18 consultation, Queen Mary University approached the council to discuss a number of planning policy matters. At a meeting on 22nd February 2016 with representatives from the university, they raised concern about the availability of housing for university staff, due to increasing housing costs in the borough, and the impact this was having on recruitment and staff retention. They provided an example of the Imperial West Campus in Hammersmith and Fulham where part of the section 106 agreement aim one element of the affordable housing offer to the university's staff as an intermediate-type product.

London Borough of Tower Hamlets discussed this concern with the council's housing service, who advised that the national and regional shift away from housing directed towards specific occupations was due to difficulties determining eligibility criteria and that policies should instead focus on providing an adequate supply of intermediate products which could meet the needs of a wide range of middle income earners. However, it was recognised that where this form of housing already exists, such as nurses' accommodation, there is value in retaining such provision.

Key outcomes

Policy D.H2 (affordable housing) of the proposed submission version of the Local Plan includes a requirement for 30% of affordable housing provision to be intermediate housing, with a preference for the provision of homes at London Living Rent, a new more affordable intermediate housing product.

Following the regulation 18 consultation, policy D.H4 (was redrafted to widen the definition of specialist housing to reference staff accommodation ancillary to a relevant use, which would protect the retention of such a use.

Gypsy and traveller accommodation

In 2015 the government published the 'Planning Policy for Traveller Sites' document to be read alongside the National Planning Policy Framework. This document included a new planning definition of gypsies and travellers. The key change was made to the second part of the definition which related to the determination of whether persons are "gypsies and travellers" for the purposes of planning policy" and was the removal of the term 'persons...who have ceased to travel permanently'. This change meant that those who have ceased to travel permanently no longer fall under the planning definition of a traveller for the purposes of assessing accommodation need. The council has one gypsy and traveller site, located in Bromley North. It is council-owned and managed. The site was formally known as Eleanor Street and is now known as Old Willow Close, following a change as a consequence of Crossrail/Elizabeth line works. The site currently has 19 pitches and there are no vacancies. Additional space adjacent to the existing site, for 1 to 2 pitches, may become available on completion of Crossrail/Elizabeth line works.

In 2016, the council procured Opinion Research Services to undertake a gypsy and travellers accommodation assessment (GTAA) using the new government guidance. In line with good practice and to ensure the development of a robust evidence base to support the Local Plan policies, the consultants undertook stakeholder engagement to meet the requirements of the duty to cooperate and assist understand the situation and need in Tower Hamlets. Stakeholder engagement included the following.

- Survey of travelling communities through on-site fieldwork. All of the fieldwork was undertaken during the non-travelling season, and also avoided days of known local or national events. Fieldwork was completed between May and June 2016.
- Drop-in event for gypsies and travellers living in bricks and mortar.
- Telephone interviews with officers from neighbouring authorities.
- Telephone interviews with relevant council officers.
- Engagement with the London Gypsy and Travellers Unit and Showmen's Guild.
- Telephone interviews with council members.

One key role of the GTAA is to assess unmet and future needs. The GTAA identified the need for 1 additional pitch for a household that meets the new definition (currently a concealed adult household). The GTAA also assessed the needs of the 'non-travelling' community, who do not meet the new definition. This indicated that there is a need for 12 additional pitches over the 15-year period to 2031:

- Current need of 7.
- Future need is 7.
- Supply of 2 pitches.

The GTAA also undertook consultation with the neighbouring boroughs to determine whether there were any cross boundary issues which needed to be considered or addressed. The report concluded that there were no cross boundary issues and that there was sufficient engagement between boroughs on this topic.

Following the regulation 18 consultation, the Old Willow Close Residents Group and London Gypsy and Traveller Unit contacted the council to discuss the findings of the GTAA and the gypsy and traveller accommodation policies in the Local Plan. At a meeting on 30th March 2017, the following issues were raised:

- Support for the borough's GTAA due to its inclusion of a needs assessment for those who do not meet the new definition.
- However, concern that while the need is identified it has not been met through site allocations in the Local Plan or through any commitment in the Tower Hamlets Housing Strategy.
- London Gypsy and Travellers Unit consider that there is a need for around 18 pitches not covered through the statutory definition ((14 of which have been identified in the assessment) and an additional buffer for those whose needs could not be assessed).
- Suggestion that the Housing and Planning Act requirement to assess the needs of caravan dwellers would enable the council to more broadly assess the needs of gypsies and travellers.
- Suggestion that the council could explore requiring large development sites to provide a

small number of gypsy and traveller pitches as part of the affordable housing offer.

- Suggestion that Housing Revenue Account (HRA) housing estate land could also be considered.

The council expressed the view that the change in national definition and guidance and the resulting reduced 'need' meant that it would make allocating additional gypsy and traveller sites on private land very difficult to evidence and it would be unlikely an allocations would meet the tests of soundness required to be part of the final Local Plan.

