



# COUNCIL

All Members of the Council are  
**HEREBY SUMMONED**  
to attend a meeting of the Council to  
be held on

Wednesday, 31st October, 2018

at 7.00 pm

in the Council Chamber, Hackney Town Hall,  
Mare Street, London E8 1EA

**Tim Shields**  
**Chief Executive**

Contact: Emma Perry  
Governance Services  
Tel: 020 8356 3338  
[governance@hackney.gov.uk](mailto:governance@hackney.gov.uk)

The press and public are welcome to attend this meeting

## MEETING INFORMATION

### Future Meetings

23 January 2019  
27 February 2019  
22 May 2019 (AGM)

### Contact for Information

Emma Perry, Governance Services  
Tel: 020 8356 3338  
[governance@hackney.gov.uk](mailto:governance@hackney.gov.uk)

### Location

Hackney Town Hall is on Mare Street, bordered by Wilton Way and Reading Lane. For directions please go to <http://www.hackney.gov.uk/contact-us>

### Facilities

There are public toilets available, with wheelchair access, on the ground floor of the Town Hall. Induction loop facilities are available in the Assembly Halls, rooms 101, 102 & 103 and the Council Chamber. Access for people with mobility difficulties can be obtained through the ramp on the side to the main Town Hall entrance.

AGENDA ITEM NUMBER	AGENDA ITEM	INDICATIVE TIMINGS:
1 – 4	Preliminaries	5 mins
5	Deputation	15 mins
6	Motion	15 mins
7	Question from Member of the Public	10 mins
8	Questions from Members of the Council	30 mins
9	Elected Mayor's Statement	20 mins
10	Corporate Plan 2018-2022	10 mins
11	North London Waste Plan	10 mins
12	Local Plan 2033	10 mins
13	Children & Families Service 2017-18	10 mins
14	Gambling Policy	10 mins
15	Use of Special Urgency Provision	5 mins
16	Appointments to Committees	-

## Council Agenda

### 1 Apologies for Absence

### 2 Speaker's Announcements

### 3 Declarations of Interest

This is the time for Members to declare any disclosable pecuniary or other non-pecuniary interests they may have in any matter being considered at this meeting having regard to the guidance attached to the agenda.

### 4 Minutes of the previous meeting

(Pages 1 -  
20)

### 5 Deputation

#### a 80 years on, it's Our turn

We are a diverse group of Hackney residents who believe as a Borough we should live up to our long proud history of welcoming refugees.

We would like to thank Hackney Council for their brilliant work supporting refugees in recent years. By giving homes to many Syrian refugee families through the Vulnerable Persons Resettlement Scheme and unaccompanied minors, you have transformed their lives, giving them hope where they may have had none before.

This year is the 80<sup>th</sup> Anniversary of the Kindertransport, the scheme through which Britain welcomed 10,000 child refugees on the eve of World War Two. This anniversary marks the best of what Britain is about.

Hackney alone took in more than 100 of these mainly Jewish child refugees. Giving them shelter when other communities, other countries around the world, would not step up and help.

As part of this anniversary, we are joining a national campaign, led by Lord Alf Dubs. Local Authorities across the country are pledging places for the child refugees of today, to carry forward the legacy of the Kindertransport. These places would be fully funded by Central Government.

We would like Hackney to live up to the legacy of 80 years ago, by like then, giving refuge to some of the most vulnerable child refugees.

Considering our borough's proud history, will you agree to pledge a number of places over the next decade for unaccompanied child refugees from Europe and the crisis hit regions in order to build a legacy for the Kindertransport?

The Deputation will be introduced by Cllr Caroline Woodley

The Deputation spokesperson is Michael Hamilton

## 6 Motion

### a **Rare and Uncommon Cancers**

A total of 3,945 new cancer cases have been diagnosed in the City and Hackney over the course of 2010-14.

46 per cent of cancer diagnoses are rare and uncommon cancers. Around 22 people in Hackney will be diagnosed with Neuroendocrine Tumours (NETs) each year and more than 100 people in Hackney are currently living with this uncommon cancer.

Hackney council pays tribute to the work of charities supporting those living with rare and less common cancers. In particular, we pay tribute to those charities supporting patients living with neuroendocrine tumours (NETs), the determination, hard work and commitment of the founder of the NETs Centres of Excellence, and the multidisciplinary team of gastroenterologists, oncologists, specialist nurses who treat patients across the country.

This council notes:

- The work of the NETs Patient Foundation, a UK wide charity, providing support and information to patients and their families.
- although first identified as a specific disease in the mid 1800's, physicians unfamiliar with NET cancers are less likely to suspect a NET cancer in initial investigations when patients present with symptoms
- 60-80% of patients are diagnosed at an advanced stage, often because of the similarity of symptoms to other conditions - IBS, menopause, asthma gastritis etc
- NETs and their symptoms can severely impair quality of life
- the work done by the NET Patient Foundation to lobby for rare and less common cancers to be included in the next Cancer Strategy for England
- the recent delayed announcement by NICE to make Peptide Receptor Radionuclide Therapy (PRRT), available again treating NETs patients in England. PRRT is a radioactive protein used in the precision treatment of NETs,

This council resolves to:

- join the international NET community on 10



November each year, raising awareness of NET cancers among decision makers, health professionals and the general public;

- Launch a campaign with Hackney GPs and the NHS Trust to work toward improving an understanding of this disease among medical professionals, contributing to reduce delays in diagnosis
- Work toward ensuring that the inclusion of rare and less commons cancers in the Cancer Strategy for England is reflected in Hackney's public health strategy
- Work alongside councils across London to explore the mechanisms for a London-wide strategy to increase awareness of NETs and other less common cancers
- Recognise living with cancer is a long term condition and work with our partners to ensure that no one has to face cancer alone

Moved by Rebecca Rennison  
Seconded by Yvonne Maxwell

## **7 Question from Member of the Public**

### **7.1 Question from Christopher Sills to the Mayor:**

Please could you tell the Council how many beds are available this winter and what steps are being taken by the Council and the Hackney Clinical Commissioning Group to ensure that they are used this winter particularly as The Median Road Facility has been closed by The Quality Care Commission.

## **8 Questions from Members of the Council**

### **8.1 Question from Councillor Patrick to the Cabinet Member for Neighbourhoods, Transport and Parks:**

'There is considerable concern among responders as to the safety implications of the closure of ticket offices at overground stations across the Borough. Can the Cabinet Member provide an update on what representations the council is making to TfL about these proposals?'

### **8.2 Question from Councillor Garasia to the Cabinet Member for Community Safety and Enforcement:**

'Our manifesto pledge is to support residents and keep them safe, despite the Tory cuts to police numbers. Can the Cabinet member for community safety outline what actions have been taken to reduce violent crime since the elections in May?'

### **8.3 Question from Councillor Lynch to the Cabinet Member for Housing Services:**

'As a result of the Grenfell disaster the council is rightly ensuring that our residents are safe by replacing 17,000 front doors over the next 3 years, will the council be reimbursed by

the Government?’

**8.4 Question from Councillor Etti to the Cabinet Member for Housing Services:**

‘Tenants of housing associations deserve a decent service including on repairs, completed on time and satisfactorily. We made a manifesto pledge that we would work with housing associations to improve services and ensure they are well managed and maintained. Can the Cabinet Member for Housing services report on progress so we can be confident our residents are living in a safe and habitable environment?’

**8.5 Question from Councillor Adams to the Cabinet Member for Health, Social Care, Transport and Parks:**

‘This month we have marked World Mental Health Day, by raising awareness of the impact it has on so many peoples lives, especially the young. How will Hackney be making a material difference to the lives of young people suffering from poor mental health?’

**8.6 Question from Councillor Smyth to the Cabinet Member for Cabinet Member for Families, Early Years and Play:**

‘The cuts to Special educational needs funding by this Tory government have been profound, with funding for this service in Hackney having been frozen since 2011. Can the Cabinet Member for families early years and play update us on progress of the task and finish group established early this year to resolve the challenges the council faces?’

**8.7 Question from Councillor Race to the Mayor:**

For residents in Hoxton, losing the Iceland store on Hoxton high-street to make way for flats for private sale would mean losing their only accessible and affordable supermarket nearby. Can the Mayor confirm that the impact of losing the supermarket to residents is being considered by planning, and that the Council will ensure developers make a contribution to affordable housing in the borough?

**8.8 Question from Councillor Gordon to the Cabinet Member for Finance and Housing Needs:**

Could the Cabinet Member for Finance and Housing Needs supply an update on procurement of the North London Heat and Power Project?

**9 Elected Mayor's Statement**

**10 Report from Cabinet: Corporate Plan 2018-2022**

(Pages 21  
- 46)

**11 Report from Cabinet: North London Waste Plan - Proposed Submission**

(Pages 47  
- 164)

**12 Report from Cabinet: Local Plan 2033**

(Pages  
165 - 434)

<b>13</b>	<b>Report from Cabinet: Children and Families Service 2017-18 Full Year Report to Members</b>	(Pages 435 - 486)
<b>14</b>	<b>Report of the Licensing Committee: Gambling Policy</b>	(Pages 487 - 568)
<b>15</b>	<b>Use of Special Urgency Provisions</b>	(Pages 569 - 572)
<b>16</b>	<b>Appointments to Committees</b>	

## **RIGHTS OF PRESS AND PUBLIC TO REPORT ON MEETINGS**

Where a meeting of the Council and its committees are open to the public, the press and public are welcome to report on meetings of the Council and its committees, through any audio, visual or written methods and may use digital and social media providing they do not disturb the conduct of the meeting and providing that the person reporting or providing the commentary is present at the meeting.

Those wishing to film, photograph or audio record a meeting are asked to notify the Council's Monitoring Officer by noon on the day of the meeting, if possible, or any time prior to the start of the meeting or notify the Chair at the start of the meeting.

The Monitoring Officer, or the Chair of the meeting, may designate a set area from which all recording must take place at a meeting.

The Council will endeavour to provide reasonable space and seating to view, hear and record the meeting. If those intending to record a meeting require any other reasonable facilities, notice should be given to the Monitoring Officer in advance of the meeting and will only be provided if practicable to do so.

The Chair shall have discretion to regulate the behaviour of all those present recording a meeting in the interests of the efficient conduct of the meeting. Anyone acting in a disruptive manner may be required by the Chair to cease recording or may be excluded

from the meeting. Disruptive behaviour may include: moving from any designated recording area; causing excessive noise; intrusive lighting; interrupting the meeting; or filming members of the public who have asked not to be filmed.

All those visually recording a meeting are requested to only focus on recording councillors, officers and the public who are directly involved in the conduct of the meeting. The Chair of the meeting will ask any members of the public present if they have objections to being visually recorded. Those visually recording a meeting are asked to respect the wishes of those who do not wish to be filmed or photographed. Failure by someone recording a meeting to respect the wishes of those who do not wish to be filmed and photographed may result in the Chair instructing them to cease recording or in their exclusion from the meeting.

If a meeting passes a motion to exclude the press and public then in order to consider confidential or exempt information, all recording must cease and all recording equipment must be removed from the meeting room. The press and public are not permitted to use any means which might enable them to see or hear the proceedings whilst they are excluded from a meeting and confidential or exempt information is under consideration.

Providing oral commentary during a meeting is not permitted.

## **ADVICE TO MEMBERS ON DECLARING INTERESTS**

Hackney Council's Code of Conduct applies to **all** Members of the Council, the Mayor and co-opted Members.

This note is intended to provide general guidance for Members on declaring interests. However, you may need to obtain specific advice on whether you have an interest in a particular matter. If you need advice, you can contact:

- The Director of Legal and Governance;
- The Legal Adviser to the committee; or
- Governance Services.

If at all possible, you should try to identify any potential interest you may have before the meeting so that you and the person you ask for advice can fully consider all the circumstances before reaching a conclusion on what action you should take.

### **1. Do you have a disclosable pecuniary interest in any matter on the agenda or which is being considered at the meeting?**

You will have a disclosable pecuniary interest in a matter if it:

- i. relates to an interest that you have already registered in Parts A and C of the Register of Pecuniary Interests of you or your spouse/civil partner, or anyone living with you as if they were your spouse/civil partner;
- ii. relates to an interest that should be registered in Parts A and C of the Register of Pecuniary Interests of your spouse/civil partner, or anyone living with you as if they were your spouse/civil partner, but you have not yet done so; or
- iii. affects your well-being or financial position or that of your spouse/civil partner, or

anyone living with you as if they were your spouse/civil partner.

## **2. If you have a disclosable pecuniary interest in an item on the agenda you must:**

- i. Declare the existence and nature of the interest (in relation to the relevant agenda item) as soon as it becomes apparent to you (subject to the rules regarding sensitive interests).
- ii. You must leave the room when the item in which you have an interest is being discussed. You cannot stay in the meeting room or public gallery whilst discussion of the item takes place and you cannot vote on the matter. In addition, you must not seek to improperly influence the decision.
- iii. If you have, however, obtained dispensation from the Monitoring Officer or Standards Committee you may remain in the room and participate in the meeting. If dispensation has been granted it will stipulate the extent of your involvement, such as whether you can only be present to make representations, provide evidence or whether you are able to fully participate and vote on the matter in which you have a pecuniary interest.

## **3. Do you have any other non-pecuniary interest on any matter on the agenda which is being considered at the meeting?**

You will have 'other non-pecuniary interest' in a matter if:

- i. It relates to an external body that you have been appointed to as a Member or in another capacity; or
- ii. It relates to an organisation or individual which you have actively engaged in supporting.

## **4. If you have other non-pecuniary interest in an item on the agenda you must:**

- i. Declare the existence and nature of the interest (in relation to the relevant agenda item) as soon as it becomes apparent to you.
- ii. You may remain in the room, participate in any discussion or vote provided that contractual, financial, consent, permission or licence matters are not under consideration relating to the item in which you have an interest.
- iii. If you have an interest in a contractual, financial, consent, permission or licence matter under consideration, you must leave the room unless you have obtained a dispensation from the Monitoring Officer or Standards Committee. You cannot stay in the room or public gallery whilst discussion of the item takes place and you cannot vote on the matter. In addition, you must not seek to improperly influence the decision. Where members of the public are allowed to make representations, or to give evidence or answer questions about the matter you may, with the permission of the meeting, speak on a matter then leave the room. Once you have finished making your representation, you must leave the room whilst the matter is being discussed.

- iv. If you have been granted dispensation, in accordance with the Council's dispensation procedure you may remain in the room. If dispensation has been granted it will stipulate the extent of your involvement, such as whether you can only be present to make representations, provide evidence or whether you are able to fully participate and vote on the matter in which you have a non pecuniary interest.

## Further Information

Advice can be obtained from Suki Binjal, Director of Legal and Governance, on 020 8356 6234 or email [suki.binjal@hackney.gov.uk](mailto:suki.binjal@hackney.gov.uk)



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London Borough of Hackney  
Council  
Municipal Year 2018/19  
Date of Meeting Wednesday, 18th July, 2018

Minutes of the proceedings of  
Council held at Hackney Town  
Hall, Mare Street,  
London E8 1EA

**Councillors in  
Attendance:**

Mayor Philip Glanville, Cllr Kam Adams, Cllr Brian Bell,  
Cllr Polly Billington, Deputy Mayor Anntoinette Bramble,  
Cllr Jon Burke, Cllr Sophie Cameron, Cllr Robert Chapman,  
Cllr Ajay Chauhan, Cllr Mete Coban, Deputy Mayor  
Feryal Demirci, Cllr Michael Desmond, Cllr Sade Etti,  
Cllr Humaira Garasia, Cllr Margaret Gordon,  
Cllr Michelle Gregory, Cllr Katie Hanson, Cllr Ben Hayhurst,  
Cllr Ned Hercock, Cllr Clare Joseph,  
Cllr Christopher Kennedy, Klein, Cllr Alex Kuye,  
Cllr Richard Lufkin, Cllr Anna Lynch, Cllr Yvonne Maxwell,  
Cllr Clayeon McKenzie, Cllr Anthony McMahon,  
Cllr Sem Moema, Cllr Guy Nicholson, Cllr Harvey Odze,  
Cllr Deniz Oguzkanli, Cllr M Can Ozsen, Cllr Sam Pallis,  
Cllr Benzion Papier, Cllr Sharon Patrick, Cllr Emma Plouviez,  
Cllr Steve Race, Cllr Ian Rathbone, Cllr Rebecca Rennison,  
Cllr Anna-Joy Rickard, Cllr Caroline Selman,  
Cllr Nick Sharman, Cllr Gilbert Smyth, Cllr Peter Snell,  
Cllr Patrick Spence, Cllr Simche Steinberger,  
Cllr Vincent Stops, Cllr Carole Williams and  
Cllr Caroline Woodley

**Apologies:**

Cllr Soraya Adejare, Cllr Sophie Conway, Cllr Susan Fajana-  
Thomas, Cllr Michael Levy, Cllr James Peters and  
Cllr Jessica Webb

**Officer Contact:**

Emma Perry, Governance Services

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**Councillor Clare Potter [Speaker] in the Chair**

**1 Apologies for Absence**

1.1 Apologies for absence were received from Councillors Billington, Conway, Adejare, Peters, Webb, Levy and Councillors Spence and Williams for lateness.

**2 Speaker's Announcements**

2.1 The speaker expressed her gratitude for the support she received from Councillor Adams for Pride, Hackney Mini Marathon, Cycle around the Borough, the equalities tea party. She told Council that she was raising money for 3 charities. There was to be a walking tour on 8 September, a quiz on 11 October and cricket fundraiser event.

### **3 Declarations of Interest**

3.1 There were no declarations of interest.

### **4 Minutes of the previous meeting**

4.1 Councillors Odze and Steinberger told Council that they had received the agenda and papers for the meeting on the previous Friday and had not received the usual electronic notification communication. They queried if the five clear days' notice had been given. The Director of Legal Services and Governance confirmed that the requisite notice had been given.

**RESOLVED** that the minutes of the Council meeting held on 23 May 2018 be approved as a correct record.

### **5 Questions from Members of the Public**

5.1 Question from Muriel Gordon MBE to the Cabinet Member for Housing Services:

As Ms Gordon was unable to be present at the meeting, the speaker read out the question as follows:

'In light of Grenfell, what enforcement is taking place to ensure tenures, other than tenants, produce current gas certificates for inspection each year? Many will not take up the option that the Council is arranging so there is an on-going risk to all residents as we have mixed tenure blocks'.

The written response is below:

- The Council agrees in principal to mandatory gas safety checks and is committed to working towards a position where we can provide additional assurance to residents that we are maintaining the fire integrity of all our estates.
- Under the Gas Safety regulations landlords must arrange for an annual gas safety check to be carried out every 12 months by a Gas Safe registered engineer, unfortunately there is no legal requirement for a leaseholder or freeholder to carry out the same annual checks.
- Hackney's rules and regulations do require leaseholders and freeholders to have annual gas safety check, but we do not specify that they need to provide us, as the landlord, with a copy of this certificate.
- In 2013 legal advice was sought to see if we could enforce leaseholders and freeholders to provide a gas safety certificate. The advice at the time was that the council had no authority to enforce the production of a gas safe certificate.
- However we have been advised by our legal team this week that the standard RTB lease can be amended to include a provision to impose a requirement for leaseholders to provide a CP12 to the council.

- As legal advice does support us enforcing the production of gas certificates on new leases then LBH would look at implementing this requirement from September 2019
- This will allow us to implement a suitable system and have adequate resources to collect the information.
- In respect of existing leases an application to vary existing leases can be made and this is being progressed via the litigation team in legal services who would deal with such an application.
- Further discussion with housing services and legal will need to be held to discuss how to enforce the requirement but this is likely to be done by way of an injunction.
- Following these discussions work will begin on amending the existing leases from April 2019.
- The council has also been given the support of the London Fire Brigade in its leaseholder/freeholder gas certificate enforcement.
- We have canvassed other local authorities to see if anyone else is enforcing gas safety certificates across all homes, to date we have not found anyone that has taken this approach.
- From previous experience I am aware that this is something that some councils have considered but found it difficult to implement.
- In the interim we will be contacting leaseholders and freeholders to ask if they would provide a copy of their gas safe certificate on a voluntary basis however with more than 8,000 leasehold properties and 1,300 freehold properties this task will take resources and time to complete.
- This work will also commence in September 2018
- The council is very committed to working with residents and enforcing bodies to implement the production of gas safe certificates for all homes.
- The resident safety team is also working with communications to highlight the need for a gas safety certificate via various communications channels, including social media, through the council's website as well as our newspaper and housing insert, in order reinforce the council's position with regards to our rules and regulations.
- This approach also gives the council the ability to work with residents in a meaningful way to improve safety for all residents with the introduction of mandatory gas checks.
- We will begin our campaign to encourage gas certificates in Hackney today next week.

**5.2    Question from Christopher Sills to the Mayor:**

‘Would you agree with me that the original agreement for Woodberry Down negotiated in 2006 is now in urgent need of renegotiation, because the passage of time is increasingly causing hardship for individuals, by increasing the amount of social housing being provided, but without increasing the overall density as that would cause further problems.’

**Response:**

Mayor Glanville stated that he had repeatedly made clear to Mr Sills, both at previous Full Council meetings and in written responses, that the Council had already renegotiated the agreement with Berkeley Homes, Notting Hill Genesis and local residents to ensure that the maximum number of affordable homes could be delivered, and a new masterplan had been agreed in 2014.

It was not accepted that by delivering more social homes that local people desperately needed that the Council is causing hardship. The Council had worked very closely with the Woodberry Down Community Organisation, led by residents, to make sure that the Council had been delivering responsible regeneration that brought benefits to the local people.

Mayor Glanville outlined the benefits that regeneration at Woodberry Down had already achieved: more than 1,500 new homes already completed and more than half for social rent and shared ownership; a new community centre; the reopening of the stunning Woodberry Wetlands for the first time in nearly 200 years; new play facilities; a new secondary school; a refurbished primary school; and better youth provision.

The Council planned to deliver hundreds more new homes over the next few years, as well as working with local people to design the next phases of the regeneration.

It was emphasised that any further increase in density at Woodberry Down would only be permitted if there was a corresponding increase not only in the number of genuinely affordable homes delivered, but also an increase in payments by the developer to help deliver improved education and health facilities alongside other community benefits.

Mayor Glanville stated that a long-term project like this would always have challenges and opportunities along the way, but the Council had always made clear that this was an equal partnership and that any changes would be agreed and accepted by all.

Suggestions for any alternative would be welcomed at a time when the government was providing no funding to Councils to build social housing. While Government was on its eighth housing minister in eight years, this Council would continue with the business of building the genuinely affordable homes Hackney’s residents deserved.

**6       Questions from Members of the Council**

**6.1    Question from Councillor Steinberger of the Cabinet Member for Health, Social Care, Transport and Parks**

In the light of the cabinet member’s reaction to TfL’s decision to curtail the 277 bus route, the pre-election face saving exercise that the executive tried to pass off as a

consultation on the future of public transport in Hackney and the inability of the Labour group to act in the best interests of Hackney residents when confronted with a perfectly sensible motion calling for pressure to be brought on TfL to restore the 73 bus to its original and logical route from Tottenham to Victoria, what does the cabinet member intend to actually do to assist those Hackney residents who rely on buses to go about their daily business, in particular those in the north of the borough who since the curtailment of the 73 have to take two or three buses to reach destinations which they formerly could get to on one bus all the way.

### Response

Councillor Demirci told Council that the Labour Party had exerted much more opposition to the curtailment of the 73 bus route than the opposition. She confirmed that Boris Johnson's administration had cut the 73 bus route, with no thought given to the financial burden on residents that this had caused. Councillor Demirci told Council that the 73 bus route was a lifeline for residents and confirmed that the Labour Party would continue to fight the cuts regardless of who was in City Hall. She went on to refer to 700m cuts to the London transport grant affecting numbers of buses in London. This had most effect on low wage workers. A survey seeking views on this had taken place between February and April 2018. Comments made were being analysed and would be used as evidence.

Councillor Steinberger stressed the need to work together to retain local buses.

Councillor Demirci reiterated that the cut to the 73 bus route was made under the Boris Johnson administration and that the Conservatives had been lobbied on investment in the Borough.

Councillor Odze stated that he had discussed with Councillor Stops his concerns regarding bus route 73 and other bus services.

Councillor Demirci told Council that the matter had not been raised with her by opposition councillors as Cabinet Member and that Labour Councillors had raised the issue. The announcement had gone out that TfL would stop the Stamford Hill service. Conservatives had had much time to lobby on this.

### 6.2 Question from Councillor Harvey Odze to the Mayor

Following the High Court awarding an interim payment of £68,000 costs against the Senior Coroner for Inner North London, payable by Camden Council, one quarter to be reimbursed by Hackney. I would like to thank the Mayor for his cross party support to families affected by her unlawful policy. Even as we sit here she is formulating a new protocol to attempt to circumvent the court's decision and cause further unnecessary pain and anguish to relatives of Jewish and Muslim deceased, consequently I would like to invite the Mayor to use his good offices to support those people of all and no faiths who wish to see her dismissal and may I further invite the Mayor to join the campaign to bring pressure on the government to instigate a root and branch review of the Coroner system in England and Wales, which should aim, amongst other things, to bring its governance into line with the rest of the judicial system, provide a formal procedure for an emergency out of hours coroners service and ensure that there is no taxation without representation.

Response

Mayor Glanville told Council that he welcomed the cross party and cross borough approach to this issue. He stressed the importance of supporting the work to end discrimination and distress caused, stating that public services should reflect the diverse people that use them - by accommodating the needs and requirements of different communities and religious groups. Mayor Glanville echoed the statement given by Marie van Zyl, President of the Board of Deputies of British Jews: "residents deserve a senior coroner they can rely on not to needlessly waste taxpayers' money and to treat all residents fairly." He told Council that efforts had been made to contact the coroner several times in advance of the high court case, and again during the hearing.

Mayor Glanville told Council that he had taken part in a meeting with Camden Council on this matter and that Councillor Abdul Hai in that Council had confirmed that he would be writing to the Lord Chancellor requesting that costs be reimbursed in full, a course of action that he supported. He said that he was disappointed that public funds had gone towards paying the legal costs of the Coroner.

Mayor Glanville welcomed the fact that there had been a public meeting on this matter. He stated that at this time the Council was not requesting a 'root and branch review', but recognised that this option should be kept open.

Councillor Odze referred to the fact that the Coroner was not changing her position and called on the Mayor to push for her dismissal. Mayor Glanville told Council that it was not for him to ask for a public official to be dismissed but recognised the need for change.

6.3 Question from Councillor Harvey Odze to the Cabinet Member for education, young people and children's social care

What effect does the Cabinet member think there would be on Hackney's schools and the borough's finances if we suddenly had to find extra school places for thousands of children between the ages of 5 and 18.

Response

Deputy Mayor Bramble told Council that Hackney Council took its duties in placing children in its schools very seriously. Hackney had very good schools and demand on school places was high. She told Council that if necessary, Officers would work with Members on this, looking at options, including staggering lunch/assembly and considering how the Council works with schools in neighbouring boroughs. Places would initially be provided at schools with vacancies. If this did not meet demand, existing schools could be expanded or new ones opened through the routes available at the time for the receipt of Capital to fund the school.

Deputy Mayor Bramble told Council that any additional funding required is set aside at the beginning of the financial year through the Growth Fund to provide for planned increases in roll the following September. The funding of a sudden increase in extra places was outside of the Dedicated School's Grant and the liability would need to be met from a core budget.

Councillor Odze expressed concern at what he called Ofsted's anti-faith campaign, impacting negatively on Jewish and Muslim schools, leaving parents with only options

to leave or to educate illegally. Deputy Mayor Bramble confirmed that these faith schools were part of the schools of Hackney and that the Council fostered equality and diversity.

**6.4 Question from Councillor Brian Bell to the Cabinet Member for Community Safety**

Further to previous questions to Council, and to local ward forums held in Brownswood, could the Cabinet Member for Community Safety update us on whether measures to alleviate the effects of large events held in Finsbury Park have been successful, and will she and the Mayor consider making direct representation to LB Haringey if these measures are not proving effective?

**Response:**

Councillor Selman replied that the Council had worked closely with residents to ensure that their concerns about events in Finsbury Park were heard at the highest levels through public Ward Forums, senior level meetings and resident working groups and working with Council officers to identify practical ways to improve the situation for Hackney residents.

As part of the preparations for the events, the Managing Director of Festival Republic and officers from Haringey had met with residents at Ward Forum meetings. In these meetings Festival Republic recognised that the events had caused significant public nuisance issues for Hackney residents and had committed to increasing the number of security staff to around 85 each day.

In addition, the Council's Parking Services extended Zone G parking restrictions for each day and had parking enforcement officers patrolling each day.

Resident meetings were also held each day to allow feedback directly from residents to those managing the event in order to address issues raised for the following night. The Council was now in the process of collating residents' feedback, which would feed into a wider debriefing session scheduled in September with Haringey and Festival Republic.

Based on the feedback received from residents to date, it was noted that there had been notable improvements in the management of the festival from previous years but significant concerns remained.

Haringey Council had recently received an application for the Review of Festival Republic's licence and Hackney Council would be submitting a response to this review by 2 August 2018.

Councillor Selman stated that she would be meeting with officers to review the details of the weekend in the coming weeks and would take forward the issues with Haringey Council and Festival Republic.

**Supplementary questions**

Councillor Bell expressed concern that the festivals were affecting residents of Hackney including those in Brownswood and requested that pressure continue to be exerted on Haringey Council to resolve these issues. Councillor Odze added that it

was necessary to address these issues as many events were held at the park and were causing a nuisance for residents.

Councillor Selman responded that provisions had been made for recent events however, it was the responsibility of the licensee to monitor noise levels in the park and that she was still awaiting the findings of a monitoring exercise that had been undertaken.

**6.5 Question from Councillor Sophie Cameron to the Cabinet Member for Health, Social Care, Transport and Parks**

‘Will the Cabinet member for Health Transport and Parks join with me in welcoming the recent announcement by the Mayor of London that the Ultra Low Emissions Zone will be expanded up to the North and South circular roads from 25 October 2021 and therefore that Hackney will be included within the zone. These bold measures will deliver a major improvement to Londoners health by reducing the toxic air quality that is currently responsible for thousands of premature deaths and other serious conditions. Research demonstrates these effects disproportionately impact the poorest Londoners. Expanding the Ultra Low Emission Zone (ULEZ) beyond central London and introducing these strict standards for heavy vehicles across London will result in more than 100,000 Londoners no longer living in areas exceeding legal air quality limits in 2021, a reduction of nearly 80 per cent compared to without expansion.

Can the Cabinet member highlight other measures that Hackney Council are taking to improve air quality in the Borough and particularly in the ward I represent, Clissold ward.’

**Response:**

Councillor Demirci responded that she welcomed the announcement on the ULEZ expansion to North & South circular. Councillor Demirci along with four other inner London borough colleagues began lobbying for the expansion in 2013 before the central London ULEZ plans were announced.

The Council was delighted that the Mayor of London had been bolder than his predecessor in his proposals to tackle the very serious health impacts of road vehicle-related air pollution through the introduction of the toughest emission standard of any world city.

Hackney had lobbied for a London-wide scheme rather than a North/South circular boundary. Whilst air quality was a significant issue in Inner London there were still wider failures of the air quality policy in Outer London and it was predicted overall transport-related emissions would decrease for a London wide scheme.

Councillor Demirci believed that the Mayor of London had taken a bold step but requested that he go further and ensure that the emission standards for the ULEZ set for London should meet the National Air Quality Objective. Hackney’s current Air Quality Action Plan and Transport Strategy had seen a variety of high profile initiatives implemented across the borough including:

- **Emission based parking permits**



- **Hackney's Fleet Project** -The Council had been undertaking a programme of fleet replacements to the minimum emission standards or replacing vehicles with fully electric models to meet higher emissions standards.
- **Zero Emission Network** -. ZEN had delivered over 700 incentives to businesses and 300 to residents including electric van trials, Santander cycle hire credits and grants to help reduce businesses impact on air quality.
- **Electric Vehicle infrastructure** - Hackney had expanded the electric vehicle charging network to support the uptake of electric vehicles with 43 source London charge points and more lamp column charge points.
- **Implementing the City Fringe Low Emission Neighbourhood (LEN)**
- **Neighbourhoods of the Future (NoF)** scheme had committed to delivering at least six Electric Streets, and Hackney would be implementing the UK's first Ultra Low Emission Vehicle (ULEV) street.
- **Schools Air Quality Project** - Since 2016 the Council had monitored air quality at more than 50 schools and was working with the schools to mitigate air pollution.
- **Car Parking Zone (CPZ) projects** – this project had been implemented across most of the borough

6.6 Question from Councillor Tom Rahilly to the Cabinet Member for Finance and Housing Needs

Can the Cabinet Member for Finance and Housing Needs update members on work ahead of Universal Credit implementation in Hackney in October?

**Response:**

Councillor Rennison replied that Universal Credit (UC) would replace six working age means tested benefits and was the biggest change in recent years to the Benefits system. UC would be implemented in Hackney and the Council would ensure that its residents were given the support necessary. It was important to note that residents would move to UC when they made a new claim.

The migration process of all benefit claimants would start late 2019 until 2023 with no indication provided by government yet on how this would be managed. However, the Council would be undertaking a wider communications campaign to accompany the roll-out to raise awareness amongst residents, Council staff and partners around the key elements of the UC and what this would mean for residents. The Council would be communicating this message through a variety of methods including the Council's website, Hackney Today, newsletters, direct communications with residents through the use of key documents, social media and engaging at community events such as the Hackney Carnival in September 2018.

One of the major risks for residents, the Council and housing providers was the move to make the majority of tenants responsible for paying their rent. UC would be paid a month in arrears which could mean that those who had no problem paying their rent currently could face difficulties in the future.

Therefore the Council would be working with tenants so that they knew the importance of paying their rent and also provide support in managing finances properly and access to free advice and guidance including budgeting and banking. The implementation of UC could create a greater need to support residents with complex needs. Therefore the Housing team would be identifying potentially vulnerable

customers and making personal contact with them to ensure they understand UC and its implications.

UC also posed a risk for vulnerable groups such as women living in refuges as they could no longer make a dual claim.

The Council would continue to campaign for further changes to be made to Universal Credit so that the system provided support to the most vulnerable residents that an effective welfare system should.

**6.7 Question from Councillor Sharon Patrick to the Cabinet Member for Housing**

Can the Cabinet Member for Housing update the council on fire safety works to its properties?

**Response:**

The Mayor responded that following the tragic events at Grenfell Tower the Council had responded with a number of actions including:

- Enhanced Fire Risk Assessment (FRA) checks and publishing Hackney's FRAs online demonstrating its commitment to transparency and accountability.
- Carried out new FRAs
- All cladding on blocks and estates in Hackney had been tested and cladding had been removed from Hugh Gaitskill and work was being undertaken to remove cladding from Lincoln Court.
- Regular updates were being provided to residents through direct communications online and by post and Hackney Today. A letter would be issued outlining the programme of works when they have been agreed.
- Continue to manage the retro-installation of sprinklers at 355 Queensbridge and are making frequent site visits
- The continuation of the Council's programme of testing flat front doors and awaiting the full results from the latest batch sent to the laboratory
- Ensured that all Hackney's tower blocks were fitted with dry risers and that they were in working condition
- A new team dedicated to managing the FRA programme had been set up to manage the challenges ahead including responsibility for new 'Type 3' assessments and ensuring the recommendations from last year's published FRAs were delivered.
- Also ensuring residents were aware of their obligations in relation to fire safety are.
- Hackney would continue to lobby the government regarding building controls and regulatory reform clarity
- Hackney required proper funding from the central government for the fire safety works and the freedoms to fund these works without affecting other programmes.

**7 Elected Mayor's Statement**

7.1 Mayor Glanville told Council that the community strategy was the culmination of a three year journey with engagement with residents who, he said, loved Hackney but had concerns about such matters as crime, gentrification and change, with some residents feeling 'left behind'. This had laid the foundation for a new Hackney strategy that demonstrated the Council's ambition to tackle the challenges that face its'

residents, working with these residents and building on partnership work. Mayor Glanville commended all officers and Councillors involved in the preparation of the strategy.

7.2 Mayor Glanville told Council that he had attended a number of events in the Borough, including street parties, celebrated the 10<sup>th</sup> anniversary of Bridge Academy, and the first ever 'fantastic' Hackney Kid's Carnival.

7.3 Mayor Glanville told Council that he had celebrated the 70th birthday of the National Health Service, founded on the principle that, "illness is neither an indulgence for which people have to pay, nor an offence for which they should be penalised, but a misfortune, the cost of which should be shared by the community." He referred to the NHS as a fantastic post-war institution and confirmed that the Labour Party would continue to fight for healthcare free at the point of use. He thanked the people at the heart of NHS for the service that they provide and Cabinet Members for their work on Health and Social Care. He went on to thank residents who contributed to an innovative co-production model of social care alongside the NHS.

7.4 Mayor Glanville referred to the celebration of the 70th anniversary of the arrival of Windrush and hoped that members across the political divide would vote in favour of the motion before Council, calling on the Government to end the 'hostile environment' policy and criminalising a generation of people who had worked hard for this country. This sends a message that Hackney is a welcoming and open borough that celebrates the contribution of immigrants and the Windrush generation.

7.5 He told Council that he was also proud of the renewed commitment to tackling hate crime at Monday's Cabinet meeting. Adopting this strategy made a clear and strong statement that Hackney was no place for hate. Building a place for everyone also started by giving the Borough's young people the best start in life.

7.6 Mayor Glanville referred to the two reports on the meeting's agenda, responding to Scrutiny Commissions as part of being a transparent borough. In the Hackney's Children and Young People Scrutiny Commission report into unregistered educational settings, the response to Council set out its' determination to deliver a safe, secure and suitable education environment for all its children and young people. He thanked Cllr Chris Kennedy for his hard-work as the Scrutiny Chair that commissioned the investigation. Mayor Glanville told Council of the update on the Council's retention of foster carers as part of the manifesto promise to expand the number of foster carers and provide improved bespoke training to support them.

7.7 The Mayor told Council that he had sent a letter to the eighth housing minister in eight years, emphasising the need to build more houses. He said that no one in Government had taken on the challenge of reform and solving the housing crisis. Meanwhile, the Council had a number of housing initiatives underway such as at Kings Crescent. He told Council that at Cabinet on Monday he had introduced a Capital Update paper that introduced where the Council received grants to innovate the planning service and discharge social care using digital systems. The report also outlined where we have received grants to innovate our planning service and social care using digital systems.

7.8 Mayor Glanville stated that the Tories could not even agree the summer holidays. Theresa May was on her way out of power and was injuring business. He said that it was clear now, more than ever, that Labour, led by Jeremy Corbyn, was a government in waiting.

7.9 Councillor Steinberger started by congratulating the English football team on their successes in the world cup. He welcomed Joe Betsworth and Gordon Bell, Freeman of the Borough to the meeting. Councillor Steinberger told Council that he was impressed by the joint workings between the parties on the current difficulties with the Coroner. He went on to refer to the tragedy of the death of a 20 year young man in his ward. Councillor Steinberger sought clarification on who would be deputy in the mayor's absence. He asked for cross party discussion on the Budget for 2019/20.

7.10 Mayor Glanville told Council that he had embraced the World Cup and the fantastic atmosphere that surrounded it and had ensured that the St Georges flag was flying over the Town Hall during the event. He went on to welcome Joe Betsworth to the chamber. He confirmed that there was now a statutory Deputy Mayor and a Deputy Mayor in the Borough and the diversity of his Cabinet. He referred to the tragic death of the 20 year old man in the Springfield ward and the need to learn lessons from this and to have effective working relations with relevant agencies such as the NHS and other partners.

7.11 The Mayor hoped that Cllr Steinberger's offer was genuine and indicated that he would be willing to take a cross party approach on the Budget 2019/20 and the Director of Finance and Corporate Resources would also be available to discuss the budget.

## **8 Report from Cabinet: Community Strategy Report**

8.1 The tabled paper amending recommendation 3.1 was circulated at the meeting.

8.2 Councillor Selman introduced the Hackney's Community Strategy 2018-2028, which set out the overall strategic direction and long-term vision for promoting and improving the economic, social and environmental well-being of Hackney for the next ten years. The strategy had been developed in consultation with the local people and organisations over the last three years.

8.3 Councillor Selman emphasised that Hackney had undergone significant changes over the past fifteen years and the borough's public services and schools had gone from the worst to amongst the best in the country. It was noted that Hackney still had unacceptable high levels of poverty and the community strategy would address the challenges of delivering affordable housing, local spaces, minimising climate change and setting of broader challenges.

### **RESOLVED:**

That Council approves and adopts the Hackney Community Strategy 2018-2028

**9 Executive Response to Scrutiny Report on Recruitment and Retention of Foster Carers**

9.1 Deputy Mayor Anntoinette Bramble introduced the report of the Commission on recruitment and retention of foster carers that she had worked on with Councillor Christopher Kennedy. As part of this work she had spoken to foster carers and young people about their experiences. She confirmed that a broad programme existed that would benefit young person's staying with foster carers, while attending university. 'Staying put' arrangements were in place for a young person of a certain age, when they have to pay the foster carers to stay. A new strategy would be launched with a new training programme. She paid tribute to the work of foster carers and stressed the importance of a Hackney for everyone, opening homes to children with difficulties.

**RESOLVED:**

To note the Commission's report on Recruitment and Retention of Foster Carers and the response from the Executive.

**10 Executive Response to Scrutiny Report into Unregistered Educational Settings**

10.1 Councillor Bramble, Deputy Mayor, introduced the executive response to the report of the Scrutiny Commission carrying out an investigation into unregistered educational settings in Hackney following concerns around safety, safeguarding and the quality of education provided in such settings. Councillor Bramble welcomed the report and ensuring that all children and young people in educational settings have the same protections and access to high quality education as other children in Hackney.

10.2 Councillor Bramble thanked officers for their work on the report and the Local Government Association for assisting in the setting up of a conference on unregistered educational settings including private tuition.

10.3 Councillor Kennedy thanked the Mayor, Councillor Bramble, former Councillors Jacobson and Sharer, Rabbi Pinter and the partner organisations for their contribution to the review and indicated that he would welcome participation from Conservative Group Councillors in the Council's scrutiny reviews.

10.4 Councillor Steinberger indicated that Conservative Members would like to participate on the Council's Scrutiny Commissions but Members believed they were undervalued and not offered appropriate positions on the Commissions.

10.5 Councillor Odze welcomed the report and expressed concern that Ofsted's actions in relation to unregistered educational settings were having a detrimental impact on the existing educational system.

10.6 Councillors Gordon and Bramble emphasised that they wanted Conservative Councillors to engage and contribute in the Council's Commissions reviews and would welcome discussions with the group following the meeting. Councillor Bramble indicated that she would be willing to discuss with Conservative Group concerns regarding religious education within unregistered education settings and reiterated that the education delivered in such settings must be of a high quality

**RESOLVED:**

To note the Commission's report into Unregistered Educational Settings and the response from the Executive.

## **11 Report of the Licensing Committee: Statement of Licensing Policy**

11.1 Councillor Emma Plouviez introduced the report. She emphasised that the policy was not restrictive but set guidelines for licensed premises in the Borough and that it would encourage new business. The proposed policy and the decision to extend the Shoreditch Special Policy Area was evidence based following consultation with residents, evidence of a proliferation of intoxicated people, violence and anti-social behaviour in the area, with an unsure economic impact. Councillor Plouviez stressed that the Council wished to encourage a diverse range of activities in the area and that the policy must balance the needs of the business community and residents and that the proposed policy would deliver and underpin this. She said that a large number of independent businesses operated in the Borough and that the proposed licensing policy would not change this.

11.2 Councillor Caroline Selman thanked Councillor Plouviez for the work that had gone into the development of the licensing policy, including evidence gathering. She stressed that this was not a blanket policy but ensured that the Council had the tools to tackle public nuisance. She referred to the fantastic night life in the Borough but that this did impact on the lives of residents. It was important to strike the right balance and she considered that the proposed policy achieved this. Councillor Selman told Council that she was aware of residents' concerns in the areas they live. She was aware that the area was developing and that this fact would justify an early review of the proposed licensing policy. However, it was also necessary to give the policy time to embed. She told Council that the Council's enforcement service had been restructured with a broader remit. Practical steps were taken to mitigate noise. The Council had taken all responses into account and had taken other routes of engagement. There was a clear understanding of the need for a balanced licensing policy.

11.3 Councillor Kam Adams thanked all those involved in the preparation of the plan including Councillors Selman and Plouviez. He told Council that he represented the Shoreditch area and that the night time economy came at a cost. He confirmed that Licensees would have to demonstrate that their premises were well managed.

11.4 Councillor Desmond told Council that he had received a large number of emails from concerned residents in the area and that they now had firm assurance that there would be flexibility and a licensing policy that was fit for purpose. He confirmed that each licensing application would be considered on its own individual merits and that there would not be a blanket policy. Further, the night time economy, which he was proud of, should be supported, together with businesses. He stressed the need to take account of the needs of residents whilst ensuring that people could also have a good time.

11.5 Councillor Harvey Odze stated that the Council supported big business in the Borough whilst small businesses and start-ups could not compete.

11.6 Councillor Papier referred to the contents of the leaflet 'We love Hackney' and that there were restaurants closing down at 10am, giving into the idea that larger organisations could operate while other small organisations could not. He stated that

there was noise problem in the Borough and that the Council's noise unit was insufficiently staffed, with only two officers dealing with cases on Saturday. He said that the vast majority of people were against the proposals during the consultation and that the Council was not listening to the people.

11.7 Councillor Brian Bell referred to the fact that Hackney had the biggest concentration of licensed premises in the country. He added that the Licensing Sub-Committee was very rigorous in its approach to considering licensing applications at its hearings.

11.8 Mayor Glanville told Council that he had moved to Shoreditch and had taken advantage of the night time economy but upon being elected as a local councillor reflected on casework and regular meetings of the Shoreditch Neighbourhood Panel who wanted to see the introduction of the Special Policy Area and a balance between the needs of business and those of local residents. Mayor Glanville confirmed that the Council did not wish to see a stifling of new business or the night time economy and stressed that the Labour Party supported independent business, a fact made clear in the manifesto. He concluded by saying that he supported a night time economy with a well-managed town centre.

