

Waltham Forest Local Plan

Supporting Document



Development Management Policies

Local Plan

Duty to cooperate Statement

December 2012



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1. Introduction

- 1.1. This statement sets out how Waltham Forest Council has cooperated with other Local Planning Authorities and partner organisations during the preparation of the Development Management Policies Development Plan Documents (DPD).
- 1.2. The explanatory notes to the Localism Act state that during “...*independent examination of development plan documents local authorities will have to provide evidence that they have complied with the duty [to cooperate] if their plans are not to be rejected by the examiner*”. Consultation Statements for the DPD set out, in general terms, how the Council has consulted relevant bodies during the act of plan-making. However, this separate statement is provided in order to demonstrate how the Council has fulfilled its duty to cooperate, as set out under Section 110 of the Localism Act 2011 (and explanatory notes), Section 33A of the Planning and Compulsory Purchase Act 2004 (as amended)) and Part 2 of the Town and Country Planning (Local Planning) (England) Regulations 2012.
- 1.3. The duty to cooperate requires Local Planning Authorities to constructively and actively engage with relevant bodies, as part of an ongoing process, to maximise effective working on the preparation of development plan documents in relation to strategic matters. The National Planning Policy Framework (NPPF) provides further information on these matters, describing them as “strategic priorities” which have a significant impact on at least two planning areas.
- 1.4. The Localism Act 2011 states that a Local Planning Authority must cooperate with other Local Planning Authorities to maximise the effectiveness of planmaking. For Waltham Forest these are (primarily) the neighbouring Local Planning Authorities (the London Boroughs of Hackney, Haringey and Enfield, and the Mayor of London).
- 1.5. The 2012 regulations prescribe additional bodies that are subject to the duty to cooperate within a particular planning area. These are:
 - The Environment Agency;
 - English Heritage;
 - Natural England;
 - The Civil Aviation Authority;
 - The Homes and Communities Agency;
 - Primary Care Trusts operating within the area (or similar bodies);
 - The Office of Rail Regulation;
 - Transport for London; and
 - The Highways Authority (note that Waltham Forest’s trunk roads are managed by Transport for London).
- 1.6. In addition, Local Planning Authorities should also have regard to the Local Enterprise Partnership when considering the duty to cooperate.

- 1.7. This statement identifies how the Council has cooperated with the bodies identified above during the plan-making process.

2. The Waltham Forest context

- 2.1. As an outer London borough, wholly situated within an urbanised area, planning in Waltham Forest must take full account of, and support, the delivery of the London Plan and the plans of nearby Local Planning Authorities. In addition to matters of strategic importance to London, other local (but potentially significant) impacts have also needed to be considered, as a result of the urbanised nature of the borough and surrounding area.
- 2.2. Important inter-relationships between Waltham Forest and other parts of London include:
 - The housing market
 - Employment land supply
 - London's town centres and local shopping areas
 - Infrastructure provision (taking account of existing and potential cross-boundary flows) – including public transport, healthcare facilities, schools, cultural facilities and Decentralised Energy networks
 - Open space, biodiversity, urban heating and flooding cross-boundary impacts
 - Designated heritage assets, landmarks and views
- 2.3. The Council considers that bodies identified under the duty to cooperate had been appropriately involved in the plan-making process. As a minimum, this had involved consultation on draft versions of the plan. However, in many cases (and particularly with neighbouring boroughs and the Mayor of London) the Council had sought to engage proactively in order to ensure that strategic matters were appropriately addressed.
- 2.4. There is a number of Fora which have assisted Waltham Forest Council in cooperating with other bodies.
- 2.5. The Waltham Forest Strategic Partnership, which was involved in the production of Waltham Forest's Sustainable Community Strategy and Waltham Forest's Core Strategy, was established in early 2001, building on an already existing partnership. The partnership was formed of a number of organisations including the Waltham Forest Primary Care Trust, Metropolitan Police, London Fire Brigade, and the Waltham Forest Chamber of Commerce.
- 2.6. Waltham Forest Council participates in regular meetings of the Association of London Borough Planning Officers, particularly on matters associated with Development Plans. These meetings of lead planning officers are used to discuss strategic issues which affect all London Boroughs and the Mayor of London, such as transport, waste, the environment, housing and employment land.

