Haringey Council

Report for:	Cabinet 18ᵗʰ December 2012	Item Number:	

Title:	Local Plan: Development Management Policies – Engagement Document 2012

Report Authorised by:	Lyn Garner, Director Place & Sustainability

Lead Officer:	Ciara Whelehan, Team Leader Planning Policy

Ward(s) affected:	Report for Key/Non Key Decisions:
ALL	Key Decision

1. Describe the issue under consideration

1.1. The Local Plan: Strategic Policies (formerly Core Strategy) set out the vision and spatial plan for the overall development of Haringey. The Local Plan: Development Management Policies (DMP) will provide further detail on the policy requirements that will be applied to individual planning applications. Both of these documents are part of the new Local Plan which will replace Haringey's Unitary Development Plan, 2006 and will be used (along with the London Plan) for determining all planning applications that are received by the Council.

1.2. This report sets out the proposed approach to the development of Haringey's Development Management Policies and seeks Cabinet's approval to start the process of public consultation on a DMP Engagement Document in 2013.

2. Cabinet Member introduction

2.1. A draft Development Management Document (DMD) was issued for consultation in May 2010. A lot has happened since, from the lows of the riots in Tottenham to the highs of the Olympics this summer. Substantial changes have also occurred to the planning system namely the Localism Act 2011 and the National Planning Policy Framework (NPPF) along with the introduction of the Community Infrastructure

Levy in 2010. At the local level we are close to adopting Haringey's Local Plan: Strategic Policies bringing to a close its examination by an independent Planning Inspector. A new 'Plan for Tottenham' has also been published, and work in partnership with the GLA continues on an Investment Framework for Tottenham.

2.2. In light of these and the broader changes we thought it was time to take a fresh look at our approach to the Development Management Policies (DMP) to ensure they reflect and support the delivery of the Local Plan Strategic Policies and re-engage with the community in a meaningful way on the preparation of this important planning document.

2.3. A cross party Planning Policy Member Advisory Group has been established to help steer this process and develop planning approaches for consultation with the community – the first stage of which is a DMP Engagement Document.

3. Recommendations

3.1. Cabinet is asked to:

   i.   note the proposed scope of the Development Management Policies Engagement Document set out in Appendix 1; and

   ii. delegate authority to the Cabinet Member for Economic Development and Social Inclusion / Director of Place and Sustainability to approve the final consultation document and associated Sustainability Appraisal and Equalities Impact Assessment.

4. Alternative options considered

4.1. Consideration was given to not adopting Development Management Policies and relying instead on the Local Plan: Strategic Policies and the London Plan for determining applications. However, detailed planning policies are necessary to determine individual planning applications. The DMP addresses issues and concerns local to Haringey so relying on the London Plan for determining applications is not an option.

5. Background information

*Haringey's Local Plan and the Role of the Development Management Policies*

5.1. Like the *Local Plan: Strategic Policies Document*, the role of the Council's *Development Management Policies (DMP)* is to encourage growth and enable the sustainable development of Haringey in a way that reflects the vision and aspirations of local communities. This will also be an underlying aim of the Council's Site Allocations Document. Together these documents will form the 'Local Plan' and will be used, along with the London Plan, to determine planning applications received by the Council. They will replace the planning policies set

out in Haringey's Unitary Development Plan (UDP), which was adopted by the Council in 2006.

5.2.   It is important to understand the different role of each of the documents that will make up Haringey's Local Plan. There are also some important differences between these new Local Plan documents and the current UDP; it is not a matter of replacing like for like policies.

5.3.   **The Local Plan: Strategic Policies** provides the overall spatial development plan and strategic direction for the development of the Haringey - including key infrastructure provision necessary to support growth. Unlike the previous approach under the UDP, the Local Plan: Strategic Policies is intended to set out a spatial and area based vision for the development of Haringey and to articulate how it will be delivered. As a result there is much more information on ensuring delivery of development *and* the infrastructure to support it compared to the UDP. The examination of the Local Plan Strategic Policies has now concluded and it will be adopted in early 2013.