## **RESOLVED:**

1. To approve the proposed Policy at Appendix 1 to be published, effective from 1 August 2018.
2. To note the report on the Statutory Consultation at Appendix 2
3. To note the Cumulative Impact Assessment at Appendix 3 of the report.
4. To note the Behaviour Audit at Appendix 4
5. To note the Cost Benefit Analysis at Appendix 5 of the report.
6. To note the Equalities Impact Assessment at Appendix 6 of the report.
7. To authorise the Group Director of Neighbourhoods and Housing to make any non-substantive changes to the Policy as appropriate before approval by Full Council.

## **12 Report of the Licensing Committee: Resolution not to issue Casino Premises Licence under the Gambling Act 2005**

12.1 Councillor Selman introduced the report proposing a resolution not to issue casino licences under the Gambling Act 2005 for a further period not exceeding three years. The borough suffered high levels of deprivation and having casino premises would not be in residents' interest.

12.2 Councillor Odze fully supported the recommendation and welcomed this measure discouraging betting companies due to the harmful effect of gambling and addiction.

12.3 Councillor Selman welcomed the support and asked that the Conservative Group also apply pressure on central government to bring forward the proposals in relation to gambling machines.

**RESOLVED:**

To not issue casino premises licences under the Gambling Act 2005 for a further period not exceeding three years effective from 31 January 2019 given the characteristics of the Borough and following the recommendation of the Licensing Committee.

**13 Standards Committee Annual Report 2017/18**

13.1 Deputy Mayor Bramble introduced the report. She told Council that this had been her second year as chair and she welcomed the opposition party to serve on the Committee.

**RESOLVED:**

To note the Standards Committee's Annual Report for 2017/18 at appendix 1 of the report.

**14 Overview and Scrutiny Annual Report 2017-18**

14.1 Councillor Hayhurst presented the Overview and Scrutiny Annual Report 2017/18 and provided a brief outline of the activities undertaken and impact of the four themed Scrutiny Commissions. The Children and Young People Scrutiny Commission's review of unregistered educational setting, Health in Hackney Scrutiny Commission's work looking into supporting adult Carers, Living in Hackney Scrutiny Commission's work in providing public reassurance following the Grenfell Tower tragedy and Working in Hackney Scrutiny Commission's review on Future World of Work and Skills.

14.2 The work of the commissions would elevate the quality of debates and he thanked officers for facilitating this work.

**RESOLVED:**

To note the Overview & Scrutiny Annual Report 2017-18

**15 Report of the Chief Executive: Members' Allowances Scheme 2018/2019**

15.1 Tim Shields, Chief Executive, introduced the report. He told Council that the report recommended a 2% uplift in Members' allowance and referred Council to the recommendation at page 686 of the Council papers.

15.2 Councillor Steinberger referred to the redistribution of the allowance in previous years and asked that the allocation be reconsidered as the membership balance had changed and there was no Liberal Democrat Leader position. The Chief Executive confirmed that he would request Rodney Brookes to review the scheme following the suggestion with a report back to a future meeting of Council.



15.3 Councillor Harvey Odze opposed the recommendation, considering it invidious for members to vote on their own allowance.

15.4 Mayor Glanville told Council that he shared some concerns with Councillor Odze. He stated that there was no change to the underlying scheme and that the 2% uplift in members allowance was in line with the local government agreement for 2018/19.

Votes:

For: Majority

Against: Two

Abstain: 0

**RESOLVED:**

To agree the report and the Members' Allowances Scheme for 2018/19 attached at Appendix 1.

**16 Report of the Chief Executive: Section 85 Local Government Act 1972 - Resolution to Extend Six Month Rule**

16.1 Tim Shields, Chief Executive introduced the report requesting Council to consider an extension of the six month rule for Councillor Rickard on the grounds of her maternity leave.

**RESOLVED:**

That the Council in accordance with Section 85 of the Local Government Act 1972, approved Councillor Rickard's non-attendance at meetings until the next Council AGM on 22 of May 2019 to accommodate her maternity leave.

**17 Report of the Chief Executive: Constitutional Changes**

The Chief Executive introduced the report recommending technical adjustments to the constitution.

**RESOLVED to:**

Approve the changes to:

1. Contract Standing Orders as set out in the attached appendix 1 of the report.
2. Name change for the Working in Hackney Scrutiny Commission

**18 Motions**

18.1 Councillor Williams proposed and introduced the motion:

Hackney has a long cherished history of being a destination for new arrivals in the UK, making it the special place it is today.

Hackney's migrant communities contribute a huge amount to the borough, and are the heart of the borough's cultural identity.

About 8% of the borough's population is of Afro-Caribbean ethnicity and, though the Council does not have precise figures, it is believed the borough is home to hundreds, if not thousands, of the Windrush generation, and many more come from other Commonwealth countries across the globe.

Hackney Council expresses dismay at the 'hostile environment' initiated by Theresa May when she was Home Secretary and at the financial and emotional impact this has had on the Windrush generation and their families, including children and grandchildren.

This council welcomes:

- the work done by former Councillor Patrick Vernon who launched the petition, *'Amnesty for anyone who was a minor that arrived In Britain between 1948 to 1971'*, calling on the Government to stop all deportations, change the burden of proof and establish an amnesty for anyone who was a minor, and to also provide compensation for loss & hurt,
- the steps already taken by the Mayor of Hackney, expressing his concerns over the treatment of the Windrush generation,
- Deputy Mayor Bramble's participation in the Windrush roundtable discussions, work to mark the 70th Anniversary of Windrush and further legacy work,
- the contribution that the Hackney Museum and Archives have undertaken over many years to capture the history and legacy of the Windrush Generation,
- the work of organisations the JCWI, BME Lawyers 4 Justice, the Runnymede Trust, MPs and the All Parliamentary Group on Race who have been campaigning on these issues, and
- the role the Caribbean High Commissions have played in lobbying the Government.

18.2 Councillor Williams paid tribute to Patrick Vernon for his campaign to introduce a national Windrush Day to recognise and celebrate the achievements of the Windrush generations. Councillor Williams emphasised that many of this generation had responded to the call from Britain and contributed to the rebuilding of the country after World War 2. She listed many achievements of the Windrush generation and the significant contributions they made to sectors such as the NHS. Many of this generation had encountered racial discrimination in housing, employment and opportunities. Councillor Williams stated that the government needed to end all hostile environment policy measures, protect the rights of this generation's children, compensate those affected by the government's policy and a plan of action to bring back those deported.

18.3 Councillor Bramble seconded the motion and emphasised that the Windrush generation had been invited to rebuild and fill vital skills shortages in Britain. They had taken pride in coming to this country and they had improved the experience for other

migrant communities. Councillor Bramble was proud of her Caribbean heritage and would continue to lobby for the eradication of these hostile policy measures.

18.4 Councillor Odze indicated that he could not support the motion unless reference to Theresa May was deleted from the motion as this was factually incorrect and the previous Labour government had created the hostile environment.

18.5 Councillors Hercock, Burke, Desmond, Etti, Coban and Kuye supported the motion and stated that a national day should be adopted to remember the contribution of migrants in this country, in particular the Caribbean community. The achievements of Basil Sterling who attended Woodberry Down School and became the first Caribbean immigrant to win a British boxing title in 1976 should also be recognised. A public inquiry was necessary to ensure that lessons were learnt and mistakes were not repeated with EU citizens following Brexit. Such policies were creating a hostile environment for immigrant communities with a Hackney constituent that had arrived in the 1960's and had contributed for decades to this country had been dismissed from his job at a Housing Association after being unable to provide evidence regarding his legal status. It was important to defend the Windrush generation who had contributed much to Britain and had faced many challenges and discrimination.

18.6 Mayor Glanville stated that the Conservative government needed to take responsibility for the hostile environment it had created for the Windrush generation and to provide funding and support to those affected by its policy.

18.7 Cllr Williams responded that many of the Windrush generation had contributed to rebuilding this country and this hostile policy had significantly affected many people's lives and families and their access to healthcare and employment.

**RESOLVED to:**

1. Continue actively campaigning for an end to all 'hostile environment' policy measures and to continue to call on the Government to enable the Windrush generation to acquire British citizenship at no cost and with proactive assistance throughout the process,
2. Lead the way, by celebrating an annual Windrush Day in Hackney and for Hackney to welcome the government's announcement to make 22 June each year an annual celebration to recognise and honour the enormous contribution of those who arrived between 1948 and 1971
3. Press the Prime Minister to call for an independent public enquiry into the Windrush scandal,
4. Demand the Government fully supports advice agencies in their work to achieve justice (and compensation for all losses, injury and damages to date where necessary) for all Hackney residents of the Windrush generation,
5. Review our own policies and procedures to ensure we support those affected,
6. Support the call for fees for naturalisation to be waived for all those who have been affected, and
7. Oppose the criminalisation of Windrush families.

**Against:** Councillor Odze

19.1 The Chief Executive introduced the report.

**RESOLVED:**

To approve:

1. The appointment of Cllr Odze to the Licensing Committee and the Audit Committee.
2. The appointment of Cllr Snell on the Licensing Committee to replace Cllr Adejare.
3. The appointment of Cllr Smyth on the Working in Hackney Scrutiny Commission to replace Cllr Etti.

**20 Appointments to Outside Bodies**

20.1 The Chief Executive introduced the report.

**RESOLVED:**

To approve the appointment or nomination of appointment of Members to Outside Bodies on behalf of the Council as listed in the Schedule at Appendix 1 of the report.

**Duration of the meeting:** 7:00 – 9:45

**CORPORATE PLAN 2018-2022****Key Decision No. CE P3**

<b>CABINET MEETING DATE (2018/19):</b>  <b>29.10.18</b>  <b>COUNCIL MEETING DATE:</b>  <b>31.10.18</b>	<b>CLASSIFICATION:</b>  <b>OPEN</b>
<b>WARD(S) AFFECTED: ALL</b>	
<b>CABINET MEMBER: Mayor Philip Glanville</b>	
<b>KEY DECISION</b>  <b>Yes</b>  <b>REASON</b>  <b>More than 2 Wards.</b>	
<b>GROUP DIRECTOR</b>  <b>Tim Shields</b>	

## **1. MAYOR'S INTRODUCTION**

Our new manifesto, on which the Labour Group and myself were elected in the May 2018 elections was titled 'Hackney Labour: Building a Fairer, Safer and More Sustainable Hackney'.

Drawn up over the past year it set out a bold vision of over hundred and forty different priorities that we as an administration will deliver over the next four years. It has at its core a clear focus on sustaining high quality public services and creating opportunity, while reducing inequality and poverty; protecting what is best about Hackney and ensuring we are an open and transparent Council committed to social change.

Since the election as a renewed administration we have been working closely with officers to develop these themes and priorities into a deliverable Plan for the Council.

This new 2018-2022 Hackney Corporate Plan is a critical next step in that work and starts to show how the Council will deliver on our ambitious manifesto, guided by our new ten year Community Strategy and my new Mayor's Priorities.

It seeks to clearly outline the resources required and available to achieve our stated aims and objectives, whilst also seeking to take into consideration the upcoming challenges and opportunities, setting out how we will address and respond to these. It will be followed by a detailed action plan early next year outlining clearly how the Plan and the manifesto will be delivered.

## **2. GROUP DIRECTOR'S INTRODUCTION**

The Corporate Plan sets out how the Council will deliver its priorities and objectives over the next four years, whether they are a continued focus on day to day work; or on delivering longer term objectives in line with the Mayor's priorities and the council's values. The Corporate Plan also sets out the council's mission and how we plan to address (and respond to) the challenges which lie ahead.

Our Corporate Plan is underpinned by a set of guiding principles, embedded in a number of key documents and policies. These provide the foundations for all we do.

## **3. RECOMMENDATION(S)**

### **Cabinet is asked:**

To approve the Corporate Plan 2018 – 2022 set out in Appendix A.

### **Council is recommended:**

To note and endorse the Corporate Plan 2018 – 2022 set out in Appendix A.

#### **4. REASONS FOR DECISION**

To set out the Council's priorities and key areas of work for the next four years.

#### **5. DETAILS OF ALTERNATIVE OPTIONS CONSIDERED AND REJECTED**

The Corporate Plan is a critical element of the Council's service and financial planning process. If the Corporate Plan is not approved then it will put the council at severe reputational and financial risk.

#### **6. BACKGROUND**

As part of the annual service and financial planning process, Hackney Council produces a Corporate Plan. It is aimed at staff, Members, partners and stakeholders. The 2018-2022 Corporate Plan sets out the Council's priorities and key programmes of work for the next four years and gives the context for Service Plans. This report and the Corporate Plan attached set out the Council's strategic direction against a challenging financial backdrop of diminishing resources.

##### **6.1 Policy Context**

The Corporate Plan is the overarching element of the Council's policy framework along with Hackney's Community Strategy 2018-2028. The Corporate Plan will help to inform and will be supported by a new Workforce Strategy, Communications and Engagement Strategies, a Sustainable Procurement Strategy and a four year Arts and Cultural Strategy.

##### **6.2 Equality Impact Assessment**

Tackling inequality is a key priority for the council and this is reflected throughout the Corporate Plan through the strategic context, the Mayor's Priorities, key challenges and workforce development. The Corporate Plan is supported by the Council's Single Equality Scheme which will go to Cabinet in November 2018. Policy decisions that from part of the Corporate Plan will be subject to Equality Impact Assessments where required in line with the Council's Policy. This ensures that we are proactively considering equality issues in our key decisions, which helps us meet Mayoral and corporate priorities as well as ensuring we meet legal requirements under the Equality Act.

##### **6.3 Sustainability**

Sustainability is identified in the Corporate Plan as one of the key challenges for the borough and the council and this is reflected throughout the plan including through the strategic context, the Mayor's Priorities and Key challenges.

## **6.4 Consultations**

All policy decisions that from part of the corporate plan will be subject to consultation where required in line with Council Policy.

## **6.5 Risk Assessment**

Failure to approve a Corporate Plan would present a reputational and financial risk to the council. This decision will only be logged on the Council's risk register in the event of a Corporate Plan not being approved.

## **7. COMMENTS OF THE GROUP DIRECTOR OF FINANCE AND CORPORATE RESOURCES**

- 7.1 This report and the Corporate Plan attached sets out the Council's strategic direction against a challenging financial backdrop of diminishing resources and increasing cost pressures. As set out in the Plan, the Council's external funding has reduced by £130m since 2010 and it is expected to reduce by a further £10m next year. This means that in the period 2010/11 to 2019/20 the government's annual grant to Hackney will have fallen by £140m – a cut of 45%. There is also uncertainty over funding levels beyond this timeframe due to proposed changes to the way local government is funded via the Fair Funding Review and Business Rates Retention Schemes.
- 7.2 Alongside these reductions in resources, we are also faced with increasing cost pressures in many areas including social care, homelessness, special educational needs and waste disposal.
- 7.3 The Council is looking at various ways to meet this challenge head on. The continued funding reductions and the impact of public service reform mean that local government in the future will be very different from the past. We cannot meet the financial challenge ahead without making fundamental changes to the way we do business – changes to make us more creative and more resilient than ever. There is a need to establish different ways of working and and to develop new solutions to help us deliver our priorities. We need to take every opportunity to stimulate economic growth, create jobs and opportunities for our residents and to protect services. We also need to place emphasis on initiatives to generate income to reduce the reliance on Government funding.
- 7.4 The Corporate Plan sets out the key priorities that the Council will take forward up to 2022 to deliver against its ambitious priorities for Hackney. The Corporate Plan does not capture everything that the Council delivers. Those functions that are considered to be the core business of the Council continue to operate but fall into the Councils business as usual programme and are not explained in detail in the plan.

## **8. VAT Implications on Land & Property Transactions**

Not applicable.



## 9. COMMENTS OF THE DIRECTOR, LEGAL & GOVERNANCE SERVICES

- 9.1 The Council has both express powers to deliver many of the services they have committed to in the Corporate Plan, and can also rely on section 111 Local Government Act 1972, or the Local Authority's general powers of competence as set out in section 1 Localism Act 2011.
- 9.2 The Corporate Plan will be supported by the corporate governance arrangements in place. Legal Services will support and advise on all legal issues which arise from particular services and projects in order to aid the achievement of the corporate priorities.

## APPENDICES

[Appendix A: Corporate Plan 2018-2022](#)

## EXEMPT

Not Applicable.

## BACKGROUND PAPERS

None

## Description of document (or None)

None

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# CORPORATE PLAN

## HACKNEY: A PLACE FOR EVERYONE 2018-2022

### *Building a Fairer, Safer, and More Sustainable Hackney*

#### **Introduction**

Keeping Hackney as a place for everyone is our shared vision for the Council. Over the next four years we will be approaching this work with a renewed energy and focus. We will tackle inequality and poverty, maintain and celebrate the borough's rich diversity and maximise affordable homes. We will do this while making sure that all our residents have access to excellent services and public spaces, to the best education and training, and to jobs and opportunities.

The new manifesto on Building A Fairer, Safer and More Sustainable Hackney, on which the Mayor and Labour Group were elected, is ambitious for the borough's future. The key objectives have already been incorporated into the Mayor's new priorities. This corporate plan shows how the Council will deliver that ambitious manifesto over the next four years, guided by our new ten year Community Strategy.

Hackney is one of the UK's highest performing local authorities, serving one of London's best places to live and work. We have achieved a huge amount of which we can be very proud; our services, our schools and our public spaces are all amongst the very best. However, we face significant and ongoing issues; including deprivation and poverty, diminishing resources, increasing demand, an unstable national political climate and the uncertainty caused by Brexit. All have a severe impact on Hackney, on London, and on local services.

After eight years of austerity, the financial challenge to local government remains acute. Hackney will have lost £140 million from our annual Government grant by 2019/20, around 45%, and we must find further savings up to 2023 at least. Inequality is widening in the borough, and welfare reform is increasing that challenge and driving demand on our services for the most vulnerable. As a Council, maintaining strong,

cohesive, healthy communities in the face of that inequality, is one of our greatest and most difficult tasks.

As we plan for what we know lies ahead, we must also maintain our resilience to deal with the unexpected including many of the unknowns around Brexit. The tragedy at Grenfell Tower was a defining moment for local government, and for all social landlords. Quite rightly, it has focused our minds on ensuring that all our 22,000 council homes are as safe as they can be. We have already made a lot of progress on ensuring that our tenants feel engaged and listened to, and have tested our readiness to deal with a major emergency should we need to.

Hackney has a history of overcoming challenges; we went from being the worst local authority in the country to one of the best over the past 15 years. We have effectively managed the second highest level of cuts in the country whilst prioritising services, focusing on residents, and keeping standards high. Many people who work here thrive on change, but the Council will need to adapt more than ever to keep meeting the challenges ahead.

To do that, we will need to truly live our organisational values: being open, ambitious, pioneering, inclusive, proactive and proud. Proud of Hackney, of the Council, and of the work we really do. We will need to put resident engagement at the heart of everything. We will need continue to support our business community and ensure we foster their success and their diversity. We will need to stay focused on delivering excellent services alongside an ambitious manifesto programme. To do this we must continue to work together as one organisation and with our partners and our residents to make the most of our collective resources, skills, ideas, and talents.

**Tim Shields, Chief Executive**  
**Philip Glanville, Mayor of Hackney**

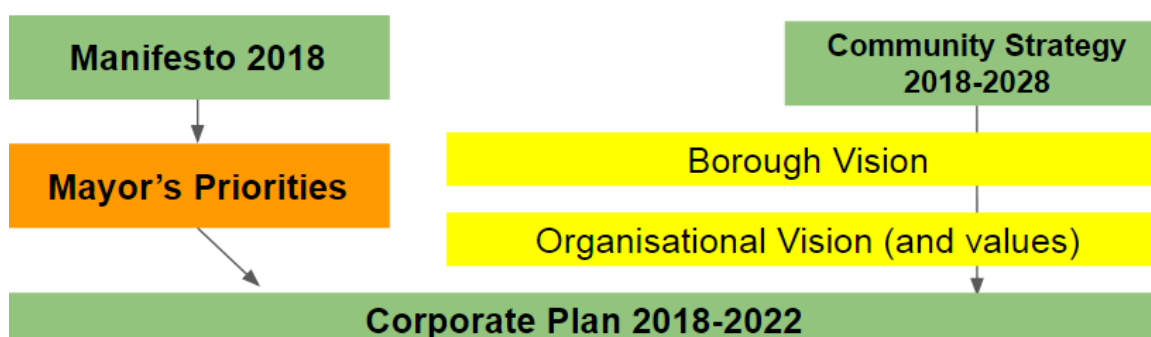
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## **Part 1: Purpose, Principles and Challenges**

### **Purpose**

The Corporate Plan sets out how the Council will deliver its priorities and objectives over the next four years, whether they are a continued focus on day to day work or on delivering longer term objectives in line with the Mayor's **priorities** and the Council's **values**. The Corporate Plan also sets out the Council's **mission** and how we plan to address, and respond to, the **challenges** which lie ahead.

Our Corporate Plan is underpinned by a set of guiding principles, embedded in a number of key documents and policies. These provide the foundations for all we do.



### **Principles**

#### **Community Strategy 2018-28**

The Community Strategy guides what we are trying to achieve across the borough over a ten year timeframe, working across different public agencies and with partners to achieve our collective aims and address our collective challenges.

The strategy sets out a vision for Hackney in 2028 and then breaks this down into five cross-cutting themes:

1. A borough where **everyone can enjoy a good quality of life and the whole community can benefit from growth**
2. A borough where **residents and local businesses fulfil their potential and everyone enjoys the benefits of increased local prosperity** and contributes to community life
3. A **greener and environmentally sustainable community** which is prepared for the future
4. An **open, cohesive, safer and supportive** community
5. A borough with **healthy, active and independent** residents

This Corporate Plan is the Council's contribution to the realisation of the community's wider aspirations, as set out in the Community Strategy 2018-2028. Through the continued delivery of outstanding core services and by leading efforts to tackle the wider challenges we face.

### **Mayor's Priorities**

The Mayor has set out a series of new priorities that both build on the work undertaken over his first two years, and signpost a clear direction for the organisation over the next four. As the Council works to deliver the Mayor's ambitious programme set out in their manifesto, we will ensure that our work continues to be underpinned by excellent service provision and stable, sustainable financial management.

The Mayor's Priorities are:

***Fairer:*** Working and campaigning to keep Hackney a place for everyone with genuinely affordable homes, job opportunities, and excellent schools; where everyone can play a part, and where tackling inequality is at the heart of what we do.

***Safer:*** Making Hackney a place where everyone can feel healthy and safe, at home, at work, and on streets, parks, and estates.

***More sustainable:*** Making Hackney an economically, and environmentally sustainable place, with strong, cohesive, and diverse communities.

### **Vision and Values**

We're working to make Hackney ***a place for everyone***, where all our residents, whatever their background, have a chance to lead healthy and successful lives; a place of which everyone can be proud, with excellent services, thriving businesses, and outstanding public spaces; a place where everyone feels valued, and can make their voice heard.

Complementing this vision, the Council has adopted a set of values. These were developed through consultation with people who work here and will underpin how we work and what we do.

In Hackney we are:

***Open, honest, and accountable, working with others, listening, showing trust in each other and in our residents***

***Ambitious*** for Hackney, and for ourselves, always seeking to be the best at what we do, and to get the best for the people of Hackney

***Proactive*** and positive in the way we approach problems and challenges, and take up the opportunities that come our way

***Inclusive*** both as an employer and a service provider, celebrating diversity, and treating colleagues and residents with respect, and with care

***Pioneering*** and innovative, always seeking new solutions and making space to be creative, to learn and to share ideas

***Proud*** of what we do, of the Council, of each other, and of Hackney

### **Our mission: The Council we want to be**

We want to make Hackney Council the best local authority in London; providing the best services to residents, leading through innovation, supporting our diverse communities, protecting the vulnerable, promoting environmental sustainability, and tackling inequality through creating opportunity and economic growth.

We value Hackney, and its people. We know what makes it special as a place, and we will work to retain its creativity, diversity, and community cohesion.

We want to be the best place to work in local government. An innovative and forward thinking organisation, combining our strong public service ethos and values with the creativity, flexibility and efficiency that will help us to meet the challenges of the future.

We will become an employer of choice within local government and for our residents. Attracting the best people to provide the very best services, and harnessing the talents of local people. We will have high expectations of everyone who works here, and in return we will offer an excellent package of reward, benefits, and development to all staff. We will manage performance effectively with a supportive, accountable management culture, which rewards success and retains talent.

We will continue to be efficient, and increasingly commercial, finding new opportunities to generate income to support services for local people.

We will work together even more effectively, breaking down internal and external barriers, sharing resources, and learning from each other. We will encourage creativity and take risks on good ideas. We will learn from the best, both inside and outside the Council, including from the voluntary, public and private sectors.

We will keep services in-house wherever appropriate, and become a national beacon for efficient, effective, and excellent in-house service provision.

We will continue to be an inclusive Council, and to actively celebrate the culture and diversity of our staff and communities. We will be open, transparent, and accountable to the people that we serve. We will trust, and listen to our residents, and to each other.

We start with a clear set of priorities, an agreed vision and a values set in place, and with a clear mission signposted. However even with these strong foundations we must understand that realising the objectives of the Mayor and Council, of ensuring the best possible outcomes for citizens, are fundamentally at risk unless we address and respond to a number of critical challenges.

### **Our challenges: What we face over the next four years and how we will respond**

#### **The financial challenge**

Hackney has a strong financial track record, but eight years of Government cuts are taking their toll on public services. More and more people are turning to the Council for support, yet there are less resources available to help them.

Our Government grant has been cut from £310m in 2010/11 to £180m in 2018/19. Next year it is expected to be just £170m - a total reduction of £140m, or 45%. Per head of population we have seen the biggest funding cut of any London borough at £512. Compounding the reduction in funding has been increasing demand for Council services, a demand which is forecast to continue growing.

So far we've been able to manage these challenges without significantly reducing services or increasing charges. We've taken measures like cutting our management bill from £18.4m to £9.7m, and other back office efficiencies which saved £40m. However, we're now at the stage where we're running out of such options to save money.

The decisions we are going to have to take over the next four years will be increasingly difficult.

#### **Forecast for the future**

From now until 2021/22, the Council needs to save a further £40.9m:

- £25m reduction to General Fund (for general council services)
- £7.6m reduction to Housing Revenue Account (for building and maintaining council homes)
- £8.3m reduction to Dedicated Schools Grant (for our education services)

Alongside these savings sit a range of other current, and potential, financial challenges:



- City and Hackney Clinical Commissioning Group (CCG) have identified a savings requirement of £35m by 2021/22, taking the total savings required to £85.7m for Hackney
- The Council is delivering an ambitious capital programme - including new homes, schools and a leisure centre - the revenue cost of delivery needs to be considered
- There are considerable demand pressures across many service areas, particularly adult and children's social care, temporary accommodation, special educational needs and waste disposal
- The huge scale of additional fire safety work arising from the Grenfell tragedy
- The potential impact of Universal Credit on rent collection
- The outcome of the Fair Funding Review, which could see a new formula resulting in less funding for Hackney
- Uncertainties around the future system of Business Rates retention
- The Government's spending plans up to 2022/23, which will be announced in autumn 2019
- Possible cuts to the Public Health Grant and the Improved Better Care Fund
- The impact of Brexit

### **Rising to the funding challenge**

The scale of the financial challenge is unprecedented and we have to be realistic and acknowledge that the current ways of providing services are not going to be sustainable over the next four years, let alone ten. This may mean people will no longer be entitled to the same levels of service or, in some cases, any service at all. There will be tough decisions about increasing Council Tax and charges for those who can afford to pay.

Alongside this tough budget shortfall is the implementation of an exciting and ambitious 2018 manifesto. We'll need to balance delivery of this against the wide range of services, many of them statutory, which residents and businesses expect on a day-to-day basis. Some of these services will need to stop, change and reduce in the context of the vastly reduced resources available. We need to ensure that we maintain our overall financial position, as this has been the bedrock of the Council's success over the past decade. It has afforded us the flexibilities to enable the creativity and innovation Hackney is renowned for.

Despite the funding pressures, we are still ambitious to keep investing in our communities and sustain the vital services on which our most vulnerable residents rely. We will also campaign and look for new resources. The next four years are not about trying to manage decline. We want to work smarter and more innovatively to improve our offer to residents and businesses. Making sure that every resident can access the opportunities created by the growth in our local economy.

To achieve these aims, we will develop a more flexible and innovative approach to how we do things, broadly arranged under three themes:

- ***Municipal entrepreneurialism:*** *A more entrepreneurial and commercially-minded approach to planning and delivering, to maximise resources available and opportunities to insource services and reduce the funding gap.*
- ***Productivity and efficiency:*** *Review the way we deliver services and identify opportunities to reduce cost while delivering the same or improved outcomes*
- ***Demand management/cost avoidance:*** *Better understand increasing demand on our services and identifying actions to mitigate the impact*

### **The policy and service challenge**

The 2018-2022 manifesto on which the Mayor and his Group were elected sets out 148 commitments which describe an ambitious vision for Hackney.

These include firm commitments to continue to deliver high quality core services that protect vulnerable children and adults; keep our streets safe and clean; provide the best possible learning opportunities for children; continue to build homes for social rent; ensure that all citizens have an accessible pathway towards employment and opportunity; continue to be business-friendly; and ensure we take a holistic approach to place shaping and area regeneration. This is essential so that we safeguard the improvements that Hackney has achieved over the last 20 years, which have made the borough the best place to live and work in the country.

In addition to this, the manifesto also sets out far reaching goals that will address the biggest challenges we face as a borough. These cut across multiple service areas and include:

- Reducing poverty, inequality and building social cohesion
- Tackling homelessness
- Improving recycling on our estates
- Tackling air pollution and reducing our impact on the environment
- Responding to increased demand for social care
- Continuing to deliver lasting solutions to London's housing crisis
- Ensuring that Hackney is a sustainable borough, fit for the future
- Tackling gang crime and serious youth violence
- Supporting residents through the implementation of Universal Credit
- Tackling key health inequalities whilst responding to major change in the health sector and integrated commissioning

We must deliver clearly defined outcomes in these areas while retaining a sharp focus on day to day activity and the other core business of the Council. That requires us to think, work and act differently. How we plan to achieve this is set out in Part 2 below.

### **The workforce challenge**

Everything that we want to achieve in Hackney depends on having the right workforce in place. We need to recruit, retain, and develop, talented and committed staff in order to provide the best services for residents. Everyone working here needs to be performing at their best to take Hackney on the next stage of its journey. We need to make the most of the skills and talents of all our people to deliver services in a challenging environment.

Our employees are our most valuable asset. We need to ensure that we remain an attractive employer and we will place significant emphasis on flexible working and supporting our shift workers. We must provide the professional development and benefits which ensure all our staff are able to succeed as employees of Hackney Council. Hackney Council has always had high levels of staff satisfaction and morale in comparison to public sector averages, and the 2018 Ipsos MORI staff survey will provide up to date insight into how our workforce is responding to the new and increasing challenges that we face.

The role of managers at all levels in leading the workforce will continue to be pivotal. The Council continues to successfully manage the challenge of continuing to provide good quality frontline services in a time of rapidly reducing resources. This inevitably puts strain on our employees which places even more emphasis on the need to ensure that they understand what is expected of them. Everyone working here must have access to the tools, training and development opportunities to enable them to fulfil their roles and their potential.

Numbers of staff are likely to reduce further, whilst skill requirements will change. We will be asking our employees to do more, and different, jobs. Services are likely to need to change and restructure regularly in order to meet the financial and service delivery challenges and it is important throughout that we continue to support our employees through such change processes. At the same time, as the largest employer in the Borough, others look to us to provide a standard of excellence that they can follow in terms of workforce management and support. It is important that the Council maintains this reputation. Initiatives such as paying the London Living Wage, Hackney 100, the apprenticeships programme, and our wide range of employee benefits, are examples of our leadership.

Hackney Council is operating in a highly challenging and competitive job market. To recruit the best staff we must compete against 31 other London boroughs, and also a

whole range of other public sector employers, including the civil service, the GLA, and the NHS. In addition, in some areas, such as law, property services, and ICT, skills are easily transferable to and from the private sector, and proximity to the City means we are competing with some of the highest paying employers in the UK.

Specific issues include:

***Housing affordability*** - The increasing cost of housing in Hackney means that the proportion of our staff who live locally has fallen over the past 15 years from around 40% to 24%. This fact will increasingly impact on recruitment, especially on lower graded roles, as fewer new entrants will be able to afford to live in Hackney, and the cost of commuting makes travelling into the borough a less attractive option. Housing costs also make it harder to recruit people from outside London into more senior roles, meaning we are recruiting from an ever diminishing pool.

***An ageing workforce*** - In some parts of the Council, particularly in manual and lower graded roles, we have an ageing workforce, a large proportion of which will reach retirement age in the next 10-15 years. The workforce as a whole is significantly older, on average, than the population it serves. It is vital that we act now to safeguard the future of those areas of work by thinking creatively about how to fill those roles as they become available, through apprenticeships, providing opportunity for local young people, and ensuring that Hackney has a workforce fit for the future.

***Diversity and inclusive leadership*** - Hackney has an extremely diverse workforce, which broadly reflects the demographic profile of the borough, in terms of ethnicity. However, that is not consistent through all levels of the organisation, with the lack of ethnic diversity in the top three tiers of the Council and the ethnicity pay-gap being of particular concern to staff, to Members, and to senior management. The Council has a good gender balance at the top of the organisation, and has made significant strides in the past two to three years to support and celebrate LGBTQI staff. However, it is clear from staff feedback that disabled staff feel that more could be done to support them and their progress through the organisation.

Having a demographically diverse workforce can help businesses to be successful, drive innovation and capture new markets. In the public sector having a diverse workforce is seen as a way of bringing in a diversity of experiences and perspectives to better meet the needs of residents, customers and improve services. It is also seen as a way of tapping into and harnessing talent from across the whole community. We are not just interested in workforce diversity, we are also interested in ensuring that we have an inclusive culture that encourages a diversity of perspectives. This will help us engender the innovation and creative thinking that we need to tackle some of the most pressing public service challenges.

## **The skills challenge**

Over the next four years the Council will continue to develop its award winning Apprenticeship Programme with the twin aim of creating high quality employment pathways into the Council across all directorates for local residents; and seeking to build a highly skilled workforce for the future.

The programme will continue to create opportunities at a range of levels ranging from entry level to graduate. Our focus will be on high quality training, pastoral and development support to the apprentices. Particular care will be taken to ensure pathways exist for cohorts facing barriers to the labour market including care leavers, those not in education employment or training (NEETs), young black men and young people with Special Educational Needs and Disabilities (SEND), by further developing the Council's pre-apprenticeship and work placement programmes. We will seek to maximise the opportunity presented by the Government's Apprenticeship Levy to upskill existing staff via scaling up of the Council's Career Development Qualification (CDQ) programme. This will be done in a strategic way, focusing investment on those areas of the Council where there is an ageing workforce and/or skills gap existing now or likely to emerge.

We will also seek to work in innovative and imaginative ways wherever possible with the aim of providing apprentices with a range of skills required by both the Council and the wider economy. This may include for example sharing apprentices with organisations in the wider public and private sector. Alongside leading by example on the apprenticeship agenda, the Council will also seek to lead by example as an employer of residents with disabilities - both visible and invisible.

The Council has recognised that it needs to do more to attract, recruit and sustain employment at all levels of the organisation for residents with disabilities. The Council will be looking at changes which can feasibly be made to HR processes to achieve this. We will also ensure candidates and hiring managers are provided with the appropriate bespoke support to assist them through these processes, via the Council's Supported Employment service.

Alongside other public sector organisations, we will be initiating a bespoke work placement programme providing a pathway into Council employment for young people with SEND. The Council will also be working with Timewise to develop and pilot part-time apprenticeships, with the aim of enabling more people with disabilities to join the Council as apprentices.

In summary, over the next four years, the Council will approach its workforce and skills challenge through a number of routes:

- A refreshed approach to recruitment marketing, ensuring that Hackney is able to attract the best staff at all levels
- A targeted campaign to attract more local residents into jobs in the Council
- Further appropriate and targeted use of market supplements to address salary differences
- Further developing our offer to staff to ensure that we remain an excellent employer
- Growing our apprenticeship offer, to provide a broad range of opportunities and bring in younger people
- Developing programmes to grow our own talent, retaining and developing our best staff, and ensuring a more diverse senior management cohort in the future
- Developing an 'inclusive leadership' approach, to address equalities issues in the organisation and promote innovation and creativity
- Developing an organisation-wide skills and learning strategy to make sure that staff are fully equipped to do their jobs in a fast changing organisation.
- Using staff surveys to ensure up to date insight into how staff are responding to change, and robust action plans to tackle issues arising
- Implementing a new staff engagement strategy for the next four years
- Offering competitive staff benefits and creative approaches to flexible working

### **Managing the challenge of growth and change**

Improvements to our services, infrastructure and reputation have made Hackney increasingly attractive as a place to live and do business. We have seen the borough's population grow and change as a result. Whilst average incomes in the borough remain relatively low, the changes have attracted a high proportion of affluent, higher skilled residents. As a consequence we are now seeing growing inequalities. This concerns us, and our residents, and tackling inequality entrenched poverty is a key priority.

The changes have catalysed rapid economic growth and our focus must be on ensuring growth happens in a way that doesn't leave anyone behind. We will focus on community wealth building through sustainable procurement, economic development and planning. As our business base continues to grow and become a more significant part of the borough, we need to reset our relationship with businesses. We must maximise opportunities for residents to ensure that we are effectively managing the impacts arising from increased commercial activity.

Along with other parts of London, Hackney has seen rapid population growth over the last 15 years. We expect this growth to continue for the next couple of decades. There are limits to the Council's ability to influence population increases. The Council cannot control the population growth, which is affecting all of London, but we can ensure that

we engage in new ways and that planning policy is used effectively to shape the nature and location of development and maximise its benefits for the whole community.

We need to ensure that we have the infrastructure needed to cater for this continued growth. We will work proactively with the Greater London Authority (GLA), central Government and neighbouring boroughs to secure investment in projects like Crossrail 2 which has the potential to radically improve connectivity and transport capacity in Hackney. In terms of social infrastructure such as schools and health facilities, the Council faces a funding gap. It is difficult to fully fund such projects through public finances and developers' contributions alone. We also need to protect our parks and open spaces for residents to use and to help counter climate change, alleviating the urban heat island effect and improving drainage.

The growth we are experiencing has made it vital that we develop more sustainable ways to live and do business. Hackney needs to continue to make it easier to walk and cycle. The health impact of poor air quality is significant, with children among the most vulnerable to the effects of air pollution. It is estimated that 443 schools in the capital are in areas exceeding safe air quality levels. Given Hackney's location and the amount of traffic that passes through the borough, we cannot act on air quality on our own. Hackney will set a very high aspiration for improving air quality, but must recognise that our local actions need close partnership with regional and national government to affect real improvements in the quality of London's air.

## **Part 2: Delivery**

Part 1 set out the purpose of the Corporate Plan and the principles that underpin our work. It also highlighted the key challenges we face and our response. This section sets our approach to delivery: what drives that approach; how we intend to continue to change, adapt and learn; and the ways in which we will formalise, report on and evaluate this process moving forward.

Our corporate approach to delivery is driven and informed by a clear set of principles, a clear understanding of the challenges we face and a clear idea of how we will respond. We will focus on:

- Providing the essential and statutory services that Hackney's residents rely on
- Identifying the outcomes that will address our major, borough-wide, challenges
- Identifying the right delivery approach to tackle each specific challenge
- Taking an organisational approach that brings together the Council's strengths and those of our partners to successfully deliver the changes that Hackney expects and needs
- Ensuring the organisation has the skills, abilities and attributes to succeed
- Ensuring our strategic and policy frameworks including the Local Plan, strategies that relate to Housing, Inclusive Economic Growth, Area Regeneration, Poverty, Capital Investment, Public Health and Sustainability - along with other key policy documents - are aligned and contributing to our broadest objectives and aspirations
- Lobbying for changes to central Government and London policy where needed to deliver for Hackney's residents and businesses

### **A focus on outcomes**

We recognise that our successes will be judged by the outcomes we achieve, not by the processes we follow. However, we will need to explore new approaches if we are going to continue to deliver our core service offer and address the challenges outlined in Part 1. While all Councils need to work within defined legal and constitutional frameworks, we will continually strive to find approaches that deliver the maximum benefit for our residents,. This demands us to challenge our traditional ways of working and we will look to engage with Hackney's residents, businesses and community groups to help us achieve this. This is a key element of our delivery approach.

### **Ways of working, models of change and the right governance**

We know that the best organisations are comfortable with using a range of consultation, design, governance and evaluation approaches. Depending on the issue or area, we will choose and learn from different models linked to the depth of



understanding of the problem, the level of certainty around the solution, and the risk associated with the change. This might include working with startups, or using more flexible approaches to project management to complement our more formal ways of working.

In order to achieve our objectives, we also need to work differently as a Council. We will need to move away from the traditional local authority approaches towards a greater focus on collaboration, including integrated commissioning within and beyond the Council. Over recent years, the advantages of cross-cutting strategy and delivery, bringing together different services into a unified corporate vision, have been clear. We will build on this One Council approach moving forward.

We also recognise that others are sometimes better placed than us to deliver outcomes and drive change. Whatever the model, we will maximize the impact using Hackney's many strengths as a borough. We will also harness the latest digital solutions, improve our systems, and make our data work better for us as an organisation and for the residents of Hackney. Taking into account all of this, our ways of working will be based on:

- Taking a One Council approach by bringing together skills and capabilities across the organisation to deliver the Mayor's priorities and the Manifesto
- Deploying the right delivery approach to the particular challenge faced
- Continuing to support, develop and up-skill our workforce so we can both deliver great services and drive transformation
- Ensuring we've truly understood residents' needs, whilst recognising our organisational and resource constraints
- Working in ways that maximise impact and having the confidence to challenge traditional approaches where needed
- Ensuring that equality and fairness is central to everything we do
- Ensuring that the outcomes we are working towards are as economically, socially and environmentally sustainable as possible
- Working even more closely with residents and our local partners in the public, voluntary and business sectors to make sure that Hackney is a place for everyone

Crucially, it will also be about making sure that we're embracing the potential for technology, data and digital approaches to help transform and improve services and deliver better outcomes at lower cost.

### **Systems and data**

Developing the way we use data under the new General Data Protection Regulations will be vital to improving our performance and meeting our many financial challenges.

Our world is being transformed by the use of technology and data and we must use this to design new ways of delivering services. We are committed to Hackney pioneering these approaches so that we maximise the benefits for our community. To achieve this, we will:

- Design and deliver digital services that are so good people prefer to use them
- Use modern technology to ensure that our people can work collaboratively and efficiently and prioritise their time spent supporting our residents and businesses
- Maximise the value we get from our information assets. Treating citizens' data with respect and using our information resources effectively so that we can tailor services to meet Hackney's needs

### **Engaging our communities**

Over the past four years, Hackney has developed a new approach for engaging and listening to residents. This started with our borough-wide conversation 'Hackney: A Place for Everyone' in 2015-16. During that process we engaged with almost 5,000 residents. Listening to their views about the rapid social and economic change that Hackney had experienced over the preceding decade and the things they valued most about the borough. The data we gained underpinned the development of the 10 year Community Strategy, and it continues to inform ongoing policy development, including the Arts & Cultural Strategy, the Housing Strategy, and the Economic Development Strategy.

At the end of 2018 we will receive new data and insight through our latest Ipsos MORI resident survey. This will allow us to assess any changes to resident attitudes in the past two to three years in relation to their feelings about place, their satisfaction with local services, their sense of belonging and cohesion, and their perception of local opportunity. We are investing in additional sampling of social housing tenants. We want to ensure we have a deeper understanding of how that group are responding to change, and how they wish to be engaged with. We are also participating in a London Councils led research exercise to better understand the needs of tenants living in high rise blocks following the tragedy at Grenfell Tower. Ensuring that we hear the voices of social tenants and other low income or marginalised residents is central to our emerging engagement strategy.

Over the next four years, we will continue to develop our engagement approach and forge a deeper, and more collaborative relationship with our residents. We will lead in-depth place based engagement programmes, beginning with the Dalston Conversation in September 2018, to ensure that residents can be fully involved in shaping the future of their local areas. We will carry out a large scale engagement exercise with young

people through the Hackney Young Futures Commission, and with older people as we re-examine and update our Older People's Strategy.

We will review the way we consult and engage on a wide range of issues, and lead honest conversations with residents about difficult choices we may need to make about service changes. Involving them in developing solutions to the challenges we face. We will involve residents and our business communities in shaping our places, making sure that we balance their needs and protect the things they most value. We will support Members in their community leadership and engagement role. We will ensure that we hear the voices of those that are seldom heard, or harder to reach.

Hackney has developed four principles for engagement that will help us to achieve this.

In Hackney, engagement with our citizens and stakeholders should be:

1. **Meaningful:** *That we will meaningfully engage residents, businesses, staff and stakeholders, to help them shape proposals that will affect the services they use and deliver, or the areas where they live and work. That we will, where possible, involve residents and other stakeholders, with the co-production and user testing of solutions and delivery models*
2. **Timely:** *That we will build time into planning for service changes, savings proposals, and new projects, for meaningful public consultation and service user engagement and that we will allow the maximum time that is practical for consultation and engagement within any project*
3. **Inclusive:** *That we will use inclusive outreach methods, and where possible, engage people within their communities, rather than expecting them to come to us. That we will always work to boost engagement with under-represented groups, to ensure that we are hearing the voices of those most affected, and to ensure that we hear a balance of views*
4. **Direct:** *That we will always seek to engage directly with our residents and businesses where possible, rather than relying on the mediation of community leaders, representative groups, and the voluntary sector, whilst we acknowledge what a vital role they can play in helping to facilitate such engagement, especially to reach groups who the Council might struggle to reach*

### Part 3: Next steps

#### Corporate Delivery Plan

The overarching approach set out above will be developed in the published and accessible **Corporate Delivery Plan (CDP)**, due in the early part of 2019. The CDP will frame our work in the context of the Mayor's Priorities, the Manifesto, the Community Strategy outcomes and our vision.



