

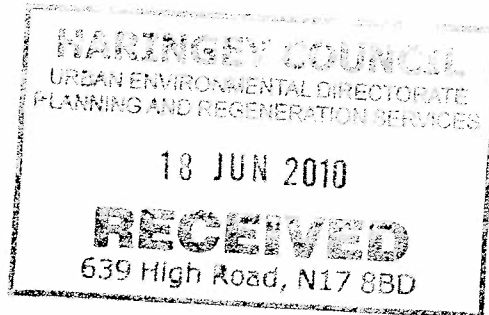
Mayor's Office

Ciara Whelehan

Team Leader Planning Policy
Haringey Council
639 High Road
Tottenham
London N17 8BD

15

City Hall
The Queen's Walk
More London
London SE1 2AA
Switchboard: 020 7983 4000
Minicom: 020 7983 4458
Web: www.london.gov.uk
Our ref: PDU/LDF14/LDD08/
Date: 16 June 2010



Dear Ms. Whelehan

Haringey Council Local Development Framework: Pre-submission of the Core strategy**Statement of general conformity with the London Plan (Planning and Compulsory Act 2004, Section 24 (4) a)**

Thank you for your letter of 10 May 2010 consulting the Mayor on the above document and requesting an opinion on general conformity.

The Mayor has delegated his planning powers to me and on 16 of June 2010 I considered a report on this matter, reference PDU/LDF14/LDD08/01. This report, together with the attached appendices, constitute my formal representations to the pre-submission consultation. Please note that this includes representations relating to general conformity with the London Plan as well as other representations to clarify or improve policy.

As you will be aware, all development plan documents must be in general conformity with the London Plan under section 24 (1) (b) of the Planning and Compulsory Purchase Act 2004. However, it is my opinion that the submission document is not in general conformity with my London Plan in respect of the following matters:

- The Core Strategy makes no reference to the commitment to increase recycling of municipal, commercial and industrial waste. This is inconsistent with London Plan policy 4A.21
- Core Strategy policy SP6 only makes reference to the collective apportionment of waste across the London boroughs participating in the joint North London Waste Plan. The Council should clearly state its own waste apportionment and recycling targets, and include a commitment to facilitate the maximum use of waste sites in line with London Plan policy 4A.24.

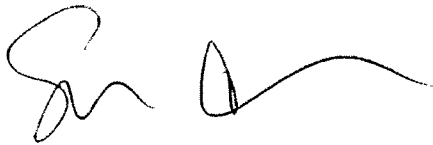


LP is our dev plan!

- Core Strategy policy SP13 should make explicit reference within the policy box to the requirement for provision of play and informal recreation space for children and young people in line with London Plan policy 3D.13. *making the LP longer adhering to LP*

If you would like to discuss any of my representations in more detail, please contact Graham Clements (graham.clements@london.gov.uk / 020 7983 4265) who will be happy to discuss them and arrange further meetings.

Yours sincerely



Sir Simon Milton

Deputy Mayor of London and Chief of Staff

cc Joanne McCartney, London Assembly Constituency Member
Nicky Gavron, Chair of London Assembly Planning and Housing Committee
Ian McNally & John Pierce, GoL
Colin Lovell, TfL
Javiera Maturana, LDA



Core Strategy Pre Submission, Development Plan Document**(Haringey Council Local Development Framework)****Consultation on Pre-Submission Document**

Town & Country Planning Act 1990 (as amended); Greater London Authority Acts 1999 and 2007; Planning and Compulsory Purchase Act 2004 (as amended); Town and Country Planning (Local Development) (England) Regulations 2004 (as amended).

Strategic issues

- Commitment to increase recycling rates in relation to commercial, industrial and municipal waste.
- Statement of Haringey Council's waste apportionment and recycling targets, and commitment to facilitate the maximum use of waste sites.
- Commitment to providing play and informal recreation space for children.

Recommendation

That the Mayor agrees to submit the comments set out in this report and in the attached appendix to Haringey Council as the formal response to the Pre-Submission consultation, and that Council be advised that the proposed Submission Document is not in general conformity with the London Plan in relation to the above strategic issues.