- 2.7. Waltham Forest Council is part of North London Strategic Alliance, a sub-regional strategic organisation representing the London Boroughs of Enfield, Haringey and Waltham Forest. The group is led by a board made up of Council leaders, and aims to influence policy on matters affecting north London and cooperate on strategic issues.
- 2.8. Waltham Forest Council holds regular discussions with Registered Providers and the Homes and Communities Agency (now absorbed into the GLA).
- 2.9. The Council has collaborated with neighbouring boroughs and the Mayor during the development of the Development Management Policies DPD. For more details see Section 5.

3. Cooperation on the Council's evidence base

- 3.1. Waltham Forest Council has commissioned various reports from consultants which feed into the evidence base for the emerging DPD. Some evidence has been prepared jointly with neighbouring authorities and the GLA, where issues were strategic and crossed borough boundaries.

Housing

- 3.2. The Greater London Authority, in close cooperation with all London Boroughs, completed a pan-London Strategic Housing Land Availability Assessment in 2010. At the start of the process a methodology was agreed by a working group involving borough representatives, and a call for sites was issued. Early engagement with key landowners was undertaken as part of the initial site identification process (for sites of 0.25 hectares or more). Waltham Forest Council, along with other boroughs, assessed the initial list of sites, identified additional sites and identified potential capacities for each. Sites of 0.25 hectares or more fed into the "large sites" component of all boroughs' housing targets; past trends were used to forecast delivery for small sites and non-self-contained housing.
- 3.3. A separate process was undertaken to assess need for Gypsy and Traveller sites. A pan-London needs assessment was undertaken by the GLA, which involved informal consultations with all boroughs to determine distribution of need.
- 3.4. The GLA undertook a pan-London Strategic Housing Market Assessment (SHMA) in 2008. The SHMA concluded that a housing tenure mix of social rented housing and 20% intermediate housing was required in London.
- 3.5. The Greater London SHMA was later complemented by a series of sub-regional SHMAs which were undertaken by boroughs in cooperation with the GLA. The north London SHMA, which covers the Waltham Forest area, was commissioned by the North London Housing Partnership and aimed to analyse the structure of housing markets operating across north London and the related demand and need for housing. The SHMA reports identify

differences in the stock of dwellings within different boroughs, but recognise the complementary nature of the various parts of the housing market area. The SHMA provides an evidence base for the development of housing policies within each borough's DPD.

Employment

3.6. The Council has collaborated closely with neighbouring boroughs, Enfield and Haringey and the Greater London Authority (GLA) to ensure that strategic employment priorities are delivered and that more localised issues around the borough's boundaries are adequately addressed.

3.7. The Council commissioned a Local Economic Assessment Study in 2011.

Retail and leisure

3.8. The London Plan designates all town centres in London, which has ensured conformity of approach and buy-in from boroughs into the hierarchy.

3.9. Walthamstow Wetlands: a complex of ten water bodies in the Lea River Valley, lying between the urban settlements of Tottenham and Walthamstow; known collectively as Walthamstow Reservoirs. To enable delivery, LBWF and Thames Water have formed the Walthamstow Wetlands Partnership (WWP) which also includes: London Borough of Hackney, London Borough of Haringey, Natural England, Lee Valley Regional Park Authority, English Heritage, Design for London/Greater London Authority and Environment Agency. The Partnership has a shared vision: to see the 200 hectare reservoir site transformed into London's largest urban wetland nature reserve and a resource for learning about nature conservation, water sustainability and water quality.

Climate change and natural environment

3.10. The Council has participated with other London boroughs and the GLA in the Drain London project, which involved research and modelling to identify areas within each borough that are likely to be at risk of surface water flooding; forging partnership working with adjacent boroughs/lead local flood authorities, the Environment Agency, Thames Water, Network Rail, Transport for London and the Highways Agency; and development of a Preliminary Flood Risk Assessment (PFRA) and a Surface Water Management Plan (SWMP).

3.11. The All London Green Grid is being developed by the GLA, Natural England, Environment Agency and boroughs, and will provide a network of green spaces across London. The Council has cooperated with north London boroughs and the GLA in developing the All London Green Grid Area Framework.

Heritage, design and landscape

- 3.12. The Council has sought to proactively engage with neighbouring boroughs and the GLA during the development of its conservation and design policies. The Council has also cooperated with English Heritage at all stages of plan development (continuing the close liaison that took place through the development of the Development Management Policies and the Core Strategy), and has instigated meetings to resolve key issues.