5.4.   **The Local Plan: Development Management Policies** will provide the detailed policy requirements for individual planning applications that are necessary to deliver the broader Local Plan: Strategic Policies. It has much in common with the detailed policies found in the UDP in that it identifies specific requirements and standards and responds to issues and particular planning 'problems' in Haringey. However, the policies are intended to be more tightly defined generic policies which can be applied to all relevant applications borough wide or in specific areas of the borough, such as within Town Centres. It will cover the types of uses which will be acceptable, requirements for design and measures to manage impacts of new developments or changes of use on infrastructure. The DMP is not intended to provide guidance on individual sites – or regeneration proposals. Preparation of the DMP is currently underway and the timetable for its delivery is set out in paragraph 5.27 of this Report.

5.5.   **The Site Allocations Document** will identify specific requirements for those sites necessary to deliver Local Plan: Strategic Policies. Unlike the more expansive approach to identifying proposals sites in the UDP, the Site Allocations Document is not intended to be a comprehensive list of possible development sites in Haringey. Rather it is intended to identify the Council's requirements for sites considered strategic by virtue of their scale and/ or role in delivering infrastructure and meeting targets set out in the Local Plan: Strategic Policies. Work on the Site Allocations document will recommence in 2013 with the first stage of consultation likely to take place in summer 2013. The Council may also produce area based documents Area Action Plans (AAPs) which have a similar role to the Site Allocations Document but cover a wider area.

5.6.   These documents that make up the Local Plan will incrementally replace the UDP. Planning applications will need to comply with the broad approach set out in the Local Plan: Strategic Policies, meet the detailed requirements set out in the
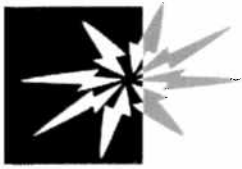
Development Management Policies, and if relevant, deliver the site specific requirements identified in the Site Allocations Document or AAPs.

Process of Preparing the Development Management Policies

5.7. The NPPF sets out a need for early and meaningful consultation on Local Plans. Specific requirements for consultation are also established in related legislation on plan preparation. Before the DMP can be adopted, it will also need to be subject to an independent Examination in Public by the Planning Inspectorate. The Planning Inspector will judge the 'soundness' of the plan considering whether it is consistent with national and regional policies, justified and effective.

5.8. Legislation and related national guidance on developing the DMP require that its policies must conform with the NPPF (2012), the London Plan (2011) as well as policies in the Local Plan: Strategic Policies. It cannot propose policies that contradict or inhibit the delivery of these higher level plans. The DMP must also be justified, based on a robust evidence base and responsive to the local context. In addition, the policies themselves must be drafted in such a way as to be effective in managing development in the borough. Any matters that are a requirement (rather than explanation or examples of how to implement a requirement) must be set out in policies and not Supplementary Planning Documents to enable the policies to be properly examined.

5.9. Finally, it is a legal requirement that the DMP is subject to a Sustainability Appraisal (SA) which must be used to help the Council identify and select the most sustainable policy approaches. The SA provides a clear audit trail of the various options considered by the Council at each stage of preparing the DMP.

5.10. A draft of the DMP was initially published for consultation in 2010 alongside the Local Plan: Strategic Policies and a Site Allocations Document. Work on the Development Management Plan and Site Allocations document was put on hold while work on the Local Plan was being consulted on and examined to avoid overloading consultees. This earlier version of the DMP pre-dates the publication of the NPPF and the current London Plan. Given these changes and the time that has elapsed, a fresh approach to the development of the DMP was considered necessary.

5.11. It is proposed that a DMP Engagement Document is prepared to re-start the dialogue with the local community and other statutory consultees such as the GLA and English Heritage.

Proposed Structure and Scope of the DMP Engagement Document

5.12. As well as the strategic role of the DMP highlighted in paragraph 5.3 above, on a practical level the DMP also has a role in lifting the quality of planning proposals from applicants and ensuring clarity and consistency in decision making by the Council. In response to this, the structure of the DMP and its proposed content is

intended to make the document as functional and useable for development management purposes. The Local Plan: Strategic Policies document already clearly articulates the relationship between policies and the Sustainable Community Strategy and broader corporate objectives. So rather than adopting objective based themes typical of many other planning documents, the proposed DMP is structured by a systematic approach to developing proposals and determining their appropriateness.

5.13. The DMP Engagement Document (at this stage) contains 25 policy approaches which are organised around three central considerations – or 'steps' - to determine planning applications (see structure set out in Appendix 1). These approaches have been informed by existing surveys and studies and relevant emerging evidence. They are also based on consideration of the effectiveness of current UDP policies – and their use in the context of appeals in particular.