Context

1. On 10 May 2010 Haringey Council consulted the Mayor of London on the above Development Plan Document. This report sets out information for the Mayor's use in deciding what comments to make. The consultation period ends on 21 June 2010.
2. The Planning and Compulsory Purchase Act 2004 ("the Act") introduced a new system of preparing development plans. This requires boroughs to progressively replace existing unitary development plans with a portfolio of local development documents that will collectively form the local development framework for each of the boroughs. The local development framework together with the London Plan provides the essential framework for planning at the borough level. The "development plan" in London for the purposes of section 38(6) of the Act is:
 - The London Plan (consolidated with alterations since 2004), and
 - Development plan documents produced by the borough councils (and saved unitary development plan policies in transitional period).
3. There are three types of local development documents: development plan documents (DPDs); supplementary planning documents (SPDs); and statements of community involvement.

The document now being consulted on is a DPD with development plan status, which will be subject to an examination to test the 'soundness' of the plan.

4. Planning Policy Statement 12 (*'Creating strong, safe and prosperous communities through Local Spatial Planning'*) sets out that to be 'sound' a core strategy should be justified, effective and consistent with national policy. Paragraph 4.50 of PPS 12 sets out that an Inspector is charged with checking that the plan has complied with legislation, which will include checking that the plan conforms generally to the London Plan.

5. The Haringey Local Development Framework will replace the adopted 2006 Haringey Unitary Development Plan. It will set the Council's approach to the planning of the borough up to 2026 and will consist of the Core Strategy, Proposals Map, Development Control Policies and Site Specific Allocations Documents and a number of supplementary planning documents.

The Mayor's role

6. All development plan documents must be in general conformity with the London Plan, in accordance with Section 24(1)(b) of the Act. It is also a statutory requirement for local planning authorities to request the Mayor's opinion on general conformity at the same time as it publishes the document prior to submitting it to the Secretary of State. Regulation 27 requires consultation at the pre-submission stage. The Mayor issues this opinion on DPD general conformity in accordance with Section 24(5) of the Act.

7. Mayor of London's comments will be made available on the GLA website www.london.gov.uk.

Previous representations

8. The Mayor made representations on the preferred options consultation stage of the plan preparation process on 25 June 2009, (planning report PDU/LDF14/LDD07/01), and representations were made by officers under delegated authority to the Issues and Options consultation stage on 29 March 2008. Numerous issues raised at these stages have been satisfactorily resolved, however, a number of issues remain and are outline below.

Proposed representations

9. The most significant strategic issues are outlined in this report. Further detailed comments are provided in Appendix 1 and must also be considered as part of these representations.

Waste

10. Core Strategy Policy SP6 states that the Council shall "*increase household recycling rates...*". While this is supported, the Core Strategy makes no reference to the commitment to increase recycling of municipal, commercial and industrial waste. This is therefore inconsistent with London Plan policy 4A.21. To address this issue the policy should state that Haringey Council will increase recycling rates in relation to commercial, industrial and municipal waste, in order to achieve the Mayor's recycling targets.

11. While it is understood Haringey Council is committed to the preparation of a joint North London Waste Plan, Core Strategy policy SP6 only makes reference to the collective apportionment of waste across the participating London boroughs. The Council should clearly

state its own waste apportionment and recycling targets, and include a commitment to facilitate the maximum use of waste sites in line with London Plan policy 4A.24.

22/3/16

12. The Core Strategy should also demonstrate clear links to the Council's energy policies by promoting the generation of renewable energy from waste as set out in London Plan policy 4A.24.

5/6
Sign posting to SP4

Children's play space

13. Following GLA representations made on the Core Strategy at preferred options stage the Council has introduced policies on children's play space within its 'Open Space and Biodiversity' policy (SP13). This is welcomed, however, further detail should be provided in relation to the points made below, and the Council are requested to introduce a dedicated child play and informal recreation policy into the Core Strategy to better encapsulate requirements in this regard.

22/4/16

14. While the Council states in paragraph 6.3.33 of the supporting text for Policy SP13 that the provision of play space associated with new development should be "broadly in accordance" with the Mayor's SPG 'Providing for Children and Young People's Play and Informal Recreation', no reference is made to the target to provide 10 square metres of play space per child. The Council should cite the 10 square metre per child target in the supporting text.