4. Infrastructure

- 4.1. In 2009, Waltham Forest Council commissioned an Infrastructure Delivery Plan to underpin the emerging DPD. During the initial stages of the study, the Council held a workshop with key stakeholders to analyse initial findings and identify potential issues with future infrastructure delivery.
- 4.2. Transport for London (TfL) has been engaged throughout the plan development process, and has provided feedback to the DPD at each stage. Meetings were held in October 2012 to ensure that the Council's proposed approach to securing cycle parking would support the achievement of strategic transport objectives.
- 4.3. Discussions between officers have also taken place on specific matters, such as the approach to the re-opening of the Lea Bridge Station: this has enabled TfL and Waltham Forest Council to agree on a preferred approach to the area's future redevelopment. TfL was represented on the steering group overseeing the production of the re-opening of the Lea Bridge Station study, thereby enabling a joint approach to the development of the area around the station capable of supporting this important public investment.
- 4.4. The Council is carefully planning for school place provision in light of projected population growth. Waltham Forest regularly completes school place statistical updates to plan for future educational need which takes into account cross border movement of pupils from neighbouring authorities and population growth associated within new development.
- 4.5. The Council has sought to engage proactively with the Waltham Forest Primary Care Trust covering the borough, throughout the development of the plan. This included during the development of the Infrastructure Delivery Plan. The PCT has provided a number of comments during the plan-making process which the Council has sought to integrate within its policies.
- 4.6. As part of developing and implementing its strategy for development of decentralised energy (DE) networks across the borough, Waltham Forest Council has worked with neighbouring boroughs including Haringey to explore potential for connections across borough boundaries. Waltham Forest has been sharing expertise with a number of local boroughs including Hackney and Haringey. As part of these links, DE developments are being monitored closely and cross borough opportunities explored.

- 4.7. The Council has worked with GLA to develop the London Heat Map to facilitate the development of heat networks across London. As part of the mapping exercise Waltham Forest has been an active member of the North London working group which provided a forum for knowledge and experience sharing between the boroughs.
- 4.8. The Environment Agency has expressed support for the DPD at all stages of plan development.

5. Cooperation on plan-making

- 5.1. From the initial stages of development of the Development Management Policies DPD, the Council has sought to engage with neighbouring authorities and other key stakeholders. As Waltham Forest is an outer London borough with strong links to neighbouring Council areas, constructive engagement with neighbours and other bodies is considered to be an essential component of positive planning.
- 5.2. During the development of the London Plan, boroughs have collaborated on key matters, in particular in relation to housing supply, affordable housing, employment land supply, sustainability, biodiversity, flooding, energy, Opportunity Areas and Intensification Areas.
- 5.3. During the development of the Council's DPD, key stakeholders were invited to presentations and interactive workshops, to seek their input and co-operation. Presentations were also given to community groups.
- 5.4. The Council has maintained a dialogue with neighbouring boroughs throughout the plan development process, through face-to-face, minuted meetings on aspects of plan development, or through ad-hoc discussions on specific issues.
- 5.5. A particular focus of cross-borough working has been in relation to bringing forward significant development sites adjacent to or near to the borough boundary. These include the following:
 - a) **Re-opening of Lea Bridge Station:** ongoing liaison has taken place with the London Boroughs of Hackney, Tower Hamlets and Newham aimed at supporting redevelopment of the area.
 - b) **Olympic Park Legacy Area Application:** assessing the Olympic Park
 - c) **Drapers Field Open Space:** ongoing liaison has occurred with the London Boroughs of Hackney, Newham and Tower Hamlets in terms of improving the Open Spaces of the area.
- 5.6. During the development of the Development Management Policies DPD the Council has proactively sought to engage with the Greater London Authority and the Mayor of London, particularly in relation to the proposed affordable housing policy. Waltham Forest officers have taken part in various pan-

London discussions on the issue of affordable rent and have also repeatedly sought individual discussions with the Mayor on Waltham Forest's emerging Affordable Housing policy. It is considered that the Duty to Cooperate has been fully complied with.

5.7. The table below summarises how the Council has cooperated with other authorities and public bodies in the preparation of the DPD.