It will show how each individual manifesto pledge, and each area of work, will be delivered. It will also signal how the critical day to day activity of the Council will continue to be managed. In terms of the major policy and service challenges, it will set out what we are seeking to achieve; the models of delivery we will use; how we will ensure (and assure) the best possible outcomes; the data and metrics that will underpin the discussions; and the strategic context within which the issue sits.

Where work is business as usual, the commitments automatically become part of service level planning.

Over the next six months we will publish detailed strategic documents to support the effective delivery of the Corporate Plan, including a new Workforce Strategy, Communications and Engagement Strategies, a Sustainable Procurement Strategy and a four year Arts and Cultural Strategy.

Delivering the manifesto on which the Mayor was elected alongside our day to day service provision, within an increasingly challenging financial context, will require innovation, increased collaboration and creativity. In addition we will need continued organisational discipline and focus. The guiding principles and ways of working set out in this Corporate Plan provide the framework within which we can achieve this.

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## North London Waste Plan – Proposed Submission

**Key Decision No. NH M74**

### CABINET MEETING DATE

**29<sup>th</sup> October 2018**

### COUNCIL MEETING DATE

**31<sup>st</sup> October 2018**

### CLASSIFICATION:

**OPEN**

### WARD(S) AFFECTED

**ALL WARDS**

### CABINET MEMBER

**Cllr Nicholson**

**Planning, Business & Investment**

### KEY DECISION

**Yes**

### REASON

**Affects two or more wards**

### GROUP DIRECTOR

**Kim Wright, Group Director of Neighbourhoods and Housing**

## **1. CABINET MEMBER'S INTRODUCTION**

- 1.1 The seven North London Boroughs of Barnet, Camden, Enfield, Hackney, Haringey, Islington and Waltham Forest have been working together since 2014 to produce the North London Waste Plan ('NLWP'). The NLWP will cover the period 2017 to 2035 and, once adopted by each Council, it will form part of the statutory Development Plan for each area.
- 1.2 This is the Proposed Submission Version NLWP that sets out the planning framework for the management of North London's waste. It will go through a final consultation before being submitted to Government for adoption. The purpose of the Plan is to ensure there will be adequate provision of waste management facilities of the right type, in the right place and at the right time up to 2035.
- 1.3 The Proposed Submission Version NLWP identifies a future additional requirement of 9 hectares of land across all seven boroughs and identifies areas suitable for waste management facilities to meet that requirement. The identified areas are in addition to the existing safeguarded waste sites in north London. For Hackney this includes the two existing sites in the borough, one of which is Millfields Depot and the other is on Downs Road. The NLWP sets out policies to assist development management decisions on new Planning applications for waste facilities.
- 1.4 I commend this report to Cabinet and to Full Council

## **2. GROUP DIRECTOR'S INTRODUCTION**

- 2.1 This report seeks Cabinet's approval of the Proposed Submission North London Waste Plan for consultation, and submission to the Government for an examination in public.
- 2.2 The NLWP has been prepared by the seven North London Boroughs of Barnet, Camden, Enfield, Hackney, Haringey, Islington and Waltham Forest and will cover the period 2017 to 2035. Once adopted, it will form part of the statutory Development Plan for these areas. Consultation on the proposed submission version will begin in January 2019 with submission to the Secretary of State in the summer 2019. Hearings as part of an examination in public are anticipated to take place in autumn 2019, with adoption by full Council in 2020.



### **3. RECOMMENDATION**

#### **Cabinet is asked to:**

- 3.1 Recommend to Full Council to approve the Proposed Submission North London Waste Plan (set out in Appendix 1) for public consultation and subsequent submission to Government for Examination in Public.
- 3.2 Recommend to Full Council to delegate authority to the Director of Public Realm/Head of Planning to make any necessary minor changes ahead of consultation and/or ahead of submission to Government for Examination in Public.

#### **Council is recommended to:**

- 3.3 Approve the Proposed Submission Version North London Waste Plan (set out in Appendix 1) for public consultation and subsequent submission to Government for Examination in Public.
- 3.4 Delegate authority to the Director of Public Realm/Head of Planning to make any necessary minor changes ahead of consultation and/or ahead of submission to Government for Examination in Public.

### **4. REASONS FOR DECISION**

- 4.1 The Council's constitution requires that the Council's strategic planning policy documents be agreed by Cabinet and Full Council. The Proposed Submission Version of the NLWP is a development plan document being prepared by the North London boroughs as local planning authorities that will form part of the suite of documents that make up the 'Local Plan' for each of the boroughs. It will set out the planning framework for the management of North London's waste up to 2035. The purpose of the Plan is to ensure there will be adequate provision of waste management facilities of the right type, in the right place and at the right time to manage this waste.
- 4.2 The boroughs are required to draw up such a Plan by the EU Waste Framework Directive, by the National Waste Management Plan, the National Planning Policy for Waste (NPPW) and by the Mayor's London Plan. The London Plan apportions an amount of waste to each Borough that must be managed and states that boroughs may wish to collaborate by pooling their apportionments.

## **5. DETAILS OF ALTERNATIVE OPTIONS CONSIDERED AND REJECTED**

- 5.1 There are no alternative options. Boroughs are required to prepare a development plan document that deals with waste management to comply with Government regulations.

## **6. BACKGROUND**

### **What is the North London Waste Plan?**

- 6.1 The seven planning authorities of Barnet, Camden, Enfield, Hackney, Haringey, Islington and Waltham Forest are working together to produce the draft North London Waste Plan (the draft 'NLWP'). When adopted the Plan will form part of the suite of documents that make up the Local Plan/Development Plan for each of the North London boroughs.
- 6.2 The purpose of the NLWP is firstly to ensure there will be adequate provision of suitable land to accommodate waste management facilities of the right type, in the right place and at the right time up to 2035 to manage waste generated in North London; and secondly to provide policies against which planning applications for waste development will be assessed, alongside other relevant planning policies/guidance.

### **Consultation on the Draft Plan**

- 6.3 The Draft Plan consultation took place over a nine week period during 30<sup>th</sup> July 2015 to 30<sup>th</sup> September 2015. The Draft Plan provided the first opportunity for stakeholders to make comments on the strategy for future waste management in North London, potential locations for new facilities across the area, and policies.
- 6.4 A total of 6,707 individuals were notified of the Draft Plan consultation and over 5,050 organisations and public bodies were notified. Notifications were sent to a total of 7,577 addresses to properties within a 150m radius of those sites and areas not designated as Strategic Industrial Land (SIL) or Locally Significant Industrial Sites (LSIS) in borough Local Plans.
- 6.5 Six public consultation days were held during 2<sup>nd</sup> September to 11<sup>th</sup> September. Events took place in each North London Borough, with the exception of Camden and Islington for which a combined event was held in Camden. An additional meeting was held in Hackney about the Theydon Road area. Information about these events was included in the letter/email sent to individuals and organisations. Each consultation day included an afternoon workshop session which people were asked to register for in advance and an informal drop-in session in the evening.

- 6.6 A total of 213 representations were received. An interim report on the draft NLWP consultation is available on the NLWP website (<http://www.nlwp.net/document-centre/>).

### **Key changes from the draft Plan to the Proposed Submission NLWP**

- 6.7 The Boroughs have taken into account the consultation representations and the result of the further work in drawing up the Proposed Submission version of the plan.
- 6.8 The Draft NLWP identified 3 new 'sites' totalling 5 hectares (ha) and 26 'areas' of 334.7ha in the NLWP area to meet an identified capacity gap of 12 ha.<sup>1</sup> The further research and analysis undertaken by boroughs has revealed that less land needs to be identified to manage waste in North London.
- 6.9 The Proposed Submission version NLWP now focuses on existing, well-established industrial land, and areas which performed well against the area assessment criteria, while achieving a better geographical spread across the seven boroughs. This has led to a reduction in the number of sites/areas identified in the Plan as suitable for waste use. The Proposed Submission NLWP identifies 10 'areas' of 102 ha in the NLWP area to meet an identified capacity gap of 9 ha.
- 6.10 Within the Draft Plan, three existing waste sites in Hackney were identified to be safeguarded for waste use, and one new site and five areas were proposed. Within the Proposed Submission Version, two existing waste sites are identified to be safeguarded and one new area is proposed. See below:

<b>Existing safeguarded sites in Hackney</b>	<b>Proposed new area in Hackney</b>
<ol style="list-style-type: none"><li>1. Millfields Waste Transfer and Recycling Facility.</li><li>2. 1A Downs Road, Clapton. An authorised treatment facility (ATF) for the de-pollution and dismantling of End of Life Vehicles was located on the northern part of the site. However the site is now subject to redevelopment in accordance with planning permission (2015/0555) for a major mixed use scheme</li></ol>	<ol style="list-style-type: none"><li>1. Millfields Locally Significant Industrial Site (LSIS). This area is designated in Hackney's Local Plan as a Locally Significant Industrial Site which are the preferred locations for waste management and recycling facilities, industrial, manufacturing and storage and distribution uses. The</li></ol>

<sup>1</sup> A 'site' is an individual plot of land that will be safeguarded for waste use, whereas an 'area' comprises a number of individual plots of land, for example, an industrial estate that are in principle suitable for waste use but where land is not safeguarded for waste.

<p>comprising a minimum of 3,202sqm of B1 floorspace, 517sqm flexible floorspace (Class A1, A3 and B1), 444sqm flexible floorspace (Class D1, D2, B1), a replacement waste facility (Sui Generis) and 79 residential units. In line with local and regional policy, the consented scheme re-provides the safeguarded waste use.</p>	<p>existing waste transfer depot sits within this wider LSIS designation.</p>
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## 6.1 Policy Context

### What is in the Proposed Submission NLWP?

- 6.1.1 The chosen approach to future waste management in North London is to reduce waste exports by identifying land for facilities to manage the equivalent of all Local Authority Collected Waste (LACW), Commercial and Industrial (C&I), Construction and Demolition waste (C&D), including hazardous waste, generated in North London, while recognising that some imports and exports will continue (net self-sufficiency). The Proposed Submission NLWP plans to move waste up the waste hierarchy by diverting as much waste as possible away from disposal to landfill by identifying land suitable for recycling and recovery facilities.

#### Existing Sites

- 6.1.2 The Plan builds on the waste management capacity of existing waste sites. Existing waste sites are safeguarded for waste use in the London Plan and also through the NLWP. A change to the Plan since consultation is that appropriate expansion or intensification of existing waste sites is encouraged. Existing sites in each borough are listed in Appendix 1 of the Plan.

#### Spatial Principles

- 6.1.3 The Proposed Submission NLWP is underpinned by the following spatial principles:
- Make use of existing sites
  - Seek a geographical spread of waste sites across North London, consistent with the principles of sustainable development
  - Encourage co-location of facilities and complementary activities
  - Provide opportunities for decentralised heat and energy networks
  - Protect local amenity

- Support sustainable modes of transport

## Targets

- 6.1.4 The recycling and recovery targets built into the Proposed Submission NLWP are as follows:

Waste stream	Target	2016 baseline
LACW	50% recycling for LACW by 2020	32%
C&I	70% recycling by 2020, 75% recycling by 2031 with 15% energy recovery from 2020	44%
C&D	95% recycling by 2020	73%
Biodegradable or recyclable waste	Zero biodegradable or recyclable waste to landfill by 2026	Not known

## Capacity gap

- 6.1.5 There is not enough capacity in North London to deal with the amount of waste projected. The capacity gap is identified by looking at the amount of different waste streams projected to need management at five yearly intervals and taking away the capacity that will exist at time for that waste stream. Based on assumptions regarding growth, achievement of recycling levels, net self-sufficiency in three waste streams in the Draft Plan, and the average size of facilities, the land take requirements for meeting net self-sufficiency for LACW, C&I and C&D is set out in the table below, with requirements for meeting London Plan apportionment set out in brackets:

Facility Type	Hectares				
	2018	2025	2030	2035	Total
Recovery (C&I/LACW)	1 (1)				1(1)
Recycling (C&I)	1(1)	1(1)		1	3(2)
Recycling (C&D)	0	0	2	0	2
Recycling (Hazardous)	2				2
Treatment HIC, CDE	1				1
<b>TOTAL land required in North London</b>	<b>5 (2)</b>	<b>1 (1)</b>	<b>2 (0)</b>	<b>1 (0)</b>	<b>9 (3)</b>

- 6.1.6 Most Local Authority Collected Waste is managed at the Edmonton EcoPark facility. The existing Edmonton facility will be replaced in 2025. The North London Waste Authority (NLWA) has received a Development Consent Order for a new Energy Recovery Facility with capacity of around 700,000 tonnes per annum to deal with all the residual waste under the control of the Authority from 2025 until at least 2050. To meet higher recycling targets, there is a need for additional capacity for recycling for both LACW and C&I waste streams throughout the plan period. As many existing facilities can manage both waste streams, the need for recycling is combined.
- 6.1.7 The Proposed Submission NLWP identifies sufficient land to manage the equivalent of all Construction and Demolition (C&D) waste arising in North London by 2035, while acknowledging that some exports will continue, particularly for Excavation waste. A total of 2 hectares of land will be required to facilitate this provision. Opportunities to re-use CD&E waste locally will be supported.
- 6.1.8 Another part of the capacity gap relates to hazardous waste. All the waste streams include some hazardous waste. Hazardous waste is managed in specialist facilities which have and depend on wide catchment areas for their economic feasibility. North London has a limited number of such facilities, mainly metal recycling and end of life vehicles, although other facilities are permitted and carry out management of hazardous waste as part of their regular operation. There remain gaps in provision. The areas identified in this plan have been assessed for their potential suitability for such facilities.
- 6.1.9 The North London Boroughs have estimated and consulted on future exports to landfill for each of the main recipients of North London's waste. A number of facilities in receipt of the Boroughs' waste sent for landfill are due to close during the NLWP plan period. The amount of waste affected by these closures has been identified. The Boroughs have established that there are both alternative sites and adequate void space in London, South East and East of England to take North London's estimated waste exports between 2017 and 2035.

#### New areas suitable for waste management

- 6.1.10 The Proposed Submission NLWP no longer proposes any sites but identifies areas of search to meet future waste needs. The one site identified in the draft NLWP is a replacement site for the NLWA's facility in Hendon and is expected to receive planning permission shortly.

6.1.11 The Proposed Submission NLWP identifies a number of areas of search in which sites should become available within the plan period. It is considered that this amount of new land is sufficient to achieve a sound plan. The areas of search are not safeguarded and boroughs are not prevented from giving permission to non-waste uses in these areas. The area approach is more flexible for boroughs and developers. No areas of search are identified in Camden or Islington but waste development could still take place there under the windfall policy.

6.1.12 The following 10 areas are identified:

Area Name	Area (ha)	Borough
Oakleigh Road	0.99	Barnet
Brunswick Industrial Park	3.9	Barnet
Mill Hill Industrial Estate	0.9	Barnet
Connaught Business Centre	0.9	Barnet
Eley's Estate	26.1	Enfield
Millfields LSIS	1.48	Hackney
Brantwood Road	16.9	Haringey
North East Tottenham	5.8	Haringey
Friern Barnet Sewage Works/ Pinkham Way	15.32	Haringey
Argall Avenue	26.41	Waltham Forest

6.1.13 An additional three areas are identified within the area of the London Legacy Development Corporation (LLDC) because they are the planning authority for small parts of Hackney and Waltham Forest. The boroughs cannot make planning allocations in their area but under the MoU that the boroughs have agreed with the LLDC, three areas have been identified as potentially suitable for waste use.

Area Name	Area (ha)	Borough
Bartrip Street	0.6	Hackney
Chapman Road (Palace Close)	0.33	Hackney
Temple Mill Lane	2.1	Waltham Forest



6.1.14 There are eight development management policies which cover the following areas:

1. Existing waste management sites
2. Locations for new waste management facilities
3. Windfall sites
4. Re-use and Recycling Centres
5. Assessment criteria for waste management facilities and related development
6. Energy recovery and decentralised energy
7. Waste water treatment works and sewage plant
8. Control of inert waste

## **6.2 Equalities**

6.2.1 An Equality Impact Assessment (EQIA) has examined the impact of proposed waste management facilities and waste planning policies on the area covered by the seven boroughs. The EQIA found that implementation of the Proposed Submission NLWP policies and proposals shall not prejudice the interests of persons sharing a relevant protected characteristic.

## **6.3 Sustainability**

6.3.1 Underpinning the approach to the development of the document is the process of formulating and undertaking a Sustainability Appraisal (SA). The SA has identified that the Proposed Submission Version NLWP would contribute significantly towards delivering the social, economic and environmental objectives set out in the SA framework.

## **6.4 Consultations**

6.4.1 Consultation on the Publication Version NLWP will be undertaken in accordance with the Town and Country Planning (Local Planning) (England) Regulations 2012, and the methods set out in Consultation Strategy, which has been developed to comply with the Statement of Community involvement.

## **6.5 Risk Assessment**

6.5.1 The Council needs to have usable and up-to-date waste planning policies to ensure that its planning decisions on waste focus on delivering Council priorities. Without this plan, policies contained in the more general NPPW will be the basis for planning decisions in the borough. The risk is that this would limit the Council's ability to meet Hackney's Local Plan objectives to create the conditions for and harness the benefits of growth, reduce inequalities and secure sustainable neighbourhoods.

- 6.5.2 The NLWP is being prepared in accordance with the relevant statutory process i.e. taking into account the relevant regulations, guidance in the NPPF and Hackney's Statement of Community Involvement (SCI), which sets out how the Council will involve the community in making planning decisions and policy.
- 6.5.3 The NLWP is accompanied by other relevant supporting assessments such as a Sustainability Appraisal (SA) (incorporating the requirements of the SEA Directive) (Appendix D), Habitats Regulation Assessment (HRA), and Equalities Impact Assessment (EqIA). These form a key element of the development of the waste plan and help to ensure that the social, environmental and economic impacts of its policies are assessed and taken into account in the decision-making process.
- 6.5.4 The NLWP will be examined by an Independent Planning Inspector who will assess the document on the basis of it being justifiable, effective and consistent with national planning policy. If found unsound the North London boroughs will be required to go back to an earlier stage which would seriously delay robust decision-making on waste management matters. This risk is being mitigated as far as possible by ensuring the Plan production process is in line with the relevant legislation and with the Planning Advisory Service Soundness Toolkit. The Boroughs are also actively engaging with other waste local authorities and other bodies on an ongoing basis to ensure that the legal Duty to Co-operate is met.

## **7. COMMENTS OF THE GROUP DIRECTOR OF FINANCE AND CORPORATE RESOURCES**

- 7.1 This reports seeks Cabinet to approve the Proposed Submission Version North London Waste Plan (set out in Appendix 1) for public consultation and subsequent submission to Government for Examination in Public.
- 7.2 Costs will be shared evenly across the seven participant boroughs in the NLWP. LB Hackney share of costs over 3 financial years to 2020/21 is shown in the table below.
- 7.3 The Planning Service has requested funding for the costs in 2018/19 onwards, within the reserve bid for the Local Plan.

<b>2018/19</b>	<b>2019/20</b>	<b>2020/21</b>
<b>£</b>	<b>£</b>	<b>£</b>
33,400	64,300	9,200

## **8.0 COMMENTS OF THE DIRECTOR OF LEGAL**

### **8.1 Cabinet's authority to approve the recommendations**

Cabinet is authorised to approve the recommendation in Section 3 of this report pursuant to the Mayor's Scheme of Delegation (See Note 3 and the section on 'Policy Framework' which grants Cabinet the responsibility for making recommendations to the Council on the Local Development Framework (now known as the Local Plan) and Local Area Action Plans).

### **8.2 Council's authority to approve the recommendations**

The Council is authorised to approve the recommendations in Section 3 of this report pursuant to:

- Article 4.6(ii) of the Constitution which states that the Full Council will among other things exercise functions on approving or adopting the policy framework. Articles 4.7 and 4.8 of the Constitution define the policy framework, which includes 'the Local Development Framework' prepared pursuant to section 15 of the Planning and Compulsory Purchase Act 2004. Section 15 of this Act has been amended and now refers to 'development plan documents' instead and includes strategic planning policies such as the NWLP; and
- Clause 3.3.1 (3) of Part 3 of the Constitution which authorises Full Council to approve or adopt plans including the Local Development Framework (which includes the NWLP)

### **8.3 Statutory and Policy requirements to have an up to date Local Plan when determining planning applications**

The following statutory and national planning policy provisions emphasise the primacy of Local Plans (also termed as development plans) in planning decision making:

- Section 28 of the Planning and Compulsory Purchase Act 2004 and regulation 5(1)(a) of the Town and Country (Local Planning)(England) Regulations 2012 authorises two or more local planning authorities to agree to prepare one or more joint local development documents, which would include the NLWP;
- Section 70(2) of the Town and Country Planning Act 1990 requires local planning authorities when dealing with an application for planning permission to have regard to the provisions of the development plan so far as material to the application.
- Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that if regard is to be had to the development plan for the purpose of any determination under the planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise;
- Section 17(6) of the Planning and Compulsory Purchase Act 2004 requires local authorities to keep their Local Plans under review;

- Regulation 10A(1) of the Town and Country Planning (Local Planning) (England) Regulations 2012 requires local planning authorities to review their Local Plans every five years; and
- Paragraph 15 of the National Planning Policy Framework states the planning system should be genuinely plan-led and that succinct and places an emphasis on plans being up to date in order to inform future development.

## 9. Next Steps

- 9.1 The NLWP is going to boroughs for formal approval between October and December 2018. Consultation on the proposed submission version will begin in January 2019 with submission to the Secretary of State in the summer 2019. Hearings as part of an examination in public are anticipated to take place in autumn 2019 and adoption in 2020.
- 9.2 The table below sets out the key milestones to take the Proposed Submission Version NLWP forward to adoption.

Plan making stage	Dates
Cabinet and Council approval of the Proposed Submission NLWP for consultation and submission to Government for examination.	October 2018
Consultation on the Proposed Submission NLWP	January 2019
Submission to Government for examination	Summer 2019
Examination in public	Autumn 2019
Final Adoption	2020

## APPENDICES

<b>Appendix 1</b>	Proposed Submission Version North London Waste Plan 2035
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## BACKGROUND PAPERS

None

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**Appendix 1.**

**North London Waste Plan**

**Proposed submission**

**(Regulation 19)**

**October 2018**

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## 1. Introduction and Background

### What is the North London Waste Plan?

1.1. The seven North London Boroughs of Barnet, Camden, Enfield, Hackney, Haringey, Islington and Waltham Forest are working together to produce the North London Waste Plan (the 'NLWP'). The NLWP also covers part of the area of the London Legacy Development Corporation (LLDC), a Mayoral Development Corporation, which is the planning authority for a small part of Hackney and Waltham Forest<sup>1</sup>. Figure 1 shows the North London Waste Plan area.

1.2. The NLWP has two main purposes:

- to ensure there will be adequate provision of suitable land to accommodate waste management facilities of the right type, in the right place and at the right time up to 2035 to manage waste generated in North London; and
- to provide policies against which planning applications for waste development will be assessed, alongside other relevant planning policies/guidance.

1.3. The key elements of the NLWP are:

**The Aim and Objectives:** These are overarching principles which have steered the development of the NLWP.

**The Spatial Framework:** This sets out the physical and planning components that influence the Plan and identifies opportunities and constraints for waste planning in North London.

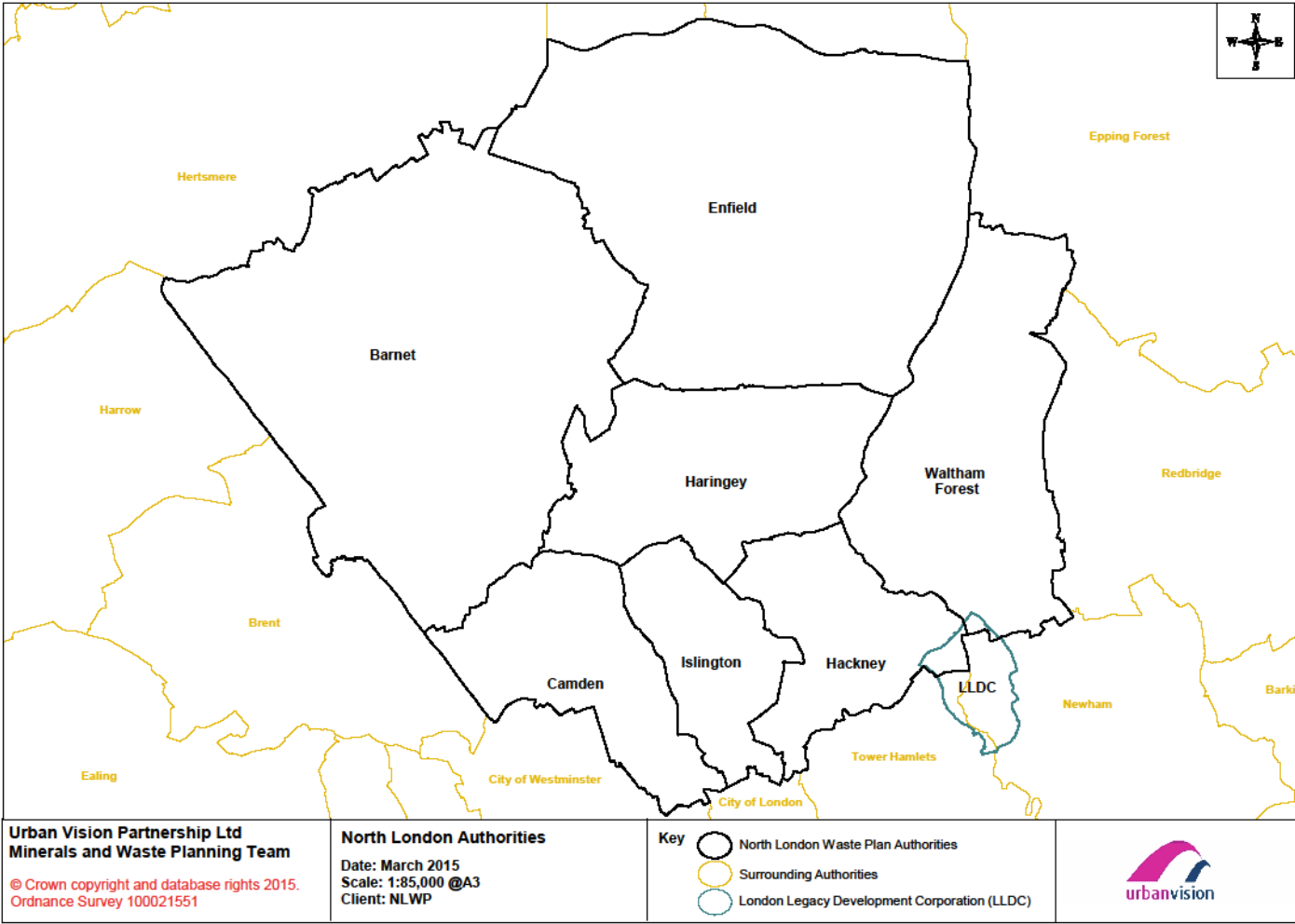
**The Provision for North London's Waste to 2035:** This sets out the preferred option for how the waste management needs for North London will be met for each waste stream over the Plan period.

**The Policies:** These are policies through which the aims and objectives, waste management strategy and Spatial Framework will be delivered. The policies provide the waste planning framework against which applications for waste development will be assessed across the Plan area.

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<sup>1</sup> The relationship of the NLWP to the LLDC is discussed further in para 1.15 below

Figure 1: North London Plan Area



1.4. The NLWP plans for all principal waste streams including:

- **Local Authority Collected Waste (LACW):** Waste collected by a Local Authority, including household and trade waste;
- **Commercial and Industrial (C&I):** Waste produced by businesses and industry;
- **Construction, Demolition & Excavation (CD&E):** Waste generated as a result of delivering infrastructure projects, building, renovation and the maintenance of structures;
- **Hazardous:** A sub category of all waste streams where the material produced is hazardous and requires specialist treatment;
- **Agricultural waste:** Waste produced by farming and forestry activity;
- **Waste Water / Sewage Sludge:** Waste produced from washing, cleaning and hygienic activities to create waste water and sewage effluents; and
- **Low level radioactive waste (LLW):** Waste associated with the undertaking of x-rays and laboratory testing using low level radioactive substances.

#### **How does the North London Waste Plan fit with other plans and strategies?**

- 1.5. The seven North London Boroughs, as Waste Planning Authorities (WPA) are required to prepare a Waste Local Plan. This requirement comes from Article 28 of the European Union (EU) Waste Framework Directive, the National Waste Management Plan for England and the National Planning Policy for Waste (NPPW).
- 1.6. The NLWP is prepared in line with the requirements of the Planning and Compulsory Purchase Act 2004, the Waste (England and Wales) Regulations 2011 and the Town and Country Planning (Local Planning) (England) Regulations 2012, The National Planning Policy Framework (NPPF) and supporting Planning Practice Guidance (PPG) direct how Local Plans should be prepared and the National Planning Policy for Waste (NPPW) provides detailed requirements specific to waste plan preparation and content.
- 1.7. Once adopted, the NLWP will form part of the 'Development Plan' for each of the North London Boroughs which comprises the London Plan<sup>2</sup> and borough Local Plans (see Figure 2). The NLWP must be in general conformity with the London Plan and consistent with other documents in borough Local Plans. The NLWP should be read alongside other relevant policies within the wider Development Plan. The Mayor published a draft London Plan for consultation in December 2017. The Examination in public is expected to begin in January 2019 with adoption scheduled for 2020. The London Plan sets the strategic framework for the NLWP
- 1.8. The London Plan projects how much LACW and C&I waste is likely to be generated in the capital over the next 20 years and apportions an amount of these two waste

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<sup>2</sup> At time of writing this is The London Plan March 2016  
North London Waste Plan Proposed Submission October 2018

streams to each borough. The North London Boroughs have pooled their apportionments and will meet this collectively through existing sites and land allocated in the NLWP.

- 1.9. Each of the seven boroughs has a strategic waste policy as part of their Local Plan. The boroughs' strategic waste policies defer to the NLWP to provide a more detailed planning framework for waste development across the seven boroughs. Each borough's Local Plan may also include site allocation documents, development management policies and area action plans, as well as supplementary planning documents.

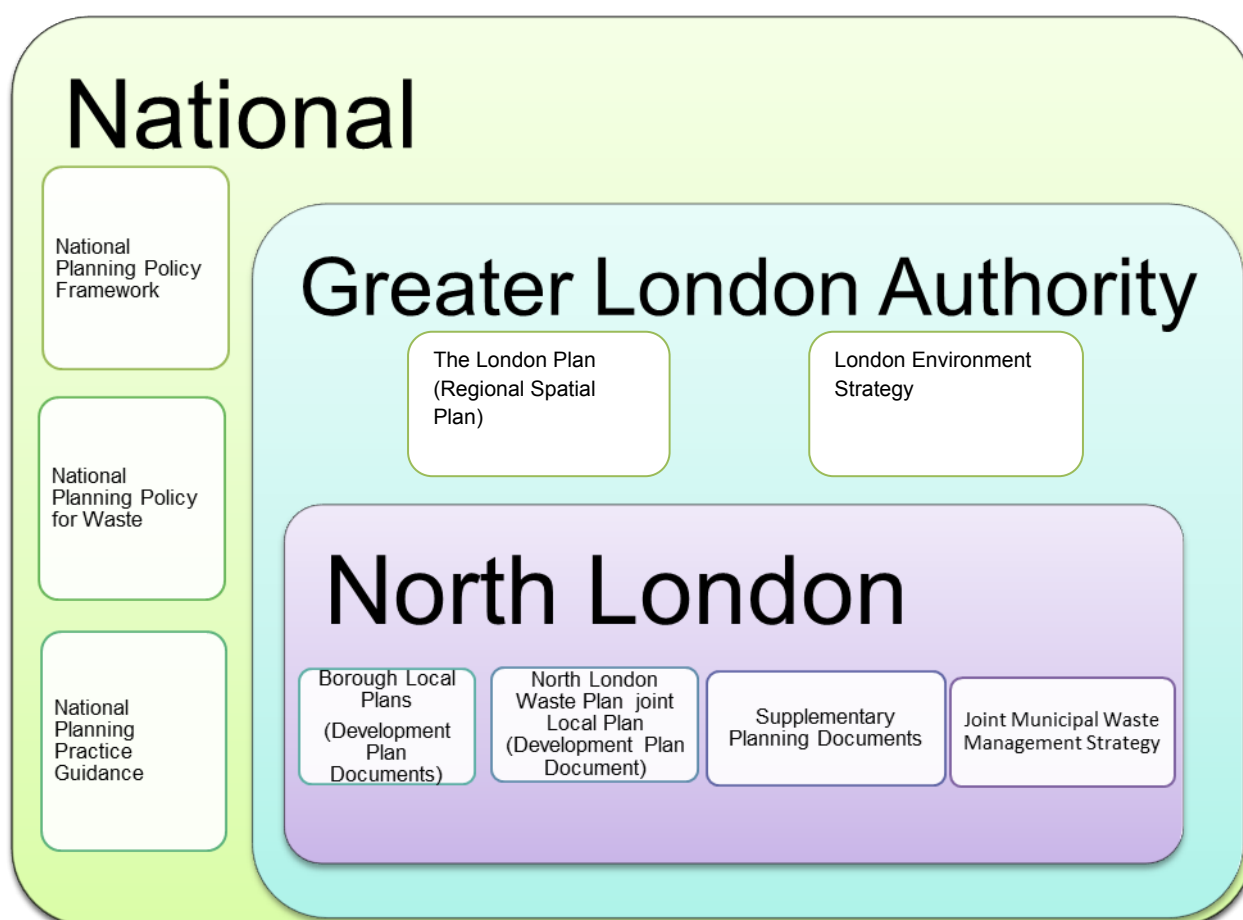
**Figure 2: Documents making up the Development Plan for North London Boroughs**



- 1.10. In addition to the national and regional planning policies, there are also waste strategies which impact on the development of the NLWP. The Mayor's London Environment Strategy (2018) contains recycling targets for Local Authority Collected Waste (LACW) and Commercial & Industrial (C&I) waste which inform policies within the London Plan.

- 1.11. The North London Waste Authority's (NLWA) has produced the Joint Municipal Waste Management Strategy (JMWMS) (2009). The NLWA, as the Waste Disposal Authority for the NLWP area, is a key stakeholder. The NLWA is responsible for managing the waste collected by the North London boroughs, in particular household waste but also waste deposited at Reuse and Recycling Centres and some waste that the boroughs collect from local businesses; collectively this is known as Local Authority Collected Waste (LACW). The NLWP is required to ensure there is adequate provision for the disposal and recovery of this waste stream.

**Figure 3: Hierarchy of Planning Guidance Policies and Strategies**



- 1.12. Once adopted the NLWP will form part of the overarching planning framework used for the determination of planning applications relating to proposed or existing waste facilities in North London. These applications will be submitted to the Boroughs in which the facility is located. Developers will need to consider the documents highlighted in Figure 3 in making a planning application related to an existing or proposed waste facility:

- National planning policy and guidance;
- The London Plan and Supplementary Planning Guidance;

- The North London Waste Plan;
- Borough Local Plan documents

### **What is involved in preparing the North London Waste Plan?**

- 1.13. As mentioned above, the NLWP must be prepared in line with European, national, regional and local policies and guidance. Before the NLWP can be adopted by each of the Boroughs it must be examined by an independent Inspector. The Inspector will determine whether the Plan has been prepared in accordance with the duty to co-operate, legal and procedural requirements and whether it is 'sound'.
- 1.14. The duty to co-operate, introduced by the Localism Act 2011, and requires local planning authorities and other public bodies to engage constructively, actively and on an ongoing basis to develop strategic policies. Meeting the requirements of the duty to co-operate is a key part of the plan making process for the NLWP and the North London Boroughs are working closely with other waste planning authorities that are critical for the delivery of an effective waste strategy for North London, in addition to prescribed public bodies such as the Environment Agency and the Mayor.
- 1.15. As previously highlighted, the North London Boroughs are working closely with the London Legacy Development Corporation (LLDC). The LLDC is a Mayoral Development Corporation with responsibility for securing the regeneration of an area of London focused on the former Olympic Park. The LLDC is the local planning authority, which includes waste planning, for small parts of Hackney and Waltham Forest (and other boroughs not part of the NLWP group). However, while all the Boroughs have an apportionment of waste from the Mayor under the London Plan for which they must plan and find land, the LLDC is not allocated a share of the borough apportionment. The NLWP is required therefore to plan for the quantity of waste generated across the seven boroughs including the parts of Hackney and Waltham Forest that lie within the LLDC area. In carrying out their responsibilities under the NPPW, the North London Boroughs are engaging with other planning authorities outside London which import waste from North London including the LLDC area. The NLWP cannot directly allocate sites/areas within the LLDC area as this is the responsibility of the LLDC as the local planning authority.
- 1.16. An agreement for the working relationship between the North London Boroughs and the LLDC has been drawn up. This agreement, or Memorandum of Understanding, identifies the Sites and Areas suitable for waste within the Hackney and Waltham Forest parts of the LLDC area. The LLDC's Local Plan also identifies sites and areas that are potentially suitable for waste related uses. For waste development proposals in the parts of Hackney and Waltham Forest which fall within the LLDC area, the LLDC Local Plan policies will apply. Policy IN2 of the LLDC Local Plan requires planning decisions to take full account of the policies within the adopted waste plans of the Boroughs.



## **Supporting Documents**

- 1.17. The NLWP is accompanied by evidence base documents including a Data Study, Options appraisal, Sites and Areas report and Duty to Co-operate report. There are supporting assessments such as a Sustainability Appraisal (SA) (incorporating the requirements of the SEA Directive), Habitats Regulation Assessment (HRA), a Sequential Test Report )and Equalities Impact Assessment (EqIA). These assessments form a key element of the development of the Plan and help to ensure that the social, environmental and economic impacts of the policies developed in the Plan are assessed and taken into account in the decision making process. There are also reports on the outcomes of all consultations on the NLWP. The supporting documents can be viewed -on the NLWP website.

## **What stage is the NLWP at?**

- 1.18. This is the Proposed Submission Plan (Regulation 19). It has been prepared following consideration of responses received to the consultation on the draft NLWP (Regulation 18) which took place from 30<sup>th</sup> July to 30<sup>th</sup> September 2015. The consultation provided an opportunity for stakeholders and communities to comment on the Draft Plan and proposed policies. A report on the outcomes of this consultation and separate reports of the previous consultation at the outset of plan preparation are also available to view on the NLWP website.
- 1.19. The Proposed Submission Plan is the version of the NLWP that the Boroughs intend to submit to the Secretary of State for examination. It is being published to allow the opportunity for stakeholders and communities to submit representations on the soundness and legal and procedural compliance of the Proposed Submission Plan.
- 1.20. At the heart of national policy (the NPPF) is the presumption in favour of sustainable development and policies in the NLWP must reflect this presumption. The NLWP must meet the soundness tests as set out in paragraph 182 of the NPPF. These require the NLWP to be:
- Positively prepared (meet objectively assessed development needs of the area);
  - Justified (set out the most appropriate strategy based upon the evidence);
  - Effective (deliverable and address cross boundary issues);
  - Consistent with national policy.

### What happens next?

- 1.21. Representations made during consultation on the Proposed Submission Plan will be considered and any proposed changes will be submitted to the Inspector for examination along with supporting documents.
- 1.22. Once the Plan is submitted, an independent Inspector will be appointed (on behalf of the Secretary of State) to examine whether the NLWP meets the required legal and soundness tests, including duty to co-operate and procedural requirements. The indicative timetable for the Plan is as follows:

**Table 1: NLWP Timetable**

Consultation on Proposed Submission Plan (Regulation 19)	January – February 2019
Submission (Regulation 22)	June 2019
Public hearings	September 2019
Inspector's report	January 2020
Adoption	June 2020

## 2. Setting the Scene

2.1 Waste management has an important role in achieving sustainable development. There are a number of ways to define ‘sustainable development’. The most well-known definition is ‘*development which meets the needs of the present without compromising the ability of future generations to meet their own needs*’<sup>3</sup>. The UK Sustainable Development Strategy *Securing the Future* set out five ‘guiding principles’ of sustainable development:

- living within the planet’s environmental limits;
- ensuring a strong, healthy and just society;
- achieving a sustainable economy;
- promoting good governance; and
- using sound science responsibly.

2.2 The National Planning Policy Framework (NPPF) references these definitions and goes on to set out three objectives to sustainable development: economic, social and environmental. The North London Waste Plan (NLWP) will help achieve sustainable waste management by providing a sound basis for the provision of waste management infrastructure, contributing to the conservation of resources by improving the efficiency of processing and making better use of the wastes created within North London.

### Geographical Extent

2.3 The North London Boroughs cover a large swathe of London from the inner city into the Green Belt of outer London. The geographical extent takes in both the inner London Boroughs of Camden, Hackney and Islington, and the outer London Boroughs of Barnet, Enfield, Haringey and Waltham Forest (see Figure 4). The land within the North London Boroughs spans an area of 293 square kilometres. The geographical characteristics of North London are a key element in both the Spatial Framework (see section 4) and the sites/areas assessment criteria (see section 8).

### Population Characteristics

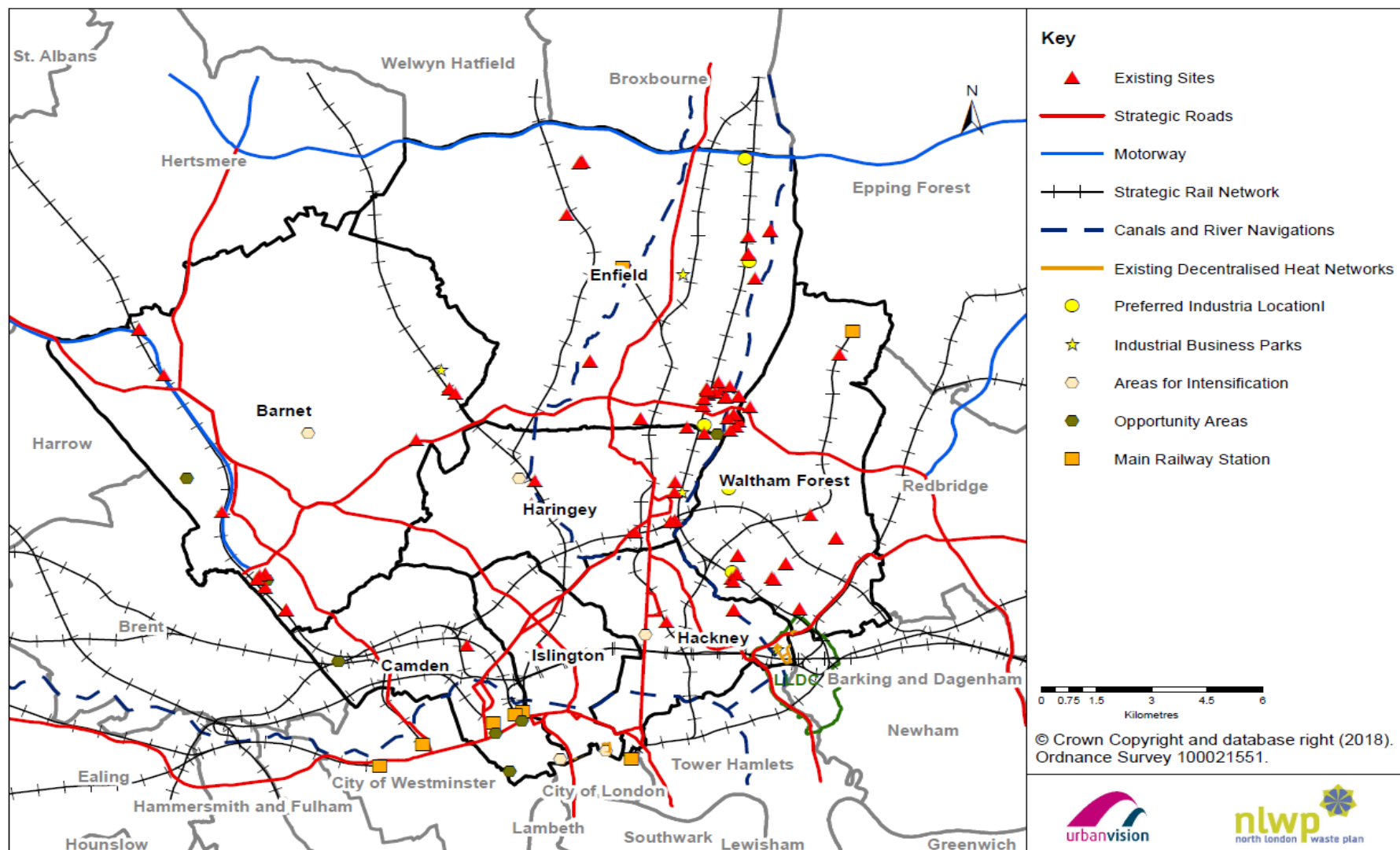
2.4 The North London area is one of the most densely populated areas in the UK. Recent statistics<sup>4</sup> show that the population has risen from 1.6 million in 2002 to an estimated 2.0 million in 2017 and that the population continues to grow at a rate

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<sup>3</sup> Brundtland Commission, 1987 (Resolution 42/187 of the United Nations General Assembly)

<sup>4</sup> Office for National Statistics

Figure 4: Main geographical and planning features of North London



above the national average. This population growth will also increase the amount of waste North London will need to manage in the future, even though the amount of waste generated per person may not increase (see section 6 ).