15. To ensure conformity with London Plan policy 3D.13 explicit reference should be made, within the key policy box, to the requirement for provision of play and informal recreation space as part of new housing developments.

16. The Council should also look to introduce further detail to establish clearer links between the provision of new play space in relation to the expected child occupation for new developments, and to differentiate between play provisions for different age-ranges. The Council's assertion of its commitment to secure long term maintenance of such play space through section 106 agreement is, however, supported.

Climate change mitigation

17. Climate change mitigation policies within the Core Strategy are broadly supported in line with the London Plan. However, the main focus of Policy SP4 is on decentralised energy networks. While this is supported, more emphasis should be given to energy efficiency (at the top of the energy hierarchy) prior to focussing on decentralised energy and renewables. The Council should balance the emphasis of Core Strategy policy SP4 to better reflect the Mayor's energy hierarchy in line with London Plan policy 4A.1.

22/5/16.5
193

18. Core Strategy policy SP4 states that "from 2011 onwards, all new residential development will achieve a minimum 44% reduction in total (regulated ~~and unregulated~~) CO₂ emission in line with Code for Sustainable Homes level 4 energy standards, and should aim at achieving level 6." The aspiration of meeting level 6 standards is supported. The Council should note, however, that while the London Plan encourages developers to address unregulated emissions as part of the design and specification of buildings the 44% target is only applicable to regulated emissions. This is in line with the Code for Sustainable Homes which only starts assessing unregulated emissions at level 6. The council should therefore not associate this target with unregulated emissions.

22/6/16.1
193

19. Policy SP4 should also require developers to assist in mapping planned networks in partnership with the LDA decentralised energy networks. This requirement should be supported in the Site Specific Allocation DPD policies.

20. Further comments on Core Strategy policy SP4 are set out in Appendix 1.

Housing

21. Housing policies within the Core Strategy are broadly supported in line with the London Plan. The Council should, however, put greater emphasis on the emerging London Plan housing targets within the draft replacement London Plan and give consideration to the impact on delivery in the borough if these targets remain as proposed.

22. While Core Strategy policy SP2 states new development will meet density levels set out in the London Plan density matrix, the Council should also look to provide more detailed density ranges within the policy, or an appropriate density matrix within the Core Strategy. Appropriate density ranges could be referenced in relation to the growth areas identified within the Core Strategy, and this would contribute to the 'local distinctiveness' of the document.

23. Further comments on Core Strategy policy SP2 are set out in Appendix 1.

Transport and accessibility

24. Transport for London (TfL) has provided a number of detailed comments that are set out in Appendix 1. These cover a range of issues, which should be addressed prior to submission stage.

Legal considerations

24. All local development documents must be in general conformity with the London Plan in accordance with Section 24(1)(b) of the Act. This is a key test of the soundness of plans. The Mayor's representations made at this stage will go forward to the examination in public and must include an opinion regarding general conformity with the London Plan. The test of general conformity is set out in Circular 1/2008 and states that LDDs should not be adopted unless they properly reflect the policies in the Spatial Development Strategy. The Circular states: *"The test is of general conformity and not conformity. In practice, this means that it is only where an inconsistency or omission in a development plan document would cause significant harm to the implementation of the spatial development strategy, that it should be considered to not be in general conformity."*

25. The Mayor's General Conformity Guidance Note (July 2006) confirms that the principle of general conformity applies to all policy areas of the London Plan and can apply to a single policy issue. The Guidance Note also confirms that the Mayor will make other comments on development plan documents to clarify and enhance policy implementation.

26. The fact that a development plan document is inconsistent with one or more policies in the spatial development strategy, either directly or through the omission of a policy or proposal, does not, by itself, mean that the document is not in general conformity. Rather, the test is how significant the inconsistency is from the point of view of delivery of the spatial development strategy.

27. Any expression of opinion from the Mayor that the development plan document is not in general conformity will be treated as a representation to be dealt with by the Inspector at the

examination. The Planning Inspectorate has stated that the view of the Mayor's opinion "will be given considerable weight"¹ and that a lack of general conformity with the London Plan will need to be fully justified on the basis of local circumstances, based on relevant evidence.