(1) Get the right type of development in the right place

5.14. The first section is concerned with directing development to appropriate locations and ensuring a balance between land uses and in the case of housing – types of accommodation that should be provided. This group of policies will set out proposed approaches to:

- Ensuring that the retail centres contain a balanced mix of uses and serves a wide retail function and avoiding clustering of certain uses that may inhibit this – this addresses issues such as betting shops and hot food takeaways. This develops some of the emerging thinking on Town Centre policies as reported to Cabinet in December 2011.
- Managing the levels of employment floorspace, identifying when alternative uses may be appropriate and ensuring that jobs are retained and expanded.
- Specifying how affordable housing requirements should be met and identifying the mix of unit sizes and tenures required to meet Haringey's housing needs.
- Better managing the level of conversions of single family dwelling to HMOs.
- Taking into account amenity impacts on neighbours in choosing where certain land uses and their associated activities can take place.

5.15. The role of these policies is to ensure that the uses proposed meet the overall Local Plan Strategic Policy requirements and are appropriate to the locality in which they are proposed.

(2) Deliver the best design

5.16. The second group of policies will set out design requirements – incorporating sustainability standards. The content and requirements in these policies is to some extent pre-determined by the design and sustainability standards identified nationally, in the London Plan and the Local Plan Strategic Polices.
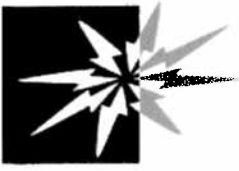
5.17. The policies deal with:

- General requirements for design and accessibility of developments along with more detailed guidance on issues that have been of particular concern or prevalent in planning applications, including:

  i.   basement development;
  ii.   design of tall buildings;
  iii. design of shopfronts; and
  iv.   advertisements.

- Sustainability requirements and standards are also outlined in this section and covers: demolition and construction; on-site energy generation, water consumption; and measures to minimise pollution.
- More detailed guidance on conservation and heritage matters - that start from a presumption of preservation and enhancement are also included.

5.18. The role of this group of policies is to ensure that developments are well designed for people and environmentally sustainable.

(3) *Enhance valuable Infrastructure*

5.19. The final group of policies will address the need to mitigate any impacts of development on valuable infrastructure and identify the circumstances in which applicants will be required to provide additional infrastructure. This includes social community facilities such as schools; public realm improvements; energy and utilities infrastructure; open space and a range of other types of infrastructure.

5.20. This group of policies will include measures related to the following matters:

- Management of transport impact and car and cycle parking requirements
- Requirements for delivering new open spaces or community buildings as part of new developments and protecting existing open space and community facilities
- Ensuring that developments deliver training and other local economic development objectives where possible.
- Measure to protect existing natural assets such as sites of conservation importance and trees - and increasing these and biodiversity in the borough
- Managing developments in flood risk areas and ensuring the proper incorporation of mitigation measures

5.21. The role of these policies is to ensure that there are no adverse impact on existing valuable infrastructure and ensuring that there is sufficient infrastructure to support the delivery of growth.

5.22. The NPPF and good practice dictates that consultation with the community should be early and comprehensive. The purpose of the DMP Engagement Document is to outline the planning policy approaches being considered for inclusion in the final version of the DMP. The aim is to present this in a way that makes it clear what planning policies are being proposed and to encourage respondents to express a preference for any proposals put forward and suggest improvement s or alternatives. To enable this, and encourage community involvement, officers are trying to strike the balance between how to present proposals clearly and in plain English – including in sufficient technical detail to enable meaningful comment.

5.23. It is important that communities have the opportunity to meaningfully comment on the policies. So rather than leaping straight to detailed policies - the DMP Engagement Document is being prepared to get early views on approaches. A set of clear consultation questions will be included within the Engagement Document.

5.24. It is proposed that the document be further developed in consultation with the cross party Planning Policy Member's Advisory Group and that the Cabinet Member for Economic Development and Social Inclusion approves the final version for public consultation early next year. The consultation will be carried out in line with the Council's Statement of Community Involvement.

5.25. An interim Sustainability Appraisal will be prepared to accompany the Development Management Policies – Engagement Document and a draft Equalities Impact Assessment will also be prepared.