- 2.5 The highest density is in the inner boroughs of Islington (the most densely populated local authority in the UK according to the 2011 Census), Hackney and Camden, closely followed by Haringey. Waltham Forest, Barnet and Enfield are less densely populated, however these Boroughs are still substantially more densely populated than the rest of the country. Density of population and the built environment has an influence on the amount of waste generated but also on competition for land and the availability of sites suitable for new waste facilities (see section 7).
- 2.6 While the outer Boroughs are characterised by traditional detached, semi-detached and terraced housing, overall across the Plan area, there is a higher proportion of flats and similar multi-tenant properties. This is particularly the case in the inner Boroughs which, consequently, have fewer gardens (and green waste) than the outer Boroughs. The differing ability of types of housing stock to incorporate waste collection infrastructure (for example recycling bins) impacts on recycling rates in North London (see section 6).

### **Health**

- 2.7 There are varying levels of life expectancy across North London. The outer boroughs of Barnet and Enfield report life expectancies higher than the national average, however significant inequalities exist within the boroughs. In contrast, the other Boroughs report male life expectancy lower than the average for England, while the same is true of females in Islington and Waltham Forest. Impact on human health has been a key consideration in the development of the NLWP and is discussed in more detail in the Sustainability Appraisal (SA) which supports the NLWP.

### **Socio-Economic**

- 2.8 The average gross weekly earnings within each of the North London Boroughs is higher than the average for England. All of the Boroughs have a higher proportion of their working population employed than the national average. This is mirrored by the high cost of living in all Boroughs. Four Boroughs (Hackney, Haringey, Islington and Waltham Forest) contain wards amongst the 20 most deprived areas in England pointing to varying degrees of polarisation. All boroughs contain varying levels of deprivation within them. Maximising economic benefits by utilising waste as a resource is an objective of this plan. There are opportunities for job creation through the development of new waste facilities at both the construction and end

user stages. New technologies can also help to create ‘green collar’<sup>5</sup> jobs in new waste management facilities as well as in sectors that receive recycled or reprocessed material, turning it into new products, thereby creating wealth from waste. Economic growth in North London is predicted to result in greater amounts of waste being generated. This is due to more people in jobs, although the amount of waste created per person is expected to stay the same.

## **Environment**

- 2.9 The North London Waste Plan area includes important green space with many parks and larger areas such as Hampstead Heath, the Lee Valley Regional Park and part of Epping Forest. There are extensive areas of Green Belt in the outer areas and areas of agricultural land in Barnet and Enfield.
- 2.10 Enfield has identified Areas of Special Character where the Council will seek to preserve and enhance the essential character of the area, including landscape features such as woodlands, streams, designed parklands and enclosed farmland.
- 2.11 The Lee Valley contains an internationally important wetland habitat (Ramsar site and Special Protection Area (SPA)) as the reservoirs and old gravel pits support internationally important numbers of wintering birds as well as other nationally important species. In addition, the adjacent Epping Forest Special Area of Conservation (SAC), part of which lies in Waltham Forest, is important for a range of rare species, including mosses. There are six Sites of Special Scientific Interest (SSSI), 21 Local Nature Reserves and 307 Sites of Importance for Nature Conservation (SINC). The concentration of industrial land in the Lee Valley poses challenges for development to take into account key biodiversity issues set out in Borough Biodiversity Action Plans.
- 2.12 Throughout North London there are many areas and sites of historic interest including 172 conservation areas, over 14,000 listed buildings, registered landscapes, scheduled monuments, archaeological priority areas and as yet unknown archaeological remains. Protection for heritage assets is included in Local Plan policies and the sites/areas assessment criteria (see section 7) and policy 5.
- 2.13 The heavily developed and built up nature of North London coupled with differential values between competing land uses, and protected areas such as Green Belt presents a significant challenge in planning for waste. Expected development over the plan period will increase these pressures. For development which is perceived as likely to create more environmental risk and harm to the amenity of the local area, through factors such as noise, dust and increased traffic, the planning constraints near areas protected for their environmental value are greater.

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<sup>5</sup> Jobs in environmental sectors

- 2.14 Protection of groundwater is vital to prevent pollution of supplies of drinking water, while secondary aquifers are important in providing base flows to rivers. The Environment Agency has designated areas of source protection zones in a number of locations, particularly in the Lee Valley as well as implementing groundwater protection measures around boreholes in the area.
- 2.15 Historically much of the employment land in North London has been in industrial use. Inevitably the restructuring from an industrial-based to a service based economy has affected land use priorities, creating a situation where the type of employment land available has changed, particularly in the inner boroughs where offices predominate. Such areas are now under pressure to help deliver high housing and employment targets. The previous use of these areas raises the risk of contamination and the need for remedial measures regardless of how the land will be used in the future.
- 2.16 Air quality within North London is uniformly poor as a result of high levels of nitrogen dioxide and dust (NO<sub>2</sub> and PM<sub>10</sub> respectively) that are mainly, but not exclusively, due to road traffic. As a result, all of the councils have declared Air Quality Management Areas (AQMA) covering each Borough.
- 2.17 The NLWP includes strategies and policies to protect environmental assets and amenity.

### **Transport**

- 2.18 North London benefits from good access to the strategic road network such as the M1 and M11 and the M25. The local road network is dominated by important radial routes to the centre of London and also includes the key orbital North Circular Road (A406) which bisects the Plan area from east to west. Parts of this network experience high levels of congestion at off-peak as well as peak hours, despite the fact that part of the area lies within the London Mayor's congestion charging zone.
- 2.19 Three main train lines terminate at Euston, St Pancras and Kings Cross, all in Camden. The North London Line (NLL) is a commuter and nationally important freight route providing movement of material across the area. There is a planning application to replace the railhead at Hendon in Barnet that currently transports waste out of London by a new facility just to its north. Proposals for the West London Orbital line will improve rail access to the west of the area.
- 2.20 In March 2016, the National Infrastructure Commission recommended that Crossrail 2, a proposed new rail line serving six of the NLWP constituent Boroughs, should be taken forward as a priority. Transport for London and Network Rail are currently developing the scheme. Whilst the final scheme and timetable is not yet known, there is a potential for Crossrail 2 to impact upon existing or future waste management sites during the NLWP period. This is discussed further in Section 8.

- 2.21 In addition the Grand Union Canal and the Lee Navigation run through the area and provide sufficient draught to allow light cargo movements to and from industrial and other facilities close to a number of wharves along each waterway.
- 2.22 Opportunities for using sustainable modes of transport are a key element of the Spatial Framework.

### **Land Use**

- 2.23 Across North London as a whole the predominant land use is housing. There are also concentrated areas of commercial activity and town centres. Parts of Camden, Hackney and Islington fall into the Central Activities Zone which covers London's geographic, economic, administrative, and cultural core spanning ten boroughs in total. The Upper Lee Valley on the east of the NLWP area includes a concentrated area of industrial activity. Each borough contains areas of industrial or employment land that are designated for this purpose. The London Plan designates Strategic Industrial Locations (SILs) and provides the strategic direction for the identification of Locally Significant Industrial Sites (LSISs) and other industrial/employment designations in Local Plans.
- 2.24 There are a number of drivers for change in land use in London, in particular the need to boost housing numbers and make best and most efficient use of land around public transport modes. These pressures are likely to increase as a result of planned investment such as Crossrail 2, Stratford to Angel Road (STAR) Scheme and four-tracking on the West Anglia Mainline.
- 2.25 To deliver this change, the London Plan has identified Opportunity Areas and Housing Action Zones in parts of North London including parts of the Lee Valley and there may be future Opportunity Areas identified during the NLWP plan period. The Opportunity Areas overlap with land which contains existing facilities and also the areas identified in this Plan for new waste facilities. Therefore, alongside the opportunities for intensification and new homes, there will also be a need for Boroughs to consider existing waste operations and areas for new waste facilities, in light of NLWP Policies 1: and 2.
- 2.26 Some boroughs are beginning to review their Green Belt boundaries as a result of the review of Local Plans.

### **Climate Change**

- 2.27 The North London Boroughs are all focused on the challenges posed by climate change. Borough strategies are driven by the requirements to mitigate and adapt to all effects of climate change. The NLWP aims to deliver effective waste and resource management which makes a positive and lasting contribution to sustainable development and to combating climate change.



- 2.28 All Boroughs have lower CO<sub>2</sub> emissions per capita than the national average, with the exception of Camden where levels are elevated by the concentration of commercial and other non-domestic activities. However all Boroughs have significantly lower per capita CO<sub>2</sub> emissions from road transport when compared to the national average. This is particularly apparent in Camden, Hackney, Haringey, Islington and Waltham Forest. Per capita CO<sub>2</sub> emissions from the domestic sector are below the national average.
- 2.29 The NLWP seeks to reduce the reliance on disposal to landfill sites outside London as this contributes to CO<sub>2</sub> emissions from transport. While it is recognised that waste management facilities will continue to generate CO<sub>2</sub> emissions, new waste facilities generating energy need to meet the Mayor's Carbon Intensity Floor. The priority of the NLWP will be to implement policies and direct new development to sites which deliver a better overall environmental outcome.
- 2.30 The NLWP site and area assessments take into account those parts of all Boroughs that are under threat from surface water (and potentially sewer) flooding because of the extensive urbanised areas.
- 2.31 The site and area assessments also take into account the greater occurrence of urban flood events over the last sixty years and the risk that climate change will lead to a greater threat from flooding in the future. On the east side of the area a number of tributaries flow into the River Lee while parts of Barnet drain into the River Brent to the west.

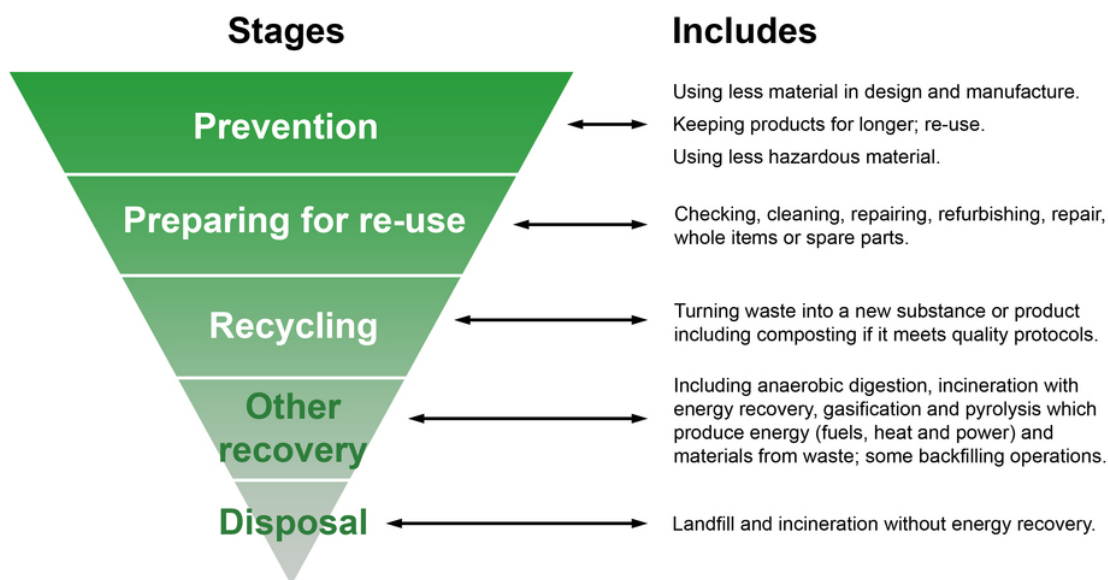
### 3. Aims and Objectives

#### Aim of the North London Waste Plan

- 3.1. Each of the seven Borough Local Plans contains a vision for their area, and the aim of the NLWP links to the delivery of that vision. The NLWP therefore includes a single overarching aim and a number of objectives to deliver that aim. The Aim meets the requirements of National Planning Policy for Waste (NPPW) through providing a set of agreed priorities for delivering sustainable waste management in North London
- 3.2. The NLWP treats waste as a resource rather than as a nuisance, promoting the principles of the waste hierarchy. The Aim acknowledges that the NLWP is part of a wider but integrated approach that will help to deliver sustainable waste management in North London, alongside such measures as improved resource management, and waste prevention and reduction spanning strategies which influence but are outside of the planning framework. The NLWP aim and objectives reference and integrate the Waste Hierarchy which is shown in Figure 5.

Figure 5: Waste Hierarchy

#### The Waste Hierarchy



3.3. The aim of the NLWP is:

**Aim of the NLWP**

“To achieve net self-sufficiency for LACW, C&I and C&D waste streams, including hazardous waste, and support a greener London by providing a planning framework that contributes to an integrated approach to management of materials further up the waste hierarchy. The NLWP will provide sufficient land for the sustainable development of waste facilities that are of the right type, in the right place and provided at the right time to enable the North London Boroughs to meet their waste management needs throughout the plan period”.

**Strategic Objectives**

3.4. The objectives of the draft NLWP are as follows:

SO1. To support the movement of North London’s waste as far up the waste hierarchy as practicable, to ensure environmental and economic benefits are maximised by utilising waste as a resource:

Met through Policies 2, 4, 6, 7 and 8

SO2. To ensure there is sufficient suitable land available to meet North London’s waste management needs and reduce the movements of waste through safeguarding existing sites and identifying locations for new waste facilities:

Met through Policies 1, 2, 3, 4, , 7 and 8

SO3. To plan for net self-sufficiency<sup>6</sup> in LACW, C&I, C&D waste streams, including hazardous waste, by providing opportunities to manage as much as practicable of North London’s waste within the Plan area taking into account the amounts of waste apportioned to the Boroughs in the London Plan, and the requirements of the North London Waste Authority:

Met through Policies 1, 2, 3, 4, and 8

SO4. To ensure that all waste developments meet high standards of design and build quality, and that the construction and operation of waste management facilities do not cause unacceptable harm to the amenity of local residents or the environment:

Met through Policy 5

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<sup>6</sup> Net self-sufficiency means providing enough waste management capacity to manage the equivalent of the waste generated in North London, while recognising that some imports and exports will continue.

- SO5. To ensure the delivery of sustainable waste development within the Plan area through the integration of social, environmental and economic considerations:  
Met through Policies 2, 5 and 7
- SO6. To provide opportunities for North London to contribute to the development of a low carbon economy and decentralised energy:  
Met through Policy 6
- SO7. To support the use of sustainable forms of transport and minimise the impacts of waste movements including on climate change:  
Met through Policy 5
- SO8. To protect and, where possible, enhance North London's natural environment, biodiversity, cultural and historic environment:  
Met through Policy 5

## 4. Spatial Framework

- 4.1 The spatial framework flows from the Plan's objectives and takes account of the spatial context outlined in section 2 and the strategic and policy context outlined in section 1, alongside the Plan's technical evidence base, and the views of stakeholders. Figure 6 below shows the relationship between the key elements that form the spatial framework.
- 4.2 The spatial framework provides the strategic direction for the detailed policies of the NLWP and informs site/area selection. The spatial framework also guides the assessment of the suitability of windfall sites under Policy 3. It reflects the complexities and realities of planning at a sub-regional level taking into account varied characteristics and functions across the seven boroughs, from densely populated urban areas to stretches of Green Belt. Competing and changing land uses, especially release of industrial land for housing, is a key issue for the boroughs.
- 4.3 The spatial principles set out below represent the outcome of balancing various priorities, opportunities and constraints, in particular the availability of sites/areas to achieve a deliverable distribution of waste management locations to meet identified need, whilst bringing social, economic and environmental benefits of new waste management facilities to North London.
- 4.4 The NLWP is underpinned by the following spatial principles:
- A. Make use of existing sites
  - B. Seek a geographical spread of waste sites across North London, consistent with the principles of sustainable development.
  - C. Encourage co-location of facilities and complementary activities
  - D. Provide opportunities for decentralised heat and energy networks
  - E. Protect local amenity
  - F. Support sustainable modes of transport
- A. Make use of existing sites**
- 4.5 NPPW requires Boroughs to consider the capacity of existing operational facilities in meeting identified need. Further to this, Policy 5.17 *Waste Capacity* of The London Plan requires boroughs, when preparing plans, to protect and facilitate the maximum use of existing waste sites.
- 4.6 In line with this and in order to recognise the valuable contribution existing waste facilities make to managing waste effectively, existing waste management capacity has provided the baseline for identifying the waste management capacity gap and the consequent need for expanded and new facilities. Existing waste management

sites form an important part of the strategic waste plan for North London and are safeguarded for waste use through NLWP Policy 1 and the London Plan (see Schedule 1 in Appendix 1 for a full list of existing sites).

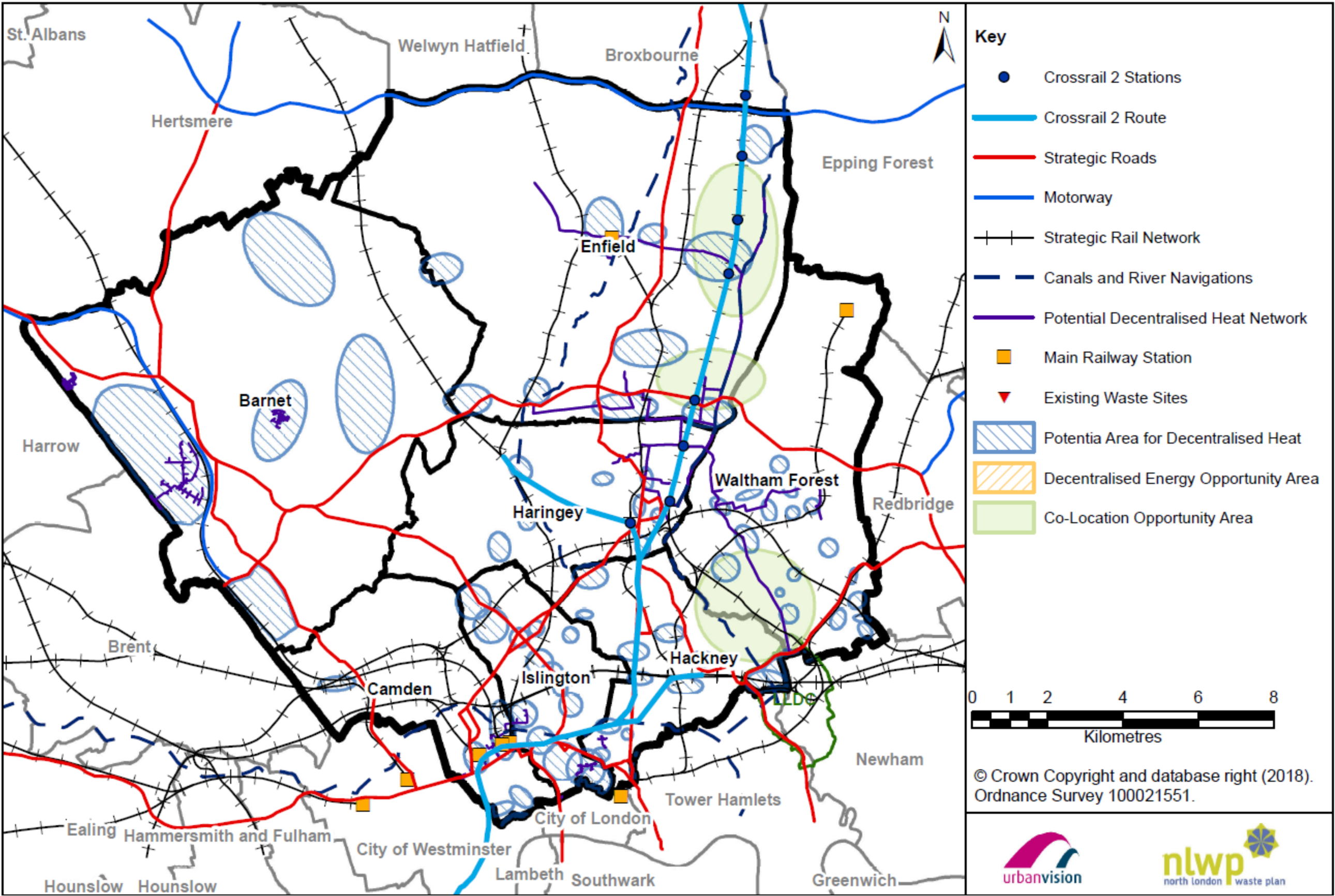
- 4.7 Figure 6 shows that the majority of existing waste sites are located to the east of the Plan area in the industrial parts of the Lee Valley corridor. These sites have developed over decades outside of a strategic plan for waste, and in locations which may have been suitable for waste uses but which did not create an even geographical spread across North London. This reflects the mixed function and character of the Plan area, notably in terms of significant differences among the boroughs in supply of industrial land where waste uses are generally more acceptable.
- 4.8 Three existing sites are known to be planning capacity expansion or upgrades to existing facilities (see Section 8). Most other existing sites do not have any current plans to expand capacity or change their operations but the North London Boroughs support, in principle, the expansion or intensification of operations at existing facilities and this is reflected in Policy 1.

**B Seek a geographical spread of waste sites across North London, consistent with the principles of sustainable development.**

- 4.9 The NLWP is underpinned by an aim to achieve net self-sufficiency for LACW, C&I, C&D waste streams, including hazardous waste. This will be achieved by identifying enough existing capacity and land in North London suitable for the development of new waste management facilities to manage the equivalent of 100% of this waste arising in North London. The objective is to reduce movements of waste, including waste exports, and increase the amount of waste managed in proximity to its source, in accordance with the principles of sustainable development. Waste is exported to a number of areas outside of North London, mainly in the south east and east of England and Figure 12 shows the estimated reduction of waste exports over the plan period. The strategy for achieving net self-sufficiency is set out in the Provision for North London's Waste to 2032 in section 7.
- 4.10 Net self-sufficiency does not mean that the North London Boroughs will deal solely with their own waste, nor promote use of the very closest facility to the exclusion of all other considerations. While it is desirable for waste to be treated as close as possible to its source in line with the proximity principle, the complexity of the waste management business poses challenges. Different types of waste require different types of management and facilities need to serve areas large enough to be economically viable. Consequently, the most suitable facility may not be the nearest and may well be outside of North London. In addition, facilities in North London will continue to manage waste from outside the area.

- 4.11 The current and changing character of each borough's industrial land is a consideration in identifying locations for new waste infrastructure. Larger and co-located facilities are more suited to areas with similar existing uses away from sensitive receptors. A future waste industry focused on resource management may derive positive cumulative impacts from a concentration of facilities. Conversely, the urban environments of NLWP boroughs are restricted by severe physical constraints limiting opportunities for some types of waste facilities. In addition, some areas, such as the protected Green Belt in the north, will be largely out of bounds for any built waste facilities. As population and densities in the plan area increase with projected growth, fewer areas away from sensitive receptors will be available. Continued development of waste facilities in areas which have, and continue to provide, significant waste capacity could have wider implications on the regeneration of the local economy. When choosing locations for future development, the benefits of co-location will need to be balanced against the cumulative impacts which can arise from an accumulation of facilities in one location. Cumulative impacts can include traffic levels, noise and odours. There may be times when the cumulative impacts of several waste developments operating in an area would be considered unacceptable. Any new waste development proposed in North London will be expected to be of a standard that is in keeping with and complements the existing and future planned development. By identifying suitable land across North London (Policy 2), the NLWP seeks to provide opportunities to manage waste as close to its source as possible, in line with the proximity principle. In promoting a geographic spread of facilities across the plan area consistent with the principles of sustainable development, the NLWP seeks to weigh the positive effects of co-location and economies of scale with the negative effects of excessive concentration of waste facilities in any one area. All North London Boroughs want to play their part in managing north London's waste and therefore support an equitable geographical distribution across the seven Boroughs.
- 4.12 Policy 2 seeks to extend the existing spread of locations for waste facilities by identifying locations which are suitable for new waste facilities, taking into account factors such as the character of different areas, changing land uses and availability of suitable industrial land. Where demand arises, opportunities to improve the spread of waste sites across the area are supported through Policy 3: Windfall Sites where they adhere to the site assessment criteria set out in section 8.
- 4.13 With local re-use and recycling centres (RRC) it is especially desirable to have a geographical spread that enables good access to residents. RRCs are facilities to which the public can bring household waste for free. Figure 7 shows the current network of local RRCs and a radius of two miles around them. Gaps in coverage have been identified by the NLWA in parts of the Plan area, namely Barnet and Enfield, shown outside of the two mile radius around each RRC. Any new RRC facilities will be assessed against Policy 4: Re-use and Recycling Centres.

Figure 6: Key diagram





## C. Encourage co-location of facilities and complementary activities

- 4.14 NPPW requires waste plans to identify opportunities to co-locate facilities together and with complementary activities, including end users of waste outputs such as users of fuel, low carbon energy/heat and recyclable wastes. These opportunities are also associated with a move towards a more circular economy. WRAP defines the Circular Economy as *an alternative to a traditional linear economy (make, use, dispose) in which we keep resources in use for as long as possible, extract the maximum value from them whilst in use, then recover and regenerate products and materials at the end of each service life*<sup>7</sup>. The European Commission has published its Circular Economy package<sup>8</sup>, while in London the London Waste and Recycling Board has published a Circular Economy route map<sup>9</sup>.
- 4.15 There are several benefits of co-location of facilities. Co-location has the potential to minimise environmental impacts, take advantage of ‘economies of scale’, share infrastructure, existing networks (e.g. the rail and highway network) and skilled workforces. The concentration of waste facilities in the Lee Valley corridor provides the most promising opportunities for co-location with existing facilities. Notwithstanding this, NPPW requires the Plan to take account of the cumulative impact of existing and proposed waste disposal facilities on the well-being of the local community.
- 4.16 There are also co-location opportunities related to other industrial activities synergistic with waste management, for example the manufacturing of products from recycled materials and the development of a more circular economy. Existing waste facilities are already employing this approach as exemplified by the industries developing around the Edmonton EcoPark (Enfield) and the Plan seeks to build on the momentum by supporting this approach as a key element of the spatial framework and identifying which areas have potential for co-location.
- 4.17 Opportunity Areas, Housing Zones and the route of Crossrail 2 could also be factors when considering co-location of facilities. These schemes are likely to intensify development, especially near to stations, and there are both resulting opportunities and threats for existing waste facilities and land identified as suitable for waste uses. The opportunities include waste facilities supplying energy to new developments and new waste facilities being incorporated into the schemes, for example an anaerobic digestion facility to deal with household food waste, and consolidation or relocation of waste uses. Risks include new uses displacing waste facilities due to

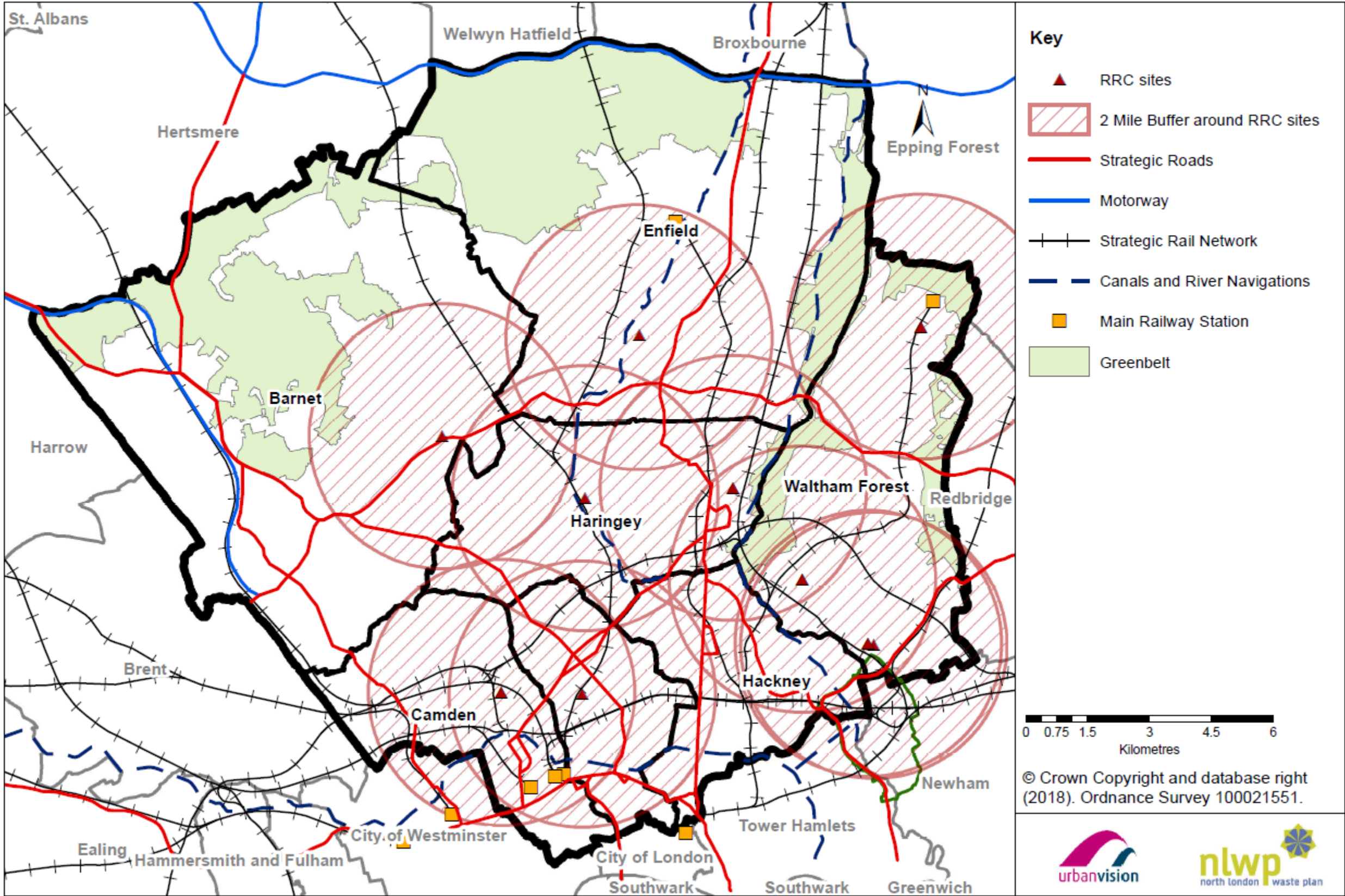
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<sup>7</sup> <http://www.wrap.org.uk/content/wrap-and-circular-economy>

<sup>8</sup> Circular Economy Package [http://ec.europa.eu/environment/circular-economy/index\\_en.htm](http://ec.europa.eu/environment/circular-economy/index_en.htm)

<sup>9</sup> <https://www.lwarb.gov.uk/what-we-do/circular-london/circular-economy-route-map/>

Figure 7: Current Re-use and Recycling Centres (RRC) in North London



incompatibility or impacts of construction. Protection for waste capacity through safeguarding, the agent of change principle and re-provision policies in the London Plan, Local Plans and NLWP Policy 1 will be a key policy tool under these circumstances.

**D. Provide opportunities for decentralised heat and energy networks**

- 4.18 The NPPW recognises the benefits of co-location of waste facilities with end users of their energy outputs. The London Plan supports the development of combined heat and power systems and provision of heat and power to surrounding consumers.
- 4.19 The Key Diagram (Figure 6) shows where facilities could connect to a network ('decentralised heat opportunity area' and 'decentralised energy opportunity area'). There is already a relatively well-advanced plan for decentralised heat network in the Lee Valley and this offers the most promising and realistic possibility within the Plan area. The NLWP supports opportunities to develop combined heat and power networks on sites and areas, within the Lee Valley, south Barnet and elsewhere (see Figure 6), that not only have the ability to link in to the decentralised energy network but also have the potential for waste development with Combined Heat and Power. Policy 6 seeks to secure opportunities for the recovery of energy from waste where feasible.

**E. Protect local amenity**

- 4.20 The protection of amenity is a well-established principle in the planning system. The NPPW requires the Boroughs to consider the likely impact on the local environment and on amenity when considering planning applications for waste facilities. Amenity includes aural (noise) and visual amenity such as open space, flora, and the characteristics of the locality including historic and architectural assets. Negative amenity impacts also include odour arising from the processing and type of waste being managed.
- 4.21 The site selection criteria set out in section 8 effectively direct waste management development to the most suitable sites/areas taking into account environmental and physical constraints, including locations where potential amenity impacts can be mitigated to an acceptable degree as well as considering cumulative impacts of additional waste facilities in already well developed areas and areas with a history of waste development. All proposed sites and areas have been subject to assessment in the Sustainability Appraisal and the Habitats Regulation Assessment and the findings fed into the policy recommendations
- 4.22 The protection of local amenity has been considered during the assessment of sites/areas to identify those suitable for inclusion in the NLWP. Policy 5 sets out assessment criteria for waste management facilities and deals with protection of local amenity including information requirements to support applications for waste

facilities. The policy's presumption for enclosed as opposed to open air facilities is also important to the application of this principle in terms of air quality and protecting the health of residents.

- 4.23 As outlined within Policy 1, proposals for expansion or intensification of existing waste uses should not unacceptably harm the amenity of occupiers of any existing developments. The onus will be upon the developer of the new proposed development to ensure appropriate mitigation measures are put in place under the agent of change principle.
- 4.24 Policy 3 seeks to ensure that proposals for waste management facilities do not constrain areas undergoing development change, such as new transport or economic regeneration initiatives.

#### **F. Support sustainable modes of transport**

- 4.25 The NPPW and the London Plan require Boroughs to identify sites/areas with the potential to utilise modes of transport other than road transport. As Figure 6 shows, North London is well served by road, rail and waterway networks and waste is currently transported into, out of and around North London by both road and rail. But like many industry sectors, road is the main mode of transport for the movement of waste. There are potential opportunities for waste sites to better utilise sustainable modes of transport such as rail and waterways. Movement of waste via more sustainable transport methods is duly supported in line with Objective 7, although this may not always be practicable, especially when costs associated with investment in wharfs and rail sidings and other infrastructure which may be necessary before waste can be moved along the canal or rail network may not be economically viable, especially for smaller facilities. North London currently has one rail linked waste site (at Hendon) supporting the requirements of the NLWA, however this site is due to be redeveloped as part of the Brent Cross Cricklewood regeneration project and the NLWA's need for this railhead has changed. There is a planning application for replacement rail based depot with a different function under consideration. There is also a wharf on the Lee Navigation which potentially could provide future opportunities for transportation by water at Edmonton EcoPark.
- 4.26 Road transport will continue to be the principal method of transporting waste in North London, particularly over shorter distances where this is more flexible and cost effective. Access to transport networks including sustainable transport modes was considered when assessing the suitability of new sites and areas. Rail and road transport is particularly desirable when waste is travelling long distances. Policy 5 considers sustainable transport modes in planning decisions.

## 5. Current waste management in North London

- 5.1 This section looks at the current picture of waste management in North London, including the amount of waste generated; the current capacity, types and location of facilities; how each waste stream is managed, key targets and cross-boundary movements of waste.

### North London Waste Data Study

- 5.2 The Waste Data Study was prepared in July 2014 and updated in July 2015 to inform the Draft NLWP. A further update in 2018 accompanies this Proposed Submission Plan. All versions of the Data Study are available to view on NLWP website ([www.nlwp.net](http://www.nlwp.net)). The Waste Data Study is in three parts as shown below, with the date of the most recent version provided in brackets:

- Part One: North London Waste Arisings (2018)
- Part Two: North London Waste Capacity (2018)
- Part Three: North London Sites Schedule (2018)

- 5.3 The Waste Data Study includes the following information for the seven waste streams for which the NLWP plans:

- The amount of waste currently produced in North London;
- How and where the waste is managed;
- The capacity of existing waste infrastructure;
- The waste management targets the NLWP will support; and
- The amount of waste projected to be produced over the plan period (up to 2035) and the extent to which existing facilities can meet this future need.

### Waste generated in North London

- 5.4 Table 2 below shows the amount of waste generated in North London for the main waste streams using the latest data from 2016. Waste arisings vary from year to year and these figures represent a snapshot in time. Figure 8 shows the proportion of each waste stream as a percentage of the total waste in North London<sup>10</sup>.

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<sup>10</sup> The data is taken from the Waste Data Study (2016)

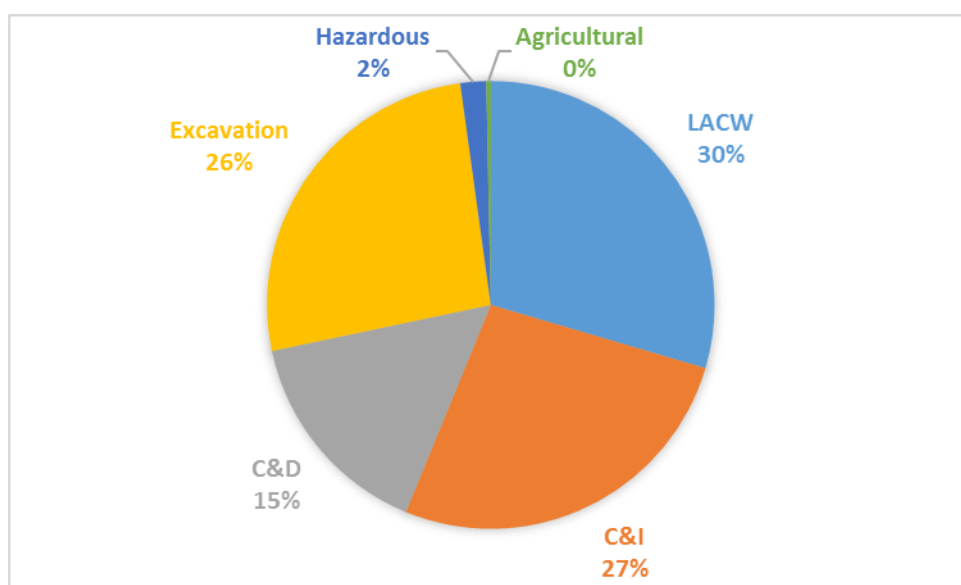


**Table 2: Amount of Waste Generated in North London, 2016**

Local Authority Collected Waste (LACW)	845,776
Commercial and Industrial Waste (C&I)	762,301
Construction and Demolition Waste (C&D)	443,180
Agricultural Waste	9,223
Hazardous waste	54,420
Excavation Waste	747,242
<b>TOTAL</b>	<b>2,861,062</b>

Source: North London Waste Data Study Update 2016

**Figure 8: Waste arisings in North London 2016**



Source: North London Waste Data Study Update 2018

### Existing facilities

- 5.5 Table 3 below shows the existing (2018) waste management facilities in North London by type and waste stream managed and changes in available capacity at known dates when facilities come on stream/close. It identifies an existing waste management capacity of around 4.4 million tonnes per annum, reducing to around 3.8 million tonnes by 2029 as a result of known closure of some existing sites up to

2028<sup>11</sup>. Figure 9 shows the location of the facilities represented in Table 3 and a full list is in Appendix 1.

**Table 3: Maximum Existing Annual Capacity at Licensed Operational Waste Management Facilities at the Start of the Plan Period and a key dates following changes in sites capacities**

Waste stream	Facility Type	2018	2026	2029
LACW only	Transfer stations (non-hazardous)	621,222	416,864	416,864
LACW only	Household Waste Recycling Site	100,204	100,204	100,204
LACW only	Composting	35,241	0	0
LACW only	Recycling (MRFS)	276,855	276,855	276,855
LACW only	Incineration with Energy Recovery	550,000	0	0
LACW and CI	Transfer stations (non-hazardous)	206,748	206,748	206,748
LACW and CI	Incineration with Energy Recovery	0	700,000	700,000
LACW, CI and CDE	Transfer stations (non-hazardous)	26,545	26,545	26,545
LACW, CI and CDE	Recycling (MRFS)	16,277	16,277	16,277
CI only	Transfer stations (non-hazardous)	288	288	288
CI only	Recycling (MRFS)	54,632	54,632	54,632
CI only	Treatment facility	2,332	2,332	2,332
CI only	Treatment facility (Hazardous)	64,132	64,132	64,132
CI and CDE	Transfer stations (non-hazardous)	236,245	119,050	119,050
CI and CDE	Recycling (MRFS)	432,538	432,538	432,538
CDE only	Transfer stations (C&D)	364,097	328,014	328,014
CDE only	Recycling (aggregates, other C&D)	980,780	746,840	627,876
Hazardous	Transfer stations (hazardous)	5	5	5
Hazardous	Treatment facility (Hazardous)	3,622	3,622	3,622
CI Specialist	Treatment facility	112,419	112,419	112,419
CI Metals	Recycling (ELVs)	362	362	362
CI Metals	Recycling (Metals)	318,522	318,522	318,522
CI Metals	WEEE	18,657	18,657	18,657
	<b>Total Capacity</b>	<b>4,421,723</b>	<b>3,944,906</b>	<b>3,825,942</b>

<sup>11</sup> Some of the planned closures include sites affected by the redevelopment of Brent Cross. It is expected that Barnet will identify new sites for the relocation of these sites in line with the Planning Permission for this development

- 5.6 When considering the overall amount of waste generated identified in Table 2 against the current capacity of waste management facilities in North London identified in Table 3, there appears to be more than enough waste management capacity. However, this does not take into account the specialism of each type of facility or importantly, since North London is a net exporter of waste in terms of tonnage, imports to and exports from the area.
- 5.7 Some facilities in North London have a wider-than-local catchment area and manage waste from outside North London. This includes recycling and treatment facilities, in particular metal recycling and end of life vehicle (ELV) facilities as well as facilities for the processing of CDE in to recycled aggregate products for resale. The extra capacity contributes to achieving net self-sufficiency, or managing the equivalent of the overall quantity of waste within the main categories for North London and London as a whole.
- 5.8 Conversely, North London does not have all the types of facilities necessary to manage all the sub-types of waste arising within the main categories shown in Table 2. For example, there are few hazardous waste facilities and no landfill sites in North London. North London will therefore need to identify sufficient capacity to manage the equivalent amount of this exported waste within its boundary.

#### **Local Authority Collected Waste**

- 5.9 In North London, around 850,000 tonnes of LACW was collected in 2016/17<sup>12</sup>. Of this, approximately 26% was recycled, reused or composted. Of the remaining LACW, 60% was sent to NLWA's energy-from-waste facility at Edmonton and 12% was sent to landfill outside of North London.
- 5.10 The NLWA has reported an increase in recycling performance from 23% in 2006/7 to 32<sup>13</sup>% by 2017/18. This is lower than the national average of 43.7% but in line with the London average of around 33%. There are a number of factors which contribute towards lower recycling rates in London than the country as a whole. These include: rapid population growth; a greater transient population than anywhere else in the UK; the greater proportion of flats compared to houses which presents challenges for setting up collection systems for recyclable waste; and proportionately fewer gardens generating lower level of green waste for recycling.

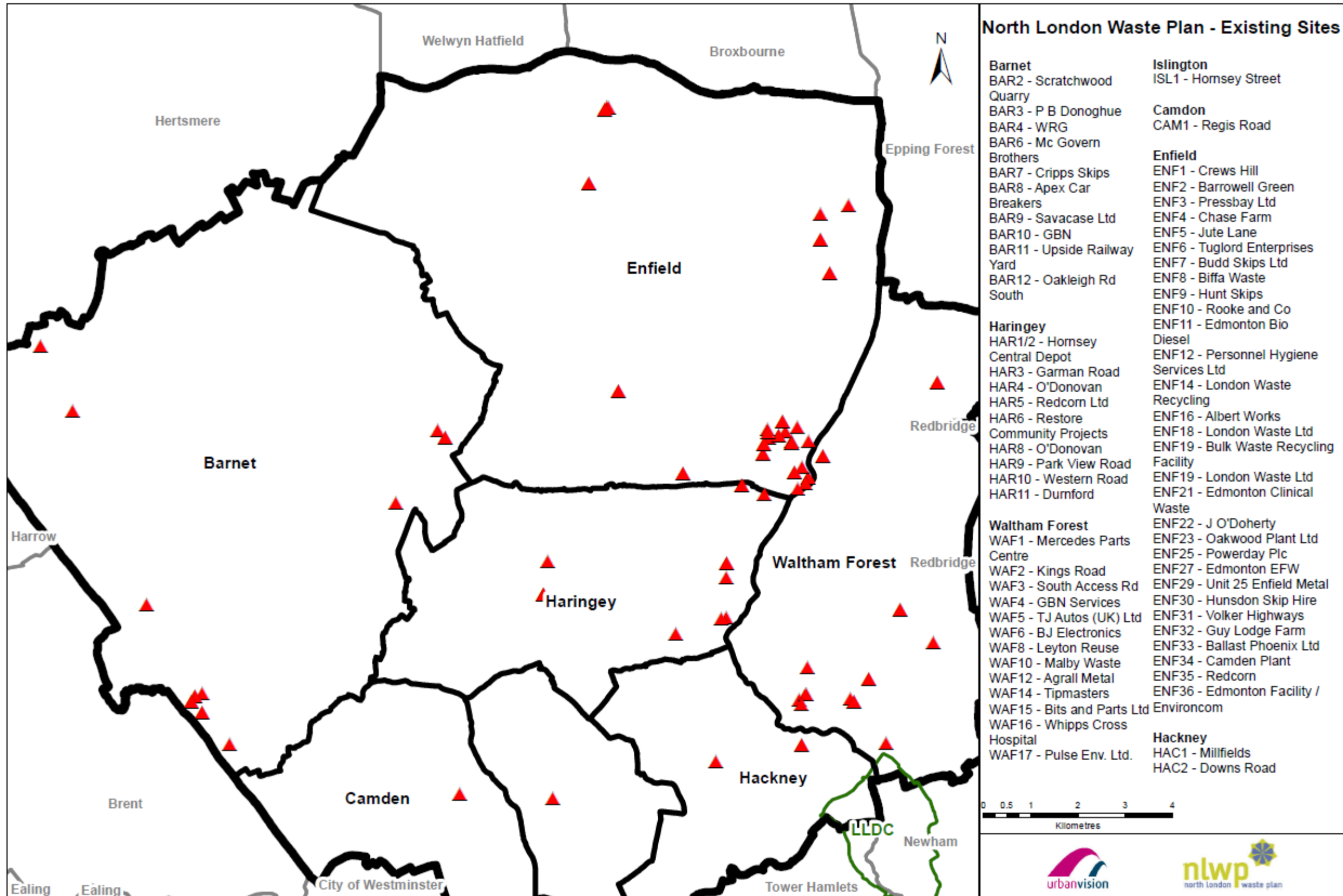
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<sup>12</sup> Figures NLWA Annual Monitoring Report 2016-17

<sup>13</sup> [North London Waste Authority Annual Report 2017/18](#)



Figure 9: Existing Waste Sites



- 5.11 The North London Boroughs and the NLWA are committed to achieving the 50% recycling target set out in the Joint Municipal Waste Management strategy and the London Plan. The North London Boroughs, together with the NLWA, are beginning a renewed drive to increase recycling including looking at ways to standardise collection regimes. In addition, the London Waste and Recycling Board (LWARB) works with London Boroughs to increase recycling rates and supports waste authorities in improving waste management services.
- 5.12 The NLWA's long term waste management solution is based upon the continued use of the existing Edmonton facility until 2025 and the development of a new energy recovery facility on the same site to be operational from 2025 onwards. Further information on how it has informed the NLWP is set out in section 8.
- 5.13 The European Commission has put forward a Circular Economy Package<sup>14</sup>. This includes a 65% recycling target for municipal waste (LACW and C&I) by 2030. Notwithstanding the UK leaving the EU, the UK has signed up to delivering these targets as part of Brexit. These revised targets have been built into NLWP waste modelling work as part of the revisions to the Data Study, however the new targets have only been applied to C&I waste as it is assumed no change to the projections of the NLWA at this time.
- 5.14 Waste minimisation seeks to reduce the amount of waste produced by targeting particular behaviours and practices. As shown in Figure 5 in section 3, preventing waste generation in the first place sits at the top of the waste hierarchy.
- 5.15 The London Environment Strategy prioritises resource efficiency to significantly reduce waste and promotes reuse and repair. LWARB's 'Circular Economy route map' exemplifies a move towards a more resource efficient waste service. The route map builds on the 5 focus areas (the built environment, food, textiles, electricals and plastics) and sets out 8 cross cutting themes to ensure the benefits of a circular economy can be achieved across a number of sectors.
- 5.16 The North London Boroughs co-ordinate waste prevention activity through the NLWA's waste prevention plan. The NLWA run waste minimisation activities for schools and communities. These are delivered through the NLWA's "Wise up to Waste" programme and currently focuses on three priority areas: reducing food waste, encouraging a reduction of furniture waste by increasing re-use, and reducing textile waste (both clothing and non-clothing).