28. GOL Circular 1/2008 (Strategic Planning in London) confirms that the Mayor's opinion on general conformity will be the starting point for consideration of a DPD by an Inspector to ensure the Mayor's policies are fully considered when draft DPDs are examined. Paragraph 4.5 states that "The Inspector will be expected to recommend changes to the DPD in accordance with the Mayor's opinion unless there are sound planning reasons for not doing so."

29. Under the new development plan system the Inspector's recommendations are binding on the local planning authority, and there is no subsequent modifications stage. Accordingly, the Mayor should set out which policies are not in general conformity with the spatial development strategy.

30. The Mayor must also state why the policy is not in general conformity and his reasoning behind that opinion. The Inspector will determine whether he or she supports the opinion and recommend accordingly. The Mayor should provide the Inspector conducting the examination with any necessary additional information as appropriate, either through a representative or in writing according to the requirements of the Inspector. The examination in the present case is due to be held in late 2010.

Conclusion

31. The pre submission stage Haringey Core Strategy DPD is broadly consistent with the London Plan but there are, however, general conformity issues in relation to: the obligation to increase recycling rates in relation to commercial, industrial and municipal waste; the statement of the Council's waste apportionment and recycling targets, and commitment to facilitate the maximum use of waste sites; and the commitment to the provision of play and informal recreation space for children and young people. The DPD is therefore not in general conformity with the London Plan for the reasons highlighted in paragraphs 10, 11 and 15 of this report. These issues should be addressed, along with the other comments and suggestions made in the report and associated appendix, prior to submission of the Core Strategy.

For further information, contact the Planning Decisions Unit

Colin Wilson, Senior Manager – Planning Decisions

020 7983 4783 email colin.wilson@london.gov.uk

Christine McGoldrick, Strategic Planning Manager (Development Plans)

020 7983 4309 email christine.mcgoldrick@london.gov.uk

Graham Clements, case officer

020 7983 4265 email graham.clements@london.gov.uk

¹ Development Plans Examination – A Guide to the Process of Assessing the Soundness of Development Plan Documents (The Planning Inspectorate, 2005), paragraph 1.2.6



London Borough of Haringey – Core Strategy (Pre-submission) Appendix One

Representations from the Mayor of London

Consultation period: 10 May – 21 June 2010

GLA Ref. No.	Issue/ Option para/page	London Plan Policy cross ref.	Representations
--------------	-------------------------	-------------------------------	-----------------

Core Strategy

1 Introduction

1.	Paragraph 1.2.2	General comment	With respect to paragraph 1.2.2, it should be noted that whilst Stratford City and the Olympic Park are accessible in only 15 minutes from Tottenham Hale by rail, there is only one train per hour which is a limits the accessibility of Tottenham Hale to this part of East London. 24/10/12
2.	Paragraph 1.2.6	General comment	Paragraph 1.2.6 refers to Stratford "which will have an international station on the Channel Tunnel rail link"; this should be now be referred to as "High Speed One" and should be changed within the text to reflect this. 24/11/12
3.	Figure 2.1	General comment	It should be noted that Stratford Station should no longer be referred to in the future tense as it is already open, however it is not currently served by international trains, and there is no committed plan for international services to call at the station. 24/11/12
			It should be noted that the rail stations in Figure 2.1 are illustrated in the incorrect locations, TfL recommends that these are updated to accurately illustrate the correct station locations. 24/11/12

2 Haringey's Spatial Strategy

3 People at the heart of change in Haringey

4.	SP1 Managing Growth	General comment No reply TFL	With regard to the growth areas of Haringey Heartlands and Tottenham Hale, it should be noted that both these growth areas have London Underground stations within them. Strategic Policy 1 recognises the importance of improved connectivity which is supported. However, the Piccadilly and Victoria lines both currently experience crowding, which is forecast to continue following the tube upgrades, this issue should be a key consideration for any new proposal coming forward. <i>haven't made this comment before</i>
5.	SP2 Housing	General comment	The Council has provided detail on Government Office for London and GLA guidance on indicative future housing capacity within supporting text for Policy SP2. While it is accepted that the target for 8,200 units has not yet been agreed, the Council should give consideration to how this would be delivered if the target does become adopted.