Next steps

5.26. The responses to this consultation will be used to further develop and finalise the policy approaches to be contained within the Development Management Policies which will then be subject to a further stage of consultation (described below). This means at this stage, we have consciously avoided setting finished policies – to leave room for better ideas and improvements from the consultation responses.

5.27. The next stages of preparation of the DMP are shaped primarily by the statutory requirements for preparation of Local Plan documents described in paragraphs 5.7 – 5.11above and are explained in Table 1 below.

Haringey Council
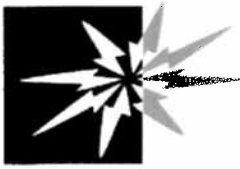
Table 1: Stages of Preparing Haringey's Development Management Policies

	Stage of Preparation	Indicative Date/ Timeframe
1	**Preparation and consultation on DMP – Engagement Document:** Comprehensive presentation of the main policy approaches and any alternatives to these being considered for inclusion in the DMP for public consultation. This is informed by emerging evidence and early consultation that was undertaken on the DMP in 2010.	6 week consultation during January to February 2013
2	**Preparation and Consultation on First Draft DMP:** This is a full draft of the DMP including all policies the Council proposes submitting to the Inspector for examination. This will be informed by consultation responses from the DMP – Engagement Document and key recent studies and analysis undertaken by the Council.	6 week consultation during May to July 2013
3	**Preparation of the Final 'Submission Draft' DMP & SA and Submission to the Planning Inspectorate:** This is the final version that will be submitted to the Planning Inspectorate for Examination. It will be informed by responses to the First Draft DMP. No changes are expected at this stage (and any amendments are likely to be limited in nature). Any outstanding issues will be the subject of the examination,	Summer 2013
4	**Examination in Public:** This is the examination of the Development Management Plan and supporting SA by a Planning Inspector. This can take the form of written submission to an Inspector or may be a hearing where the issues are discussed with the Inspector and planning officers.	Autumn 2013
5	**Adoption of the Final DMP & SA:** Subject to receipt of the Inspectors report, the final DMP will be adopted and will replace any saved policies of the UDP.	Late 2013/ Beginning of 2014

6. Comments of the Chief Finance Officer and financial implications

6.1 The costs of preparing this report have been met from within existing budgets. If during the preparation of the Development Management plan any actions or works arise that cannot be met from existing budgets or are likely to have significant financial implications, then these will be brought to the attention of Cabinet as appropriate.

7. Head of Legal Services and legal implications

7.1 The Development Management Policies falls into the category of being a local development document as defined in regulation 6 of the Town and Country Planning (Local Development) (England) Regulations 2004 and so will be a very

pivotal part of the Council's Local Plan. The procedure for the production of such a document is contained in sections 19 to 24 of the Planning and Compulsory Purchase Act 2004, the various stages of which are clearly identified in the report.

8. Equalities and Community Cohesion Comments

8.1 An Equalities Impact Assessment (EqIA) will be carried out as part of the production of the Development Management Policies and will be consulted upon at each stage of the process.

9. Head of Procurement Comments

9.1. n/a

10. Policy Implication

10.1. Once adopted, the DMP and the Local Plan: Strategic Policies will replace the Unitary Development Plan, 2006 and will be used to determine planning applications in Haringey.

11. Reasons for Decision

12. Use of Appendices

12.1. **Appendix 1:** Structure of draft Development Management Policies Document

