

Report for: Housing and Regeneration Scrutiny Panel, 3rd March 2020

Title: New Haringey Local Plan

Report

authorised by : Dan Hawthorn, Director of Regeneration, Housing and Planning

Lead Officer: Rob.Krzyszowski@haringey.gov.uk, Head of Planning Policy,
Transport & Infrastructure, x3213

Ward(s) affected: All

Report for Key/

Non Key Decision: Non Key – For Information

1. Describe the issue under consideration

1.1 The Local Plan is the main Council document which:

- Planning applications are determined in accordance with (unless material considerations indicate otherwise);
- Sets out a positive spatial framework for development across the borough;
- Acts as a positive spatial expression of the Council's wider corporate strategies and policies, including the Borough Plan; and
- Enables communities to be engaged up-front in the plan-making process.

1.2 It is important to keep the Local Plan up-to-date so that:

- It provides a robust basis for determining planning applications;
- It continues to represent the latest Council corporate strategies, policies and aspirations;
- Legal and policy requirements to keep Local Plans up-to-date are met.

1.3 The main legislation, policy and guidance relevant to Local Plans which is referenced throughout this report includes:

- Planning and Compulsory Purchase Act 2004 ('the Act');
- The Town and Country Planning (Local Planning) (England) Regulations 2012 ('the Regulations');
- National Planning Policy Framework (NPPF) (June 2019); and
- National Planning Practice Guidance (PPG): Plan Making (2019).

2 Cabinet Member Introduction

2.1 N/A

3 Recommendations

3.1 This report is for information only.

4 Reasons for decision

4.1 N/A

5 Alternative options considered

5.1 N/A

6 Background information

National legislation, policy and guidance

6.1 The Act states that the Council “must keep under review their [Local Plans]” and “may at any time prepare a revision of a [Local Plan]” (S17(6) and 26(1)). In preparing a Local Plan the Council must have regard to “national policies and advice contained in guidance issued by the SoS”, the London Plan, and the “resources likely available for implementing the proposals in the document” (S19(2)).

6.2 Local Plans are legally required to be reviewed every five years (Regulation 10A). The NPPF states that “Reviews should be completed no later than five years from the adoption date of a plan, and should take into account changing circumstances affecting the area, or any relevant changes in national policy”.

6.3 The NPPF states (paragraphs 15-16, emphasis added):

“The planning system should be genuinely plan-led. Succinct and up-to-date plans should provide a positive vision for the future of each area; a framework for addressing housing needs and other economic, social and environmental priorities; and a platform for local people to shape their surroundings.”

“Plans should:

- a) be prepared with the objective of contributing to the achievement of **sustainable development**;
- b) be prepared positively, in a way that is **aspirational but deliverable**;
- c) be shaped by early, proportionate and **effective engagement** between plan-makers and communities, local organisations, businesses, infrastructure providers and operators and statutory consultees;
- d) contain policies that are **clearly written** and unambiguous, so it is evident how a decision maker should react to development proposals;
- e) be **accessible** through the use of digital tools to assist public involvement and policy presentation; and
- f) serve a clear purpose, **avoiding unnecessary duplication** of policies that apply to a particular area (including policies in this Framework, where relevant).”

6.4 Local Plans must pass an ‘examination’ stage where an independent inspector checks whether the Council has followed the correct procedure and passed the

'tests of soundness', whilst allowing residents, developers and other third parties to put forward representations on these matters. The NPPF sets out the 'tests of soundness' which are (paragraph 35):

- **Positively prepared** – i.e. meeting objectively assessed needs;
- **Justified** – i.e. taking into account reasonable alternatives and based on proportionate evidence;
- **Effective** – i.e. deliverable and based on effective joint cross-boundary working; and
- **Consistent with national policy** – i.e. in accordance with the NPPF.

6.5 Further national guidance on Local Plans is provided in the PPG on Plan Making.

6.6 On 16 November 2017 the Secretary of State (SoS) made a Written Ministerial Statement setting out the importance of having up-to-date Local Plans in place. It stated "Where local planning authorities continue to fail to produce a plan to provide certainty to their community on where future development will be brought forward, we will use our intervention powers to ensure plans are put in place". This coincided during 2017 and 2018 with letters from the SoS to a number of Councils to warn of the SoS's powers of intervention if new Local Plans were not progressed.