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<sup>14</sup> European Commission Circular Economy Package [http://ec.europa.eu/environment/circular-economy/index\\_en.htm](http://ec.europa.eu/environment/circular-economy/index_en.htm)

## **Commercial and Industrial Waste**

- 5.17 The Waste Data Study has used two methods to identify and project C&I waste. The first is to use data from the Defra C&I Waste Survey 2009 in line with the London Plan to assess the management routes of North London's C&I waste. The second is to use the new method for calculating C&I waste as introduced following the withdrawal of the Defra C&I surveys which uses published data from the EA's WDI. This new method of calculation indicates that 44% of C&I waste is recycled, reused or composted while 33% of this waste stream is sent to landfill and land recovery. A small proportion (6%) of C&I is sent for non thermal treatment with the remainder (17%) sent for thermal treatment with energy recovery. It should be noted that potential reliance on landfill will drop to 10% by 2030 in order to achieve EU statutory targets with recycling and reuse levels increasing to 65%.
- 5.18 Through the London Environment Strategy, the Mayor is seeking to make London a zero waste city with no biodegradable or recyclable waste sent to landfill by 2030 and by aiming to achieve 65% recycling from London's municipal waste, this will be achieved through a 50% recycling rate from LACW by 2025 (Policy 7.2.1) and 75% from business waste by 2030 (policy 7.2.2). The Mayor has also said that he does not expect there to be a need for any new energy from waste capacity if existing planned sites are completed (policy 7.3.2.b). The Mayor has also indicated that he will use his powers to ensure there are sufficient sites to manage London's waste. The Environment Strategy embraces the ideals of the Circular Economy requiring manufacturers to design products to generate less waste and which can be easily repaired, reused and recycled, and the strategy encourages the development of business to facilitate this.
- 5.19 There are a number of national schemes which promote waste minimisation. This includes the [Courtauld Commitment](#) which aims to reduce food waste, grocery packaging and product waste, both in the home and the grocery sector by 20%, the Mayors Environment Strategy seeks to go further by setting a target of 50% reduction per head by 2030.
- 5.20 European Commission Circular Economy Package<sup>15</sup> include increased recycling targets for packaging materials in the commercial and industrial sectors of 65% by 2025 and 75% by 2030. The UK has committed to delivering the Circular Economy targets as part of Brexit.

## **Construction, Demolition and Excavation Waste**

- 5.21 Local planning policies and development industry practice mean a lot of C&D material is managed on site and does not enter the waste stream. A total of 443,180

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<sup>15</sup> [http://ec.europa.eu/environment/circular-economy/index\\_en.htm](http://ec.europa.eu/environment/circular-economy/index_en.htm)

tonnes of C&D waste and 747,243 tonnes of excavation waste was produced in North London in 2016. The largest proportion of C&D waste arising in North London is managed via recycling (73%) and treatment (20%) facilities, with 7% sent directly to landfill. Recycling rates of C&D waste are high due to the nature and value of the material. Excavation materials are primarily disposed of directly to landfill (53%) with the remainder managed through transfer stations (28%) or sent for treatment (19%). The London Plan includes a target of 95% recycling of CD&E by 2020.

### **Hazardous Waste**

- 5.22 FA total of 53,420 tonnes of hazardous waste was produced in 2016, of this waste 40% was managed at treatment facilities, of which the majority was exported for treatment outside of North London. The next most common method of management was recovery (20%), with a further 16% being managed at landfill. Of the total hazardous waste arisings, 53,107 tonnes (99.4%) of waste was exported out of North London for management. It is not unusual for hazardous waste to travel outside the area to specialist facilities which tend to have a wider catchment area.
- 5.23 There are a number of initiatives in place to ensure better implementation of EU waste legislation, including on hazardous waste. None of the circular economy proposals referred to 5.13 announced by the European Commission in December 2015 will affect the NLWP strategy for hazardous waste.

### **Agricultural Waste**

- 5.24 A total of 9,223 tonnes of Agricultural waste was produced in 2016, with only 125 tonnes being identified as being managed off site. The majority of agricultural waste arisings are managed within the limited number of farm holdings within the Plan area, with a very small amount managed offsite through commercial waste facilities. As such, the NLWP does not seek to identify sites for additional facilities to manage this waste stream; any facilities which do come forward on farm land would be considered against Policy 3 'Windfall sites'.

### **Low Level Non-Nuclear Radioactive Waste**

- 5.25 The very small amount of Low Level Non-Nuclear Radioactive Waste (LLW) arising in North London, mainly from hospitals, is currently managed outside of the area in specialist facilities. Records of LLW in the sub-region indicate that there are currently 16 sites producing LLW as waste water, with a number of the amounts generated being below the reporting threshold, which is measured in terms of radioactivity.

## Waste Water and Sewage Sludge

- 5.26 Waste Water Treatment Works in North London are operated by Thames Water. The main Thames Water Waste Water/sewage treatment facility in North London is Deephams Sewage Treatment Works (STW), which is the ninth largest in England. The site is to be retained and improved for waste water use and planning permission has been granted for an upgrade to the sewage sludge treatment stream. Thames Water anticipates that the recently approved upgrade to Deephams STW will provide sufficient effluent treatment capacity to meet their needs during the plan period. Further details can be found in section 8.

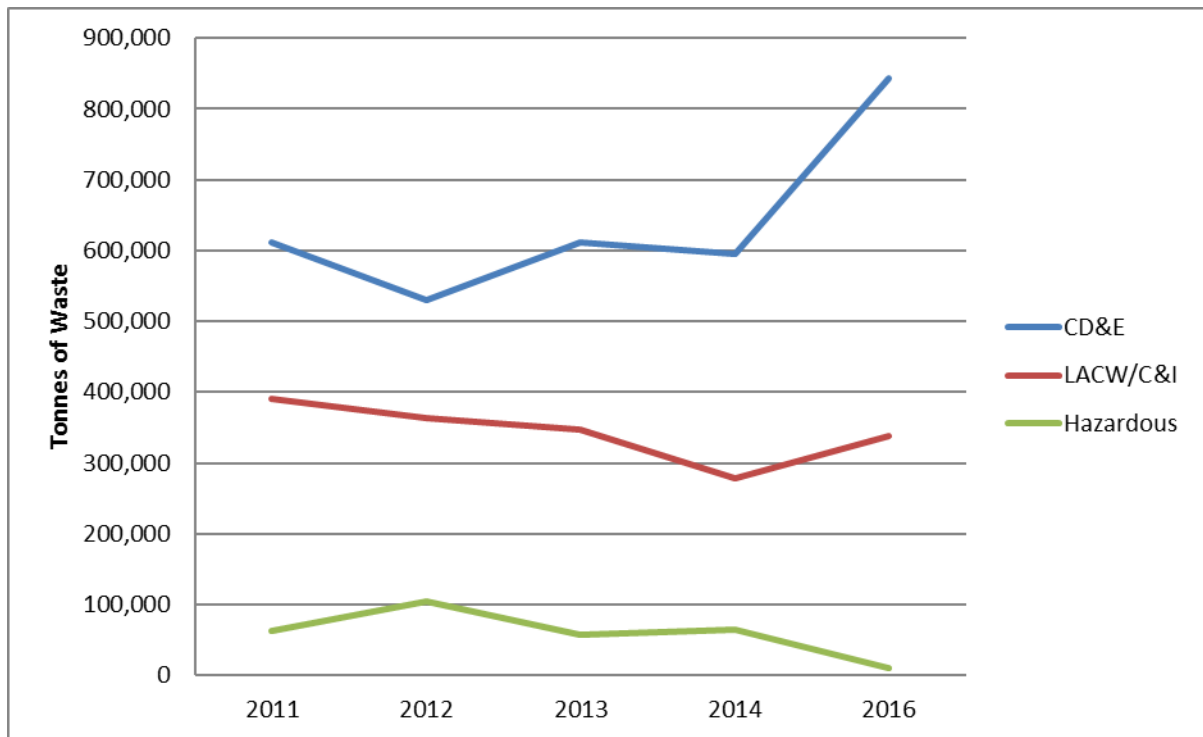
### Cross Boundary Movements (exports and imports)

- 5.27 In 2016, 1,201.964 tonnes of waste was exported from North London, 56% of which went to landfill. Exports in the LACW/C&I category have been steadily declining in recent years, however an increase was shown in 2016. This is consistent with the waste strategies of the London Mayor and the North London Waste Authority which aim to reduce the amount of waste going to landfill. Exports of CD&E waste generally follow patterns of waste arising, so when more CD&E waste is generated, more is exported. This pattern is shown in Table 4 and Figure 10 below.

**Table 4: Waste exported from North London 2011-2016**

Type of waste	2011	2012	2013	2014	2016
CD&E	610,864	530,025	611,902	595,203	843,856
LACW/C&I	390,226	362,950	347,206	278,050	337,836
Hazardous	62,473	103,884	58,216	64,193	10,352
<b>Total</b>	<b>1,063,563</b>	<b>996,859</b>	<b>1,017,324</b>	<b>937,446</b>	<b>1,201,964</b>

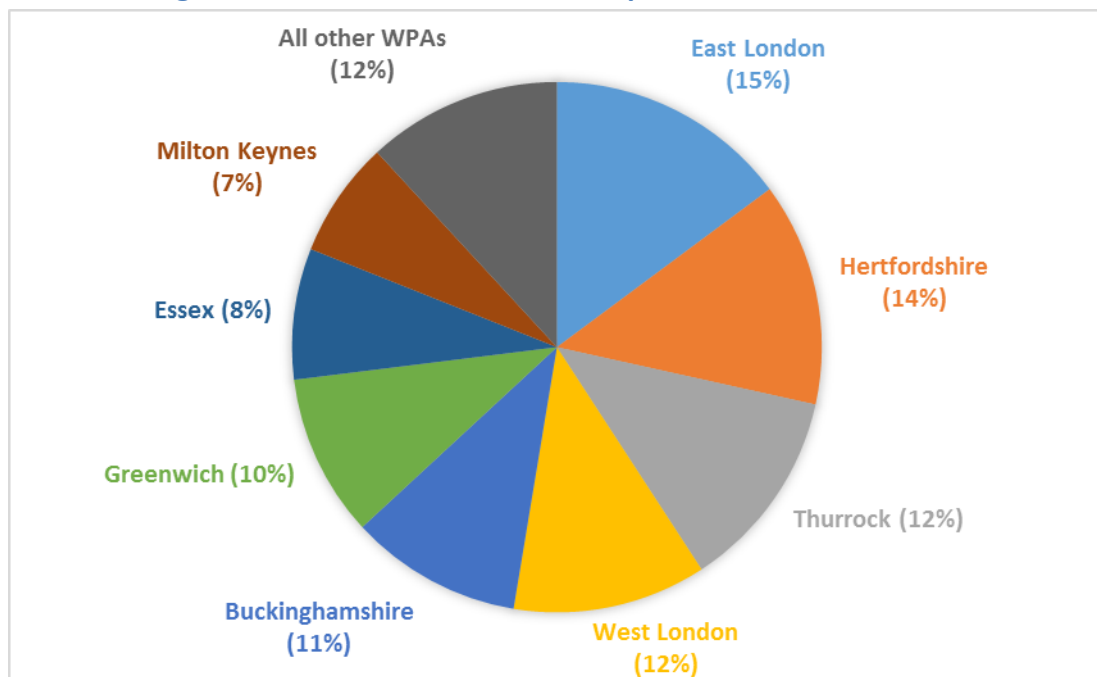
**Figure 10: Waste exported from North London 2011-2016**



**Source: WDI 2011-2016**

- 5.28 During 2013-2016 waste exports from North London were deposited in more than 70 different waste planning authority areas but the majority (88%) went to eight main destinations. These are shown in the Figure 11 below:

**Figure 11: Distributions of Waste Exports from North London**



**Source: WDI 2013-2016**

- 5.29 In 2016, around 1 million tonnes of waste was imported in to North London. Most of the imported waste comes from immediate neighbours in Greater London, the South East and East of England and is managed in transfer stations, treatment facilities and metal recycling sites
- 5.30 As part of discharging the 'duty to co-operate', the North London Boroughs have contacted all waste planning authorities (WPA) who receive waste from North London to identify any issues which may prevent waste movements continuing during the plan period. A Report on the duty to co-operate, issues identified and next stages accompanies this Plan and is available on the NLWP website.
- 5.31 Engagement to date has identified a constraint to the continuation of waste exports to landfill from North London relating to the scheduled closure of landfill sites during the plan period. Details can be found in the paper, Exports to Landfill 2017-2035, on the NLWP website ([www.nlwp.net](http://www.nlwp.net)), though the operation of some of these sites may be extended beyond their currently permitted end date. The boroughs will continue to monitor this information throughout the preparation of the NLWP, and after it is adopted as reflected in the monitoring framework in section 10.
- 5.32 Nonetheless, as set out in the exports to landfill paper, alternative capacity at other potential destinations has been identified for the amount of waste currently being exported to those sites earmarked for closure during the plan period. The paper shows that there are both alternative sites and adequate void space in London, South East and East of England to take North London's 'homeless' waste between 2018 and 2035.
- 5.33 A further constraint for the continued export of waste has been identified with regard to hazardous waste, namely a lack of detailed data on where it ends up. This type of waste is managed in specialist facilities which have wide catchment areas and therefore may not be local to the source of the waste. North London has one hazardous waste treatment facility with a capacity of around 3,600 tonnes per annum and two recycling facilities; one for metals and one for end of life vehicles handling around 2,500 tonnes per annum between them. The treatment facilities handle a small proportion of North London's hazardous waste (less than 1% in 2016) while the rest (99.4%) is exported. In addition, some facilities, whilst not classified as hazardous waste facilities, are permitted to manage a certain amount of hazardous waste alongside non-hazardous wastes. These include car breakers and metal recycling sites, WEEE sites as well as RRCs which will accept, for example, paints and batteries which require specialist treatment and disposal.
- 5.34 While the export of the majority of hazardous waste to the most appropriate specialist facilities is likely to continue, current data collection methods do not identify the hazardous waste facilities in question. The boroughs will continue to engage with the Environment Agency and waste planning authorities in receipt of hazardous waste from North London, including seeking to identify any constraints to the continued export of this waste. Should any constraints come to light, such as

anticipated closure of a facility, the boroughs will seek to identify potential new destinations with capacity for managing compensatory amounts. The North London Boroughs will pursue agreement on this matter with recipient waste planning authorities through a statement of common ground.

- 5.35 The North London Boroughs will continue to co-operate with relevant authorities on matters of strategic waste planning throughout the preparation of the NLWP and once the Plan is adopted.



## 6 Future Waste Management Requirements

### Context

- 6.1 In line with the NPPW and the London Plan, the NLWP must identify sufficient waste management capacity to meet the identified waste management needs of North London over the plan period.
- 6.2 It follows that a key part of the development of the NLWP is to identify how much waste will be produced during the plan period, how this will be managed, what capacity is required and whether there is sufficient capacity already available. The NLWP must also consider how changes in the waste management behaviours, practices and technologies may influence this.

### Targets for waste managed within North London

- 6.3 The North London Boroughs have statutory duties to meet recycling and recovery targets and the NLWP will need to be ambitious in order to achieve European Union, national, regional and local targets. These targets are as follows:

**Table 5: Recycling and Recovery Targets with 2016 Baseline**

Waste stream	Target	2016 baseline
LACW	50% recycling for LACW by 2025 (contributing to 65% recycling of municipal waste by 2030)	29%
C&I	75% recycling by 2030 (contributing to 65% recycling of municipal waste by 2030)	52%
C&D	95% recycling by 2020	50-60%
Biodegradable or recyclable waste	Zero biodegradable or recyclable waste to landfill by 2026	Not known

### Options for managing North London's waste

- 6.4 In accordance with the NPPF (paragraph 35) to ensure the NLWP is justified, a range of options were tested as part of the consideration of reasonable alternatives for managing North London's waste leading to selection of the preferred strategy. The scenarios considered looked at a range of options for recycling from maintaining the status quo to seeking to maximise opportunities for recycling in line with the targets

set out in Table 5 above, the latter option being the most popular option and taken forward. Along with this a number of options were also considered in relation to waste growth over the plan period and what impact that would have on waste growth, again 3 approaches were modelled looking at no growth, growth in line with the London Plan for C&I and CDE waste – with LACW growth being in line with that of the NLWA for all options, a minimised growth was also modelled but was not considered in line with the growth planned for in the London Plan, as such growth was modelled in line with the London Plan. An Options Appraisal Report (2018) has been prepared which provides more detail on each of the options considered and provides information on the different scenarios including how much waste would be generated over the plan period (incorporating economic and population growth assumptions), how much waste could be managed within North London (capacity strategy), and how this waste should be managed (management strategy) for each of the options considered. The preferred option identified in the Options Appraisal<sup>16</sup> has been carried through to the NLWP. The preferred option seeks to achieve growth in line with the London Plan and to deliver the targets set out in the Mayor’s Environment Strategy.

### **Chosen Approach**

- 6.5 The chosen approach for the NLWP following the option appraisal can be summarised as follows:

<b>Chosen Approach for planning for North London’s waste</b>	
Population/Economic Growth in line with London Plan forecasts	
+ Maximising Recycling	
+ Net self-sufficiency for LACW and C&I by 2026 and C&D by 2035	
= Quantity of waste to be managed	

- 6.6 It is considered that this approach provides the most robust modelling scenario to project future capacity gaps, taking account of existing/planned capacity, and waste management needs.

### **Meeting the Capacity Gap**

- 6.7 Table 6 below sets out the capacity gap broken down in to 5 year periods over the NLWP plan period. The capacity gap is the difference between tonnage associated with existing and planned waste management capacity (see Table 3 – section 5) and the quantity of waste to be managed over the plan period (see the chosen approach set out above). This method identifies whether there is adequate or surplus capacity, or a requirement for additional facilities. Table 6 sets out the capacity gaps

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<sup>16</sup> Available on the NLWP website

for each management route. Negative figures indicate a capacity gap and therefore the type of management route for which capacity is sought over the plan period. The boxes that are not highlighted denote where 'surplus' capacity exists.

**Table 6: Capacity gaps throughout the Plan period –chosen option**

<b>Waste function and stream managed</b>	<b>2018</b>	<b>2025</b>	<b>2030</b>	<b>2035</b>
Landfill (C+I and LACW)	-114,496	-112,951	-114,726	-119,392
Landfill (Hazardous)	-12,741	-12,741	-12,741	-12,741
Landfill (C+D)	-26,534	-23,683	-24,664	-25,685
Landfill (E)	-405,634	-429,334	-447,106	-465,613
Energy from waste (LACW,C&I)	-47,167	-1,438*	3,280	-9,190
Energy from waste (Hazardous)	-53	-53	-53	-53
Thermal Treatment (without energy recovery) (AGR)	-32	-32	-32	-32
Thermal Treatment (Hazardous - no energy recovery)	-2,476	-2,476	-2,476	-2,476
Recycling (C+I and LACW)	-95,461	-207,611	-256,906	-288,570
Recycling (CD&E)	393,108	73,829	-72,993	-102,005
Recycling (specialist material)	331,997	331,673	331,430	331,177
Recycling (Hazardous)	-16,838	-16,838	-16,838	-16,838
Treatment plant (C&I CD&E)	-85,564	-50,667	-57,514	-64,645
Treatment Plant (Hazardous)	46,437	46,437	46,437	46,437
Land recovery	-9,098	-9,098	-9,098	-9,098
Transfer Station	1,555,349	1,233,796	1,233,796	1,233,796
Transfer Station (Hazardous)	5	5	5	5

**Source: NLWP data study model 2016**

6.8 The capacity gap figures in tonnage of waste have been converted to waste management land requirement using data from evidence gathered and evaluated on typical capacity and land take for each type of facility. The Data Study (2018) available on the website ([www.nlwp.net](http://www.nlwp.net)) provides a fuller explanation. Table 7 below sets out the amount of land required within North London to meet the capacity gaps identified in Table 6 for the chosen approach of net self-sufficiency for LACW, C&I and C&D waste streams.

**Table 7: Land take requirements for meeting net self-sufficiency for LACW, C&I and C&D (requirements for London Plan apportionment in brackets )**

Facility Type	Hectares				
	2018	2025	2030	2035	Total
Recovery (C&I/LACW)	1 (1)				<b>1(1)</b>
Recycling (C&I)	1(1)	1(1)		1	<b>3(2)</b>
Recycling (C&D)	0	0	2	0	<b>2</b>
Recycling (Hazardous)	2				<b>2</b>
Treatment HIC, CDE	1				<b>1</b>
<b>TOTAL land required in North London</b>	<b>5 (2)</b>	<b>1 (1)</b>	<b>2 (0)</b>	<b>1 (0)</b>	<b>9 (3)</b>

6.9 Although Table 7 identifies a need for recovery facilities for C&I waste, this need is immediate and declines over the plan period to when the Edmonton Energy Recovery Facility is completed. For this immediate need to be met facilities would need to be in place now, or at least in planning, which is not the case. Therefore it is highly probable that this need will not be met and that C&I waste requiring recovery will continue to be exported in the short term. As highlighted earlier the Mayor's Environment Strategy states that the Mayor does not want any additional energy from waste capacity over the plan period as existing sites should be able to meet the needs of all municipal waste arisings. The main need identified is for the provision of construction and demolition recycling facilities in order that the 95% recycling target for this waste stream can be achieved. There is also a requirement throughout for additional recycling facility to manage the increasing levels of recycled waste expected from the C&I waste stream reflecting the 75% recycling target in order to achieve the Environment Strategy target of 65% from municipal waste (LACW and commercial waste). A further 1ha is identified for additional treatment facilities for LACW, C&I and CDE.

6.10 A capacity gap equivalent to two hectares of land has been identified for meeting North London's hazardous waste management need over the plan period, a small requirement of less than 2,500 tonnes per annum has also been identified for recovery of hazardous waste, but this figure is considered too small to plan for. While the North London Boroughs support the provision of hazardous waste facilities in appropriate locations, it is acknowledged that these facilities generally operate for a wider-than-local catchment area due to their specialist nature. The Boroughs will

therefore work with the GLA and other boroughs across London to identify and meet a regional need.

- 6.11 The Data Study concludes that over the NLWP plan period there are capacity gaps for C&I, CD&E and Hazardous waste, and that North London will require additional facilities to meet these. In relation to the gap for Hazardous waste, the North London Boroughs will contribute to the planning for hazardous waste facilities at a regional level and through the identification of areas within North London that may be suitable for hazardous waste facilities. Additional land is not required to accommodate new facilities for Low Level Non-Nuclear Radioactive Waste (LLW), Agricultural Waste or Waste Water/Sewage Sludge during the plan period. More information about how each waste stream will be managed can be found in the Provision for North London's Waste to 2035 (section 7).

## 7. Provision for North London's Waste to 2035

- 7.1 The North London Boroughs have developed the following strategic policy which sets out in broad terms how the waste management needs in North London over the plan period are being planned for

### **Strategic Policy for North London's Waste**

The North London Boroughs will identify sufficient capacity and land for the provision of waste facilities to manage the equivalent of 100% of waste arisings (net self-sufficiency) for Local Authority Collected Waste (LACW) and Commercial & Industrial (C&I) waste by 2026 and Construction & Demolition (C&D) waste by 2035, including hazardous waste. The North London Boroughs will plan to manage as much of North London's excavation waste arisings within North London as practicable. To achieve this, the North London Boroughs will plan to manage the quantities of waste set out in Table 8 over the next 15 years.

The North London Boroughs will encourage development on existing and new sites and that promotes the movement of waste up the waste hierarchy, increases management of waste as close to the source as practicable, and reduces exports of waste to landfill.

The North London Boroughs will continue to co-operate with waste planning authorities who receive significant quantities of waste exports from North London.

- 7.2 Existing capacity and additional new capacity will be needed to meet North London's identified need for waste management over the plan period (2020-2035). Existing waste capacity in North London is safeguarded and set out in Schedule 1 (see Appendix 1) and land for new waste facilities is set out in Schedule 2 (see Policy 3). The focus for new waste capacity in North London is for recycling and recovery facilities to manage the quantities of waste set out in Table 8, thereby reducing exports.
- 7.3 Table 8 sets out the quantities of waste, by waste stream, which need to be managed within North London in order to meet the policy for net self-sufficiency target for LACW and C&I waste by 2026 and C&D waste by 2035, including hazardous waste. Table 8 also takes account of the policy to manage as much of North London's excavation waste arisings within North London as practicable. The quantities of waste take into account population and economic growth and waste targets including net self-sufficiency, apportionment, recycling and landfill diversion, set out in the London Plan. The North London Boroughs are planning to meet more than their apportionment targets and to manage the waste arisings for North London set out in the London Plan. Further details of the methodology to estimate waste arisings is available in the NLWP Data Study (2018).

**Table 8: Amount of waste to be managed within North London 2018-2035**

Waste Stream		2018 (tonnes)	2022 (tonnes)	2027 (tonnes)	2032 (tonnes)	2035
Estimated Waste arising		2,773,054	2,880,209	2,952,840	3,028,636	3,357,725
Net self-sufficiency	LACW	967,755	991,619	1,004,001	1,017,548	1,026,176
	C&I	774,768	800,321	833,451	867,949	889,332
	C&D	450,429	465,284	484,544	504,601	517,032
	Hazardous	53,421	53,421	53,421	53,421	53,421
Excavation		353,831	365,501	380,631	396,386	406,151
Agricultural		9,223	9,223	9,223	9,223	9,223

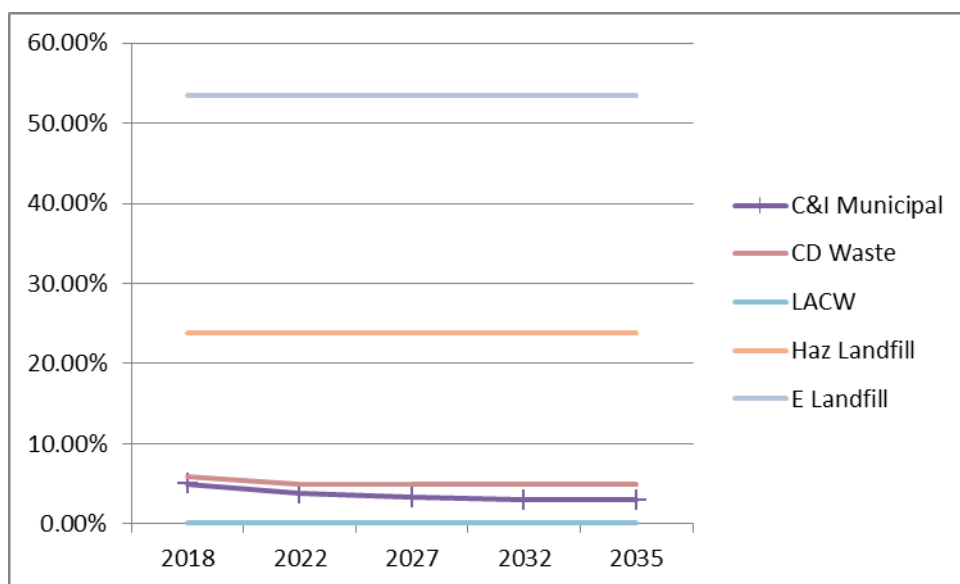
7.4 The North London Boroughs will monitor the NLWP against the quantities of waste set out in Table 8 to ensure the strategic policy is being delivered. Monitoring indicators are set out in Section 10 of this plan.

7.5 To enable waste planning authorities outside London to plan for North London's waste exports, Table 9 shows projected exports to landfill outside the North London area. The figures represent waste which cannot be prepared for reuse, recycled/composted, or used for other recovery and therefore has to be exported to landfill. The North London boroughs will plan to manage the equivalent amount of exported waste within North London through waste imports however, in reality, some of North London's waste will continue to cross borders to be managed or disposed of in facilities which North London does not or cannot accommodate, such as landfill or specialist hazardous waste facilities.

**Table 9: Projected exports from North London to landfill 2018-2035**

Waste Stream	2018 (tonnes)	2022 (tonnes)	2027 (tonnes)	2032 (tonnes)	2035
Excavation	405,634	419,012	436,356	454,419	465,613
C&I	112,496	109,868	111,666	114,569	117,392
C&D	26,534	23,114	24,071	25,067	25,685
LACW	2,000	2,000	2,000	2,000	2000
Hazardous waste	12,741	12,741	12,741	12,741	12,741
Total	559,405	566,735	586,834	608,796	623,431

**Figure 12: Predicted Landfill Exports as a % total Waste Stream.**



7.6 The North London Boroughs have engaged with each of the main recipients of North London’s waste to landfill and identified if there are planning reasons why similar exports of waste cannot continue over the plan period, for example the planned closure of a site. This work is set out in *North London Exports to Landfill 2017-2032* (2018). The North London Boroughs have established that there are sites and available void space in London, South East and East of England to take North London’s estimated waste exports to 2035. The Boroughs will continue to co-operate with waste planning authorities who receive North London’s waste, and mechanisms for monitoring waste movements after the NLWP is adopted are set out in in section 10.

7.7 The following section sets out how North London’s will meet its strategy for waste to 2035 in more detail, setting out each waste stream and management method separately.

#### **Local Authority Collected Waste (LACW) and Commercial & Industrial Waste (C&I)**

7.8 Local Authority Collected Waste (LACW) and Commercial and Industrial (C&I) waste streams comprise similar types of waste. The NLWP identifies sufficient land to manage the equivalent of all LACW and C&I waste arising in North London by 2026.

#### **Recycling/Composting**

7.9 The North London Waste Authority (NLWA) is seeking to achieve a household waste recycling target of 50% by 2020 consistent with the targets set out in the North London Joint Waste Strategy. The Authority and partner boroughs will continue to seek to maximise recycling levels for LACW.



- 7.10 There is a need for additional capacity for recycling for both LACW and C&I waste streams throughout the plan period. As many facilities can manage both waste streams, the need for recycling is combined.
- 7.11 In addition to recycling, the existing composting facility at Edmonton will be displaced due to the development of the new Energy Recovery Facility. The NLWA are not intending to build a replacement facility to meet this requirement. Current contracts exist to export this waste outside the Plan area.

#### Recovery

- 7.12 Most LACW is managed at the Edmonton EcoPark facility which has an existing capacity of around 550,000tpa. It is intended that the existing Edmonton facility will be modified to enable connection to a heat network. The facility does not currently accept C&I waste from private operators.
- 7.13 The existing Edmonton facility will be replaced in 2025. The NLWA have gained consent for a new Energy Recovery Facility (ERF) with capacity of around 700,000 tonnes per annum to deal with all the residual waste under the control of the Authority from 2025 until at least 2050. The planning framework for this site includes the Edmonton EcoPark Supplementary Planning Document and emerging Central Leaside Area Action Plan.
- 7.14 As the existing EfW facility at Edmonton does not currently treat C&I waste, there is an immediate capacity gap for recovery of C&I waste amounting to 1ha of land as identified in Table 7. However, as no such facilities are currently in the pipeline, it is likely the waste will continue to be exported in the short to medium term until 2025. After this time, the recovery requirement of C&I waste can be met by the new Edmonton ERF to the end of the plan period in line with the objectives of the Mayors Environment Strategy 2018

#### Transfer

- 7.15 NLWA manage three waste transfer stations in North London namely the Hendon Rail Transfer Station (Barnet), Edmonton Ecopark Transfer Station (Enfield) and the Hornsey Street Transfer Station (Islington). The Hendon Rail Transfer Facility in Barnet is being relocated due to the Brent Cross Cricklewood development and a planning application is currently under consideration for the new location within Barnet.

#### Landfill

- 7.16 North London has no landfill sites and depends on capacity outside the Plan area. The NLWA intend to minimise the amount of LACW sent direct to landfill by maximising recycling and ensuring the existing EfW facility can sufficiently manage the expected tonnage of North London's residual waste up to 2025. Much less waste will be exported to landfill from 2017/18 due to changes in contractual arrangements and virtually no LACW will go to landfill by 2026.

- 7.17 It is anticipated that some C&I waste will continue to be exported to landfill throughout the plan period, although this will be a decreasing quantity as new facilities become operational and recycling levels increase.
- 7.18 The North London Boroughs have established that there are landfill sites in London, South East and East of England able to take North London's waste between 2017 and 2035. See Figure 12 for the anticipated decline in landfilling of North London's waste over the plan period.

### **Construction, demolition and excavation waste (CD&E)**

- 7.19 The NLWP will identify sufficient land to manage the equivalent of all Construction and Demolition (C&D) waste arising in North London by 2035, while acknowledging that some exports will continue, particularly for Excavation waste.

#### Recycling

- 7.20 The majority of C&D waste is recycled on site or through transfer facilities. Each Borough Local Plan has a sustainable design and construction policy in place which seeks to minimise waste generated during the design and construction of development and re-use or recycling of materials on-site where possible.
- 7.21 North London has a number of transfer facilities which also recycle CD&E waste but a large quantity is still exported to landfill, mainly excavation waste. Recycling opportunities are likely to be mainly for C&D wastes although around 28% of excavation waste is also recycled within North London, with 53% being disposed of directly to landfill and 19% through treatment facilities. Taking account of the diversion of C&D waste away from landfill, the Data Study has identified a capacity gap of around 67,000 tonnes per annum from 2029, rising to around 102,000 tonnes per annum by 2035. Provision will be needed throughout the plan period.
- 7.22 A total of 2 hectares of land will be required to facilitate this provision. Opportunities to re-use CD&E waste locally will be supported, though this cannot be predicted with any certainty. Policy 8 'Inert Waste' seeks to ensure that any planning application for the recycling and reuse of inert waste for all types of development demonstrates that viable opportunities to minimise construction and demolition waste disposal will be taken, making use of existing industry codes of practice and protocols, site waste management plans and relevant permits and exemptions issued by the Environment Agency.

#### Landfill

- 7.23 North London has no landfill sites and depends on capacity outside the NLWP area. Some of the CD&E waste stream, particularly excavation waste, will continue to be exported to landfill unless opportunities materialise to re-use it locally. It is anticipated that C&D waste exports to landfill will reduce over the plan period while excavation waste exports will increase in line with growth.

- 7.24 The North London Boroughs, working with waste planning authorities who receive CD&E waste from North London, have identified constraints to the export of this waste and have established that there are both alternative landfill sites and adequate void space in London, South East and East of England to take North London's waste between 2017 and 2035. See Figure 12 for the anticipated decline in landfilling of North London's waste over the plan period.

### **Hazardous Waste**

- 7.25 All the waste streams include some hazardous waste. Some facilities in North London, whilst not classified as hazardous waste management facilities, are permitted to manage a certain amount of hazardous waste alongside non-hazardous wastes. Hazardous waste is more commonly managed in specialist facilities which have and depend on wide catchment areas for their economic feasibility, and may not be local to the source of the waste. Planning for hazardous waste is a strategic issue (regionally and arguably nationally rather than sub-regional) and it is not anticipated that land for facilities would be identified to meet the requirements of North London alone, though the areas identified in the NLWP have been assessed for their potential suitability for such facilities.

### Recycling and Recovery

- 7.26 North London has one hazardous waste treatment facility with a capacity of around 3,600 tonnes per annum and two recycling facilities; one for metals and one for end of life vehicles handling around 2,500 tonnes per annum between them. In addition, other facilities permitted to manage hazardous waste include car breakers and metal recycling sites, WEEE sites as well as RRCs which will accept, for example, paints and batteries which require specialist treatment and disposal. Such sites will continue to make a valuable contribution to managing North London's hazardous waste requirements.
- 7.27 There is a capacity gap for the recovery of around 2,500 tonnes per annum, this is considered too small a figure to plan for provision of a new facility and as such a specific land requirement is not identified for this management option. There is a requirement for recycling of around 17,000 tonnes per annum, requiring an estimated 2ha of land. The North London Boroughs support the provision of such facilities in appropriate locations and will work with the GLA and other Boroughs across London to meet this need. It is noted in the sites and area profiles in Appendix 2 of the NLWP where a site or area is not suitable for hazardous waste recycling and recovery facilities. Any applications for hazardous waste facilities in North London that do come forward will be considered on a case by case basis. However, in the short term it is likely that hazardous waste will continue to be exported to the most appropriate specialist facilities.

### Landfill

- 7.28 The need for export to landfill of around 13,000 tonnes per annum, is expected to continue due to inability of the area to provide this type of facility. The North London Boroughs will continue to work with waste planning authorities who receive

hazardous waste from North London to identify constraints to the continued export of this waste and identify potential new destinations if necessary.

### **Agricultural Waste**

- 7.29 The small amount of agricultural waste generated in North London is not expected to increase over the plan period and there is no requirement to plan for additional facilities to manage this waste stream.

### **Low Level Radioactive Waste**

- 7.30 The very small amount of Low Level Non-Nuclear Radioactive Waste (LLW) arising in North London is produced as wastewater and disposed of through foul sewer and it is expected that this will continue. Any more specialist waste which may be produced would need to be managed outside the area in specialist facilities. It is therefore not necessary to plan for additional facilities in North London for this waste stream.

### **Waste Water**

- 7.31 The main Thames Water sewage treatment facility in North London is Deephams Sewage Treatment Works (STW), operated by Thames Water. Work to upgrade this facility was completed in 2017. Thames Water anticipates this will provide sufficient effluent treatment capacity to meet its needs during the plan period. Thames Water is also proposing an upgrade to the sewage sludge treatment stream at the site which will be sufficient to meet its needs during the plan period. It is therefore not necessary to identify additional land for this waste stream in the NLWP, however any new facility for waste water will be assessed against Policy 8.

## **8. Sites and Areas**

### **Context**

- 8.1 This section sets out the approach to identifying sufficient land for future waste management facilities in North London to ensure the delivery of the identified capacity requirements. Sections 3-6 of the NPPW set out the approach Local Plans should take to identify future waste requirements over the plan period and this has been used to help develop the approach to identifying future locations for waste development in North London. Assessment criteria have been developed using waste planning policy and in consultation with key stakeholders in a series of focus groups..
- 8.2 The NLWP identifies a number of areas to meet future waste needs. An 'area' comprises a number of individual plots of land, for example, an industrial estate or employment area that is in principle suitable for waste use but where land is not specifically safeguarded for waste. The NPPW and the draft London Plan endorse the identification of "sites and/or areas" in Local Plans. The approach is also supported by the waste industry and key stakeholder in consultation. It was initially intended to also identify sites within the NLWP, i.e. individual plots of land that would be safeguarded for waste use. However, only one site was brought forward by landowners during the call for sites exercises and no further sites are required for the management of LACW. As a result, only areas have been identified.

### **Expansion of existing Waste Management Facilities**

- 8.3 Existing waste management facilities are also a key part of future provision. A call for sites exercise in 2014 targeted existing waste operators in North London, seeking information on any planned capacity expansion or upgrades to existing facilities. Three sites were put forward: Edmonton EcoPark, Deephams Sewage Treatment Works and Powerday in Enfield. Any applications for expansion or consolidation of existing waste management sites will be considered against NLWP policies and those of the Borough Local Plan in which the proposal is situated. A further exercise was also undertaken in 2018 but no new sites were put forward for expansion.

### **Edmonton EcoPark**

- 8.4 In November 2014 the NLWA announced plans for the development of a new Energy Recovery Facility (ERF) - the North London Heat and Power Project - on their existing site at the Edmonton EcoPark in Enfield. This will replace the existing Energy from Waste (EfW) plant at the EcoPark that is coming to the end of its operational life.

- 8.5 A Development Consent Order (DCO) has been approved by the Secretary of State for the new ERF which will manage the treatment of the residual element of LACW during the NLWP plan period and beyond. The replacement facility, expected to be operational from 2025, will generate power for around 127,000 homes and provide heat for local homes and businesses as part of a decentralised energy network known as the Lee Valley Heat Network, trading as *energetik*.’
- 8.6 The NLWA’s DCO allows for the loss of the composting plant at the Edmonton EcoPark site in 2020 to make way for the new ERF facility to be built whilst maintaining the current EfW operation. The development also includes a Resource Recovery Facility (RRF) including a new Reuse and Recycling Centre (RRC), a relocated transfer hall and a bulky waste/fuel preparation facility on the site.
- 8.7 Once the new facility has been developed, the existing EfW facility will be demolished. The associated parcel of land, on which the current plant is located, will continue to be safeguarded for future waste use, and will become available towards the end of the plan period. The development of Edmonton EcoPark for the new ERF will provide a strategic facility for the NLWP and provide a solution for managing the non-recyclable element of LACW. Delivery of this facility will see the NLWA continue to manage LACW from the North London Boroughs and help reduce the reliance on disposal of waste to landfill. Enfield Council have adopted Edmonton EcoPark Supplementary Planning Document and have submitted the Central Leaside Area Action Plan for independent examination, both of which provide more detail on the planning framework and objectives for this site.

### **Deephams Sewage Treatment Works**

- 8.8 Deephams Sewage Treatment Works is a waste water treatment facility in Edmonton. The works serves a large area of north east London, both inside and outside the M25 corridor. The Environment Agency has issued a significantly tighter environmental permit in respect of sewage treatment standards that came into force in March 2017 and requires Thames Water to make improvements to the quality of the discharged effluent. The need for an effluent upgrade to Deephams Sewage Treatment Works (STW) is highlighted in the National Planning Statement on Waste Water, and planning permission for this work was granted by Enfield Council on 20<sup>th</sup> February 2015. Work has started and is expected to continue for a minimum of 7 years.
- 8.9 Thames Water is also proposing an upgrade to the sewage sludge treatment stream at Deephams STW during its 2015 to 2020 business plan period by providing enhanced sludge treatment plant within the boundaries of the existing site. Enfield Council will continue work with Thames Water and the Environment Agency to ensure that adequate and appropriate waste water treatment infrastructure is provided. Any new waste water facility will be assessed under Policy 7.

## **Powerday**

- 8.10 Powerday in Enfield is an existing site currently operating as a Waste Transfer Station. Planning permission was granted for an upgrade to a Materials Recovery Facility (MRF) capable of handling 300,000 tonnes of C&I and C&D waste per annum and the new facility was opened in 2015.

## **Loss and re-provision of existing waste management facilities**

- 8.11 Where existing sites need to be relocated, compensatory capacity is required in order to comply with the London Plan, Borough Local Plans and, once adopted, the NLWP. It is known that some capacity will be lost during the plan period. Some of this capacity will be replaced within North London, some outside North London with a net loss to North London but not to London as a whole, and some is as yet unknown. Where such issues are known and new sites have already been sought, this information has been fed in to the Plan process and information has been given in Schedule 1.
- 8.12 The North London Boroughs are aware that the regeneration of Brent Cross Cricklewood redevelopment (BXC) is likely to affect existing waste sites, comprising a NLWA transfer station and three commercial operations. These sites will be redeveloped under the approved planning permission for the regeneration of Brent Cross Cricklewood (Barnet planning application reference F/04687/13). The Hendon Rail Transfer Station (BAR 4) will be replaced as part of the BXC development with a new facility on site S01-BA to meet the NLWA's requirements. The existing facilities at BAR 6 and BAR 7 fall within the land required to deliver the first Southern phase of the BXC regeneration which is anticipated will commence in early 2018. Replacement capacity for these sites will not be provided prior to their redevelopment and therefore replacement capacity will be sought outside of the BXC regeneration area on alternative sites / areas to be identified by the London Borough of Barnet by 2025 in line with the planning permission.

## **The impact of Crossrail 2 on existing and proposed new areas**

- 8.13 Transport for London has been consulting on Crossrail 2. The timetable for a Hybrid Bill submission is at present unknown. Depending on the route selected, some existing waste sites and proposed areas identified as suitable for new facilities might be affected by the scheme.
- 8.14 At the time of publication, only one location (A02-BA-Oakleigh Road) within an Area identified in Schedule 2 New locations for waste management has been identified in the Crossrail 2 [safeguarding directions](#) issued in January 2015. This plot of land (shown in Appendix 2) has been safeguarded in order to deliver part of the construction of Crossrail 2 and will be released after this is completed. However, as the scheme develops and further information is made available on the preferred

route, there could be locations within other Areas, which may be required for the purpose of constructing Crossrail 2, particularly along the West Anglia Mainline. Once known, should applications for waste uses come forward in these locations, they will need to be subject of consultation with TfL and Network Rail as necessary.