13. Local Government (Access to Information) Act 1985

13.1. National Planning Policy Framework, May 2012

Appendix 1

Haringey Local Plan

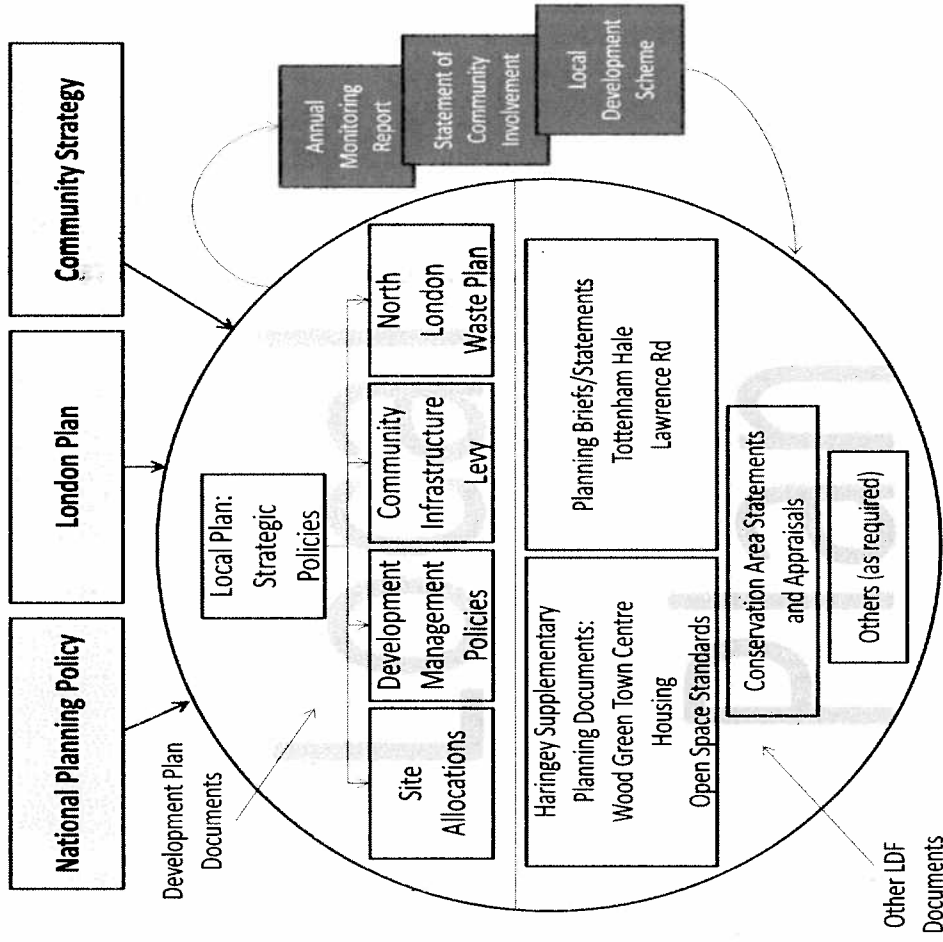## Structure of Development Management Policies

Engagement Document

December 2012

Introduction

This document is Haringey's Local Plan draft Development Management Policies (DMP). Once adopted it will form part of the Local Plan for Haringey. At this stage it is just a draft for public consultation and views – but once adopted it will be a key document for deciding on planning applications received by Haringey Council.

The overall spatial development plan for the borough is provided in the Local Plan Strategic Policies; this document extends this and sets out more detailed planning policy requirements for new development proposals in Haringey. It shows how the overall spatial plan for the borough in the Council's Local Plan Strategic Policies (formerly Core Strategy) will be applied to individual sites through setting out requirements for developments in Haringey. Like the Local Plan Strategic Policies that will shortly be adopted by the Council, the role of the DMP is to encourage growth and enable the sustainable development of Haringey in a way that reflects the vision and aspirations of local communities.

The policies in the DMP must be in general conformity with the London Plan and the Local Plan Strategic Policies; be informed by evidence and be able to be applied effectively. They are also subject to a sustainability appraisal and equalities impacts assessment.

Diagram:

- National Planning Policy
- London Plan
- Community Strategy

- Annual Monitoring Report
- Statement of Community Involvement
- Local Development Scheme

Development Plan Documents:
- Local Plan: Strategic Policies
- Community Infrastructure Levy
- North London Waste Plan
- Development Management Policies
- Site Allocations

Other LDF Documents:
- Planning Briefs/Statements — Tottenham Hale, Lawrence Rd
- Haringey Supplementary Planning Documents: Wood Green Town Centre, Housing, Open Space Standards
- Conservation Area Statements and Appraisals
- Others (as required)

Planning Proposal

1

Get the right type of development in the right place

Policies 1 - X will outline where and when different types of development will be supported

2

Deliver the best design

Policies DM X- X includes requirements for the sustainable design of buildings.

3

Enhance our boroughs's infrastructure

Policies X- X highlight infrastructure requirements and mitigation measures

Three Steps to Planning Permission

Haringey's communities want the most sustainable development and the Council's planning services want to work with developers to make sure that we achieve this.

The remainder of this document sets out the planning policy approaches that are being considered for inclusion in Haringey's DMP. The document will contain 25 policy approaches which are organised around three central considerations – or 'steps' - to determine planning applications.