Organisation	Nature of cooperation
London Borough of Haringey	<ul style="list-style-type: none"> • Discussion relating to Energy Efficiency plan-making stages. • Cooperated on housing evidence base and strategies. • Face-to-face meetings to discuss strategic priorities across borough boundaries. • Cooperated on infrastructure study for north London.
London Borough of Enfield	<ul style="list-style-type: none"> • Consulted during formal* plan-making stage • Face-to-face meetings to discuss strategic priorities across borough boundaries. • Cooperated on housing evidence base and strategies.
London Borough of Hackney	<ul style="list-style-type: none"> • Consulted during formal* plan-making stage • Cooperated on housing evidence base and strategies. • Face-to-face meetings to discuss strategic priorities across borough boundaries relating to Hackney Wick AAP.
London Borough of Newham	<ul style="list-style-type: none"> • Cooperated on infrastructure study for north London. • Discussions relating to North Olympic Fringe Opportunity Area. • Face-to-face meetings to discuss strategic priorities across borough boundaries. • Face-to-face meetings and site visits to ensure consistency of approach in protecting locally important views of Leyton Station redevelopment.
Mayor of London	<ul style="list-style-type: none"> • Consulted during formal* plan-making stages. • Participation in the development of the London Plan, including Examination in Public during July 2012. • Participated in the proposed Opportunity Area Planning Framework for the Upper Lea Valley Opportunity Area. • Collaborated on the Olympic Legacy Supplement Guidance (OLSPG, 2012) and held discussions to ensure consistency of approach between London Plan and Waltham Forest/City of London emerging plans. • Collaborating on the proposed All London Green Grid. • Ongoing collaboration in relation to all DPD policies, and the Council's affordable housing policy.
The Environment Agency	<ul style="list-style-type: none"> • Consulted during formal* plan-making stages. • Collaboration on flooding matters through the GLA's Drain London project.

	<ul style="list-style-type: none"> • Collaborating on the proposed All London Green Grid.
English Heritage	<ul style="list-style-type: none"> • Consulted during formal* plan-making stages. • Face-to-face meetings to resolve key issues at various stages of plan development.
Natural England	<ul style="list-style-type: none"> • Consulted during formal* plan-making stages. • Collaborating on the proposed All London Green Grid.
Homes and Communities Agency	<ul style="list-style-type: none"> • Consulted during formal* plan-making stages. • Discussions on emerging policies via the Council's Registered Provider Development Forum.
Primary Care Trusts	<ul style="list-style-type: none"> • Consulted during formal* plan-making stages. • Collaborated on Health Impact Assessments of plans and for planning applications. • Involved in the production of the Waltham Forest Infrastructure Delivery Plan.
Transport for London	<ul style="list-style-type: none"> • Consulted during formal* plan-making stages. • Face-to-face meetings to resolve key issues at various stages of plan development. • Ongoing discussions on key transport development projects, including reopening of Lea Bridge Station and Ruckholt Road Improvement Scheme. • Collaboration on flooding matters through the GLA's Drain London project.
The Civil Aviation Authority	<ul style="list-style-type: none"> • Consulted during formal* plan-making stages.
The Highways Authority	<ul style="list-style-type: none"> • Consulted during formal* plan-making stages. • Participation in the development of the London Plan, including Examination in Public during July 2012. • Participated in the proposed Opportunity Area Planning • Ongoing collaboration in relation to all DPD policies, and the Council's transport policy.

**Formal stages are Issues and Options, Preferred Options and Proposed Submission. Proposed Submission stage comprised two consultations: one on a Preferred Options version of the DPD and a second on proposed amendments prior to submission of the DPD to the Secretary of State.*

5.8. Although the Localism Act was given royal assent during an advanced stage of plan preparation, the Council considers that the manner in which the DPD has been produced is wholly consistent with the Duty to Cooperate. Alongside traditional consultation practices, the Council has sought to proactively engage with other 'specific bodies' to ensure that issues of potential significance within the wider area are appropriately addressed by Local Plans of Waltham Forest and its neighbours – and by the London Plan. This has assisted in securing the support of specific bodies on most aspects of the

DPD. On issues where agreement has not been achieved prior to the plan's submission, the Council can demonstrate that it has cooperated throughout the development of the plan, and is willing to continue to cooperate in order to find shared solutions.



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