6.7 On 18 June 2019 the SoS wrote to the Chief Executive of the Planning Inspectorate to state "the importance of being pragmatic in getting plans in place... We support and expect Inspectors to work with LPAs to achieve a sound plan, including by recommending constructive main modifications in line with national policy".

Existing Haringey Local Plan (2017)

6.8 The existing adopted Haringey Local Plan was updated/adopted in July 2017 comprising the following documents. These documents are expected to be completely replaced by the New Haringey Local Plan in a single document:

- **Strategic Policies;**
- **Development Management (DM) Development Plan Document (DPD);**
- **Site Allocations Development Plan Document (DPD); and**
- **Tottenham Area Action Plan (AAP).**

6.9 Other existing and emerging planning policy documents which currently or will make up the statutory 'Development Plan' in Haringey alongside the Local Plan include:

- **North London Waste Plan (NLWP)** – currently at the examination stage, scheduled for adoption in 2020;
- **Wood Green Area Action Plan (AAP)** – a 'Preferred Option' draft was consulted on in February 2018 with a 'Proposed Submission' draft to be consulted on in 2020 before it is submitted for examination;
- **Highgate Neighbourhood Plan** – adopted in July 2017;

- The **Neighbourhood Forums** in **Crouch End** and in **Finsbury Park and Stroud Green** are also working on drafting Neighbourhood Plans; and
- **The London Plan** – adopted in March 2016, to be replaced by the Draft New London Plan in 2020, see following section.

Draft New London Plan (2020)

- 6.10 The Act states that Local Plans in London “must be in general conformity with” the London Plan (S24(1)). The Mayor of London responds to the Local Plan throughout its consultation stages makes a statement on general conformity. If there are concerns about conformity, the independent inspector for the Local Plan examination could take the view that the Local Plan does not meet this legal test and cannot proceed.
- 6.11 Since 2016 the Mayor of London has been preparing a Draft New London Plan. The key milestones for this are:
- **November 2017** – Draft New London Plan published for public consultation
 - **March 2018** – Haringey’s response to the consultation was considered in a report by the Housing & Regeneration Scrutiny Panel
 - **July 2018** – Submitted for examination in public
 - **January – May 2019** – Examination hearings
 - **July 2019** – Consolidated changes version published
 - **October 2019** – Panel Inspectors’ report published, examination closed
 - **December 2019** – Submitted to the SoS and published an ‘Intend to Publish’ version – some of the Inspectors’ recommendations were accepted, others weren’t
 - **December 2019** – SoS wrote to the Mayor saying he will respond by 17 February 2020
 - **February 2020** – SoS wrote to the Mayor saying he will respond by 16 March 2020
 - **February / March 2020** – Lay before London Assembly
 - **March 2020** – Publish (adopt) new London Plan
- 6.12 The key chapters / policies in the new London Plan include:
- **Good Growth objectives**
 - **Spatial Development Patterns & Opportunity Areas** – Wood Green & Lee Valley Opportunity Areas
 - **Design** – inclusivity, accessibility, tall buildings
 - **Housing** – targets, affordability, tenure, viability, size mix
 - **Social Infrastructure** – health, education, play, sport
 - **Economy** – offices, workspace, industry, retail)
 - **Heritage & Culture** – conservation areas, creative industries, night time economy
 - **Green Infrastructure & Natural Environment** – open space, urban greening, biodiversity
 - **Sustainable Infrastructure** – air quality, greenhouse gas emissions, digital, waste, flooding
 - **Transport** – healthy streets, cycling, car parking

- 6.13 Whilst the Draft New London Plan sets a range of targets and policy requirements for any new Haringey Local Plan, of particular note is the housing target. The existing adopted London Plan (2016) set Haringey's current housing target at 1,502 homes per year. The Draft New London Plan (2017) proposed to increase this to 1,958. Haringey and many other London Boroughs objected to the significantly increased housing targets and in response the Inspectors' Report recommended the target be revised to 1,592. The Mayor has accepted this recommendation.