- raised @ Publication stage

London Borough of Haringey – Core Strategy (Pre-submission)

Appendix One

Representations from the Mayor of London

Consultation period: 10 May – 21 June 2010

GLA Ref. No.	Issue/ Option para/page	London Plan Policy cross ref.	Representations
5 Economic vitality and prosperity shared by all			
13. SP8 Employment	General comment	Paragraph 5.1.20 states that "The identification of rail freight sites in London is part of ongoing work by Transport for London on a Rail Freight Strategy". The TfL Rail Freight Strategy is now a published document, therefore TfL suggests removing "on a Rail Freight Strategy" from the end of this sentence.	Supported. 2/80 22/22/5.1
14. SP9 Improving skills and training	London Plan policy 3B.11		Supported. 2/81 22/23/5.
15. SP10 Town centres	London Plan policy 3D.1&2		Supported. 2/82 22/24/6.1
6 Safer for all			
16. SP11 Design	London Plan policies 3A.5 & 4B.5	The introduction of policy text addressing issues related to accessibility and creating inclusive environments (following GLA representations at preferred options stage) is supported and in line with the London Plan. Cross referencing with Lifetime Homes and Wheelchair Accessible Housing requirements in Policy SP2 is also welcomed.	Supported, the Council should, however, make reference to the London View Management Framework when referring to the strategic view from Alexandra Palace to St. Paul's Cathedral. 2/83 22/25/6.2
17. SP12 Conservation	London Plan policies 4B.12, 4B.13, 4B.15 & 4B.6		Supported. 2/85 22/26/6.3
18. SP13 Open space and biodiversity	London Plan policy 3D.12 & 3D.14	General conformity issue Refer to paragraphs 13, 14, 15 & 16 of report PDU/LDF14/LDD08/01	Notwithstanding the above, the strengthening of the policy to improve and promote all types of open spaces in the borough is welcomed, along with the cross reference to the Council's Open Space and Recreational Standards SPD. The Council is asked, however, to consider moving the Open space and biodiversity policy to Chapter 4 'An environmentally sustainable future' to reinforce the strong associations and important linkages to the Council's Sustainable Community Strategy priorities.

London Borough of Haringey – Core Strategy (Pre-submission)

Appendix One

Representations from the Mayor of London

Consultation period: 10 May – 21 June 2010

CLA Ref. No.	Issue / Option para/page	London Plan Policy cross ref.	Representations
7 Healthier people with a better quality of life			
19.	SP14 Health and wellbeing	London Plan policy 3A.18	Supported.
20.	SP15 Culture and leisure	London Plan policy 3D.1, 3D.2 & 3D.4	Supported.
8 Delivering and monitoring the Core Strategy			
21.	SP16 Community infrastructure	London Plan policy 3A.18	Supported.
22.	SP17 Delivering and monitoring the Core Strategy		Supported.
9 List of Appendices			
23.	Appendix 1 UDP		No comments
24.	Appendix 2 Housing trajectory		No comments
25.	Appendix 3 Infrastructure programmes and projects		Section 9.3 (p214) sets out that East Coast Main Line requirements are "part of Thameslink project, including additional platforms – Haringey ward". It should be noted that the scope of the first East Coast Main Line scheme has changed and this no longer involves new platforms at Haringey and Hornsey stations. Under the scheme West Anglia lines – Seven Sisters, Bruce Grove and Northumberland Park wards (p215), it should be noted that this scheme (the Seven Sisters turnback) has been cut from Network Rail's Delivery Plan, however whilst this may lead to some additional crowding on this part of the network it is not considered to undermine the deliverability of the Core Strategy

22/05/10

22/05/10

22/05/10

22/05/10

22/05/10

22/05/10

22/05/10

22/05/10

22/05/10

22/05/10

22/05/10

22/05/10

22/05/10

**London Borough of Haringey – Core Strategy (Pre-submission)
Appendix One**

Representations from the Mayor of London

Consultation period: 10 May – 21 June 2010

GLA Ref. No.	Issue/ Option para./page	London Plan Policy cross ref.	Representations
			proposals.
26.	Appendix 4 Summary of strategies		The above schemes should therefore be removed from the Council's Key Infrastructure Programmes and Projects table, or amended to represent their current status. No comments
27.	Appendix 5 Glossary of terms		No comments

See page 54/55/56/57/58/59/60/61/62/63/64