The first section is concerned with directing development to appropriate locations and ensuring a balance between land uses and in the case of housing – types of accommodation that should be provided.

The second group of policies will set out design requirements – incorporating environmental sustainability standards. The content and requirements in these policies is to some extent pre-determined by the design and sustainability standards identified nationally and in the London Plan Local Plan Strategic Polices document.

The final group of policies will address the need to mitigate any impacts of development on valuable infrastructure and in identify the circumstances in which applicants will be required to provide additional infrastructure. This includes social and community facilities such as schools; public realm improvements; energy and utilities infrastructure; open space and range of other types of infrastructure.

Section 4 of the document will provide further guidance on the planning application process – including sources of further information and support.

The table below lists out the 25 proposed planning policies and the key issues they will address. The consultation document will be prepared to get early views on these policies before a final set of policies are developed.
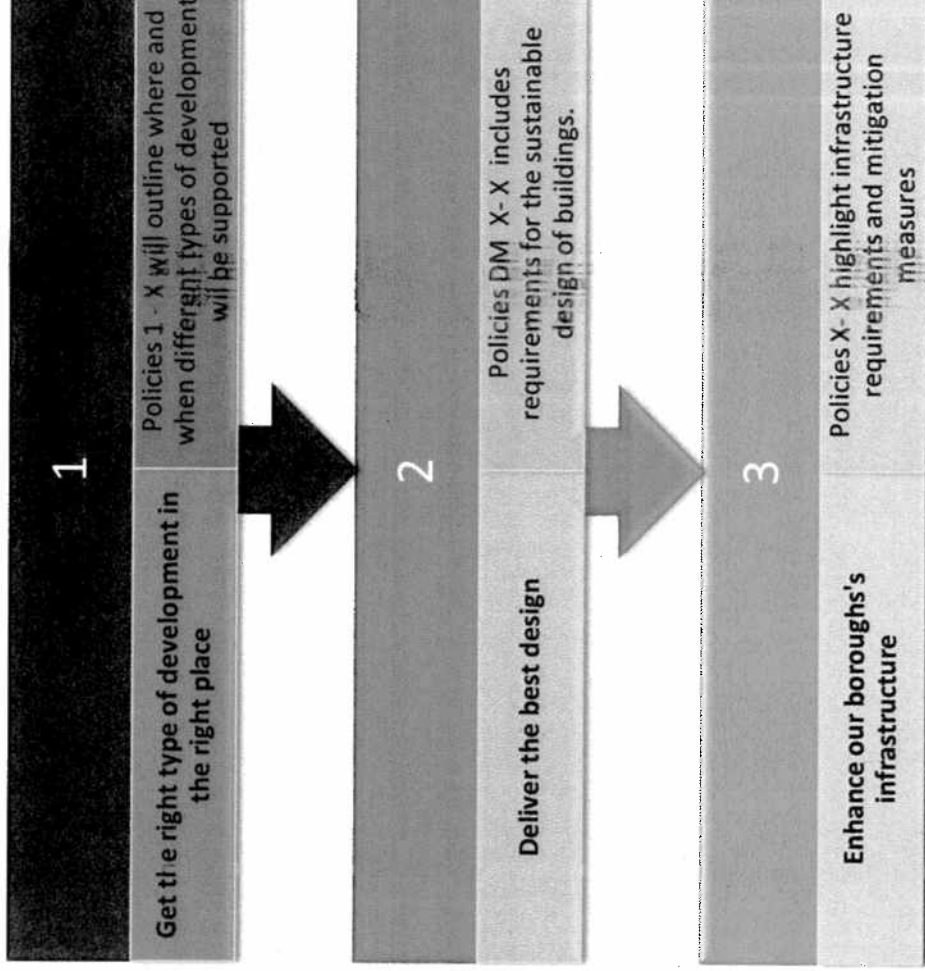
The first step to managing development in Haringey is ensure that development proposed is appropriate to the location and maintains the mix and diversity of land uses that are necessary to deliver the vision set out in the Local Plan: Strategic Policies document. Planning Applicants should ask themselves whether their development:

- Is in line with the strategic objectives set out in the Local Plan: Strategic Policies and the London Plan?
- is appropriate to the location in terms of the type and intensity of the use and its impact existing surrounding uses?
- will it lead to an oversupply or over intensification of a particular type of use?