New Haringey Local Plan

Scope & Structure

- 6.14 As set out above, it is expected that the existing Local Plan documents (Strategic Policies, DM Policies, Site Allocations, Tottenham AAP) are expected to be completely replaced by the New Haringey Local Plan in a single document.
- 6.15 The New Haringey Local Plan will be structured based on the Borough Plan priorities **Housing, People, Place** and **Economy**.
- 6.16 As the Draft New London Plan is expected to become part of the statutory Development Plan once it is published (adopted) in March 2020, the New Haringey Local Plan does not need to duplicate policies in the London Plan which the Council is satisfied accords with its own objectives and aspirations.
- 6.17 Therefore, within the structure of the Borough Plan priorities, the New Haringey Local Plan will, to an extent, follow a similar structure to, and signpost policies in, the new London Plan, listed above.
- 6.18 However, many policies do require a locally-specific Haringey variation to ensure the New Haringey Local Plan policies are compatible with the Council's wider corporate strategies and policies. These locally-specific policies will require a substantial local evidence base to justify a Haringey-specific approach.
- 6.19 Key areas of focus for Haringey-specific policies would include affordable housing, environmental standards, site allocations amongst others. It will also be important for other Council evidence base documents and strategies to support and inform the Local Plan, such as the Housing Strategy, the Economic Development Strategy, Transport Strategy, Physical Activity and Sports Strategy, Climate Change Action Plan etc.

Evidence Base

6.20 Officers are still considering the scope of the evidence base required to support the new Haringey Local Plan but the documents required are likely to include (non-exhaustive):

- **Whole Plan Viability Assessment** (including Affordable Housing);
- **Strategic Housing Market Assessment (SHMA)**;
- **Gypsy & Traveller Accommodation Needs Assessment (GTANA)**;
- **Strategic Housing Land Availability Assessment (SHLAA)**;
- **Small Sites Study**;
- **Employment Land Review / Need & Availability Study (ELR/ELNA)**;
- **Retail & Leisure Needs Study (RLNS)**;
- **Open Space, Sports & Recreation / Green Grid / Playing Pitch Studies**;
- **Strategic Flood Risk Assessment (SFRA), Surface Water Management Plan (SWMP) and Sequential & Exception Site Testing**;
- **Transport Assessment / Study**;
- **Archaeological Priority Area (APA) Review**; and
- **Infrastructure Delivery Plan (IDP) / Infrastructure Funding Statement (IFS)**.

Sustainability, Habitats, Health & Equalities: The Integrated Impact Assessment (IIA)

6.21 With regard to sustainability, the Act requires Local Plans to:

- “include policies designed to secure that the development and use of land in the LPA’s area contribute to the mitigation of, and adaptation to, **climate change**” (S19(1A));
- “carry out an **appraisal of the sustainability** of the proposals... [and] prepare a report of the findings of the appraisal” (S19(5)); and
- “exercise the function with the objective of contributing to the achievement of **sustainable development**” (S39(2)).

6.22 An Integrated Impact Assessment (IIA) will be prepared and updated alongside each iteration of the New Haringey Local Plan to ensure the impacts on the following are fully considered, as required by legislation, policy and guidance:

- **Strategic Environmental Assessment / Sustainability Appraisal (SEA/SA)** – required by The Environmental Assessment of Plans and Programmes Regulations 2004 and the PPG on SEA/SA;
- **Habitats Regulations Assessment (HRA)** – required by the Conservation of Habitats & Species Regulations 2017 and the PPG on Appropriate Assessment;
- **Health Impact Assessment (HIA)** – recommended by the PPG on Healthy & Safe Communities;
- **Equalities Impact Assessment (EqIA)** – required by the Equality Act 2010.

Process and timetable

- 6.23 The Act requires Local Plans to “be prepared in accordance with the Local Development Scheme” (LDS) (S19(1)).
- 6.24 The Council’s latest LDS was published in November 2019 and indicates a timetable for the New Haringey Local Plan as set out in the following table.
- 6.25 The Issues and Options consultation document (working title ‘First Steps’) will set out the key policy areas to be addressed by the New Haringey Local Plan, ask open questions and seek views on reasonable options available to the Council, before the Local Plan and its policies are actually drafted. The First Steps consultation will also include a ‘Call for Sites’ to help inform new site allocations for new development.

Dates	Document	Regulation	IIA Stage	Notes
March-May 2020	Issues & Options consultation	Pre-Reg 18	Stage A setting context, objectives, baseline, scope	Likely to be published after the GLA Pre-Election Period
October-December 2020	Draft Local Plan consultation	Reg 18	Stage B reasonable alternatives, assessing effects	
April-June 2021	Proposed Submission Local Plan consultation	Reg 19	Stages C&D report & consultation	
July-December 2021	Submission & Examination	Reg 22-25		Including consulting on proposed modifications, followed by Inspector’s report & recommendations
February 2022	Adoption	Reg 26	Stage E report & monitoring	