Following the meeting the council explored those options which would not require allocating sites on private land. In particular the suggestion of requiring large developments to consider providing gypsy and traveller pitches and using the Housing and Planning Act caravan dwellers provision.

The large site proposal was discounted as the London Borough of Camden explored the possibility of making this a broad requirement through their Local Plan and the planning inspector concluded that: *'there is also no firm evidence that the development industry would be willing to engage in the process via windfall sites, and in this context there could be associated risks to overall housing delivery. Accordingly, I consider that this provision should be deleted from the three policies relating to Camden's draft plan'*. The council has therefore concluded that this approach is likely to be challenged by an inspector and has not included any such policy in its new plan.

Considering how the needs of non-travelling gypsies and travellers could be met using the Housing and Planning Act caravan dwellers provision has been subject to further consideration and will be taken on by the council.

Key outcomes

Policy S.H1 (meeting housing needs) of the proposed submission version of the Local Plan safeguards the existing site and seeks to safeguard any future pitches which may be delivered following the completion of the Elizabeth line.

The council (who manage the existing site) have committed to undertake a feasibility study of new pitches, once the land is handed over to the council by Crossrail. The council has also committed to considering the needs of gypsies and travellers and those expressing a preference for caravans, when reviewing its HRA land programme.

b) Delivering economic growth

Key duty to cooperate bodies:

Greater London Authority

City of London

London Borough of Hackney

Central Activities Zone, employment projections and the Preferred Office Locations

A continuous process of engagement with duty to cooperate bodies has been undertaken throughout the process of producing the employment policies in the new Local Plan, in particular with officers from the GLA in relation to their employment projections, and how this relates to the borough's own projections, through the Employment Land Review.

The indicative direction of GLA 's employment and retail/town centre approach has been monitored through forums such as the Association of London Borough Planning Officers (ALBPO) to ensure that the council's proposed policies align with what is likely to be within the new London Plan. At those forums, representatives from the GLA have provided updates on findings from their emerging evidence base.

In addition to the above, there has been discussion with the GLA and neighbouring authorities on how the borough's Preferred Office Locations have been identified and updated, particularly around key development sites on the Isle of Dogs. This has been in order to secure the borough's most important areas and future supply of land for offices and other strategic non-residential functions to enable the borough to meet employment projections and contribute to the objectives of the existing City Fringe OAPF and emerging Isle of Dogs and South Poplar OAPF.

The approach to employment within the City Fringe has also been discussed with the City of London as part of wider discussions on the Local Plan more generally.

Key outcomes

These meetings have resulted in a change to the council's initial approach on Preferred Office Locations as consulted on at the regulation 18 stage, particularly on which sites are deemed as appropriate for some level of residential uses. The council has obtained indication in writing that the approach being taken forward is acceptable to the GLA in principle.

c) Revitalising town centres

Key duty to cooperate bodies:

Greater London Authority
City of London
London Borough of Hackney

Reducing trade leakage outside of the borough

The Tower Hamlets Retail Capacity Study identified high levels of comparison spend leakage from the borough, particularly to Stratford. In addition northern parts of the borough have high convenience spend leakage to Hackney and Stratford.

Key outcomes

As such, the new Local Plan seeks to retain greater spend through introducing policies that enhance the vibrancy and attractiveness of town centres within the borough. This could potentially have some impact on neighbouring boroughs.

Balance and mix of uses in the City Fringe

During discussions with the London Borough of Hackney, they expressed interest in working with Tower Hamlets with regards to retail and other commercial development in the City Fringe in the context of their emerging 'Future Shoreditch Area Action Plan'.

Key outcomes

The Local Plan therefore includes policies to promote retail and commercial development across the City Fringe. For example, it proposes an extension to the Brick Lane town centre which

provides better scope to manage the mix of uses in this area.

d) Creating attractive and distinctive places

Key duty to cooperate bodies:

Historic England
Greater London Authority
City of London
Royal Borough of Greenwich
Civic Aviation Authority

Heritage and the historic environment

The design and heritage policies within the Local Plan seek to ensure that new developments are well designed, well connected, inclusive and respect the character of the borough, including the historic environment.

At the regulation 18 stage, a detailed representation was received from Historic England on the draft strategic policy DH3: the historic environment. It focused in particular on more consistency between the wording within the National Planning Policy Framework (NPPF) and the draft heritage policy. Historic England also highlighted that they have established new Archaeological Priority Areas which need to be included within the plan.

The design and heritage policies were revised following the regulation 18 stage and the revised policies were sent to Historic England on 29th June 2017 via email for further consideration and comment. A response was received from Historic England on 7th July 2017, focusing on the revised heritage policy (S.DH3) within the proposed submission version of the Local Plan. The comments included further advice on rewording the policy to make it more consistent with heritage guidance and legislation. Other suggestions included having a clearer distinction between designated and non-designated heritage assets and more background information about the borough's historic environment.