- 8.15 Furthermore, a number of the new Areas identified in Schedule 2 Areas suitable for waste management are in locations close to Crossrail 2 stations and could make a valuable contribution towards realising the wider benefits of Crossrail 2 in terms of both delivering additional homes and supporting wider regeneration. Those Areas which in part may have such a role in the longer term include:

- A12-EN – Eley's Estate
- A22-HR – Friern Barnet Sewage Works
- A19-HR – Brantwood Road
- A21-HR – North East Tottenham

- 8.16 Known information on Crossrail2 is detailed further in the site profiles in Appendix 2 and in the proformas in the Sites and Areas Report.

- 8.17 In line with the NLWP approach to Opportunity Areas and Housing Zones as set out in section 2, any non-waste related development in these locations will need to be brought forward in a way that safeguards existing capacity (see Policy 1) and considers future waste management requirements alongside the need to deliver new homes and more intensive employment uses. Within these locations there is likely to be significant benefit in seeking opportunities to co-locate or consolidate existing waste uses so as to minimise potential conflict and ensure that they can coexist alongside residential and other more sensitive uses.

- 8.18 As required, the North London Boroughs will work proactively with the GLA and TfL to create proposals which address these issues ensuring that North London's waste management needs can be met whilst helping to realise the significant opportunities associated with schemes such as Crossrail 2.

- 8.19 How the impact of Crossrail 2 on the NLWP will be monitored and managed is addressed under Indicator 2 of the monitoring arrangements in section 10.

#### **Site and Area Search Criteria**

- 8.20 The proposed site and area search criteria used in the NLWP site selection process were developed based on the requirements of national waste planning policy. Both planning and spatial criteria were discussed with key stakeholders through a focus group session in spring 2014 . Following the introduction of the NPPW in October 2014, the site search criteria were reviewed to ensure compliance with this document.



## **Site and Area Search and Selection Process (Methodology)**

8.21 An extensive site and area search and selection process has been undertaken. Full details of the site selection exercise are set out in the 'Sites and Areas Report' available on the NLWP website. In summary it has involved the following key stages:

- i. Survey of existing waste sites – this involved a detailed review of the existing waste sites, including obtaining information from the operators on their future plans and validation of existing information held regarding their sites. This work indicated that there was insufficient capacity within existing sites to meet the expected waste arisings over the plan period.
- ii. Call for sites - a call for sites exercise was carried out in two stages. This included targeting existing operators, landowners and other interested parties requesting them to put sites forward for consideration.
- iii. Land availability search – this was an initial search into the land available in North London that may be suitable for the development of waste management infrastructure. At this stage, all available sites and areas were included in the process in order that the site assessment process for the NLWP could then be applied. The result of this work was to identify a long list of potential sites.
- iv. Desk based site and area assessment – the long list of sites and areas was then assessed against the selection criteria. As shown in Table 8 below, the assessment criteria were split into two levels, absolute criteria and screening criteria. The absolute criteria were applied first to determine if the identified constraints affected part of the proposed sites and areas, resulting in their removal. The remaining sites and areas were then subject to the screening criteria. The aim of using the absolute criteria was to ensure that those sites/areas which are wholly unsuitable are excluded from further consideration and to identify those which may be suitable.
- v. Site visits were undertaken in August and October 2014 to check and refine information from the desk based assessment and make a visual assessment of the suitability for different types of waste management facilities as well as the relationship with adjoining development. The information was used to complete the criteria-based assessment to ultimately determine the suitability of the sites/areas for future waste development as well as evaluate the potential facility types.
- vi. Areas identified as suitable for future waste management facilities were subject to an assessment to calculate the level of capacity they could reasonably be expected to provide. Firstly the proportion of North London's industrial land in waste use was established. This showed the ability of waste

facilities to compete with other land uses in these areas was good and that waste is a growing sector in contrast to declining industries such as manufacturing. Secondly, a review of the vacancy rates and business churn for industrial land was used to estimate the proportion of land within these areas which are likely to become available over the plan period. Further information is available in the Sites and Areas Report.

- vii. Sustainability Appraisal<sup>17</sup> and Habitats Regulation Assessment<sup>18</sup> of sites/areas – all proposed sites have been subject to these assessments and the findings fed into the policy recommendations.
- viii. Consultation with Landowners – Following completion of the above, land owners for all the sites remaining were contacted to seek feedback on the inclusion of their land as a waste site allocation. The findings of this work have further refined the list of sites and further information can be found in the Sites and Areas Report.
- ix. Sequential test – any sites lying within a level 2 or 3 flood risk zone have been subject to sequential testing to assess the potential impact of a waste development in this zone. The results of this work can be found in the Sites and Areas Report.

8.22 The assessment criteria applied to all sites and areas is listed in Table 10 below. The criteria have been used in assessing sites and areas during both the desk based assessment and site visits.

**Table 10: Sites and Areas Assessment Criteria**

Absolute Criteria	Screening Criteria
<ul style="list-style-type: none"> <li>Metropolitan Open Land (MOL)</li> <li>Green Belt (for built facilities)</li> <li>Grade 1 &amp; 2 agricultural land (part of the Green belt)</li> <li>Sites of international importance for conservation e.g. Ramsar sites, Special Areas of Conservation (SACs) and</li> </ul>	<ul style="list-style-type: none"> <li>Sites of local importance for nature conservation (SINCs)</li> <li>Flood risk areas/flood plain</li> <li>Accessibility (proximity to road, rail, canal/river)</li> <li>Sites greater than 2km from the primary route network</li> </ul>

<sup>17</sup> Sustainability appraisal is the assessment of the potential impact against an agreed set of social, environmental and economic objectives. It encompasses the requirement of Strategic Environmental Assessment which is a requirement of Europe that all plans undergo.

<sup>18</sup> HRA is a requirement of Europe that all plans are assessed against their potential impact of natura 2000 sites.

Absolute Criteria	Screening Criteria
<p>Special Protection Areas (SPAs)</p> <ul style="list-style-type: none"> <li>• Sites of national importance for conservation e.g. Sites of Special Scientific Interest and National Nature Reserves</li> <li>• Ancient Woodlands</li> <li>• Scheduled Ancient Monuments</li> <li>• Listed Buildings (grade I and II*)</li> <li>• Registered Parks and Gardens (grade I and II*)</li> <li>• Registered battle fields</li> <li>• Areas of Outstanding Natural Beauty (AONB)</li> <li>• Protected open spaces</li> <li>• Landscape designations such as Areas of Special Character (part of the Green Belt)</li> </ul>	<ul style="list-style-type: none"> <li>• Ground water protection zones</li> <li>• Surface waters</li> <li>• Major aquifers</li> <li>• Airfield safeguarding areas (Birdstrike zones)</li> <li>• Air Quality Management Areas</li> <li>• Unstable land</li> <li>• Green belt (for non-built facilities)</li> <li>• Local Plan designations</li> <li>• Settings of Scheduled Ancient Monuments</li> <li>• Settings of Listed Buildings</li> <li>• Settings of Registered Parks and Gardens (grade I and II*)</li> <li>• Neighbouring land uses</li> <li>• Proximity to sensitive receptors</li> </ul>

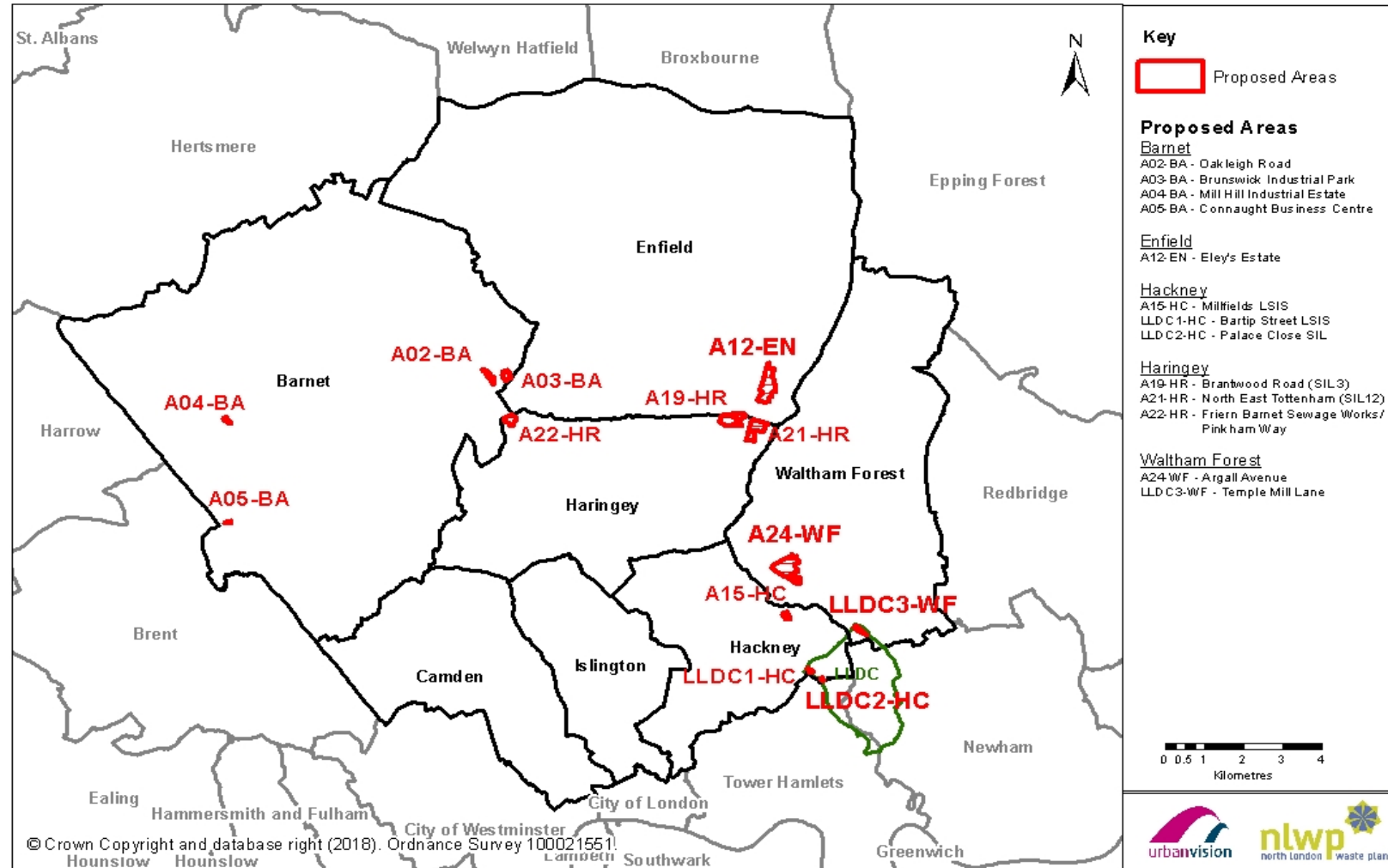
### Draft Plan Consultation

- 8.23 The sites and areas identified as a result of the methodology set out above were consulted on as part of the Draft Plan prepared under Regulation 18 of the Town and Country Planning Regulations 2012.
- 8.24 In preparing this (Proposed Submission) version of the NLWP, and deciding which sites and areas to take forward, the North London Boroughs took into account national and regional policy, the aims of the NLWP and consultation responses on the Draft Plan, including issues raised around deliverability and other constraints. Further work was undertaken to gather and assess additional information on the proposed sites and areas received during the consultation or as a result of new data being published.
- 8.25 The North London Boroughs developed a range of reasonable options for taking forward sites and areas in the Proposed Submission version of the plan. The preferred option was to take forward land designated as industrial land and high-

performing (Band B) sites/areas, while achieving a better geographical spread by reducing the number of sites identified in Enfield. This focus on industrial land and the highest performing areas helps to locate waste facilities away from residential properties, as far as this is possible in an urban area like North London. Further details are set out in Options Appraisal for Sites and Areas to be taken forward in the Proposed Submission NLWP (2018).

- 8.26 The areas, shown in Figure 13 (see also Schedule 2 in section 9), have been identified as suitable for built waste management facilities.. The areas are being put forward as they comply with the NLWP Spatial Framework which is reflected in the site selection criteria, as well as a range of environmental, social and economic criteria set out in the Sustainability Appraisal Scoping Report. During the course of the plan, it is expected that land will become available as part of the business churn. Any proposals for waste facilities within the areas will be subject to planning permission. No provision is made for landfill due to the inability of the Plan area to accommodate development of landfill.

Figure 13: Location of proposed new areas



## 9 Policies

- 9.1 The policies set out in this section will form part of each Borough's 'development plan' which also includes the Mayor's London Plan and individual borough Local Plans (see Figure 2). All planning applications for waste uses will be assessed against the following NLWP policies and other relevant policies in the development plan and any associated Supplementary Documents (SPD)/guidance. Any proposals for waste development will be expected to take account of the full suite of relevant policies and guidance.
- 9.2 The NLWP policies will help deliver the NLWP's aim and objectives (section 3), Spatial Framework (section 4) and the Strategy Policy for North London's Waste (section 7). The supporting text sets out why the particular policy approach has been chosen, any alternatives considered and how the policy will be implemented.
- 9.3 The policies are:
- Policy 1: Existing waste management sites
  - Policy 2: Locations for new waste management facilities
  - Policy 3: Windfall sites
  - Policy 4: Re-use & Recycling Centres
  - Policy 5: Assessment criteria for waste management facilities and related development
  - Policy 6: Energy recovery and decentralised energy
  - Policy 7: Waste Water Treatment Works and Sewage Plant
  - Policy 8: Control of Inert Waste

### Policy 1: Existing waste management sites

#### Policy 1: Existing waste management sites

All existing waste management sites identified in *Schedule 1: Existing safeguarded waste sites in North London*, and any other sites that are given planning permission for waste use, are safeguarded for waste use.

Expansion or intensification of operations at existing waste sites will be supported where the proposal is in line with relevant aims and policies in the North London Waste Plan, the London Plan, Local Plans and related guidance.

Applications for non-waste uses on safeguarded waste sites will only be permitted where it is clearly demonstrated to the satisfaction of the relevant borough that

compensatory capacity will be delivered in line with the spatial framework on a suitable replacement site in North London, that must at least meet, and, if possible, exceed, the maximum achievable throughput of the site proposed to be lost and help to promote the increased geographical spread of waste sites across the plan area.

Development proposals in close proximity to existing safeguarded waste sites or sites allocated for waste use which would prevent or prejudice the use of those sites for waste purposes will be resisted under the agent of change principle unless design standards or other suitable mitigation measures are adopted to ensure that the amenity of any new residents would not be significantly adversely impacted by the continuation of waste use at that location or suitable compensatory provision has been made for the waste use elsewhere within the Plan area.

**This policy helps meet strategic objectives SO2 and SO3**

**This policy contributes towards Spatial Framework components A and C**

- 9.4 The purpose of Policy 1 is to ensure that the existing waste capacity in North London is protected and is able to expand where appropriate. It applies to sites with existing operational waste facilities, and any other sites developed for waste use throughout the plan period.
- 9.5 *Schedule 1: Existing safeguarded waste sites in North London* is in Appendix 1. The London Plan requires boroughs to protect their existing waste capacity and each North London Borough is safeguarding this land through their Local Plan and Policies Map. The contribution currently made by these facilities, and their future contribution, is taken into account in the estimation of how much additional waste management capacity is needed throughout the plan period, so it is important to protect these existing facilities to ensure there is sufficient capacity available to meet identified needs over the plan period. If existing facilities were lost and the capacity not replaced elsewhere in North London, this would result in additional waste capacity being required to meet the identified need and achieve net self-sufficiency.
- 9.6 Planning applications for expansion of existing waste facilities will be supported where they are in alignment with policies in this Plan and with Borough Local Plans.
- 9.7 If, for any reason, an existing waste site is to be lost to non-waste use, compensatory provision will be required within North London. Replacement provision will be calculated using the maximum achievable throughput (tonnes per annum) that the site has achieved as set out in the EA Waste Data Interrogator. Maximum throughput for existing sites 2009-2016 can be found in the [Data Study Part 3: Sites Schedule Report](#) Tables 1-7: Assessment of existing waste management capacity. This information is sourced from the Environment Agency's Waste Data Interrogator. Applicants will need to demonstrate that provision of replacement capacity is secured before permission is granted for an alternative use. This could be through a

compensatory site of a suitable size to meet at least the maximum annual throughput or an increase of capacity in an existing facility. However, it may not be necessary for replacement sites to be on a 'like for like' basis, for example, a new site with a larger capacity might replace a number of sites with individually smaller, but combined equivalent, capacity.

- 9.8 Compensatory provision should be delivered in accordance with the spatial framework and such proposals will need to demonstrate compliance with Policy 3 (Windfall sites) and 5 (Assessment Criteria for waste management facilities and related development) of the NLWP. The area of search for a replacement site should be within North London. As set out within Section 4, a key Spatial Principle of the NLWP is to establish a geographical spread of waste sites across North London, consistent with the principles of sustainable development. The aim is to ensure that waste is managed efficiently and as close to its source as possible whilst minimising any negative cumulative impacts resulting from a high concentration of waste facilities. Avoiding an unduly high concentration of waste facilities in a location is consistent with the overarching objectives of sustainable development, identified within the NPPF and would leave land available for other uses. The most suitable location for the re-provision of a site lost to non-waste development may therefore not necessarily be within the same north London borough as the displaced site. Adequate evidence of compensatory provision will be required to the satisfaction of the local planning authority before planning permission for redevelopment proposing loss of a facility is granted.
- 9.9 Any sites that come forward and receive planning permission for waste development which are implemented in the lifetime of the NLWP will be regarded as existing waste sites in North London and safeguarded under the provisions of this Policy (1).
- 9.10 Policy 1 also seeks to protect existing and permitted waste sites from the influence of an incompatible use in close proximity prejudicing the continuation or further development of waste operations at that location. Waste facilities have an important role to play in ensuring that communities are sustainable. Identifying and safeguarding suitable sites for waste facilities is challenging with issues relating to public amenity, access, hydrology, and geology, amongst others, to consider. In addition, waste is a relatively 'low value' land use which, although capable of competing with other industrial type uses, cannot outbid higher value uses. The introduction of sensitive types of development nearby, such as housing, could have an adverse impact on the continued operation of the existing sites in North London and their ability to provide sufficient waste capacity as well as helping meet waste recycling, diversion and recovery targets. This would undermine the anticipated capacity of the network of existing facilities across North London to manage waste and consequently the overall deliverability of the NLWP. The NPPF and the draft London Plan sets out the 'Agent of Change' principle. This principle places the responsibility of mitigating the noise impact (from existing noise-generating



businesses) on the proposed new development. Developers proposing non-waste development in close proximity to existing waste sites should be aware of the potential impacts on existing waste operations and plan this into their development so as not to prevent or prejudice the continued waste use in that location, otherwise such developments will not be permitted. Accordingly proposed non-waste developments should be designed to protect both the amenity of potential new residential developments and the existing waste operation within that area.

## Policy 2: Locations for new waste management facilities

### Policy 2: Locations for new waste management facilities

Areas listed in *Schedule 2: Areas suitable for waste management* and *Schedule 3: Areas identified in LLDC Local Plan* are identified as suitable for built waste management facilities.

Applications for waste management development will be permitted on suitable land within the areas identified in Schedule 2 subject to other policies in the North London Waste Plan, the London Plan and Local Plans, and related guidance.

Development proposals will need to manage waste as far up the waste hierarchy as practicable.

Applications for waste management development within the areas identified in Schedule 3 will be assessed by the London Legacy Development Corporation.

**This policy helps meet strategic objectives SO1, SO2, SO3 and SO5**

**This policy contributes towards Spatial Framework components B and F**

**Table 11: Schedule 2 Areas suitable for waste management**

Area ref	Area Name	Area (ha)	Borough	Waste Facility Type				
				A	B	C	D	E
A02-BA	Oakleigh Road	0.99	Barnet	X		X		X
A03-BA	Brunswick Industrial Park	3.9	Barnet	X				X
A04-BA	Mill Hill Industrial Estate	0.9	Barnet	X				X
A05-BA	Connaught Business Centre	0.9	Barnet	X				X
A12-EN	Eley's Estate	26.1	Enfield	X	X	X	X	X
A15-HC	Millfields LSIS	1.48	Hackney			X		
A19-HR	Brantwood Road	16.9	Haringey	X			X	X
A21-HR	North East Tottenham	15.32	Haringey	X			X	X
A22-HR	Friern Barnet Sewage Works/	5.95	Haringey	X	X			X

Area ref	Area Name	Area (ha)	Borough	Waste Facility Type				
				A	B	C	D	E
	Pinkham Way							
A24-WF	Argall Avenue	26.91	Waltham Forest	X	X			X

**Table 12: Schedule 3 Areas identified in LLDC Local Plan**

Area ref	Area Name	Area (ha)	Borough	Waste Facility Type				
				A	B	C	D	E
LLDC1-HC	Bartrip Street	0.6	Hackney	X				X
LLDC2-HC	Chapman Road (Palace Close)	0.33	Hackney	X				X
LLDC3-WF	Temple Mill Lane	2.1	Waltham Forest	X	X			X

- 9.11 Policy 2 identifies areas and their suitability for a range of built waste management facilities. National and European requirements state that waste plans must identify locations where future waste development may take place. In addition, the London Plan requires boroughs to allocate sufficient land to provide capacity to manage apportioned waste.
- 9.12 The NLWP data study has identified capacity gaps for waste management during the plan period for the preferred option of net self-sufficiency. The purpose of Policy 2 is to ensure that sufficient land is identified to accommodate built waste management facilities to deal with these identified capacity gaps for North London.
- 9.13 The NLWP identifies several areas to provide land suitable for the development of waste management facilities. Each 'area' comprises a number of individual plots of land, for example, an industrial estate or employment area that is in principle suitable for waste use but where land is not safeguarded for waste. The identification of areas suitable for waste uses, subject to detailed site assessment at planning application stage, will help to achieve net self-sufficiency whilst encouraging co-location of facilities and complementary activities (an objective of the NPPW and Spatial Framework).
- 9.14 The areas are considered to be in the most suitable, sustainable and deliverable locations in North London for new waste management facilities when assessed against a range of environmental, economic and social factors and the Spatial Framework.
- 9.15 The site profiles in Appendix 2, indicate the size of each area, the type of facility likely to be accommodated on the area, and any mitigation measures which may be required. Developers should be aware that any type of facility listed as potentially

suitable is subject to consideration against the full suite of relevant local planning policies/guidance.

- 9.16 The ability of areas to accommodate a range of types and sizes of waste management facility is important to the flexibility of the Waste Plan. Table 13: Key to Waste Management Facility Types contains a full list of the types of facilities which were considered when assessing sites and which may be required over the plan period to meet the identified capacity gap. The facility types identified are broad categories which may come forward over the plan period. The order of facility types reflects their place in the waste hierarchy, with categories A and B at the 'recycling' level and C-E at the 'other recovery' level. Applicants should take account of this order when responding to the second criteria of Policy 2 which requires development proposals to manage waste as far up the waste hierarchy as practicable.
- 9.17 The NLWP recognises that currently emerging or unknown waste management technologies, not listed in Table 13 'Key to Waste Facility Types', may be proposed on allocated sites and within identified areas during the plan period as new ways of treating waste come to the fore. As with all proposals, those for waste management technologies not listed will be assessed against the relevant NLWP policies, policies in the London Plan, Borough Local Plan policies and related guidance.

**Table 13: Key to Waste Management Facility Type**

	Facility type
A	Recycling
B	Composting (including indoor / in-vessel composting)
C	Integrated resource recovery facilities / resource parks
D	Waste treatment facility (including thermal treatment, anaerobic digestion, pyrolysis / gasification, mechanical biological treatment)
E	Waste transfer

- 9.18 A full assessment of the suitability of the area for a facility type should be prepared by the developer to inform any development application for waste use. This will allow for a more detailed analysis and consideration of potential impacts associated with a specific proposal at the planning application stage.
- 9.19 In North London the most likely options for waste management will be recycling and recovery. The test of whether the proposed management is acceptable in terms of the waste hierarchy will be based on the type of waste and the treatment proposed and demand.
- 9.20 It is not within the remit of the NLWP to directly allocate sites/areas within the London Legacy Development Corporation (LLDC) planning authority area; this falls to

the LLDC Local Plan. Therefore Schedule 4 sets out separately those areas identified in the LLDC Local Plan as being potentially suitable for built waste management facilities.

### **Policy 3: Windfall Sites**

#### **Policy 3: Windfall Sites**

Applications for waste development on windfall sites outside of the sites and areas identified in Schedules 1,2 and 3 will be permitted provided that the proposal can demonstrate that:

- a) the sites and areas identified in Schedules 1, 2 and 3 are not available or suitable for the proposed use or the proposed site would be better suited to meeting the identified need having regard to the Spatial Principles;
- b) the proposed site meets the criteria for built facilities used in the site selection process (see Table 10 of Section 8 of the NLWP) the proposal fits within the NLWP Spatial Framework, and contributes to the delivery of the NLWP aim and objectives;
- c) future potential development including Opportunity Areas identified in the London Plan, and transport infrastructure improvements such as West Anglia Main Line, Four Tracking and Crossrail 2 would not be compromised by the proposals;;
- d) it is in line with relevant aims and policies in the NLWP, London Plan, Opportunity Area Planning Frameworks, Local Plans and related guidance; and
- e) waste is being managed as far up the waste hierarchy as practicable

**This policy helps meet strategic objectives SO2 and SO3**

**This policy contributes towards Spatial Framework components B**

9.21 The purpose of this policy is to ensure that development for new waste facilities on sites which do not form part of the planned strategy in the NLWP make a positive contribution to managing waste in North London. Windfall sites refer to locations which are not identified in Schedules 1-3 of this Plan. Windfall sites will cater for the needs of new waste facilities as well as those of displaced facilities lost under proposals considered under Policy 1. Windfall sites will also need to comply with Policy5 which applies to all proposed waste developments.

9.22 The site search process for suitable potential locations for waste facilities has been extensive, thorough, and subject to public consultation, Equality Impact Assessment (EQIA), Sustainability Appraisal (SA) and Habitats Regulations Assessment (HRA). However, there remains a possibility that sites not identified in the plan i.e. windfall

sites may be brought forward by operators or landowners for waste development over the plan period.

- 9.23 Developers of windfall sites are required to demonstrate why the sites and areas in Schedules 1, 2 and 3 are not available or suitable or that the proposed site would be better suited to meeting the identified need having regard to the Spatial Principles of the NLWP. There may be instances in the future where advances in waste technologies are such that the identified sites/areas do not meet the technical requirements of a proposed waste management facility, for example, the identified locations might be too small for the proposed development or the facility may need to be located near a specific waste producer or user of heat. Some of the areas identified in Policy 2 may become unavailable over the Plan period because they will be used for other purposes or affected by future development proposals such as Crossrail 2 and Opportunity Areas. Locating certain types of waste processing sites within large scale redevelopment areas may also have benefits for reducing need for waste transport especially during the construction phase for the management of CDE. In addition, it is also recognised that proposals on windfall site may come forward to provide capacity for displaced facilities from within the plan area where existing capacity needs to be re-provided locally and this need cannot be met through the existing allocations.
- 9.24 Proposals for waste development on windfall sites will be supported where the proposal would not compromise existing planning designations and where the impacts on communities and environment can be satisfactorily controlled. This should not work against the principle of balanced geographical distribution as set out in the Spatial Framework.
- 9.25 Proposals for waste development on windfall sites should be in line with the London Plan, the NLWP, and Local Plans adopted by the North London boroughs. Proposals for waste facilities on windfall sites will need to demonstrate compliance with the same planning and spatial criteria (Table 10, section 8) used for the identification of sites and areas in the NLWP, and any other relevant material considerations, including the assessment criteria as set out within policy 5. The windfall sites policy has been developed to ensure that any unplanned development contributes positively to future waste capacity in the plan area while not undermining the approach to development set out in the NLWP, the London Plan and Local Plans. Any waste development brought forward on a windfall site must meet the same high level of sustainability as the areas identified through the site selection process.
- 9.26 Applications for waste developments on windfall sites will need to demonstrate how the application supports delivery of the NLWP and assists in the aim of net self-sufficiency by providing capacity that addresses the requirements of North London to manage more of its own waste or in providing replacement capacity for an existing facility which has been displaced. In line with the aim and objectives of the

plan, planning applications will need to demonstrate that there will be social, economic and environmental benefits from the development and that amenity will be protected.

- 9.27 Historically, waste development has been concentrated within the east and west of North London. Policy 3 provides an opportunity to develop a wider network of sites across the area, in line with the Spatial Framework. This policy allows new sites to come forward across the area where demand and commercial opportunity arise helping to provide a wider spread of facilities across the plan area in future.
- 9.28 There will be mixed use developments across North London within the period of the NLWP. The revised London Plan sets out a framework for development of new housing and employment together with the ancillary development necessary to sustain that development. Crossrail 2 will impact considerably on north London as mixed use development is expected to accumulate around Crossrail 2 stations.
- 9.29 In large scale redevelopment areas across the boroughs there is opportunity to plan for waste uses to form part of the master-planning process. In this way it should be possible to design-out any potential land use conflicts with non-waste uses in close proximity and support the agent of change principle as promoted by the London Plan. In such areas it may also be beneficial to allow temporary sites that can manage CDE waste generated as part of the redevelopment, subject to licencing and planning requirements.
- 9.30 In areas which contain a mixed use of employment and housing, suitable waste uses are likely to be re-use, repair or recycling uses. The following issues need special considerations when designing waste facilities into a mixed use area as part of the master planning process.
- How to minimise visual and acoustic nuisance from the site to residential properties and other uses, including utilising suitable screening , building orientation including avoiding residential units overlooking waste operations or vehicle site access points, and use of appropriate building materials.
  - Impact of odour, dust, litter on local amenity – An Environmental Management Plan to be submitted in support of a planning application to be applied to prevent such impacts from becoming a nuisance;
  - Access and traffic – consider the most appropriate route and timing for vehicles to access the waste facility and separation of access to avoid conflict with traffic and access associated with neighbouring uses.

These issues are considered in more detail in policy 5 including a presumption that waste uses will be enclosed.

- 9.31 The test of whether the proposed operations are acceptable in terms of the waste hierarchy will be based on the type of waste and the treatment proposed and demand.

#### **Policy 4 – Re-use & Recycling Centres**

##### **Policy 4 – Re-use & Recycling Centres**

Proposals for Re-use & Recycling Centres will be permitted where:

- a) They are sited in an area of identified need for new facilities in Barnet or Enfield or elsewhere where they improve the coverage of centres across the North London Boroughs, and;
- b) They are in line with relevant aims and policies in the North London Waste Plan, London Plan, Local Plans and other related guidance.

**This policy helps meet strategic objectives SO1, SO2 and SO3**

**This policy contributes towards Spatial Framework components B**

- 9.32 Re-use & Recycling Centres (RRCs) provide members of the public with access to a wider range of recycling facilities and they also deal with bulky items. There are currently nine RRCs in North London of which eight are the responsibility of the North London Waste Authority (NLWA). They are safeguarded for waste use under Policy 1. The NLWA has identified areas of deficiency in coverage in parts of Barnet and Enfield and is seeking to address this by providing new or replacement sites so that 95% of residents live within two miles (measured as a straight line) of a facility<sup>19</sup> - see Figure 7 in Section 4. The NLWA is also proposing a new RRC on the Edmonton EcoPark site as part of its current Development Consent Order (DCO) application on the site. The Spatial Framework seeks a network of waste sites across North London and, as part of this aim, to ensure residents have good access to RRCs where there is an identified need.
- 9.33 Re-use & Recycling Centres should be located where they can provide appropriate access for members of the public and for contractors and their vehicles. They are best sited on former waste sites or in areas of industrial or employment land and need to be of a sufficient size for the range and quantity of materials likely to be received. Sites within areas identified in Schedules 2 and 3 Areas suitable for waste management are likely to be suitable. There may be scope to provide localised recycling centres as part of major new development.

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<sup>19</sup> Household Waste Recycling Centre Policy, North London Waste Authority (June 2010)

## **Policy 5: Assessment Criteria for waste management facilities and related development**

### **Policy 5: Assessment Criteria for waste management facilities and related development**

Applications for waste management facilities and related development, including those replacing or expanding existing sites, will be required to demonstrate to the satisfaction of the relevant Borough that:

- a) the amenity of local residents is protected;
- b) the facility will be enclosed unless justification can be provided by the developer as to why that is not necessary;
- c) adequate means of controlling noise, vibration, dust, litter, vermin, odours, air and water-borne contaminants and other emissions are incorporated into the scheme;
- d) there is no significant adverse effect on any established, permitted or allocated land uses likely to be affected by the development;
- e) the development is of a scale, form and character in keeping with its location and incorporates appropriate high quality design;
- f) there is no significant adverse impact on the historic environment (heritage assets and their settings, and undesignated remains within Archaeological Priority Areas), open spaces or land in recreational use or landscape character of the area including the Lee Valley Regional Park;
- g) active consideration has been given to the transportation of waste by modes other than road, principally by water and rail;
- h) there are no significant adverse transport effects outside or inside the site as a result of the development;
- i) the development makes the fullest possible contribution to climate change adaptation and mitigation;
- j) the development has no adverse effect on the integrity of an area designated under the Habitats Directive and no significant adverse effect on local biodiversity or water quality;
- k) there will be no significant impact on the quality of underlying soils, surface or groundwater;
- l) the development has no adverse impact on Flood Risk on or off site and aims to reduce risk where possible;
- m) appropriate permits are held or have been applied for from the Environment Agency;



- n) there is no adverse impact on health
- o) there are no significant adverse effects resulting from cumulative impact of any proposed waste management development upon amenity, the economy, the natural and the built environment either in relation to the collective effect of different impacts of an individual proposal, or in relation to the effects of a number of waste developments occurring concurrently or successively.
- p) There are job creation and social value benefits, including skills, training and apprenticeship opportunities<sup>20</sup>.
- q) The proposal is supported by a Circular Economy Statement

This policy helps meet strategic objectives SO4, SO5, SO7 and SO8

This policy contributes towards Spatial Framework component E

9.34 Policy 5 seeks to ensure that the construction and operation of waste facilities does not give rise to an unacceptable impact, or harm the **amenity** of local residents or the environment. Amenity is defined as any element providing positive attributes to the local area and its residents and impacts can include such issues as increased noise disturbance, light impacts including increased light or reduced light or sunlight, reduced privacy, loss of outlook and reduced visual amenity. Applicants will need to demonstrate that appropriate measures have been taken to minimise any potential impacts from the proposed waste development to ensure the protection of local amenity. The specific requirements will vary from site to site, however issues to be addressed may include strict hours of operation, effective cladding on buildings to prevent noise pollution, and dust and odour suppression systems as appropriate. These issues are discussed in more detail below.

9.35 Waste facilities can be separated into '**enclosed**' facilities, where waste is processed inside a building and 'open' facilities, which largely deal with waste in the open air. Waste facilities are often seen as bad neighbours, due to problems associated with open air facilities. It is current best practice that the operations are carried out within a covered building enclosed on all vertical sides with access and egress points covered by fast acting doors which default close in order to minimise local public health and environmental impact. Such enclosed facilities are similar in appearance to modern industrial shed developments such as factories or logistics facilities and it is this type of facility that is the focus of the NLWP site allocations. 'Open' facilities

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<sup>20</sup> This requirement is an issue for all development and waste applications should provide details as to how they will meet these objectives.

are unlikely to be suitable for North London as outlined in the section 3 of the Plan except in exceptional circumstances. There are types of waste development for specific waste streams or waste types that may not need to or should not be enclosed but any activity likely to cause dust should be carried out within a building or enclosure. Enclosing waste management facilities not only results in less dust and particulate pollution but will also reduce the risk of pollution caused from other amenity issues such as noise, pests and odour. **Noise, vibration, dust, litter, vermin, odours, air and water-borne contaminants**, other emissions and their potential health impacts have been a major concern raised through public consultation. However, well sited, and well managed facilities should not cause harm or disturbance. Details of controls for emissions (including bio aerosols) from the site need to be supplied with the application. Planning conditions and section 106 agreements will be used to secure measures to address any issues where necessary and where control is not already exercised through other consent regimes (i.e. the requirement for environmental permits, which is assessed by the Environment Agency). Applicants will be expected to comply with Borough policies on contaminated land. The North London boroughs require that any development can safely complement surrounding uses.

- 9.36 The North London boroughs expect well controlled and well-designed waste facilities capable of fitting in with **surrounding land uses** and acting as good neighbours. Where development is proposed close to residential areas, in line with the agent of change principle, the design must incorporate noise reduction measures as well as dust and odour suppression as necessary. It should be designed to minimise its impact on the local area and ensure it is compatible with existing surrounding land uses. When assessing planning applications for waste uses, in addition to Policy 5, the boroughs will also have regard to the criteria in Appendix B of the NPPW and relevant London Plan and Local Plan policies. Applicants are required to submit sufficient information to enable the waste planning authority within which the subject site falls to assess the potential impact of the development proposal on all interests of acknowledged importance. Applicants are encouraged to contact the relevant borough prior to submitting a planning application to discuss relevant matters. Where new waste development is being sited near existing waste sites, developers will be expected to consider potential cumulative impacts as well as also demonstrating any possible benefits of co-locating waste development. **Good design** is fundamental to the development of high quality waste infrastructure and the North London boroughs seek approaches that deliver high quality designs and safe and inclusive environments. The documents submitted in support of the planning application should set out how the development takes on board good practice such

as the Defra/CABE guidance on designing waste facilities<sup>21</sup>. The supporting documents should set out how the siting and appearance complements the existing topography and vegetation. Materials and colouring need to be appropriate to the location. The development should be designed to be in keeping with the local area and include mechanisms for reducing highway deposits<sup>22</sup>, noise and other emissions where necessary.

- 9.37 The supporting documents should set out how landscape proposals can be incorporated as an integral part of the overall development of the site and how the development contributes to the quality of the wider urban environment. The applicant will need to demonstrate that there will be no significant adverse effect on areas or features of landscape, historic or nature conservation value. Where relevant, the delivery of waste facilities (through construction to operation) should take account of the need to conserve and enhance the historic environment in line with the NPPF.
- 9.38 Where sites include, or are likely to have an impact on the setting of a **heritage** asset both designated (Listed Buildings, Conservation Areas, Scheduled Ancient Monuments, Registered Historic Parks and Gardens and Battlefields) and undesignated, including archaeology, it should be demonstrated that the development will conserve the significance of the asset. Where the site has potential to include assets with archaeological interest, such as if it is in an archaeological area identified in a Borough Local Plan or may affect a site recorded on the Greater London Historic Environment Record, an appropriate desk based assessment and, where necessary, a field evaluation, is required to accompany the planning application. Where such an assessment and evaluation confirms significant archaeological interest then appropriate mitigation by design or investigation is also required.
- 9.39 A large part of the Lee Valley Regional Park (1483 ha) falls within four of the North London Boroughs involved in the Plan; Waltham Forest, Haringey, Enfield and Hackney. New development should contribute to the protection, enhancement and development of the Regional Park as a world class visitor destination and the wider public enjoyment of its leisure, nature conservation, recreational and sporting resources. The Lee Valley is a significant resource for North London and developments should not have an adverse effect on the **open space** and character of the area, and should aim to contribute to its enhancement where appropriate.

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<sup>21</sup> Designing waste facilities – a guide to modern design in waste, Defra & CABE, 2008

<sup>22</sup>This can be achieved through provision of wheel wash facilities etc where required and placing conditions of the applications to ensure all vehicles are covered

- 9.40 Waste and recyclables require transportation at various stages of their collection and management and so opportunities to employ more sustainable options such as rail and river should be fully considered. North London is characterised by heavy traffic on all principal roads. That is why developers need to prioritise **non-road forms of transport** if at all possible and to set out their assessment in a Transport Assessment detailing transport issues to be submitted with any planning applications for waste facilities (see below). In North London there exists considerable potential for sustainable transport of waste as part of the waste management process. There are a number of railway lines and navigable waterways in North London including the Regents Canal and the Lee Navigation. It is existing practice to transport waste by train and pilot projects have taken place to transport waste by water. Developers are required to demonstrate that they have considered the potential to use water and rail to transport waste before reliance on transport of waste by road. Where the site lies adjacent to a wharf or waterway, capable of transporting waste, developers need to demonstrate that consideration has been given to the provision and/or enhancement of wharf facilities.
- 9.41 Applicants will need to submit a **Transport Assessment** in line with the relevant borough Local Plan policy and the London Plan. The Transport for London Best Practice Guide contains advice on preparing Transport Assessments when they are required to be submitted with planning applications for major developments in London. Consideration should be given to access arrangements, safety and health hazards for other road users, the capacity of local and strategic road networks, impacts on existing highway conditions in terms of traffic congestion and parking, on-site vehicle manoeuvring, parking and loading/unloading areas, and queuing of vehicles. The statement should include a traffic management plan establishing the times of access for vehicles to minimise disruption on the local road network during peak hours, and setting out specific routes to ensure that vehicles are accessing the site via roads considered suitable by the Highways Authority and, where possible, avoid overlooking of the site access by residential properties.
- 9.42 The development of Servicing and Delivery Plans and Construction Logistic Plans (CLP) will be encouraged for all waste developments. Such Plans ensure that developments provide for safe and legal delivery and collection, construction and servicing including minimising the risk of collision with vulnerable road users such as cyclists and pedestrians. Consideration should be given to the use of Direct Vision Lorries for all waste vehicles and the use of freight operators who can demonstrate their commitment to TfL's Freight Operator Recognition Scheme (FORS) or similar.
- 9.43 Sustainable design, construction and operation of waste management development will be assessed against relevant borough Local Plan policies. Consideration should be given to how the development contributes to the mitigation of and adaption to

**climate change**, promotes energy and resource efficiency during construction and operation with the aim of developments being carbon neutral, the layout and orientation of the site and the energy and materials to be used. Developments should achieve the highest possible standard under an approved sustainability metric such as BREEAM or CEEQUAL in line with the relevant borough's policies. Information supplied should enable the borough in question to assess the proposal against relevant planning policies by clearly setting out how the application complies with sustainable design and construction policies and guidance including measureable outputs where appropriate. Where appropriate, production of a site waste management plan should be provided prior to the commencement of construction of the development.

- 9.44 Waste developments should be designed to protect and enhance local **biodiversity**. Development that would have an adverse effect on any area designated under the Habitats Directive will not be permitted. Assessments undertaken for the Plan have identified sites of European Community importance within and nearby the Plan area. Sites at least partially within the Plan boundary are the Lee Valley Special Protection Area (SPA) and RAMSAR site and part of Epping Forest Special Area for Conservation (SAC). Additional sites at least partially within 10 km of the Plan area boundary are Wormley-Hoddesdon Park Woods SAC and Wimbledon Common SAC<sup>3</sup>. Developers need to be able to demonstrate that their proposals will not have an adverse effect on the integrity of any European site. In addition there are six Sites of Special Scientific Interest and 20 Local Nature Reserves as well as sites of importance to nature conservation (SINC). Developers should take note of existing Biodiversity Action Plans, protect existing features and promote enhancement for example through the use of green walls where acoustic barriers are required. Where a development site is adjacent to a river the Environment Agency has advised that a setback of a minimum of 8 metres from the top of the bank should be incorporated into any redevelopment proposals. Consistent with this advice, setting back waste management development (not including wharf development) from watercourses and providing an undeveloped buffer zone free from built structures will be important for maintaining access to the river, to allow the landowner access for routine maintenance activities and for the Environment Agency to carry out Flood Defence duties. Maintaining a sufficient wildlife and riverside corridor is also important for minimising the potential adverse impacts to the **water quality** and riverine habitats. This will provide opportunities for flood risk management in line with the Environment Agency Catchment Flood Management Plans. Opportunities for river restoration through the development of sites should also be encouraged to ensure compliance with requirements under the Water Framework Directive and the Thames River Basin Management Plan.

- 9.45 There are a number of **groundwater** source protection zones in North London to protect drinking water supplies and prevent contamination of aquifers. Source protection zone 1 boundaries are defined in the immediate area of boreholes and other abstraction points. Waste facilities may be permitted in source protection zone 1 provided that any liquid waste they may contain or generate or any pollutants they might leach, especially if hazardous, do not pose an unacceptable risk to groundwater. A groundwater risk assessment will be required. Soil quality will need to be protected from potential adverse impact by certain operations, such as open windrow composting. The following waste facilities are considered lower risk and are more likely to be acceptable:
- Energy from Waste ;
  - In-Vessel Composting activities;
  - Mechanical Biological Treatment;
  - Materials Recycling Facility (dry wastes only), and;
  - Waste Electrical and Electronic Equipment (WEEE) sites that exclude potentially polluting wastes.
- 9.46 Higher risk waste uses are less likely to be acceptable in source protection zone 1. Early liaison with the Environment Agency is encouraged.
- 9.47 Source protection zone 2 covers a wider area around an abstraction point. Where developments are proposed in source protection zone 2, a risk assessment will be required and any waste operation apart from landfill may be considered. Where sites are in source protection zones, developers are encouraged to engage in early discussions with the Environment Agency.
- 9.48 The North London Strategic Flood Risk Assessment (SFRA) and individual borough 'Level 2' SFRAs have demonstrated the risks from **flooding** from various sources across North London and site specific flooding assessments have been undertaken on new sites/areas in schedules 2 and 3. Where a site is near or adjacent to areas of flood risk, the development is expected to contribute through design to a reduction in flood risk in line with the NPPG. Waste facilities are often characterised by large areas of hardstanding for vehicles and large roof areas. Development proposals will be required to show that flood risk would not be increased as part of the scheme and, where possible, will be reduced overall through the use of Sustainable Drainage Systems (SuDS) and other techniques. Any proposed development should be reviewed by the Environment Agency at an early stage to discuss the reduction of flood risk on the site.
- 9.49 Developers of waste facilities should at the time they submit their planning application be engaged with the Environment Agency and hold or be in the process of applying for appropriate **permits from the Environment Agency** as the

contemporaneous consideration of planning and environmental permit enables the application to be considered in the round.