Policies in this section need to be complied with to ensure that the right type of development is delivered in the right place in Haringey.

Retail & Town Centres	Balancing a mix of town centres uses, avoid clustering of certain town centre uses such as betting shops/payday loan shops, hot food take aways.
Employment	Managing the right type of employment uses in our employment areas, increasing the number of jobs
Conversions & HMOs	Better managing the level of conversions of single family dwellings to HMOs, minimise adverse impacts on amenity of neighbouring properties, links with housing improvement standards.
Housing Need	A range of housing types is delivered to meet current and future needs,
Balancing housing tenure	Improve the quality of housing in the borough, ensure that a range of private and affordable housing types are available across Haringey, and create mixed and balanced communities.
Amenity	Amenity impact on current and future users of the development, amenity impacts on current and future neighbours, managing uses that may have a potential affect on the local area.

2 Deliver the best design

How an environment is built, looks and functions can have a significant impact, either positive or negative, on people's quality of life. This affects not only the environment itself but also the image of a locality, which can affect the economy of an area. Design is about how places work as well as how they look.

Planning Applicants should ask themselves whether their proposed development is:

- beautiful?
- environmentally sustainable ?
- functional and inclusive providing a good experience for occupiers and users of the development?

Policies in this section need to be complied with to ensure that the answer to these questions is a resounding yes and the best design is delivered.

Policy	
Design	Principles of good design, layout, architectural style, safety, good materials, strategic and local views, re-enforcing a sense of place.
Sustainable Development	Development must demonstrate the principles of sustainable development and incorporate climate change adaptation measures
Demolition & Construction	Development is sustainable, designed to reduce the amount of raw materials used over its lifetime, demolition and construction methods, waste storage
Energy & Carbon	Improvement in energy efficiency of buildings, link with 40:20, reduction in carbon emissions, retro-fit measures
Water Management	Reduce the need for water through good design, Sustainable Urban Drainage Systems (SUDs), reduce surface water run-off
Heritage & Conservation	Development has a positive impact on the built heritage & historic environment, locally listed and statutory listed buildings, regeneration benefits and conservation areas
Environmental Protection	Control and prevent pollution and nuisance resulting from all stages of development, air quality,

2. Deliver the best design	
	contaminated land, light pollution, noise and vibration, groundwater and water courses, hazardous substances.
Tall & Large Buildings	Appropriate locations for tall buildings, design principles for tall buildings
Basement Development	Basement development is of highest design quality, no adverse impact on surrounding properties, adverse affect on drainage, water environment, landscaping, areas prone to flooding.
Shopfronts	Design and appearance of shopfronts, sensitive to visual appearance, especially in conservation areas or affecting listed buildings.
Advertisements	Advertisements to be of high quality, sensitive to its visual appearance, not contributing to clutter of signage, not cause light pollution, constructed of materials which discourage graffiti, fly tipping

Developments need to consider the impacts on the social and environmental infrastructure that supports Haringey's communities such as schools and parks. Most development will be required to contribute towards infrastructure to support development in Haringey.

Planning Applicants should consider whether the proposed development:

- Could have any negative impacts on the quality, quantity or access to valuable infrastructure
- Provides opportunities to increase or improved quality of infrastructure.

Policies in this section need to be complied with to ensure that valuable assets that support communities in Haringey are retained and improved.

Policy	Issues it will address
Parking & Transport Impacts	Management of transport impact and car and cycle parking requirements, sustainable travel, parking in front gardens
Social & Community Buildings	Deliver new community buildings as part of new developments and protecting existing facilities, encourage the multi-functional use of facilities, manage loss of existing facilities.
Off-Site Infrastructure	Manage future delivery of new off-site infrastructure e.g. telecommunications, transport, sewage etc
Jobs & Employment	Ensuring that developments deliver local training, jobs and other local economic development objectives where possible.
Open Space	Protection of designated open space, improving access to open space, addressing open space deficiency, sustainable food growing spaces, protection of allotments.
Nature Conservation	Measures to protect existing natural assets such as sites of importance for nature conservation, biodiversity hierarchy to be followed, protection and enhancement of green chains and corridors.
Trees	Requirement for tree planting as part of development, stronger protection to recognise value of ancient woodland
Flood Risk	Directing development to areas of lower flood risk, managing developments in flood risk areas and ensuring proper mitigation measures are in place.