Key outcomes

Major revisions were made to the above mentioned heritage policy following comments from Historic England in October 2016 and July 2017. The terminology in the policy is now compliant with national policy and guidance – such as using the term 'preserve or enhance' within the policy to safeguard heritage assets. The revised Archeological Priority Areas have been included within the Local Plan Policies Map. The revised policy is also clearer on designated and non-designated heritage assets and identifies criteria for protecting listed buildings. In response to Historic England's comments in July, an explanation was also included on our approach to the historic environment and how it relates to the wider London context, thereby strengthening the overall policy.

Managing and protecting views

The criteria for managing and protecting views in the borough were initially included within the regulation 18 heritage policy. However, comments received at regulation 18 called for a separate local plan policy on views. Historic England, in particular, stressed that a separate policy should be included on protecting views, as views are not considered to be heritage assets but are recognised and valued in their own right.

Key outcomes

Following the comments received from Historic England, the council developed a new policy to help protect and enhance the borough's key views. The proposed new draft policy (policy D.DH4: shaping and managing views) along with the other amended design and heritage policies within the emerging regulation 19 document were shared with Historic England on 29th June.

The updated policies were also shared with adjoining authorities including the City of London (meeting: 19th July 2017), Hackney (meeting: 21st September) and the Royal Borough of Greenwich (meeting: 13th September 2017). Policy D.DH4 preserves views to and from both the City and Greenwich. The City of London asked about a local view from Whitechapel to the Eastern Cluster, which had been identified in Tower Hamlet's regulation 18 consultation document. The City of London were advised that further details about this will be set out in the Tall Buildings Study to be published on the website in July (a link was sent).

Tall buildings

The regulation 18 document aimed to set out a new approach to managing the development of tall buildings in the borough by introducing the concept of tall building zones. This was due to the increasing number of applications coming forward in the borough for tall buildings development. The vast majority of respondents asked for the tall building zones to be defined within the plan. Historic England pointed out that the evidence on tall buildings must be sufficiently robust. They stated that tall buildings should respond to and enhance the local character and asked for clarity on the overall approach to tall buildings, such as the promotion of tall building clusters.

Key outcomes

Following the comments at regulation 18 stage, the council commissioned a study to identify suitable locations for tall buildings development (tall building zones) and set out areas where tall buildings may be less desirable within the borough. The study takes into consideration the character of the different places in the borough and provides guidance on the design and layout of tall buildings. The study has been used to revise the approach to tall buildings in the plan, as set out in policy D.DH6 (tall buildings). The revised policy promotes five tall buildings zones and sets out criteria for development that is proposed outside of the zones. The Tall Buildings Study can be used as a guide by developers with proposals for tall buildings.

For the purpose of information sharing, the draft Tall Buildings Study was published on the council's website on Tuesday 25th July 2017 along with other local plan evidence base studies. This can be accessed through the following link: www.towerhamlets.gov.uk/localplan. Letters were circulated to consultees on the Local Plan database informing them of the published evidence base studies. This included statutory consultees, adjoining boroughs, all respondents to the regulation 18 consultation and other interested parties.

The GLA was engaged on the draft regulation 19 version of the plan via email. In the email response received from the GLA on 29th August 2017, the GLA expressed concern that the site specific definition of tall buildings could prove restrictive in lower density areas. Upon consideration of this comment and with advice from external consultants – it was concluded that the plan is taking a robust approach to where tall buildings should be located and no further changes were made to the plan/tall buildings policy.

In order to ensure that key stakeholders (including the GLA) understood the role of the tall building study, the council held a tall building workshop on 1 November 2017 during the 6-week period of consultation. Council officers and urban design specialists presented on key aspects of the study that supported and strengthened the proposed submission version of the Local Plan tall building policy set out in D.DH6. Stakeholders were given the opportunity to provide feedback and this helped them to understand the implications of the policies and informed how they made representations on the plan. The following stakeholders attended this workshop:

- Greater London Authority
- Historic England
- London City Airport
- Port of London Authority
- London Legacy Development Corporation
- Maritime Greenwich World Heritage Site
- Network Rail
- Royal Parks
- City of London
- Royal Borough of Greenwich
- London Borough of Hackney
- London Borough of Newham

e) Supporting community facilities

Key duty to cooperate bodies:

- Sport England
- NHS England
- Tower Hamlets Clinical Commissioning Group

Health facilities

Health and wellbeing is considered one of the key themes of the Local Plan and has been embedded from the first consultation documents. One of the key elements of embedding health and wellbeing was ensuring that the Local Plan reflected the local requirements for new health facilities in the borough. This was especially important due to the changes in local NHS delivery and structure.