9.50 Developers of waste facilities will need to fully identify the **health implications** of the development and plan the most appropriate scheme to protect the surrounding uses and community. Any proposed waste development which is required to have an Environmental Impact Assessment will also require a Health Impact Assessment.

9.51 Paragraph 5 of the National Planning Policy for Waste (NPPW) requires consideration be given to:

*“The cumulative effect of existing and proposed waste disposal facilities on the well-being of the local community, including any significant adverse impacts on environmental quality, social cohesion and inclusion or economic potential”.*

9.52 **Cumulative impacts** relate to the way in which different impacts can affect a particular environmental resource or location incrementally, for example, combined noise, dust and traffic emissions on a dwelling from a new road scheme. In essence, cumulative impacts are those which result from incremental changes caused by other past, present or reasonable foreseeable actions together with the proposed development. Therefore, the potential impacts of the proposed development cannot be considered in isolation but must be considered in addition to impacts already arising from existing or planned development.

9.53 In determining an application for a new waste facility, account will normally be taken of the potential cumulative impact of waste management and other development within the locality and in particular the area’s capacity to absorb that change. Factors to be taken into account will include; the nature of the waste and the process involved; the direction of the prevailing wind; the amount of enclosure for the processes; use of odour neutralisation and minimisation; measures for dust control; the number of persons affected by the development and its duration; the effects on amenity that pollution would cause; local topography providing natural screening; the extent of noise and vibration generated by the operations; the proposed hours of working; and the impact of flood-lighting. In some instances, the combined impact of development over a sustained period of time may be sufficient to warrant refusal of planning permission. However it is acknowledged that cumulative impacts can have positive impacts through synergies with other local waste uses and businesses in the area. Such synergies may lead to less road miles for waste as well as the potential development of green industry hubs attracting more highly skilled and technical jobs. Proposals should seek to make a positive contribution to improving issues of deprivation and inequality within local communities. Where an area has historically hosted significant waste infrastructure and is moving towards regeneration initiatives to improve its economic and investment potential, the cumulative impact

on these regeneration activities should be considered when waste development is proposed, especially where the benefits of co-location and economies of scale are outweighed by a resultant reduction in land values, employment opportunities and regeneration potential. In these circumstances where development takes place, opportunities to address inequalities should be taken up in order to promote a better spatial distribution of facilities and avoid undue concentration of waste uses.

- 9.54 As stated throughout this document applications will be assessed against the full suite of relevant **national, London Plan and Local Plan policies** and guidance. However, given the status of the NLWP as a multi-Borough DPD which will form part of the Local Plan of each of the seven Boroughs, Policy 5 is a valuable signpost to impacts that will be considered in the determination of applications.
- 9.55 As part of the application, and in line with policies in the borough local plan, Developers should give details of the jobs created as a result of the new development, the level of skills required and the availability of **training and apprenticeship** opportunities. Developers should seek to meet the aspirations of borough economic and employment strategies and make a positive contribution to the local economy.
- 9.56 As part of the Circular London programme, LWARB published a **Circular Economy** Route Map in June 2017. The Route Map recommends actions for a wide range of stakeholders, including London's higher education, digital and community sectors as well as London's businesses, social enterprises and its finance sector. Developers should submit a Circular Economy Statement in line with the London Plan and guidance issued by the Mayor.

## **Policy 6: Energy Recovery and Decentralised Energy**

### **Policy 6: Energy Recovery and Decentralised Energy**

Where waste cannot be managed at a higher level in the waste hierarchy and recovery of energy from waste is feasible, waste developments should generate energy and/or recover excess heat (including the recovery of energy from gas) and provide a supply to networks including decentralised energy networks.

Where there is no available decentralised energy network and no network is planned within range of the development, as a minimum requirement the proposal should recover energy through electricity production and be designed to enable it to deliver heat and/or energy and connect to a Decentralised Energy Network in the future.



Developers must demonstrate how they meet these requirements, or provide evidence if it is not technically feasible or economically viable to achieve them, as part of a submitted Energy Statement.

**This policy helps meet strategic objectives SO1 and SO6**

**This policy contributes towards Spatial Framework component D**

- 9.57 Tackling climate change is a key Government priority for the planning system and a critical new driver for waste management. The purpose of this policy is to ensure that applications for waste management facilities incorporate opportunities for sustainable energy recovery and combined heat and power (CHP) where feasible and practicable. The policy complements more detailed policies in borough Local Plans on financial contributions relating to feasibility, sustainable design, CHP and development of heat networks, against which applications will also be considered.
- 9.58 The NPPW and the London Plan both recognise the benefits to be gained from any energy from waste facility to capture both heat and power, and encourage all developments of this kind to achieve that end.
- 9.59 National policy for renewable energy says that Local Development Documents, such as the NLWP, should contain policies that promote and encourage, rather than restrict, the development of renewable energy resources. The London Plan includes minimum performance for technologies for generating energy from London's waste, known as the carbon intensity floor. This has been set at 400 grams of CO<sub>2</sub> eq generated per kilowatt hour (kwh) of electricity generated.
- 9.60 The GLA has committed to working with London Boroughs and partners in the private sector to develop opportunities by providing assistance for commercialisation of large decentralised energy projects. Opportunities for district heating were identified across London as part of the Decentralised Energy Master Planning programme led by the GLA in 2008-2010<sup>23</sup>. The programme initially focused on identifying opportunities for district heating networks through heat mapping and energy masterplanning with the London Boroughs.
- 9.61 Work is already underway to progress the delivery of a decentralised network in the Lee Valley known as the Lee Valley Heat Network (LVHN). The LVHN will capture affordable low carbon heat from waste to energy facilities and combined heat and power plants, supplying it to buildings and industry across the Lee Valley. The LVHN is requesting hot water to be supplied for the energy from waste facility (EfW) at

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<sup>23</sup> London Heat Map – [www.londonheatmap.org.uk](http://www.londonheatmap.org.uk)

Edmonton EcoPark. However, over time, the network will connect additional heat sources, including other waste developments, elsewhere in the Lee Valley.

### **Policy 7: Waste Water Treatment Works and Sewage Plant**

#### **Policy 7: Waste Water Treatment Works and Sewage Plant**

Proposals for the provision of new facilities for the management, treatment and disposal of wastewater and sewage sludge will be permitted, provided that:

- it is demonstrated that there is an identified need for such a facility within the North London Waste Plan Area, which cannot be met through existing waste facilities; and
- the proposals meet the other policies of this North London Waste Plan together with all other relevant policies of the appropriate borough's Development Plan, and meet environmental standards set by the Environment Agency.

**This policy helps meet strategic objectives SO1, SO2 and SO5**

**This policy contributes towards Spatial Framework component B**

- 9.62 Waste Water Treatment Works in North London are operated by Thames Water, with the main facility being Deephams Sewage Treatment Works (STW), which is the ninth largest in England. Deephams STW serves a Population Equivalent (PE) of 891,000 (as at 2011). Works to Deephams STW are planned to commence in 2018 providing sufficient capacity to meet Thames Water's projections of future requirements into the next decade.
- 9.63 The Environment Agency has issued a significantly tighter environmental permit that came into force in March 2017 and requires Thames Water to make improvements to the quality of the discharged effluent. The need for an effluent upgrade to Deephams STW is highlighted in the National Planning Statement on Waste Water, and planning permission for this work was granted by Enfield Council in 2015. The site is to be retained for waste water use and Thames Water anticipates that the approved upgrade to Deephams STW will provide sufficient effluent treatment capacity to meet their needs during the plan period.
- 9.64 The boroughs will work with Thames Water and the Environment Agency to ensure that adequate and appropriate waste water treatment infrastructure is provided to meet environmental standards and planned demand. In September 2014 the

Government approved plans to build the Thames Tideway Tunnel - a 25km conduit flowing beneath the Thames which would provide collection, storage and transfer capacity for waste water and rainwater discharge from a significant part of Central London. Construction is scheduled to begin in 2018 with completion scheduled for 2023. Once completed the new tunnel will be connected to the Lee Tunnel which will transfer sewage to the expanded Beckton Sewage Treatment complex. The proposal has indirect implications for the Plan area in that it will benefit from the additional capacity and this will relieve pressure for further expansion of local Waste Water Treatment Works.

- 9.65 Any other new waste water and sewage treatment plants, extensions to existing works, or facilities for the co-disposal of sewage with other wastes will be supported where the location minimises any adverse environmental or other impact that the development would be likely to give rise to, and the suitability of the site can be justified in accordance with this Plan. The Plan has a supporting role to identify suitable locations for additional infrastructure.

#### **Policy 8: Control of Inert Waste**

##### **Policy 8: Control of Inert Waste**

Proposals for development using inert waste will be permitted where the proposal is both essential for, and involves the minimum quantity of waste necessary for:

- a) The purposes of restoring former mineral working sites; or
- b) Facilitating an improvement in the quality of land; or
- c) Facilitating the establishment of an appropriate use in line with other policies in the Local Plan; or
- d) Improving land damaged or degraded as a result of existing uses and where no other satisfactory means exist to secure the necessary improvement.

Where one or more of the above criteria (a-d) are met, all proposals using inert waste should:

- a) Incorporate finished levels that are compatible with the surrounding landscape. The finished levels should be the minimum required to ensure satisfactory restoration of the land for an agreed after-use; and
- b) Include proposals for high quality restoration and aftercare of the site, taking account of the opportunities for enhancing the overall quality of the environment and the wider benefits that the site may offer, including biodiversity enhancement, geological conservation and increased public accessibility.

Proposals for inert waste disposal to land will not be permitted if it can be demonstrated that the waste can be managed through recovery operations and that there is a need to dispose of waste.

**This policy helps meet strategic objectives SO1, SO2 and SO3**

**This policy contributes towards Spatial Framework component B**

- 9.66 Construction, demolition and excavation waste is largely made up of inert construction waste, such as bricks and hardcore which can be used in site restoration and land reclamation projects.
- 9.67 Recycling and reuse of inert waste applications for all types of development should demonstrate that viable opportunities to minimise construction and demolition waste disposal will be taken, making use of existing industry codes of practice and protocols, site waste management plans and relevant permits and exemptions issued by the Environment Agency.
- 9.68 Inert waste materials can be used for beneficial purposes, such as the restoration of mineral sites and in engineering works, or at other 'exempt sites' rather than disposed of at inert landfill sites. Increased use of recycled and secondary aggregates can reduce the need and demand for primary aggregates extraction.
- 9.69 Inert waste will continue to be deposited to land where it is reused for beneficial purposes, including within engineering schemes, for the restoration of mineral workings, and for agricultural improvement. Recycling and recovery are the preferred methods of management and inert waste should only be disposed of to land as a last resort, consistent with the waste hierarchy. Proposals on unallocated sites for the recycling of inert waste will be permitted where it can be demonstrated that there is a market need, consistent with the principle of net self-sufficiency.
- 9.70 There should be a clear benefit or benefits from the proposed development. This should be a benefit to the site itself, for example, the use of residual inert material associated with the restoration of an active or dormant mineral working the restoration of a former mineral working to agriculture or an engineering operation for the provision of a new leisure facility. However, given the likely disturbance to local communities and the local environment, for example, due to the movement of HGVs, there should be benefits for the wider area, for example, through environmental improvement or the creation of new public rights of way.

## **10. Monitoring and Implementation**

### **Monitoring the Plan**

- 10.1 The Planning and Compulsory Purchase Act (2004) requires planning authorities to monitor and report annually on whether the Aims and Objectives of all local plans (whether prepared individually or in conjunction with other authorities) are being achieved (paragraph 35). The NPPW identifies the need to monitor and report on the take-up of allocated sites and areas; changes in the available waste management capacity as a result of closures and new permissions; and the quantities of waste being created locally and how much is being managed at different levels in the waste hierarchy i.e. recycling/composting, recovery, and disposal.
- 10.2 Monitoring is also required to check on whether the intending policy outcomes of the NLWP are being delivered and whether the identified capacity gaps are being met through the allocated areas listed in Policy 2. Monitoring will also ensure that sufficient identified land remains available for new facilities during the plan period which is also likely to see intense competition for land for other uses especially housing. The results of monitoring will also play an important role in informing Development Management decisions when authorities determine planning applications for new waste facilities.
- 10.3 Responsibility for monitoring lies with the individual boroughs. Data will be collated by each borough and included in their Authority Monitoring Report, which is produced annually.
- 10.4 To supplement the boroughs' annual monitoring, it will be important for the GLA to monitor London Plan Policies 5.16 and 5.17 and gather data in partnership with the boroughs on waste arisings, waste management capacity, both within London and landfill outside of London.

### **Proposed monitoring framework**

- 10.5 The aim of monitoring is to check whether the policy framework in the NLWP is working as intended. The proposed monitoring indicators reflect a number of National Indicators and also the statutory and non-statutory performance targets including those set by the EU, the Waste Policy for England and the London Plan. The list of indicators is not intended to be exhaustive and is intentionally focused on parameters where it is possible to evaluate the effect of the NLWP. For example, an indicator reporting on the number of times air quality thresholds were exceeded is of little use if the contribution of waste management facilities and transport of waste cannot be differentiated from those of other activities.

- 10.6 Table 14 sets out the monitoring indicators proposed for each policy in the NLWP and identifies targets where appropriate. In some cases it will only be necessary to monitor (i.e. count the number of instances of) what has happened in the preceding year. In line with statutory requirements, the North London boroughs will review the plan every five years. If any targets are not being met the boroughs will assess where changes can and should be made.

**Table 14: NLWP Monitoring Indicators**

Indicator	Target(s)	What it monitors	Outcome(s) sought
1. Amount of Land within identified areas or on windfall sites brought forward for waste use during the plan period.	In line with Table 7: landtake requirements	SO2 (capacity provision) Policy 2: Area allocations Policy 3: Unallocated sites	To check that identified sites and areas are being taken up as anticipated.
2. Sites in Schedule 1 and Areas in Schedules 2 and 3 lost to other non-industrial uses through a major regeneration scheme or designated for non-industrial uses in a review of the London Plan or Local Plan	Less than 25% of land lost  If 50% of land is lost this will trigger review of plan	SO2 (capacity provision) Policy 2: Area allocations	To check that identified land is sufficient to deliver the plan's aims  To ensure sufficient existing capacity remains for managing the levels of waste expected across North London over the plan period as set out in Table 8.
3. Tonnage of waste capacity, including new waste capacity available by management type (recycling/composting, recovery and disposal) and type of wastes handled (LACW, C&I and CD&E)	Capacity sufficient to manage capacity requirements as set out in Table 6 Capacity Gaps. New waste facilities in line with Table 7: land take requirements	Strategic Aim (capacity supply and self-sufficiency)  Strategic Aim (move waste up Waste Hierarchy)  SO1 (resource efficiency)  SO3 (net self-sufficiency)  Meeting Future Requirements as specified in	Ensure that new waste facilities will close identified capacity gaps  Support delivery of the London Plan apportionment and the additional capacity required to achieve a net self-sufficient outcome across the principal waste streams

Indicator	Target(s)	What it monitors	Outcome(s) sought
		<p>the NLWP</p> <p>Policy 2: Area allocations</p> <p>Policy 3: Unallocated sites</p> <p>Policy 4. Reuse and Recycling Centres</p> <p>Policy 7 Waste Water Treatment Works and Sewage Plant</p> <p>Policy 8 Control of Inert Waste</p>	
4. Loss of existing waste capacity and provision of replacement capacity	<p>Zero loss</p> <p>Replacement locally, within the Borough, North London or London</p> <p>Replacement capacity for Brent Cross Cricklewood provided within Barnet</p>	<p>Strategic Aim (capacity supply and net self-sufficiency)</p> <p>SO2 (capacity provision and protection)</p> <p>Policy 1: Safeguarding existing waste management sites</p>	<p>Ensure sufficient capacity of the right type is available throughout the plan period</p> <p>Ensure that capacity is replaced locally unless valid planning reasons are provided for not doing so.</p>
5. Total quantity of waste arisings managed by waste stream (LACW, C&I and CD&E)	In line with Table 8 in Section 7 and the Data	Strategic Aim (capacity supply and self-sufficiency)	Ensure the NLWP meets EU, national Waste Policy and London Plan targets



Indicator	Target(s)	What it monitors	Outcome(s) sought
and management route (recycling/composting, recovery and disposal)	Study	Strategic Aim (move waste up Waste Hierarchy)  SO1 (resource efficiency)  SO3 (net self-sufficiency)  Meeting Future Requirements as specified in the NLWP  % waste diverted and % landfilled	Ensure the NLWP delivers a net self-sufficient waste management outcome for the principal waste streams
6. Amount of waste exported to landfill by waste stream (LACW, C&I and CD&E)	Exported waste to landfill in line with Table 9 of the NLWP	Net self-sufficiency	Waste exports are in line with those estimated in the NLWP and through the duty to co-operate
7. Number of approvals for new waste facilities which meet legislative requirements	100%	SO5 (sustainability)  SO8 (protect the environment)  Spatial framework (Reduce impact on amenity)  Policy 5: Assessment Criteria for waste management facilities and related	Avoid impact on sensitive receptors or maximise scope for effective mitigation

Indicator	Target(s)	What it monitors	Outcome(s) sought
		development	
8. Number of new CHP facilities serving district heat networks in which the principal fuel source is residual waste or recovered waste fuel	Monitor only	Strategic Aim (green London)  SO6 (decentralised energy) Spatial framework (Provide opportunities for decentralised heat and energy networks)  Policy 6: Energy recovery and decentralised energy	Contribute to delivery of decentralised energy and incremental improvement in environmental performance with respect to climate change
9. Sufficient infrastructure in place for management of waste water	Monitor only – information to be obtained from Thames Water	Strategic Aim (capacity supply and self-sufficiency)  SO5 (sustainability)	To ensure that Thames Water have sufficient capacity to management the levels of waste water generated in North London over the plan period
11. Number of developments permitted which include disposal of inert waste to land	To ensure that inert waste is managed in line with the waste hierarchy	Strategic Aim (capacity supply and self-sufficiency)  Strategic Aim (move waste up Waste Hierarchy)  SO1 (resource efficiency)	To ensure that proposals involving the importation and disposal of inert waste to land are achieving in line with waste hierarchy.

Indicator	Target(s)	What it monitors	Outcome(s) sought
		SO3 (net self-sufficiency)  SO5 (sustainability)  SO8 (protect the environment)  Meeting Future Requirements as specified in the NLWP  % waste diverted and % landfilled	

## Implementing the Plan

- 10.7 Development and adoption of the Plan must be followed by actions by a range of agencies and other organisations to ensure that its Aims and Objectives are met. The section summarises proposals for how these outcomes will be delivered and who will be responsible for them.
- 10.8 Implementation has four components – infrastructure delivery; application of the policies to planning proposals for waste facilities; ongoing regulation and monitoring of the local waste management sector; and achieving performance levels – each of which involves different actors. Table 15 summarises the organisations involved in each component.

**Table 15: Roles and responsibilities involved in implementing the Plan**

Organisation	Role	Responsibilities
Local planning authorities (including London Legacy Development Corporation)	Apply Plan policies	Assessing suitability of applications against Plan policies and priorities  Deliver the strategic objectives and policies of the NLWP alongside wider development and regeneration objectives
	Regulate / monitor	Inspect operating waste sites periodically  Monitor Plan performance annually
	Performance delivery	Support / promote waste reduction initiatives through the planning system
Borough waste collection authorities	Infrastructure delivery	Bring forward new / replacement waste sites for recycling / composting LACW
	Performance delivery	Implement waste collection activities to deliver desired performance levels as appropriate  Support / promote waste reduction initiatives
North London Waste Authority (NLWA)	Infrastructure delivery	Delivery of replacement Edmonton ERF plant  Delivery of other facilities enabling achievement of desired performance levels

Organisation	Role	Responsibilities
	Performance delivery	<p>Prioritising infrastructure delivery that moves waste up the Waste Hierarchy</p> <p>Support / promote / deliver waste reduction initiatives</p>
Landowners	Infrastructure delivery	Propose new waste sites in line with NLWP policies that deliver capacity requirements
Waste industry	Infrastructure delivery	Propose new waste sites and deliver new waste facilities in line with NLWP policies that deliver capacity requirements
Environment Agency	Regulate / monitor	<p>Advise on planning applications according to the nature of the proposal</p> <p>Assess applications for Environmental Permits, issue licences where the proposal meets the necessary standards</p> <p>Inspect operating waste sites periodically</p> <p>Collect and publish information about waste movements for use in Plan monitoring</p> <p>Monitor water quality</p>
	Performance delivery	Promote waste reduction initiatives
Health & Safety Executive	Regulate	<p>Advise on planning applications according to the nature of the proposal</p> <p>Monitor</p>
Other statutory bodies (e.g. Natural England)	Regulate / monitor	<p>Advise on planning applications according to the nature of the proposal</p> <p>Monitor protected sites such as SSSI</p>
Greater London Authority	Performance delivery	<p>Promote waste reduction initiatives</p> <p>Promote carbon reduction initiatives</p>
	Apply Plan policies	Assessing suitability of applications against London Plan policies and

Organisation	Role	Responsibilities
		priorities  Regional coordination of waste planning
London Waste and Recycling Board	Infrastructure delivery	Support to new waste infrastructure
	Performance delivery	Support to waste collection authorities to deliver desired performance levels  Support / promote waste reduction initiatives

10.9 New commercial infrastructure required during the plan period will be funded by private funding through sources that cannot be identified at this time. In addition, there may be other sources of funding available such as public sector borrowing. Facilities required for the management of LACW will be funded by NLWA. The waste industry has been invited to take part in the development of the Plan through involvement in the various consultation processes and calls for them to propose suitable sites for waste management use. The NLWP identifies infrastructure priorities for the next 15 years and this will help to provide the industry with greater certainty about waste management priorities in the North London Boroughs that can inform future investment decisions.

10.10 Table 16 sets out how policies in the NLWP will be implemented and who will be involved in each action and which of the Strategic Objectives are addressed as a result.

**Table 16: How the NLWP policies will be implemented**

Mechanism	Stakeholders involved	Objectives implemented
Policy 1: Existing waste management sites		
Planning permission for the expansion or intensification of operations at existing waste facilities.  Refusal of planning permission for non-waste use on existing waste sites unless capacity is	Local planning authorities/ Landowner/developers/NLWA	SO2, SO3

Mechanism	Stakeholders involved	Objectives implemented
re-provided.  Identifying compensatory provision when it is proposed to redevelop existing waste management facilities for non-waste uses.		
Policy 2 Locations for new waste management facilities		
Planning permission and subsequent development	Landowners and developers / waste management companies / NLWA / local planning authorities / Environment Agency and other statutory bodies	SO1, SO2, SO3, SO5
Policy 3: Windfall sites		
Planning permission and subsequent development	Landowners and developers / waste management companies / NLWA / local planning authorities / Environment Agency and other statutory bodies	SO2, SO3
Policy 4: Re-use & Recycling Centres		
Planning permission and subsequent development	Landowners and developers / waste management companies / NLWA / local planning authorities / Environment Agency and other statutory bodies	SO1, SO2, SO3
Policy 5: Assessment criteria for waste management facilities and related development		
Planning permission and subsequent development	Local planning authorities / Environment Agency and other statutory bodies	SO4, SO5, SO7, SO8
Policy 6: Energy recovery and decentralised energy		
Planning permission and subsequent development	Landowners and developers / waste management companies / local planning	SO1, SO6

Mechanism	Stakeholders involved	Objectives implemented
	authorities / NLWA / Environment Agency and other statutory bodies	
Policy 7: Waste Water Treatment Works and Sewage Plant		
Planning permission and subsequent development	Thames Water / Environment Agency and other statutory bodies / local planning authorities	SO2, SO4, SO5, SO8
Policy 8: Control of Inert Waste		
Planning permission and subsequent development	Landowners and developers / waste management companies / local planning authorities / Environment Agency and other statutory bodies	SO1, SO2, SO3, SO5, SO8



## Appendix 1: Schedule 1: Existing safeguarded waste sites in North London

**Table 17: Schedule 1: Existing safeguarded waste sites in North London**

Site ID	Site Name	Borough
BAR 2	Scratchwood Quarry	Barnet
BAR 3 ♦	P B Donoghue, Claremont Rd	Barnet
BAR 4 ♦	W R G, Hendon Rail Transfer Station	Barnet
BAR 5	Summers Lane Reuse and Recycling Centre	Barnet
BAR 6 ♦	Mc Govern Brothers, Brent Terrace, Hendon	Barnet
BAR 7 ♦	Cripps Skips Brent Terrace	Barnet
BAR 8	Apex Car Breakers, Mill Hill	Barnet
BAR 9	Railway Arches, Hendon Savacase Ltd	Barnet
BAR 10	G B N Services Ltd, New Southgate	Barnet
BAR 11	Mill Hill Depot	Barnet
CAM1	Regis Road Reuse and Recycling Centre	Camden
ENF 1	Crews Hill Transfer Station	Enfield
ENF 2	Barrowell Green Recycling Centre	Enfield
ENF 3	Pressbay Motors Ltd, Motor Salvage Complex	Enfield
ENF 4	Chase Farm Hospital, The Ridgeway (SITA)	Enfield
ENF 5	Jute Lane, Brimsdown	Enfield
ENF 6	Tuglord Enterprises (AMI Waste) Stacey Avenue	Enfield
ENF 7	Budds Skips, The Market Compound, Harbert Road	Enfield
ENF 8	Biffa Edmonton, Adra Road, Edmonton	Enfield
ENF 9	Hunt Skips, Commercial Road, Edmonton	Enfield
ENF 10	Rooke & Co Ltd, Edmonton	Enfield
ENF 11	Edmonton Bio Diesel Plant	Enfield
ENF 12	Camden Plant, Lower Hall Lane, Chingford	Enfield
ENF 13	Personnel Hygiene Services Ltd, Princes Road, Upper Edmonton	Enfield
ENF 15	Yard 10 - 12 Hastingwood Trading Est. A & A Skip Hire Limited	Enfield
ENF 17	Albert Works, Kenninghall Road, Edmonton	Enfield
ENF 19	London Waste Ltd Composting, Edmonton Eco Park, Advent Way	Enfield

- 
- ♦ These sites will be redeveloped under the approved planning permission for the regeneration of Brent Cross Circlewood (Barnet planning application reference F/04687/13). The Hendon Rail Transfer Station (BAR 4) will be replaced as part of the BXC development with a new facility on site S01-BA to meet the NLWA's requirements. The existing facilities at BAR 6 and BAR 7 fall within the land required to deliver the first Southern phase of the BXC regeneration which is anticipated will commence in early 2018. Replacement capacity for these sites will not be provided prior to their redevelopment and therefore replacement capacity will be sought outside of the BXC regeneration area on alternative sites / areas to be identified within the London Borough of Barnet.

Site ID	Site Name	Borough
ENF 20	London Waste Bulk Waste Recycling Facility, Edmonton EcoPark, Advent Way	Enfield
ENF 20	London Waste Ltd, Edmonton Ecopark, Advent Way	Enfield
ENF 22	Edmonton Clinical Waste Treatment Centre	Enfield
ENF 23	J O' Doherty Haulage, Nobel Road, Edmonton	Enfield
ENF 24	Oakwood Plant Ltd, Edmonton	Enfield
ENF 25	Envirocom Ltd, Stonehill Business Park, Edmonton	Enfield
ENF 26	Powerday Plant Ltd, Jeffreys Road	Enfield
ENF 27	Edmonton EFW	Enfield
ENF 31	Volker Highways Ltd	Enfield
ENF 32	Guy Lodge Farm	Enfield
ENF 33	Ballast Phoenix Ltd	Enfield
ENF 34	London & Metropolitan Recycling Facility	Enfield
ENF 35	Unit 25 Enfield Metal Kingswood Nursery, Theobalds Park road	Enfield
ENF 36	Greenstar Environmental	Enfield
HAC 1	Millfields Waste Transfer & Recycling Facility	Hackney
HAC 2	Downs Road Service Station (Braydon Motor Company), Clapton	Hackney
HAR 1/2	Hornsey Central Depot, Haringey LBC	Haringey
HAR 3	Garman Road, Tottenham	Haringey
HAR 4	O'Donovan, Markfield Rd, Tottenham	Haringey
HAR 5	Redcorn Ltd, White Hart Lane, Tottenham	Haringey
HAR 6	Restore Community Projects, Ashley Road, Tottenham	Haringey
HAR 7	Brantwood Auto Recycling Ltd, Willoughby Lane	Haringey
HAR 8	O'Donovan, Markfield Road, Tottenham	Haringey
HAR 9	Park View Road Reuse and Recycling Centre	Haringey
HAR 10	LondonWaste Ltd. Western Road H W R C	Haringey
ISL 1	Hornsey Household Re-use & Recycling Centre	Islington
WAF 2	Kings Road Household Waste Recycling Centre	Waltham Forest
WAF 3	South Access Road Household Waste Recycling Centre	Waltham Forest
WAF 4	G B N Services, Estate Way, Leyton	Waltham Forest
WAF 5	T J Autos ( U K) Ltd	Waltham Forest
WAF 6	B J Electronics, Ravenswood road Industrial Estate, Walthamstow	Waltham Forest
WAF 8	Leyton Reuse & Recycling Centre	Waltham Forest
WAF 10	Malby Waste Disposal Ltd, Staffa Road, Leyton	Waltham Forest
WAF 11	Baseforce Metals, Unit 1 Staffa Road, Leyton	Waltham Forest
WAF 14	Tipmasters	Waltham

Site ID	Site Name	Borough
		Forest
WAF 15	Argall Metal Recycling, Staffa Road	Waltham Forest

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<b>Local Plan 2033</b>  <b>Key Decision No. NH096</b>	
<b>CABINET MEETING DATE (2017/18)</b>  <b>29<sup>th</sup> October 2018 Cabinet</b>  <b>31<sup>st</sup> October 2018 Council</b>	<b>CLASSIFICATION:</b>  <b>OPEN</b>
<b>WARD(S) AFFECTED</b>  <b>ALL WARDS</b>	
<b>CABINET MEMBER</b>  <b>Cllr Nicholson</b>  <b>Planning, Business &amp; Investment</b>	
<b>KEY DECISION</b>  <b>Yes</b>  <b>REASON</b>  <b>Affects two or more wards</b>	
<b>GROUP DIRECTOR</b>  <b>Kim Wright, Group Director of Neighbourhoods and Housing</b>	

## **1. CABINET MEMBER'S INTRODUCTION**

- 1.1 The new borough wide Local Plan is the primary strategic planning policy document that sets about establishing a vision, a growth strategy and the supporting planning policies to curate and guide development in the Borough through to 2033.
- 1.2 Known as LP33, the plan attempts to ensure that the right amount and type of development is built in the right place at the right time so that new developments contribute to meeting the future needs of people living and working in and enhancing the overall quality of life in the Borough.
- 1.3 LP33 will respond to the challenges the Borough faces as a result of changes to both primary legislation and to national and regional Planning policy. It seeks to mitigate the impact of market led changes on our community through new development including the pressures on affordability of both homes and workspaces across the Borough.
- 1.4 LP33 also seeks to address how new development in Hackney can help tackle climate change and the urban heat island effect, ensure the timely delivery of community infrastructure, enhance our public realm, support our local economy to grow and prosper, provide for new homes and meet the challenge of population growth through looking towards new forms and areas of development, including the borough's key corridors and a new centre at Clapton connecting Upper and Lower Clapton Road.
- 1.5 Consultation and evidence gathering to inform the development of the LP33 has been on-going over the past 2 years, including full consultation on a draft plan. This version of the report is called the Proposed Submission Local Plan 2033, Cabinet and Council approval for which is sought for a Borough-wide consultation before submission to Government for an examination in public.
- 1.6 I commend this report to Cabinet and to Full Council.

## **2. GROUP DIRECTOR'S INTRODUCTION**

- 2.1 This report seeks Cabinet's approval of the Proposed Submission Local Plan 2033 for consultation prior to submission to Government for an examination in public.
- 2.2 The Local Plan is one of the most important policy documents produced by the Council. It responds to the key challenges facing our communities and aims to achieve the strategic objectives of Hackney's Sustainable Community Strategy 2018-2028 ('the Community Strategy') and a range of other Council

policies. Cabinet approval is sought to consult Hackney residents, businesses, stakeholders and statutory bodies on the draft vision, objectives, growth strategy and planning policies detailed in the Proposed Submission Local Plan 2033.

## **RECOMMENDATION**

### **3.1 Cabinet is asked to:**

1. Recommend to Full Council to approve the Proposed Submission Local Plan 2033 (appendix 1) for public consultation and subsequent submission to Government for Examination in Public.
2. Recommend to Full Council to delegate authority to Director of Public Realm/Head of Planning to make minor changes ahead of consultation or ahead of submission to Government for Examination in Public.

### **3.2 Council is asked to:**

1. Approve the Proposed Submission Local Plan 2033 (appendix 1) for public consultation and subsequent submission to Government for Examination in Public.
2. Delegate authority to Director of Public Realm/Head of Planning to make minor changes ahead of consultation or ahead of submission to Government for Examination in Public.

## **4. REASONS FOR DECISION**

- 4.1 The Council is required by legislation to have an up to date Local Plan. Continuous consultation and engagement with stakeholders and the public is integral to producing the Local Plan, which will help inform and influence the plan and Hackney's spatial approach to the challenges up to 2033.

## **5. DETAILS OF ALTERNATIVE OPTIONS CONSIDERED AND REJECTED**

- 5.1 There are no alternative options. Consultation on a draft plan is required to comply with Government regulations.

## **6. BACKGROUND**

- 6.0.1 A Local Plan, along with the London Plan (prepared by the Mayor of London and applicable to all London Boroughs) together comprise the statutory land use and development plan for a borough. It provides the spatial planning framework for Hackney to deliver the Community Strategy and other corporate strategies. Once adopted the Local Plan will replace the Core Strategy (2010), the Development Management Local Plan (2015), Site Allocations Local Plan (2016) and adopted Area Action Plans. It will also be consistent with and help inform new and emerging Area Action Plans for Stamford Hill and Shoreditch.
- 6.0.2 The new Local Plan 2033 (LP33) has been prepared alongside a number of other strategies and plans including the Community Strategy and the Housing Strategy. This has enabled the development of a shared vision, evidence and consultation.
- 6.0.3 Public consultation on the LP33 'Direction of Travel' was undertaken between November 2016 and January 2017. Over 700 individual comments were received across all the topic areas. In addition comments were also made at a range of events including the Youth Parliament, Winterfest 2016, Developers' Breakfast, and at ward forums.
- 6.0.4 The representations received at the Direction of Travel stage fed into the draft Local Plan (2017) which was approved by Cabinet for consultation in September 2017.
- 6.0.5 Public consultation on the draft LP33 was undertaken between November 2017 and December 2017. Engagement included meetings with other local authorities, individuals and organisations. Over 1,200 individual comments were received.
- 6.0.6 Like the Direction of Travel responses, the majority of representations supported the Council's approach to accommodating growth, delivering a range of housing, and protecting retail and employment land, community facilities and open spaces. The key issue arising from the consultation was the need for genuinely affordable housing. Affordability and diversity in supply and offer were also raised in relation to employment and town centre uses. Accessibility by walking and cycling in particular, highlighting the importance of biodiversity, and making the borough's open spaces and the public realm more attractive, safer and accessible were also raised as issues for the new Plan to address.
- 6.0.7 The LP33 will respond to new challenges and opportunities facing the borough including those identified through community engagement. Hackney's population has continued to grow rapidly. At the present rate of growth the population will reach 320,000 persons by 2033, an increase of 45,000 persons since 2016. This will result in a need for more homes, jobs, services and



community facilities such as schools and health care. The Council will need to plan to deliver approximately 26,250 new homes, around 117,000sqm of new business floorspace and around 34,000sqm of new retail and leisure space by 2033. Affordability remains the top issue of concern for residents. The average home now costs 17 times the average salary in the borough. Affordable workspace is also in demand with average commercial rents increasing by 90% since 2009.

- 6.0.8 For policies to be robust they must reflect the current economic climate and be able to respond to future economic cycles going forward up to 2033, taking into account the impact of Brexit. The growth of the leisure and evening economy sectors and the growth of internet shopping for which Hackney has above average use, all present challenges and have an impact on our approach to managing and diversifying uses in our high streets and town centres.
- 6.0.9 Investment and policy decisions, nationally and in London also provide challenges and opportunities for the LP33. There have been significant changes to legislation and national policy since 2010 when the Council adopted the Core Strategy 2010, the borough's principal strategic planning policy document.
- 6.0.10 Since the draft LP33 consultation in late 2017, the Government has published a new National Planning Policy Framework, while the review of the London Plan has progressed to a draft new London Plan showing Minor Suggested changes and submission to examination in public stage.
- 6.0.11 The Council will continue to work with the Mayor of London and Greater London Authority to develop a shared vision and strengthen Hackney's role as a key component of London as a World City. Local Plan 2033 will be produced alongside the new London Plan to ensure shared evidence is used, with Hackney helping to shape strategic elements of the new London Plan.

## **6.1 Policy Context**

- 6.1.1 Paragraph 17 of the NPPF states that "The development plan must include strategic policies to address each local planning authority's priorities for the development and use of land in its area." Furthermore, paragraph 18 states "Policies to address non-strategic matters should be included in local plans that contain both strategic and non-strategic policies....."
- 6.1.2 LP33 is being prepared in the context of significant changes to national policy (including a new NPPF, changes to permitted development rights and changes to the Housing and Planning Act) and the development of a new London Plan. The Council proposes to submit the LP33 to Government within 6 months of the publication of the new NPPF (July 2018). This means that the Plan will be assessed against the previous version of the NPPF (March 2012). This

provision allows plans that are at an advanced stage such as Hackney's LP33 to proceed through to submission and examination using existing evidence and supporting data.

6.1.3 Growth must be planned to provide new affordable homes and community facilities, support our economy and provide new jobs for Hackney residents. In partnership with key service providers, work has been carried out to assess the current need for and supply of key supporting infrastructure such as schools and health facilities, and to assess future requirements based on projected population growth and other considerations.

6.1.4 Following the consultation on the draft LP33 and continuing evidence gathering and analysis, there have been some key amendments made to the draft LP33. These have been incorporated into the Proposed Submission Local Plan 2033 which is now more place-based, and also identifies opportunity sites for development based on the proposed Growth Strategy. The Proposed Submission Local Plan 2033 details policies on the following elements:

6.1.4.1 Place policies

Area visions, overview of the urban character including the public realm, development principles, land use designation and development opportunities have been developed for each of the borough's key growth areas as listed below:

1. Dalston
2. Hackney Central
3. Stamford Hill
4. Shoreditch and Hoxton
5. Manor House
6. Homerton
7. Clapton and Lea Bridge Roundabout
8. Hackney Wick
9. Enhanced Corridors

6.1.4.2 Where relevant, these place policies in the Proposed Submission Local Plan 2033, simplify and carry forward key elements of existing area based policy to provide a greater scope for the community to shape subsequent area action plans or masterplans for these areas.

6.1.4.3 Development Opportunities

Development opportunities around the borough both inside and outside the growth areas above have been identified. These are individual sites of strategic importance where preferred land uses and mix, indicative capacity, building heights and development principles are indicated. Not all sites identified are in the Council's ownership. There are 35 sites identified in the Plan.

#### 6.1.4.4 Housing

Maximising the delivery of genuinely affordable homes remains one of the biggest challenges facing the Plan. The Proposed Submission Local Plan 2033 continues with a policy that would require affordable housing contributions on small sites with developments of less than 11 units (the supply of which forms over half of new homes delivered in Hackney). These are developments where affordable housing provision cannot be secured under current policy.

6.1.4.5 To better meet our housing need these sites will be required to contribute towards affordable housing delivery either through on-site provision or off-set monetary contributions which could then fund Council-led projects to deliver genuinely affordable housing.

6.1.4.6 This policy is now fully supported by local viability evidence and the new Draft London Plan. Hackney has responded to Government consultations to request that a change is made to national planning policy to reinforce this approach.

6.1.4.7 To further maximise the delivery of genuinely affordable housing the Council also consulted on a new approach on the type of affordable housing delivered on larger sites of 10 units or more to ensure that what is delivered is affordable to Hackney residents. This means a policy approach which focuses on genuinely affordable housing products such as social rent and the Hackney Living Rent.

6.1.4.8 In addition to this, policies will require new housing products such as co-living and build to rent to provide at least 50% on site affordable housing at Hackney Living Rent levels; the protection of housing also applies to sites within employment areas; and to enable the Council to prioritise the delivery of homes (or in some cases workspace) ahead of hotel accommodation where it is demonstrated that this better meets the needs of our communities.

#### 6.1.4.9 Employment

In order to help retain vital industrial land and floorspace within Hackney and ensure that sufficient office floorspace is delivered to meet Hackney's economic needs, in the Draft LP33 the Council consulted on a new approach to managing development in the Council's designated employment areas, by directing new office development to the most sustainable locations, primarily in the south of the borough within the City Fringe Opportunity Area and within existing town centres, and protecting and intensifying long established industrial land and floorspace, particularly in the northern employment areas.

6.1.4.10 Based on the further evidence and consultation with communities, particularly in the Shoreditch area, it is proposed to continue with this approach with further refinement to the policy ensure that we continue to protect existing industrial uses across the whole borough, and to ensure

employment led development particularly in the south of the borough delivers a more varied mix of uses, not just office development.

6.1.4.11 Hackney has led the way by introducing policies requiring the provision of affordable workspace. Our current policy asks for 10% affordable workspace on major developments with the workspace provided at up to 80% of market rents. To reflect differences in land values and affordability across the borough, the Draft LP33 consulted on policies to deliver affordable workspace at a greater discount.

6.1.4.12 Local evidence on viability supports our approach to securing affordable workspace at a greater discount (40% of market rents in Shoreditch and 60% of market rents elsewhere in other Priority Office Areas in the borough) and demonstrates that this would not impact on the delivery of affordable homes.

#### 6.1.4.13 Town Centres

Hackney's town centres operate as a network and perform different roles and functions – larger town centres provide more shops for durable comparison goods with smaller centres meeting the day to day needs of residents.

6.1.4.14 Town centres will remain the main destinations for shops, however the growth of e-tailing (on line shopping) m-tailing (shopping through mobile phones, tablets etc), means that for centres to remain viable they must provide an attractive shopping and leisure experience to increase the amount of time people spend on the high street.

6.1.4.15 Officers have worked closely with the GLA to influence the future role of our town centres, and the latest iteration of the new London Plan reflects two of the key proposed town centre changes in the Proposed Submission Local Plan 2033:

- Hackney Central is reclassified up from a 'district' to a 'major' centre. The centre has the highest comparison goods turnover of the centres in the Borough. It also has important leisure, service and civic functions. Designation as a major centre will give it the same status in the town hierarchy as Dalston.
- Stamford Hill is reclassified up from a 'local' to a 'district' centre. The centre is the largest in terms of number of units of the current designated local shopping centres. There is also a sizeable quantum of comparison and service uses. It is considered that Stamford Hill meets the London Plan requirements of a district centre.

6.1.4.16 Greater recognition of these centres will raise their profile in terms of being areas for investment and development, and they would be afforded a greater degree of protection through planning policy.

6.1.4.17 New local shopping centres are proposed at Old Hill Street, Dunsmure Road, Hackney Downs and Green Lanes and new Article 4 Directions have been made to remove permitted development rights to protect shops within these areas.

#### 6.1.4.18 Sustainable Development

In addition to policies on housing, employment and town centres the Proposed Submission Local Plan 2033 also sets out policies on communities, design, open space and the environment to ensure high quality sustainable development. In response to the new London Plan and the 2018 Hackney manifesto commitments the following policy changes are also proposed:

- Reflecting Hackney's vision for a child friendly borough, policies on new children's play space make it clear that new play space should be accessible to all communities not just those living in the new development
- There is a new requirement for developers to provide 10% carbon reduction from renewables within the context of maximising energy savings through design and build.
- A policy to deliver drinking fountains in major new developments in accessible locations within the borough has been introduced
- There is a new policy so that development above 7 metres incorporates design measures for swifts and other nesting birds
- In addition to policies on open space, further policies on urban greening linked to the London Mayor's Urban Greening Factor and Hackney's vision for vertical forests.
- There is a new policy to improve digital connectivity – focusing on connectivity speeds and affordability.

## 6.2 **Equality Impact Assessment**

6.2.1 The Draft LP33 and the Proposed Submission Local Plan 2033 have been informed by an Integrated Impact Assessment which includes an Equalities Impact Assessment that demonstrates compliance with the public sector duty in the Equality Act 2010 by having due regard to:

- eliminating discrimination; harassment and victimisation,
- advancing equality of opportunity between persons who share a protected characteristic and persons who do not share it; and
- fostering good relations between persons who share a relevant protected characteristic and persons who do not share it.

## 6.3 **Sustainability**

6.3.1 A Strategic Environmental Assessment and Sustainability Appraisal (SA) has have been undertaken as part of the Integrated Impact Assessment to ensure that the plan meets agreed sustainability objectives.

## 6.4 **Consultations**

6.4.1 Consultation will be undertaken in accordance with the methods set out in the Council's Consultation Strategy, which has been developed to comply with the

Statement of Community involvement and Government regulations. Consultation previously undertaken for the Sustainable Community Strategy (Hackney a Place for Everyone), the Local Plan Direction of Travel and Draft Consultation has been used to inform the Proposed Submission LP33 (appendix 1).

## **6.5 Risk Assessment**

- 6.5.1 A full risk assessment has been carried out as part of the project plan produced for the Plan.

## **7. COMMENTS OF THE GROUP DIRECTOR OF FINANCE AND CORPORATE RESOURCES**

- 7.1 This report seeks Council to approve the Proposed Submission Local Plan 2033 (LP33) for consultation prior to submission to Government for an examination in public.
- 7.2 The Planning service will incur expenditure in 2018/19 on externally commissioned studies and interim specialist staff required to progress the LP33. The service has requested reserve funding for this expenditure, subject to approval by the Group Director - Finance and Corporate Resources.