Risks

- 6.26 There are a number of risks to the delivery of the New Haringey Local Plan and its timetable, which include:
- **Government reforms** e.g. the imminent Accelerated Planning White Paper;
 - **Brexit & market uncertainty**;
 - **SoS final response to the London Plan**;
 - Decisions on **Crossrail 2** stations;
 - Joint working with neighbouring boroughs and other statutory bodies through the statutory **Duty to Cooperate**;
 - **Staff, resources & competing work demands** on the Planning Policy Team;
 - **Planning Inspectorate** resources, timetabling & handling of the examination;
 - **Conformity with the NPPF & London Plan**; and

- Achieving the **housing target** and being able to demonstrate a **5 Year Housing Land Supply (5YHLS)** of ‘deliverable’ sites.

Engagement with Members, Communities & Statutory Bodies

- 6.27 Planning policy, including the Local Plan, currently sits within the portfolio of the Cabinet Member for Climate Change and Sustainability.
- 6.28 Regulatory Committee’s Responsibility for Functions includes making informal recommendations to the Cabinet and Full Council on Local Plan documents.
- 6.29 A ‘Member Working Group’ for the New Haringey Local Plan will be set up to maintain ongoing informal engagement with a group of Members. The details of this are to be confirmed and may be made up of / reflect the composition of Regulatory Committee, given its existing Responsibility for Functions and representative composition.
- 6.30 The Act requires the Local Plan to be prepared in compliance with the Council’s Statement of Community Involvement (SCI, March 2017) (S19(3)). The SCI sets out the aim that consultation will be:
- Effective;
 - Transparent;
 - Proportional;
 - Inclusive;
 - Accountable; and
 - Coherent.
- 6.31 The Issues & Options / First Steps consultation will be supported by a Communications & Engagement Plan to ensure compliance with the SCI and to secure the widest and most diverse engagement as possible. The Communications & Engagement Plan is likely to include:
- Council website articles, banners and webpages;
 - Specialist interactive digital platform / questionnaire;
 - Social media;
 - Video;
 - Press release;
 - Local newspaper notices;
 - Haringey People & Haringey Extra articles;
 - Emails/letters sent to those on the Planning Policy consultation database, Members, MPs;
 - Availability of documents in local libraries;
 - All Member Briefing;
 - Diversity monitoring; and
 - Drop-ins and/or themed workshops on topics such as (to be confirmed):
 - Affordable housing;
 - Affordable workspace;
 - Environment/sustainability standards;
 - Liveability; and
 - Engagement with young people.

- 6.32 The Act requires the Council to fulfil its statutory “duty to cooperate” with “prescribed bodies”, including neighbouring boroughs and Government agencies, requiring the Council to “engage constructively, actively and on an ongoing basis” relating to “strategic matter[s]” which include cross-borough and strategic infrastructure issues (S33A).

7 Contribution to strategic outcomes

- 7.1 The New Haringey Local Plan is cross-cutting and contributes to all the Borough Plan priorities of Housing, People, Place and Economy and the Borough Plan Equality Principles and the Pledges on Residents’ Engagement, Voluntary & Community Sector and Businesses are highly relevant.
- 7.2 The Year 1 and Year 2 Delivery Plans for the Housing Priority include “Deliver new Local Plan” as the first delivery priority under Outcome 1) Objective a).

8 Statutory comments

Finance

- 8.1 The Local Plan requires an ongoing budget for staff, evidence base and consultation costs which is to be met within the Planning Policy Team budget.
- 8.2 A new position of Planning Policy Team Manager is to be re-established and recruited to for starting in the new financial year 2020/21.

Procurement

- 8.3 Where evidence base documents cannot be completed within the Planning Policy Team or within other teams in the Council, the relevant procurement process will be followed to commission and manage external consultants to undertake the work. Joint cross-borough working will also be considered where relevant and practical.

Legal

- 8.4 The main legislation, policy and guidance relevant to Local Plans is summarised throughout this report.

Equality

- 8.5 As mentioned in section 6 of this report, the Local Plan will be subject to an Integrated Impact Assessment (IIA) throughout every stage of the process which includes equalities impacts.

9 Use of Appendices

N/A

10 Local Government (Access to Information) Act 1985

[Haringey Local Plan \(July 2017\):](#)

- Strategic Policies
- Development Management DPD
- Site Allocations DPD
- Tottenham Area Action Plan

[New London Plan – Report to Housing & Regeneration Scrutiny Panel \(13 March 2018\)](#)