The majority of engagement with health providers (including NHS England and the Tower Hamlets Clinical Commissioning Group) was facilitated by the council's public health team. However, the Plan Making Team also attended the Health and Wellbeing Board at each consultation stage (January 2016 and September 2017) to update on progress on the Local Plan and provide an opportunity for health priorities to be fed into the plan. During this period the Health and Wellbeing Board were also developing the Tower Hamlets Health and Wellbeing Strategy, so this engagement ensured that the Local Plan could also reflect emerging health priorities. In addition, officers from the council also attended the Clinical Commissioning Group Estates Strategy Workshop in November 2015 to ensure that the Local Plan timetable and requirements were considered in developing the strategy.

Key outcomes

As a result of this ongoing engagement, the Local Plan allocates land to accommodate eight additional health facilities. All new facilities are assumed to be general practice facilities and

1,000 square metres in size as this is the optimum size of facility prescribed by the NHS. In accordance with advice from the council's Public Health team, it is also assumed that each full time equivalent GP provided by each facility requires 150 square metres of floorspace.

Sport and leisure facilities and playing pitches

The National Planning Policy Framework (paragraph 73) requires local plan policies to be based on robust and up-to-date assessments of the needs for open space, sports and recreation facilities and opportunities for new provision. Information gained from the assessments should be used to determine what open space, sports and recreational provision is required.

Playing pitches are considered to be one type of open space in Tower Hamlets and hence and the findings of the playing pitch assessment are incorporated and addressed in the Open Space Strategy. Regular engagement with Sport England and the sporting national governing bodies has been conducted via the Strategy, Policy and Performance team in developing the Tower Hamlets Playing Pitch Assessment and Action Planning, and the Open Space Strategy, which are key evidence base documents underpinning the Local Plan.

This regular engagement has helped us ensure that the emerging documents follow the recommendations included in Sport England's guidance and meet the requirements of the NPPF. In addition, continuous engagement has been undertaken with Sport England throughout the plan development process. An initial phone call was conducted on 6 June 2015, followed by a meeting with Sport England on 18 May 2016 and then another meeting on 11 January 2017.

Key outcomes

These discussions have helped shape the final version of the policies and have resulted in greater reference to Sport England's guidance on active design in policy S.CF1 (supporting community facilities). They have also helped with stronger emphasis being placed on the opportunity to promote shared public use of sport facilities, including schools, in policies S.CF1 and D.CF3 (new and enhanced community facilities).

f) Improving connectivity and transport choice

Key duty to cooperate bodies:

- Transport for London
- Canal and River Trust
- London Legacy Development Corporation
- London Borough of Newham
- Highways England

Strategic transport matters

The congestion and crowding of the borough's transport and freight network, as well as its impact to air quality, are among the most significant issues affecting the future growth of new homes and jobs in the borough. The majority of the council's external engagement in regards to strategic transport matters has been with Transport for London (TfL) as the strategic transport body for London. The council has developed a close working relationship with this body and they have been actively engaged throughout the Local Plan process.

TfL submitted representations on the Local Plan at each stage of the process and these have been taken on board. In general, TfL have indicated strong support for the wording of the

policies in the plan, particularly those which seek to prioritise the use of sustainable transport (walking, cycling and public transport) and borough-wide permit-free development.

In order to ensure that the strategic transport matters are fully enshrined in the plan, TfL have also been closely involved in the development of the proposed submission version of the Local Plan (transport chapter and policies) and on two occasions (during May and July 2017) they were given the opportunity to review the policy and provide feedback.

Key outcomes

Feedback from TfL resulted in very positive changes to the local plan transport chapter and policies, including the following.

- Strategic transport advice relating to projects contained within the TfL Business Plan (i.e. Dockland Light Railway upgrade plan, strategic river crossing proposals, river transport proposals, strategic cycle infrastructure and the Silvertown Tunnel safeguarding). We also received GIS data from TfL relating to these projects which helped to inform our Policies Map.
- Greater alignment of policy (S.TR1) to London Plan objectives and TfL initiatives, such as the emerging Mayor's Transport Strategy and healthy streets approach.
- Support to balance the 'transport challenges' set out in policy S.TR1 with a more positive account of the future opportunities of London's transport potential.
- Strengthening of delivery, funding and implementation aspects of the policy in relation to policy D.SG4: developer contributions.

Transport evidence base

Effective engagement has been an important part of developing our transport evidence base underpinning the Local Plan including specific input into modelling as well as regular opportunity for review and feedback. For example, during the development of the 2016 Tower Hamlets Strategic Transport Assessment, TfL along with neighbouring boroughs attended a stakeholder workshop to discuss key strategic transport issues. Furthermore, during the development of the 2017 Parking and Freight Study, given its unique brief we requested that TfL review the final tender document before being sent out to consultants.

Key outcomes

The stakeholder workshop noted above provided an effective forum to discuss key strategic cross-boundary issues that could then feed into the transport assessment. Furthermore, involving TfL in our latest Parking and Freight Study resulted in specific support on the issue of parking in relation to congestion and air quality, the use of TfL HAM model, and support in relation and to a 'parking need' heat mapping exercise.

Transport infrastructure planning

Ensuring the right strategic transport and freight infrastructure is in place is essential to support the growth expected in the borough. The council has been working closely with TfL, the London Legacy Development Corporation (LLDC), the Canal and River Trust and other partners to support the delivery of transport projects in order to meet the objectives of the Local Plan. These are contained in the Infrastructure Delivery Plan and include strategic projects contained within the TfL business plan, as well as cross-boundary projects such as those contained within LLDC's current and future list of infrastructure projects.

Key outcomes

As a result of this ongoing engagement, the Infrastructure Delivery Plan includes a full list of transport projects required to support planned growth in new homes and jobs over the plan period, including:

- station upgrades, bus network enhancements and the DLR upgrade plan;
- improvements and enhancements to cycle infrastructure; and
- various new bridge and connection projects, including a pedestrian/cycle river crossing between Rotherhithe and Canary Wharf; various crossing options at South Dock (which includes working with the Canal and River Trust); and new bridges across the River Lea.

The council also contracted other key duty to cooperate bodies in relation to transportation matters relating to the Local Plan, including Network Rail, Office of the Rail Regulation and Highways England. However, due to the nature of the development sites in the borough, which have very limited impact upon the areas under the remit of these bodies, the council does not consider there are strategic issues of relevance in relation to the duty to cooperate which will have implications for the preparation of the Local Plan.

g) Managing waste

Key duty to cooperate bodies:

Greater London Authority
Neighbouring boroughs
Environment Agency

Evidence base review

The management of waste is one of the most pressing issues facing Tower Hamlets. The borough will have significant growth in the coming decades and with this comes a greater need to reduce, recycle and recover more waste and divert it away from landfill.

Tower Hamlets is a unitary waste planning authority, waste collection authority and waste disposal authority. Through the Local Plan, we must identify sufficient opportunities to meet the identified needs of the borough for the management of waste, aiming to drive waste management up the waste hierarchy and help London become net self-sufficient by 2026 in accordance with the London Plan. In doing this, we are required to meet the apportionment target set out in the London Plan, through a combination of safeguarding existing waste sites and identifying new areas that can potentially accommodate waste facilities up to 2036. It has been calculated that between 3.65 and 5.27 hectares of land is required up to 2036.

In response to the regulation 18 consultation, the Environment Agency raised concerns about the 80,000 tonnes per hectare assumption used in the Waste Management Evidence Base (2016) to calculate the throughput that sites are able to achieve. The Environment Agency took the view that 80,000 tonnes per hectare is too optimistic and is unlikely to be achieved, particularly in London. The Environment Agency also took the view that the Waste Management Evidence Base (2016) inaccurately accounted for waste that contributed to the borough's apportionment target because the waste was being double counted (i.e. it was also being counted towards another borough's apportionment).

Key outcomes

In response to the Environment Agency's comments a tender was put out to procure consultants to undertake a review of the evidence. A meeting with the Environment Agency took place in February 2017 to have further discussions about their concerns with the evidence base. Following the appointment of new waste consultants to review the evidence, a meeting with the Environment Agency (and the GLA) was held in April 2017 to discuss the approach and assumptions that we would be making going forward. The Environment Agency agreed that we could use a range showing the minimum and maximum throughput assumptions.

The updated evidence base (Waste Evidence Base Review, 2017) uses assumptions of 45,000 tonnes per hectare and 65,000 tonnes per hectare. The calculations for the borough's apportioned waste was also reviewed and amended to ensure that the figures were not being double counted.

The evidence base was also updated to include three of the seven waste streams that were not considered in the 2016 document. There are: agricultural waste, waste water and low level radioactive waste. The GLA and the North London Waste Plan noted that the regulation 18 policies were silent on these waste streams and as a result would not be in conformity with the NPPG.

In July 2017, the Environment Agency was sent a copy of the updated policies and evidence and confirmed that the issues raised with regards to the throughput and apportionment had been addressed. A matter relating to the policy to protect sensitive receptors near new waste facilities was raised. The council considered that the amenity impacts were addressed through the requirements of the policy relating to new waste facilities (policy D.MW.2), however, in order to address the Environment Agency's comments we included additional information in the supporting text of the strategic policy (S.MW1) to ensure that new facilities are directed away from sensitive receptors and detrimental amenity impacts can be adequately mitigated..

The GLA and LLDC was also sent a copy of the policies and evidence base in July 2017; the LLDC were generally happy with the comments and suggested that the site areas were amended to reflect the changes that were discussed and agreed though the development of the evidence base. The GLA did not make any comments regarding the evidence base.

The Environment Agency suggested that the policy in relation to new waste facilities should include a requirement that they be enclosed. This has now been incorporated into the policy.

The GLA said that details of what we are doing to achieve recycling targets should be incorporated. This has now been included in the policies and supporting text.

Safeguarded waste sites and areas of search

The London Plan (policy 5.17) requires boroughs to allocate sufficient land to provide capacity to manage the tonnages of waste apportioned.

The Waste Management Evidence Base (2016) identified that an additional 1.15 hectares of land would be required in order to meet our apportionment target and could be met through a identifying and allocating three new sites to be used for waste purposes only, as well as identifying areas of search. It also suggested that two of the boroughs existing waste sites were

safeguarded (Clifford House and Northumberland Wharf).

Three sites were identified as being suitable for allocating and safeguarding for waste uses only are situated within the LLDC. They are:

- 616-618 Wick Lane (Land at Wick Lane, Fish Island);
- 455 Wick Lane; and
- Iceland Wharf.

Two areas of search within the LLDC were also identified:

- Fish Island (Strategic Industrial Location).
- Bow Midland Depot.

On 12th December 2016, during the regulation 18 consultation period, a meeting with the LLDC took place regarding the McGrath waste site. The regulation 18 policies were raised and the LLDC did not make any comments. In addition, no other comments were received from the LLDC in response to the regulation 18 consultation.

On 8th May 2017, after new consultants had been appointed, a meeting was held with the LLDC to inform them about the direction of our waste policies and evidence base. At the meeting the LLDC expressed that they do not want the three sites to be allocated and safeguarded for waste uses. Moreover, one of the sites (Iceland Wharf) falls within their Other Industrial Location Designation, which does not make explicit reference to waste uses being appropriate.

Further discussions with the LLDC took place and they suggested that due to the fact that we do not have the ability to designate sites within their boundary because we are not the planning authority for their area. It was, however, suggested that we could include areas of search in order to identify land to contribute to our apportionment target.

In light of the above, the GLA were contacted via email on 15th June 2017 to see if they would support our approach to identifying areas of search as opposed to safeguarding specific sites. No objections were raised by the GLA, who confirmed that the approach appears to be in conformity with the NPPG and the London Plan.

Another meeting was held with the LLDC on 19th June to ascertain how sites within the LLDC could be referred to in the Tower Hamlets Local Plan. It was important for the LLDC that the LLDC and LBTH sites were differentiated and it is made clear that sites within the LLDC are subject to LLDC planning policies set out in their adopted plan. The LLDC reiterated their original suggestion of including sites within their boundary as areas of search rather than identifying specific sites.

At the meeting, it was discussed that the emerging 2017 evidence base identified that Unit 6 Stour Road is a safeguarded waste site under the adopted Tower Hamlets Managing Development Document (2013) and we expressed that we would like to continue to safeguard it. The LLDC informed that the site does not currently operate as a waste site and there is not information as to when last operational waste uses took place. In addition, it falls within an area that has been identified for mixed-use development and it is close proximity to a site allocation

and conservation area. It was therefore recommended that the site not be included in the emerging Tower Hamlets Local Plan.

The LLDC expressed that they did not think that Iceland Wharf was appropriate for waste uses given its designation as an "Other Industrial Location". There was no evidence that the site is currently being used for waste related uses. In addition, there has been interest in the site and it is expected that an application will come forward prior to the Tower Hamlets Local Plan going to examination in public. It was suggested that the site is removed from the Tower Hamlets Local Plan.

With regards to 616-618 Wick Lane, the LLDC are also supportive of our approach to include the site as an area of search and we acknowledge that we cannot designate land within their boundary.

With regards to 455 Wick Lane there was some discussion about whether the site was currently used for waste purposes so a site visit took place on 27th July with LLDC officers to ascertain how much if the site is used for waste purposes.

The LLDC said that the policy and evidence in relation to Bow Midland Depot should consider the conflict between the waste and aggregates uses and it should be made clear how they can work on the same site but had no objections in principle for the site to be included as an area of search.

In addition, a decision was made that rather than have various areas of search within the Fish Island Strategic Industrial Location (e.g. Bow Midland Depot, 616-618 Wick Lane) designation, the entire Fish Island Strategic Industrial Location would be identified as an area of search because waste uses are acceptable in principle within this location.

On 27th July 2017, a copy of the draft policies and emerging evidence base was sent to the LLDC, GLA, Environment Agency and North London Waste Plan to review and comment on. The evidence base calculated that in order to meet our apportionment target between 3.65 and 5.27 hectares of additional land would be required. Our policies proposed a combination of safeguarding existing waste sites (operational and non-operational) and identifying areas of search.

The LLDC responded to the policies, evidence base and maps and were generally happy with the approach, but just wanted clarify that the findings from the site visit to 455 Wick Lane would be updated in the policies and evidence base. They also raised that it would be difficult to categorise 455 Wick Lane as a waste site as the waste use is ancillary to the main use of the site. However, a subsequent telephone conversation with the officer confirmed that the LLDC would not object if we kept the new site area of 455 Wick Lane in the policy but just make it clear that it is ancillary to the main function of the site.

On 16th August 2017, the GLA said that they had no formal objections with regards to the waste policies but noted that the reference to transfer stations in our proposed areas of search does not contribute to the boroughs apportionments. As a result of this, the reference was removed. The same comments were made in an email dated 29th August from the GLA regarding various aspects of the Local Plan.

On 22nd August 2017, an email was sent to the LLDC to obtain their view on the proposed wording of how 455 Wick Lane would be referred to in the policy.

On 31st August 2017, the GLA sent another email regarding the waste policies, this time stating that our policies should identify land within the areas of search that we can safeguard for waste purposes.

Safeguarding land within areas of search is essentially the same as identifying sites which were unable to do due to the sites falling within the LLDC boundary. Also, the availability of sites coming forward within the areas of search has been based on vacancy rates and business turnover, so it is not possible to identify let alone safeguard specific locations. On 5th September an email was sent to the officers at the GLA asking them to clarify their reasoning.

Further correspondence with the GLA on the 19th September 2017 confirmed that they would like Tower Hamlets to demonstrate that we will monitor and review new waste capacity and loss of capacity and that we will review the plan if our capacity targets are not met by key milestones. In order to address this wording has been incorporated into the supporting text demonstrating that we will review waste capacity in accordance with our delivery and monitor framework as set out in the appendix of the plan.

Cross-boundary waste movements

Tower Hamlets relies on a number of waste planning authorities to deal with its waste, and therefore it is important that throughout the preparation of the Local Plan, we can ensure that there is adequate capacity for our waste to be managed.

The volumes of waste exported that were used to consult waste planning authorities are:

- Non-hazardous: 1,000 tonnes per annum.
- Hazardous: 100 tonnes per annum.
- Inert waste including excavation waste: 5,000 tonnes per annum.

These thresholds have been used to inform the preparation of other waste plans within other London local authorities (including the North London Waste Plan and West London Waste Plan), as well as the East of England and South East waste planning authorities, and so were considered appropriate for Tower Hamlets.

Waste planning authorities that dealt with equivalent or more than the above volumes of the boroughs waste were contacted in July 2016 and May 2017. The main purpose of the engagement was to find out that status of the waste sites that were identified as treating our waste, whether there were reasons why the waste movements could not continue from an operational as well as a policy point of view.

No objections were raised, but various authorities provided updates on the status of waste sites and whether waste movements to those sites could continue. It was suggested that we could consider planning for facilities for hazardous waste, however our evidence suggests that given the specialist nature of hazardous waste facilities and their wider than local catchment areas and the relatively small quantities of waste being generated within the borough (around 2%), it has been concluded that the borough does not require any new specialist waste facilities.

Further to this, the council discussed the potential for joint handling and management of waste by joining the East London Waste Authority (ELWA) with the London Borough of Newham at the duty to cooperate meeting held on 12 December 2017. The London boroughs of Barking and Dagenham, Havering, Newham and Redbridge are members of this authority and the possibility of Tower Hamlets joining the authority has been discussed at officer level. This is due to the fact that each authority's respective waste collection contracts are due to end around the same time in 2026. However, ongoing discussions will take place between the respective authorities to consider future joint working arrangements in the light of changes to London Plan waste apportionment targets and the future review of the East London Waste Plan.

h) Managing and protecting our environment

Key duty to cooperate bodies:

Canal and River Trust
Port of London Authority
Lea Valley Regional Park Authority
Marine Management Organisation
Environment Agency
Thames Water
London Borough of Newham

Flood risk and water management

Local planning authorities are required to complete a Strategic Flood Risk Assessment (SFRA) to assess the risk in their area from flooding. In March 2016, the council commissioned AECOM to undertake a SFRA (which would encompass the requirements of both the level 1 and level 2 SFRA) to inform the Local Plan and planning decisions. As part of developing this assessment, AECOM and the council established a steering group which comprised of representatives from the council, Thames Water and the Environment Agency. The steering group met three times in April 2016, June 2016 and October 2016. The steering group signed off the methodology, data requirements, the draft SFRA and the final SFRA.

During the second project meeting it emerged that the Environment Agency did not have up-to-date climate change modelling for the River Lea, however they were working with the London Borough of Newham to support them to procure consultants to undertake the modelling as part of updating their SFRA. The Environment Agency suggested that Tower Hamlets could work with London Borough of Newham on the modelling to ensure it was undertaken in time to feed into the Tower Hamlets SFRA. This was duly undertaken with a joint procurement exercise between the Environment Agency and the London boroughs of Tower Hamlets and Newham.

During the regulation 18 consultation, the Environment Agency raised concerns about the draft flood risk policy and suggested that it was insufficiently detailed enough. Following these comments the council met with representatives of the Environment Agency in February 2017 to receive further comments.

This fed into revised policies which were shared in June 2017, where the Environment Agency made some further comments but indicated they were satisfied by the revised policy.

Key outcomes

The SFRA (2017) includes the results of revised River Lea modelling undertaken following the

joint procurement exercise. As this mainly identified flood risk implications for the London Legacy Development Corporation area, this was shared with them during a duty to co-operate meeting in September 2017.

Following the dialogue with the Environment Agency about the emerging flood risk policy within the Local Plan (now D.ES4), the policy has been strengthened, providing greater clarity on vulnerable uses, the sequential and exception tests and expectations regarding the preparation of flood risk assessments.

i) Enhancing open spaces and water spaces

Key duty to cooperate bodies:

Lea River Park Authority
Canal and River Trust
Port of London Authority
Natural England

Open spaces

The development of the open space policies has been subject to continuous engagement with several relevant organisations that manage or have interest in the borough's open spaces, including the Environment Agency, Natural England, Lea Valley Regional Park Authority and Sport England. In addition, the council has undertaken continuous and detailed engagement with the general public as well as landowners, developers and relevant organisations throughout the development of the Open Space Strategy.

The open space policies in the proposed submission version of the Local Plan have also shared with the Environment Agency prior to consultation. This continuous engagement resulted in strengthening the policy approach to better promote the provision of new open spaces and green infrastructure which is multi-functional and easier to access by the public.

Key outcomes

In light of the comments provided by the Environment Agency, the open space policies were also amended to include stronger emphasis on the need for development to protect and enhance the borough's biodiversity, including improvements throughout all water spaces (rivers, canals and tributaries) to ensure biodiversity gain (as well as amenity value) such as native planting.

Water spaces

The development of the water space policies has been subject to continuous engagement with several relevant organisations that manage or have interest in the borough's waterways, including the River Thames, River Lea and the network of canals. The Canal and River Trust, Port of London Authority and the Environment Agency provided detailed comments on our proposed policies throughout all stages of public consultation.

The council organised a meeting on 25 May 2016 with the Canal and River Trust, Port of London Authority and the Lea Valley Regional Park Authority to provide an update and seek comments on the emerging new Local Plan. As a result, a stronger reference was made to the borough's safeguarded wharves and the need for additional residential moorings at appropriate locations.

The council held a follow-up meeting with Canal and River Trust on 30 June 2017 to discuss the emerging evidence base (the Tower Hamlets Water Space Study). Following the meeting, the Canal and River Trust was given an early opportunity to provide comments on the latest draft of the policies.

A further meeting was held on 7 July 2017 with the Marine Management Organisation, Lea Valley Regional Park Authority and Port of London Authority (who were invited but did not attend). As a result, a stronger reference was made in the plan to the emerging South East Marine Plan and the South East Marine Plan area was added onto the emerging Policies Map. Following the meeting, these bodies were provided with the latest drafts of the policies and with the opportunities to provide additional comments and influence the development of the policies.

Key outcomes

As a result of the cooperation with these bodies the policies have been amended to provide stronger emphasis on protecting biodiversity and enhancing opportunities for cultural, recreational and leisure activities on our water spaces in policy S.OWS2. Following Canal River Trust's recommendations, we separated the water space policies from the open space policies, recognising the different challenges and opportunities they provide and hence the requirement for a specific approach to be taken to manage them. These discussions also resulted in the Water Space Study being amended to reflect additional opportunities for the borough's water spaces, such as the creation of destination points. In addition, policies S.OWS2 and D.OWS4 were amended to reflect the fact that some loss of the borough's water spaces might be considered appropriate where this is as a result of the delivery of appropriate water-support infrastructure to support water related uses.

Lea River Park

The council has undertaken continuous and detailed engagement with the general public as well as landowners, developers and relevant organisations throughout the development of the Open Space Strategy. The Lea River Park is a strategic green infrastructure project located on the final stretch of the River Lea, where it meets the River Thames. It falls within the boundaries of three London planning authorities – London Legacy Development Corporation), Tower Hamlets and Newham. The park connects a series of existing but fragmented public open spaces, proposes development of new parks and additional pedestrian and cycle connections to connect Queen Elizabeth Olympic Park to the Royal Docks and the River Thames through a continuous walking and cycling route along the River Lea (named the Leaway). Two joint planning meetings about the Lea River Park were held between Tower Hamlets, LLDC and the London Borough of Newham on 21st September 2016 and 19th October 2016.

Key outcomes

As a result of the meeting the support for the Lea River Park was stronger emphasised in the policies and elements of the project were further incorporated in the green grid and site allocations mapping. A consideration of the production of a joint Lea River Park Supplementary Planning Document and London Borough of Newham was also explored and Tower Hamlets shared the latest draft of the emerging open space policies to ensure that London Borough of Newham were content with the policy approach and working.