## **8. COMMENTS OF THE DIRECTOR OF LEGAL**

### **8.1 Cabinet's authority to approve the recommendations**

Cabinet is authorised to approve the recommendations in Section 3 of this report pursuant to the Mayor's Scheme of Delegation in the Council's Constitution (See Note 3 and the section on 'Policy Framework' which grants Cabinet the responsibility for making recommendations to the Council on the Local Development Framework (now known as the Local Plan).

### **8.2 Council's authority to approve the recommendations**

The Council is authorised to approve the recommendations in Section 3 of this report pursuant to:

- Article 4.6(ii) of the Constitution which states that the Full Council will among other things exercise functions on approving or adopting the policy framework. Articles 4.7 and 4.8 of the Constitution define the policy framework, which includes 'the Local Development Framework' prepared pursuant to section 15 of the Planning and Compulsory Purchase Act 2004. Section 15 of this Act has been amended and now refers to 'development plan documents' instead and includes strategic planning policies such as the Local Plan 2033; and

- Clause 3.3.1 (3) of Part 3 of the Constitution which authorises Full Council to approve or adopt plans including the Local Development Framework (which includes the Local Plan 2033)

### 8.3 Statutory and Policy requirements to have an up to date Local Plan when determining planning applications

The following statutory and national planning policy provisions emphasise the primacy of Local Plans (also termed as development plans) in planning decision making:

- Section 70(2) of the Town and Country Planning Act 1990 requires local planning authorities when dealing with an application for planning permission to have regard to the provisions of the development plan so far as material to the application.
- Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that if regard is to be had to the development plan for the purpose of any determination under the planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise.
- Section 17(6) of the Planning and Compulsory Purchase Act 2004 requires local authorities to keep their Local Plans under review.
- Regulation 10A (1) of the Town and Country Planning (Local Planning) (England) Regulations 2012 requires local planning authorities to review their Local Plans every five years.

## 9 Next Steps

- 9.2 Following consultation on the Proposed Submission version of the Local Plan 2033, it is proposed that the consultation's responses, evidence base, and the Plan including with any proposed changes, and a new policies map showing all of the land use designations necessary to support the implementation of the Plan, is are submitted to Government or Examination in Public.

## APPENDICES

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## BACKGROUND PAPERS

None

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# Hackney A Place for Everyone

**Proposed Submission Local Plan (LP33)  
Full Consultation (Reg 19)  
Strategic Policy Team**



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# 1. Introduction

- 1.1 Hackney's Local Plan (LP33) sets out the Council's growth strategy and an approach to managing land uses, alongside planning policies and planning guidance for places and neighbourhoods. It will direct development and investment in the borough and help to shape regeneration plans for neighbourhoods.
- 1.2 LP33 sets out to ensure that new development serves the needs of the community, making sure that the right development is built in the right place, that growth is managed in a thoughtful and considered way and that the Council realises its vision for a fairer, safer and more sustainable Hackney.
- 1.3 Once adopted LP33 will replace the Core Strategy (2010), Development Management Local Plan, Site Allocations Local Plan (2016), Hackney Central AAP (2012), Dalston AAP (2013) and Manor House AAP (2013). It is the Council's key strategic planning document, and will sit alongside:
  - The London Plan – this is the Mayor's strategic plan for Greater London as a whole. It sets out an integrated economic, environmental, transport and social framework for the city, including borough level housing targets and identifies areas for future growth of strategic importance. The Local Plan and other development plans need to be in general conformity with the London Plan. A new London Plan was published for consultation in December 2017 and the Examination in Public is scheduled to start in January 2019.
  - Area Action Plans - the Council is preparing two new Area Action Plans for Shoreditch and Stamford Hill. These documents will provide guidance to help shape and co-ordinate development proposals in these key growth areas. Both plans will identify key development sites in their areas.
  - Masterplans / Supplementary Planning Documents – this includes the Hackney Central Masterplan (2017) which sets out development principles and detailed guidance for identified opportunity sites in the area. More detailed plans will be produced for Dalston, Clapton and Homerton.
  - North London Waste Plan – this is being prepared jointly by seven North London boroughs. It will identify a range of suitable sites for the management of all North London's waste up to 2031 and will include policies and guidelines for determining planning applications for waste.

## **This document**

- 1.4 This Proposed Submission version of LP33 follows extensive consultation with the community including two formal stages of consultation on Local Plan 2033 'Direction of Travel' (Autumn 2016) and on the Draft LP33 (Autumn 2017). This consultation represents the final opportunity to comment on the Plan before submission to Government and the Examination in Public.
  - The document contains four parts: part one sets out vision for Hackney in 2033, alongside the objectives, growth strategy and place policies; part two sets out

policies for different topics; part three allocates sites for different types of development; and part four provides further information on how the plan will be delivered.

- Consultation on the Plan will run from November to December 2018.

### The Next Steps: Submission and Examination

- 1.5 Following consultation on the Proposed Submission LP33, the Council will submit the Plan to the Government for consideration.

Plan making stage	Dates
Consultation on Hackney A Place for Everyone: Local Plan 2033	November - December 2016
Consultation on the Draft Local Plan 2033	October – December 2017
Cabinet and Council approval of the Proposed Submission Local Plan for consultation and submission to Government for examination.	October 2018
Consultation on the Proposed Submission Local Plan 2033	Autumn / Winter 2018
Submission to Government for examination	Winter 2018 / 2019
Examination in public	2019
<b>Final Adoption</b>	<b>2019</b>





## 2. Challenges and Opportunities

- 2.1 LP33 responds to new challenges and opportunities facing the Borough many of which have been identified through extensive community engagement to develop a new Community Strategy for the Borough – Hackney A Place for Everyone, as well the more formal stages of consultation for LP33.
- 2.2 Hackney's population has continued to grow significantly; at the present rate of growth the population will reach around 320,000 by 2033, a growth of 45,000, since 2016. This will result in a need for more homes, jobs, services and community facilities such as schools and health care. Affordability is the top issue of concern for our residents. The average home now costs 17 times the average salary in the Borough. Affordable workspace is also in demand with average commercial rents increasing by 90% since 2009.
- 2.3 Our existing strategic policies were prepared at the time of the economic recession and Hackney has since experienced a period of sustained economic growth. There is therefore competing demand for the use of land including for economic and housing purposes. For policies to be robust they must reflect the current economic climate and be able to respond to future economic cycles going forward to 2033, taking into account the impact of Brexit. In addition growth will need to take into account individual sector's space and area requirements. The growth of the leisure and evening economy sectors and the growth of internet shopping, for which Hackney has above average use, all present challenges and have an impact on our approach to managing and diversifying uses in our high streets and town centres.
- 2.4 Investment and policy decisions, nationally and in London also provide challenges and opportunities for the Plan. There have been significant changes to legislation and national policy since we last produced strategic planning policies. These include the Housing and Planning Act, revisions to the National Planning Policy Framework and Practice Guidance. We have also seen the introduction of Community Infrastructure Levy (CIL) which could be reformed further throughout the plan period. There have also been extensive and wide ranging changes to permitted development rights.
- 2.5 Hackney will continue to work with the Mayor of London and Greater London Authority to develop a shared vision and strengthen Hackney's role as a key component of London as a World City. Local Plan 2033 has been produced alongside the new London Plan to ensure shared evidence is used, with Hackney helping to shape strategic elements of the new London Plan.
- 2.6 As part of current proposals for Crossrail2 a new station would be provided at Dalston, which could be operational by the early 2030s. There may be further potential for an eastern branch of Crossrail2, with stations at Hackney Central and

Hackney Wick. These transport improvements improve capacity, accessibility and further unlock development opportunities, possibly leading to improvements in the surrounding area including the public realm. Under-utilised land owned by Transport for London, particularly around the Lea Bridge Roundabout in Clapton could also offer longer term opportunities for development and investment. Improvement in strategic transport infrastructure is critical for sustainable growth and placemaking.

- 2.7 Climate change brings challenges both in terms of mitigation and in the need to develop resilience to increases in temperatures and flood risk. We need to maximise opportunities to further reduce our carbon footprint exploring options for decentralised energy networks and look at ways to reduce urban heat.

### **How much development is needed?**

- 2.8 The key challenge for the Plan is to plan for growth in a sustainable way that respects the built and natural environment, maximising the delivery of genuinely affordable homes, provides necessary community facilities and supports our economy by providing new jobs for Hackney residents.

## *Population growth is predicted*

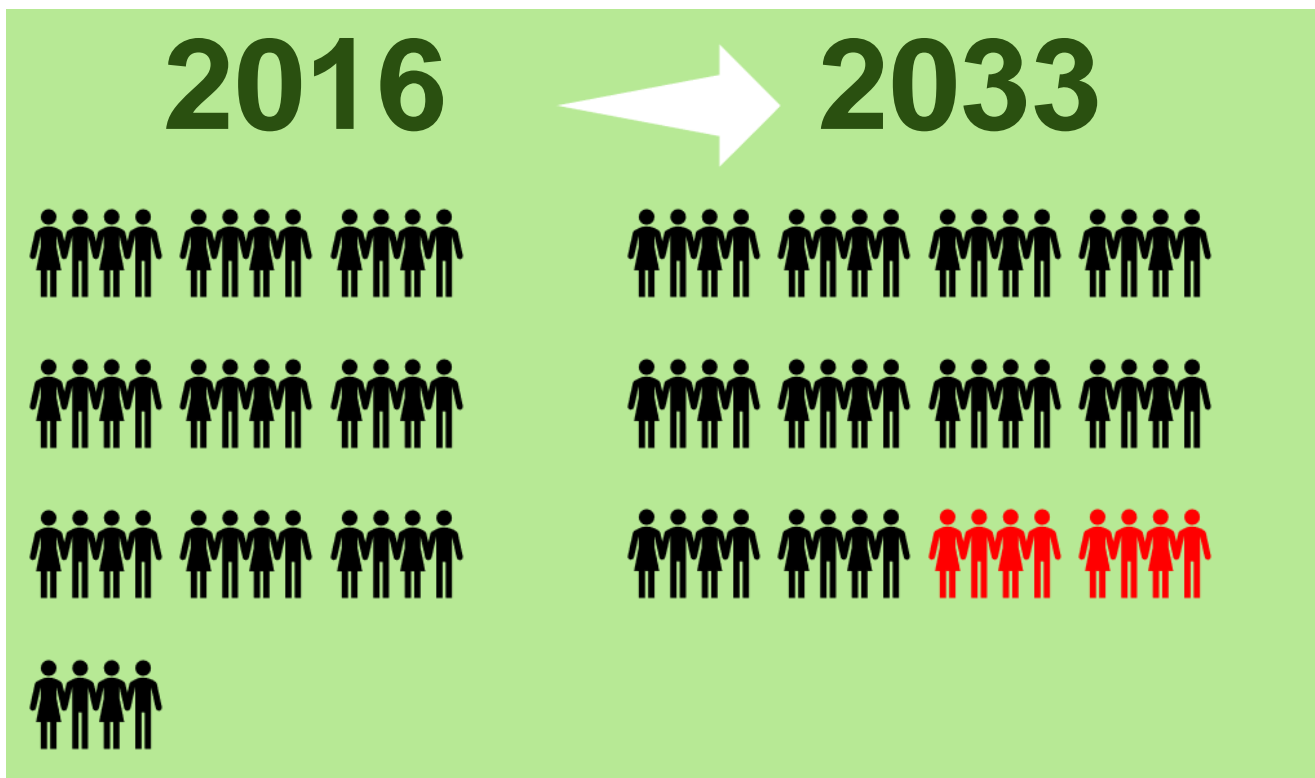


Figure 1: Population is predicted to increase by 16% between 2016 and 2033

## *Public transport usage increase...*

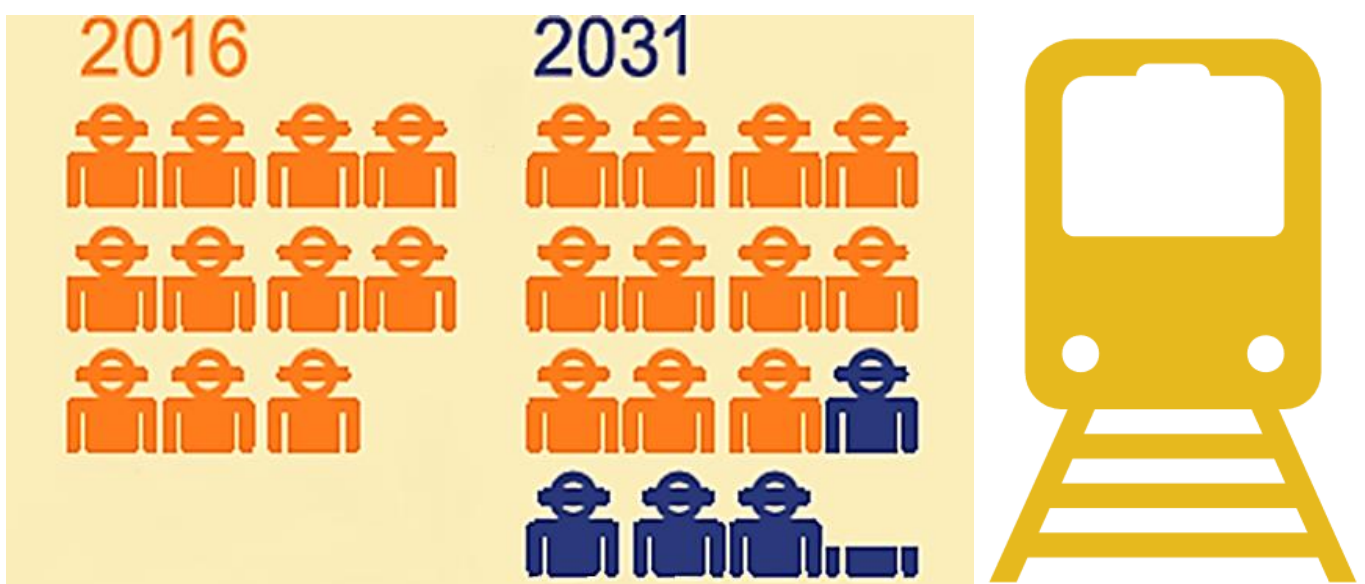


Figure 2: Passenger interchanges at stations are predicted to increase by 50%

## *Jobs growth...*



Figure 3: The number of jobs are predicted to rise by 24%

### *New homes...*

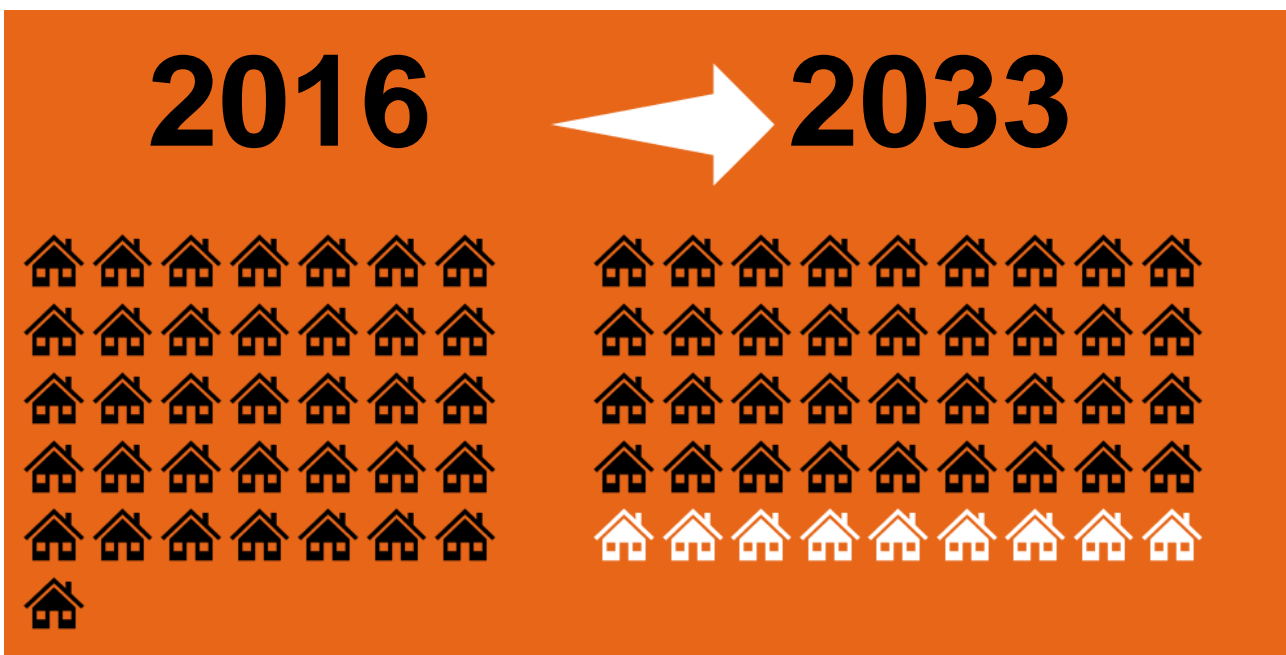


Figure 4: The number of homes are expected to increase by 27%

## Vision

Local Plan 2033 is informed by a vision and aspirations for Hackney set out in the new Community Strategy.

### Our aspirations for Hackney – 2033

We have protected and enhanced the unique, welcoming spirit of Hackney throughout a period of local and national change and local growth. Hackney is a place where everyone has had the opportunity to benefit from the growth the Borough has seen and no sections of the community feel left behind. The impressive improvement in our schools and colleges has been maintained and they continue to meet our residents' high aspirations for education – valued as universal hubs for the community, promoting social inclusion and cohesion, contributing to health and wellbeing and helping to protect and improve outcomes for children and young people within our community. Residents have access to decent, stable and genuinely affordable housing that meets their needs. They are able to secure higher quality, more stable employment in a range of sectors across London.

The Borough is a place where it is easy to get business done – we are home to a spectrum of businesses of different sizes. This includes small firms who provide local services to our diverse population, as well as start-ups and large companies at the forefront of the tech sector. There is a strong sense of community and of collaboration, with residents and businesses keen to share their time, knowledge and skills – and not just within their own local networks. The Council encourages active citizenship and inclusive decision making is honest and respectful with residents about the tough decisions that it has to take in a world where public finances continue to be stretched, and core services must be delivered differently. Despite public resources being limited, there is a focus on keeping the most vulnerable residents in our communities safe and well, and on approaches which are preventative. Protecting and supporting the most vulnerable in our communities is seen as everyone's concern rather than just the role of the public sector.

Our creative, welcoming community continues to be recognised for the depth and breadth of its diversity, in terms of cultural background, experience, skills and perspectives. Hackney is an outward-looking and well-networked borough, working with partners across London's industries to contribute to and benefit from the capital's wider prosperity and innovation. The Council has put sustainability and quality of life at the heart of urban design. Local businesses and residents are equally concerned and committed to being environmentally sustainable with everyone taking pride in their local area and responsibility for taking care of it for the benefit of all. We have tackled institutional barriers to create healthy and safe streets and neighbourhoods, which are pedestrian- and cyclist-friendly and ensure fair and easy access to green spaces. People are living longer, healthier, happier and more independent lives. They take responsibility for maintaining their wellbeing throughout their lives, but when people do need support, it is joined up and appropriate, taking a view of all their needs in the round.

## Objectives

The following spatial objectives emerge from the Community Strategy vision and set the framework for the future growth strategy and new planning policies.

1. To deliver high quality urban neighbourhoods with distinctive architectural quality which respects Hackney's historic character whilst producing unique and innovative contemporary design that reflects Hackney's innovative and creative culture.
2. To tackle health inequalities, create a child friendly borough and an inclusive environment that promotes good health and wellbeing and enables skill development and lifelong learning for all.
3. To deliver up to 26,250 additional homes, increasing the supply of genuinely affordable homes, alongside community facilities to meet existing and future needs.
4. To support a diverse and mixed economy providing at least 23,000 new jobs by 2033 and maximise the supply of affordable workspace and low cost industrial space.
5. To support distinctive town centres and a vibrant town centre experience. Evidence indicates that there will a requirement of approximately 34,000sqm of new retail and leisure floorspace by 2033.
6. To create liveable and accessible neighbourhoods where people choose to walk, cycle and socialise, and support the development of a network for electric vehicles.
7. To support improvements to the public transport network and maximise the community and regeneration benefits and opportunities to come from Crossrail 2.
8. To protect and enhance existing open spaces and biodiversity, develop and improve green links between these spaces and support the creation of new open spaces and vertical gardens.
9. To become a low carbon and carbon resilient borough realising significant improvements to air quality and reducing the urban heat island effect within the Borough.

## 3. Growth Strategy

### Delivering Sustainable Growth

- 3.1 The Council will create the conditions for growth to deliver up to 26,250 new homes, increasing the supply of genuinely affordable homes, alongside community facilities through high quality urban neighbourhoods, to meet Hackney's needs. Development for all uses will be innovative, designed to a high architectural standard whilst reflecting historic character. The most significant growth planned in the following locations.

### Town centres, high streets and employment hubs

- 3.2 Mixed use development with residential, employment, retail, leisure, community, arts and cultural facilities including those catering preomiantely for the evening economy will be focused in the designated town centres of Dalston and Hackney Central, and in Shoreditch. We will plan for 34,000sqm of new retail and leisure by 2033, which will be mainly directed towards the main town centres..
- 3.3 Hackney Central will have an enhanced and strengthened role as the Borough's major civic and cultural hub providing new homes and jobs, and new retail and commercial floorspace along Morning Lane with improved links through to shopping along the Narrow Way.
- 3.4 The arrival of Crossrail 2 in the 2030s will further enhance Dalston's role as the borough's other major centre. Its arrival will support opportunities for significant growth in the area, which through careful and considered masterplanning, will be managed to ensure Dalston's unique creative and cultural character is maintained and enhanced, alongside the delivery of new homes, jobs and improved retail facilities.
- 3.5 Employment areas within and outside of town centres will continue to be designated and protected for employment-led development, with intensification delivering 117,000sqm of new business floorspace. Existing industrial land maker space will be safeguarded and intensified, to support a flexible diverse, adaptable and sustainable economy.
- 3.6 New office development will be directed to the most sustainable locations in the Borough, including within the City Fringe Opportunity Area and the borough's Town Centres to support Hackney's national and international economy. Shoreditch and the Central Activity Zone in general will continue to thrive and be recognised internationally for Tech City: employment, retail, and leisure uses will be supplemented with a growth in cultural industry driven by its rich theatrical heritage. An Area Action Plan for Shoreditch will guide this growth.



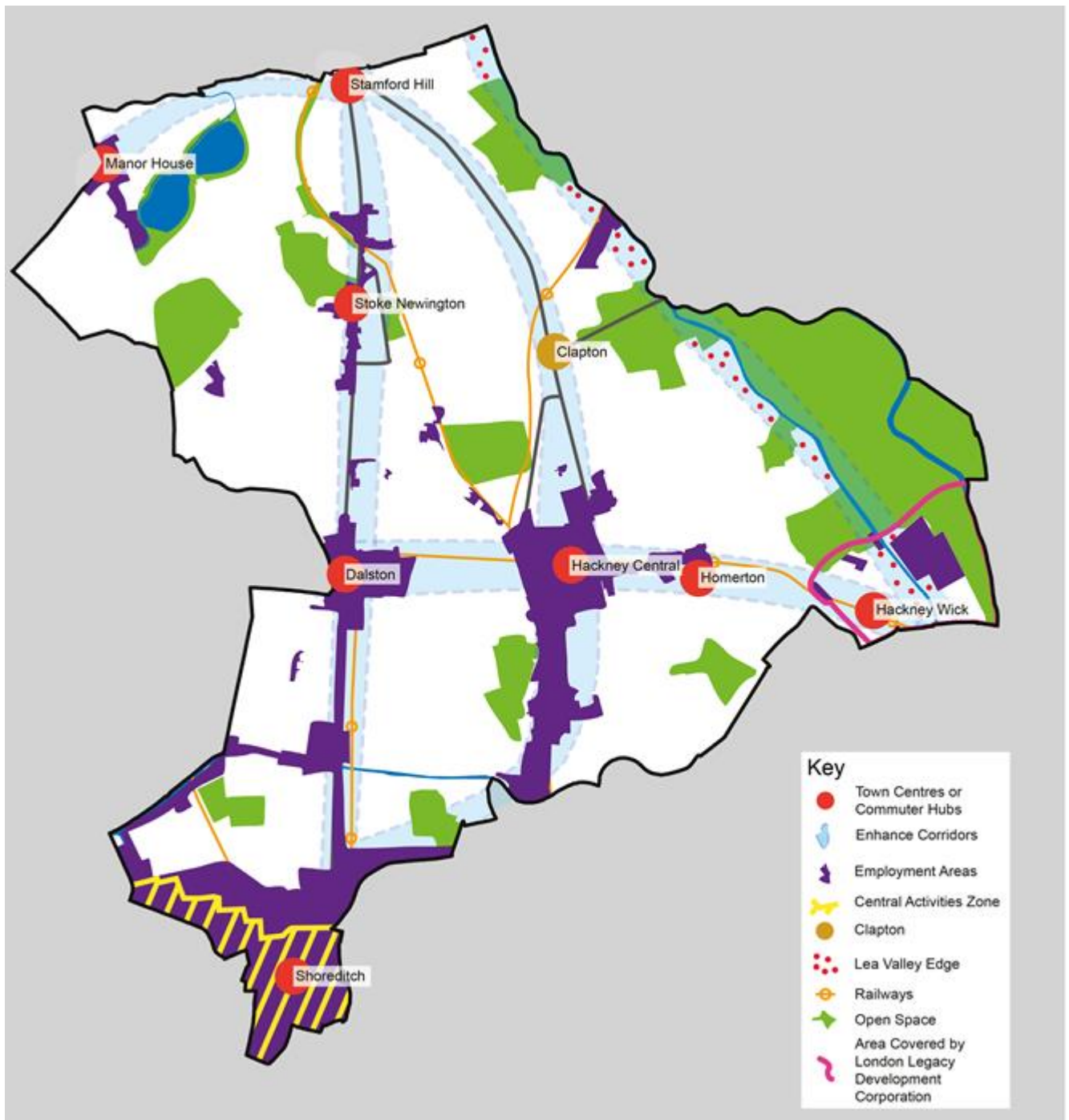
## **Enhanced corridors, Lea Valley Edge and a new centre at Clapton**

- 3.7 Mixed-used, housing led development will be encouraged along the borough's main transport corridors to deliver improvements to the public realm, new community facilities and other measures that promote healthy streets and that easily link different neighbourhoods, open spaces, public transport hubs, and civic areas by walking and cycling. The use of space above existing buildings to deliver more homes will be encouraged. There will be more detail plans to guide development and growth of some of the town centres and areas within the enhanced corridor areas.
- 3.8 A Borough wide characterisation study will identify locations for renewal and intensification enabling higher density development to deliver new homes in a way that enhances positive local character and the historic environment. Key areas for focus include:
- Kingsland Road: Stamford Hill – Stoke Newington – Dalston – Shoreditch.
  - Clapton Road and Mare Street: Stamford Hill - Clapton - Hackney Central – Shoreditch via Hackney Road.
  - Homerton: Dalston – Homerton -Hackney Wick – Stratford – with growth supported by improved transport links including a potential eastern branch to Crossrail 2 or enhanced Overground stations.
  - Previously developed land along the Lea Valley Edge – making best use of the setting next to the River Lea and enhancing access to the Lee Valley Regional Park.
  - A new centre at Clapton will be created through mixed use development connecting Upper and Lower Clapton Road through remodelling of the Lea Bridge roundabout.

## **Stamford Hill and the north of the borough**

- 3.9 In the north of the Borough, development will respond to the specific needs arising from larger families in the Stamford Hill area. An Area Action Plan will help deliver new homes with a particular focus on housing for large families, older people and single people, community facilities, jobs and workspace. It will build upon the areas' distinctive local character and shopping centres, celebrate its diverse community and seek to enhance its architectural and landscape merits through an approach that promotes positive change and will maximise the use of undeveloped sites. The area will have better connected neighbourhoods, accessible by walking and cycling, which are designed around communities' specific residential, civic and economic needs.
- 3.10 Stamford Hill's importance as a district centre and cultural centre serving the communities in the north of the borough will be recognised and enhanced. The next phases of the redevelopment of Woodberry Down will near completion and developments along Seven Sisters Road and Green Lanes junction in Manor House will provide new homes and commercial uses with active frontages at the street level enhancing this gateway to the borough.

## Key Diagram



Map 1: Key diagram

## 4. Places for People

4.1 To deliver our vision for Hackney in 2033 we have developed a series of place policies. Place policies provide the strategic guidance for the Council to develop the area based plans and allocate sites for development.

1. Dalston
2. Hackney Central and Surrounds
3. Stamford Hill
4. Enhanced Corridors
5. Hackney Wick
6. Clapton and Lea Bridge Roundabout
7. Shoreditch and Hoxton
8. Manor House
9. Homerton

4.2 The place policies set out an area vision, an overview of the urban character taken from the boroughwide Characterisation Study, urban design analysis, development principles, land use designations and development opportunities. The place policies sit alongside and should be read in conjunction with the borough wide policy on public space.

### Public Realm

4.3 The public space around, between and within buildings, streets, squares, parks and open spaces all support public life and social interaction. Hackney's public spaces are key to creating a sense of place and play an important role in enhancing communities' quality of life and health and wellbeing and can even play a role in boosting the local economy. Our streets, the space between the buildings, must become public space for public life. These spaces are used by everyone for movement, for work, for play and for simply watching the world go by in the great outdoors and, as we look ahead to an intensified Hackney with a higher population, they become even more important.

#### PP1 - Public Realm

Public realm improvements and spaces between buildings must be considered as part of all development schemes. Where appropriate, development should:

- i. Integrate new and existing public realm: improving the quality and function of existing routes; creating well-defined streets and open spaces; and taking advantage of existing topography and landscape features;
- ii. Create wide, clear and level pavements and avoid unnecessary street clutter;
- iii. Provide landscaping, planting, seating, drinking water fountains, shade and shelter, street lighting and signage - incorporating these into the frontage of a building where possible;
- iv. Make it easy for people to find their way around, by marking focal points and accesses to buildings and open spaces;
- v. Encourage community interaction, safe building entrances and exits, and appropriately designed lighting and security features as an integral part of the development;

- vi. Create multi-functional shared public space for users of all ages, allowing opportunity for informal play and recreation as well as for sitting and lingering.

4.4 These principles of a successful public realm are explored in the following Place Policies. Further detail is provided in Policies LP1 Design Quality and Local Character and LP41 Liveable Neighbourhoods and in Hackney's Public Realm strategy SPD (2012).

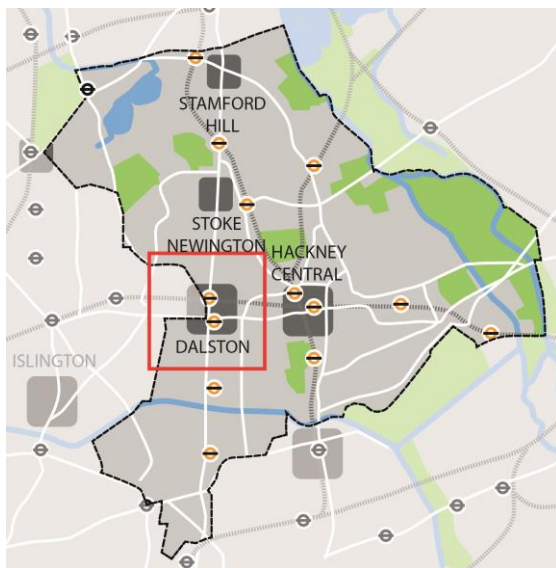
## PP2 Dalston

### Vision

- 4.5 Dalston will remain a unique place to live, work and visit. A long-term, sustainable future for the town centre will be developed through careful and considered engagement with the community. This process will ensure that the creative, cultural and social organisations that give the town centre its distinctive identity will be sustained alongside the delivery of new homes, jobs and improved retail facilities. Opportunities to extend and improve Dalston's public realm, green and public open spaces will be explored with possible new pedestrian links created in order to reintroduce a street-based townscape. The potential arrival of Crossrail 2 will also need to be addressed to maximise the positive benefits to the area.

### Area Character

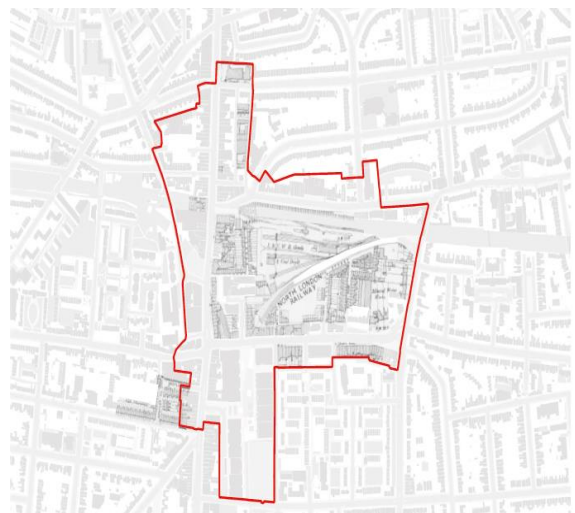
- 4.6 Dalston is the largest centre in the borough, and is classified as one of London's major town centres as defined by the London Plan. As a major centre it provides a greater variety of shops and services than district or local centres within Hackney. Dalston is located to the western side of the borough, serving both Hackney and Islington residents.



Dalston Location Plan

- 4.7 Historically a village, Dalston was boosted by the arrival of the first Dalston Junction station in the 1860s. The historic character and urban grain of the Dalston is still prevalent as it is surrounded by Georgian and Victorian streets, with many older properties housing shops and businesses on Kingsland High Street.

- 4.8 The greatest intensity of the centre is along the High Road with buildings rising to four and five storeys. The Kingsland Shopping Centre and Ridley Road Market also form an important part of the centre. Though important the Kingsland Shopping Centre is inward facing and not of high architectural quality.



Historic urban grain



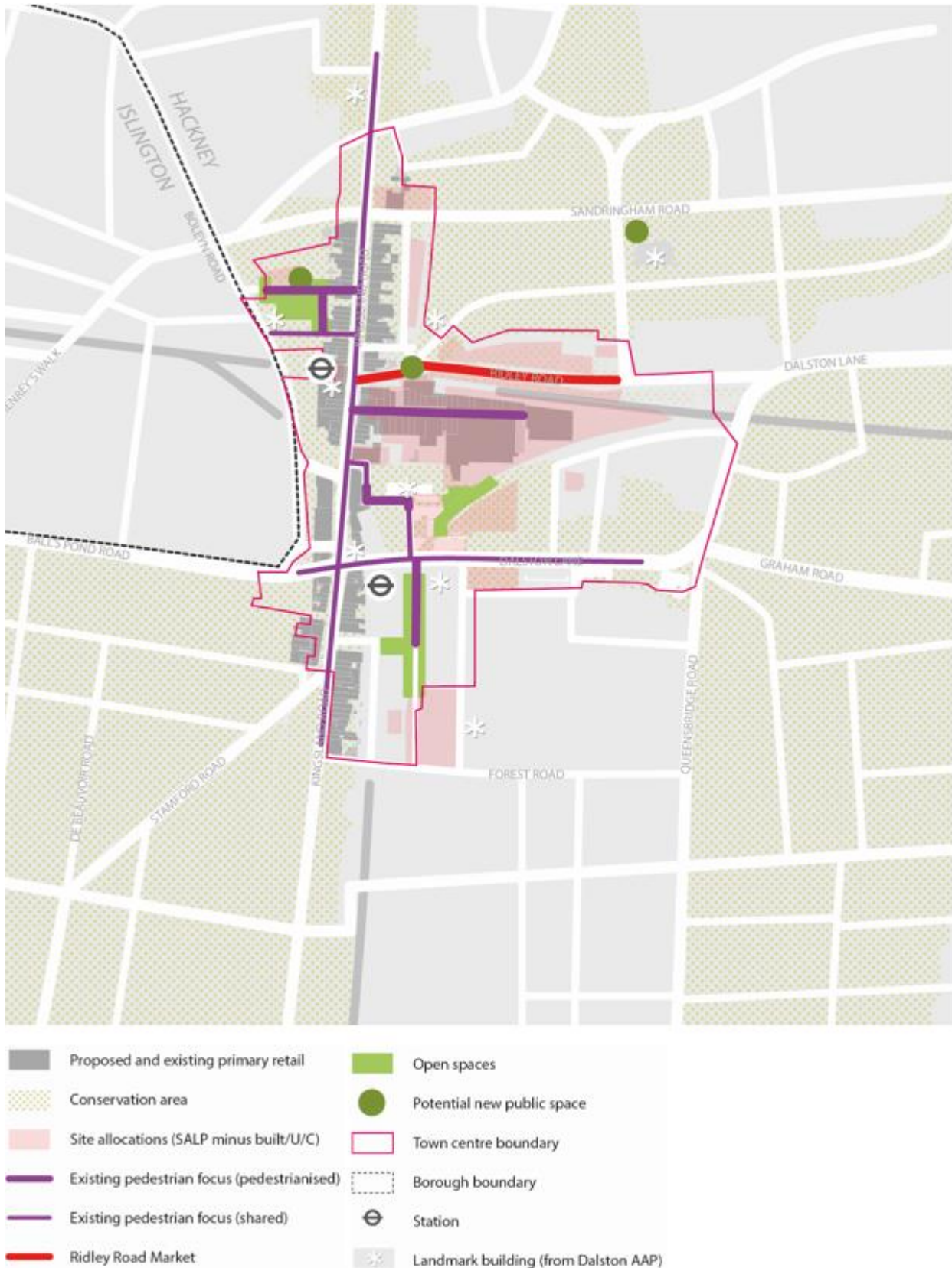
## Urban Design Analysis

- 4.9 Much of Dalston is within a conservation area which reflects the area's unique history and the need to manage the area's heritage assets.



- 4.10 Dalston's street layout is of a coarser grain generated by the plots and building footprints industrial uses associated with the railway and more recent developments such as the Kingsland Shopping Centre. They restrict the ability for more fine grain pedestrian and cycle movement through the town centre. The scale of development is much finer in areas surrounding the town centre.
- 4.11 More recent developments such as Dalston Square though larger in scale, provide a mix of housing and commercial development together with community facilities in the form of a new library and public square.
- 4.12 There are limited areas of public open space within the town centre and they are currently poorly connected. There are limited opportunities for additional open space with the exception of the Eastern Curve. Street based activity remains focused around the busy High Road and Ridley Road where further public realm improvements would be beneficial.
- 4.13 Kingsland High Street (A10) is the main route through this area and is heavily traffic dominated as a result it suffers from high noise and air pollution levels. Pedestrian flows are amongst the highest in the borough, the wider traffic lanes along the A10 corridor can be a severance to pedestrians crossing the A10.

## Dalston urban design analysis



- 4.14 There are a number of creative, cultural and community uses centred around Ashwin Street and parts of Dalston Lane, collectively known as the Dalston Quarter. This area has the potential to further enhance its value as a concentrated area of community, creative and cultural activities.

- 4.15 The opening of Dalston Junction station alongside Dalston Kingsland has increased the accessibility of the centre. Accessibility by public transport may be enhanced further as Crossrail 2 is currently planned to run to a station at Dalston.

### **Emerging Opportunities**

- 4.16 Dalston is made up of a number of distinct urban character areas, each with its unique identity, function and role within the town centre. Some are highly sensitive and are within conservation areas or contain listed buildings.
- 4.17 Future development will need to recognise the individual qualities of the character area and consider the development's impact within the overall town centre and the need to optimise development. A context based approach is in-line with the draft London Plan is encouraged in any future planning guidance for Dalston.

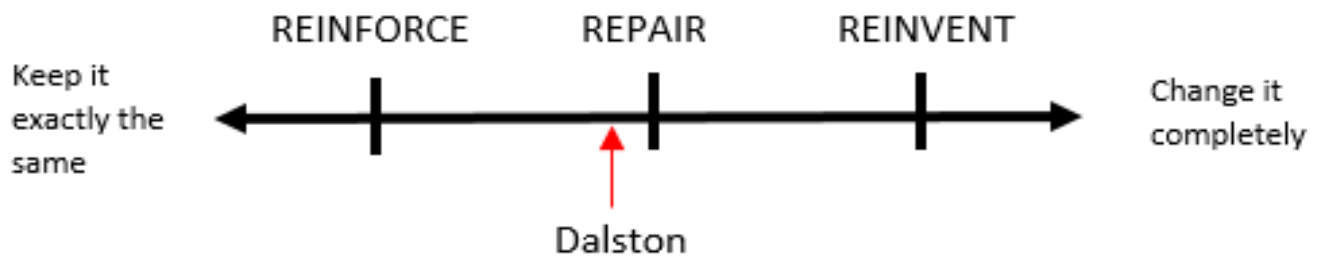
### **Key Land Use Designations**

- Major Town Centre
- Dalston Priority Office Area

### **Development Opportunities**

- 4.18 The Council has identified a number of key development opportunities suitable for development these include but are not limited to the following sites. Further details on development capacities and site allocations will be set out in the Dalston Masterplan.
- 4.19 The following sites have been carried forward from the previously adopted Area Action Plan (AAP). Though these sites have not been implemented the Council has deemed it suitable to carry these sites forward for development during the lifetime of this plan:
- 130 Kingsland Road and site to the rear 130A Kingsland Road
  - Dalston Kingsland Station and associated works
  - 1, 3, 5, 7 Dalston Lane, (Dalston Western Curve), & 1-7 Ashwin Street
  - 36-42 Kingsland High Street (currently McDonalds)
  - Kingsland Shopping Centre
  - Ridley Road Market Improvement Area
  - 2-16 Ashwin St, 11 - 15 Dalston Lane, southern end of 'eastern curve'.
  - Stamford Works and Gillett Sq Phase 2
  - CLR James Library, 16-22 Dalston Lane, 62 Beechwood Road
  - Birkbeck Mews Land
- 4.20 The diagram below illustrates the nature of intervention on the spectrum of reinforce-repair-reinvent that is required within Dalston as identified in the boroughs characterisation study:





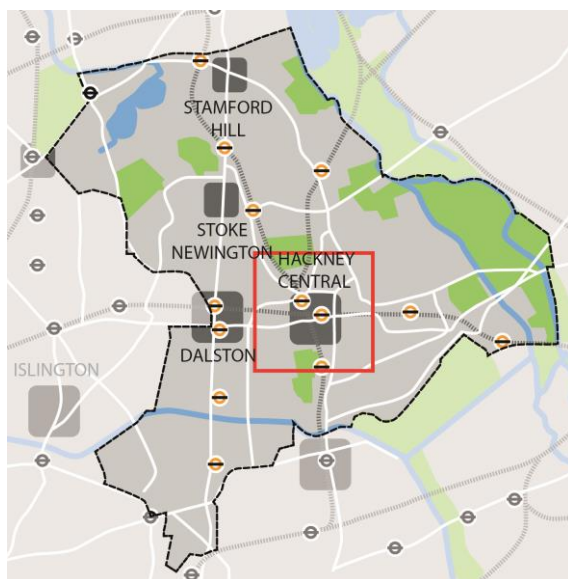
## PP3 Hackney Central and Surrounds

### Vision

- 4.21 Hackney Central will be a thriving major town centre; the borough's civic and cultural hub and a strategically important employment area. The area will be a safe and attractive place to walk and cycle, well connected to key destinations nearby and outside of the Borough, with an improved station and gateways to the town centre. Its high quality public realm and improved public spaces, which encourage people to dwell in the town centre, will be complemented by the provision of new, high quality, retail, leisure, workspace and housing to meet the needs of residents.

### Area Character

- 4.22 Hackney Central is located to the east of Dalston and is the civic and cultural hub of the Borough Hackney. Mare Street is the main spine route which runs through the area. The civic town square, framed by Hackney Town Hall, the Hackney Empire theatre, library, museum and cinema, provides a concentrated node of cultural and civic institutions that form frequent and regular destinations for Hackney's residents and visitors.



Hackney Central Location Plan

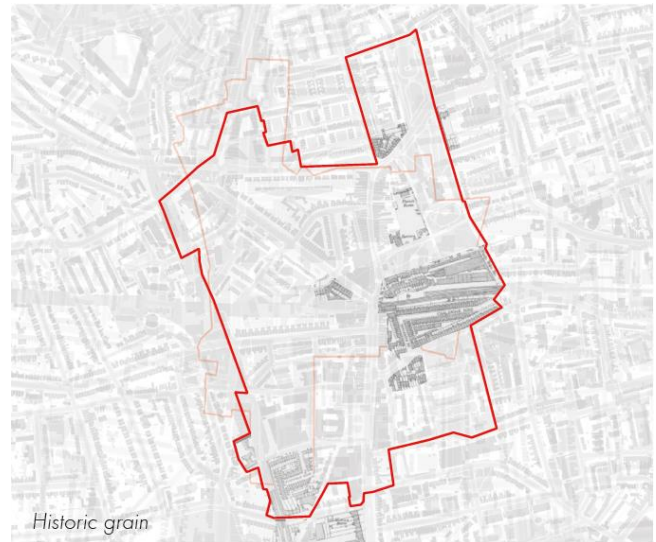
- 4.23 The area currently offers good convenience retail, although outlet retail and associated workspace is emerging, particularly around Morning Lane. This cluster of outlet retail has quickly risen to be one of Hackney's biggest attractions, drawing visitors from across the city, as well as foreign tourists.

- 4.24 The area benefits from excellent public transport connectivity, with three Overground stations within easy walking distance of the Town

Centre, and a number of bus routes serving the wider city. Hackney Central, Hackney Downs and London Fields Overground stations are currently all accessed via narrow walkways or entrances under railway bridges that are not directly visible from the area's main centres of activity and would benefit from improvement. There is potential for a Crossrail 2 station, as part of an eastern branch, in the future which would further strengthen Hackney Central's accessibility and attract development interest and investment.



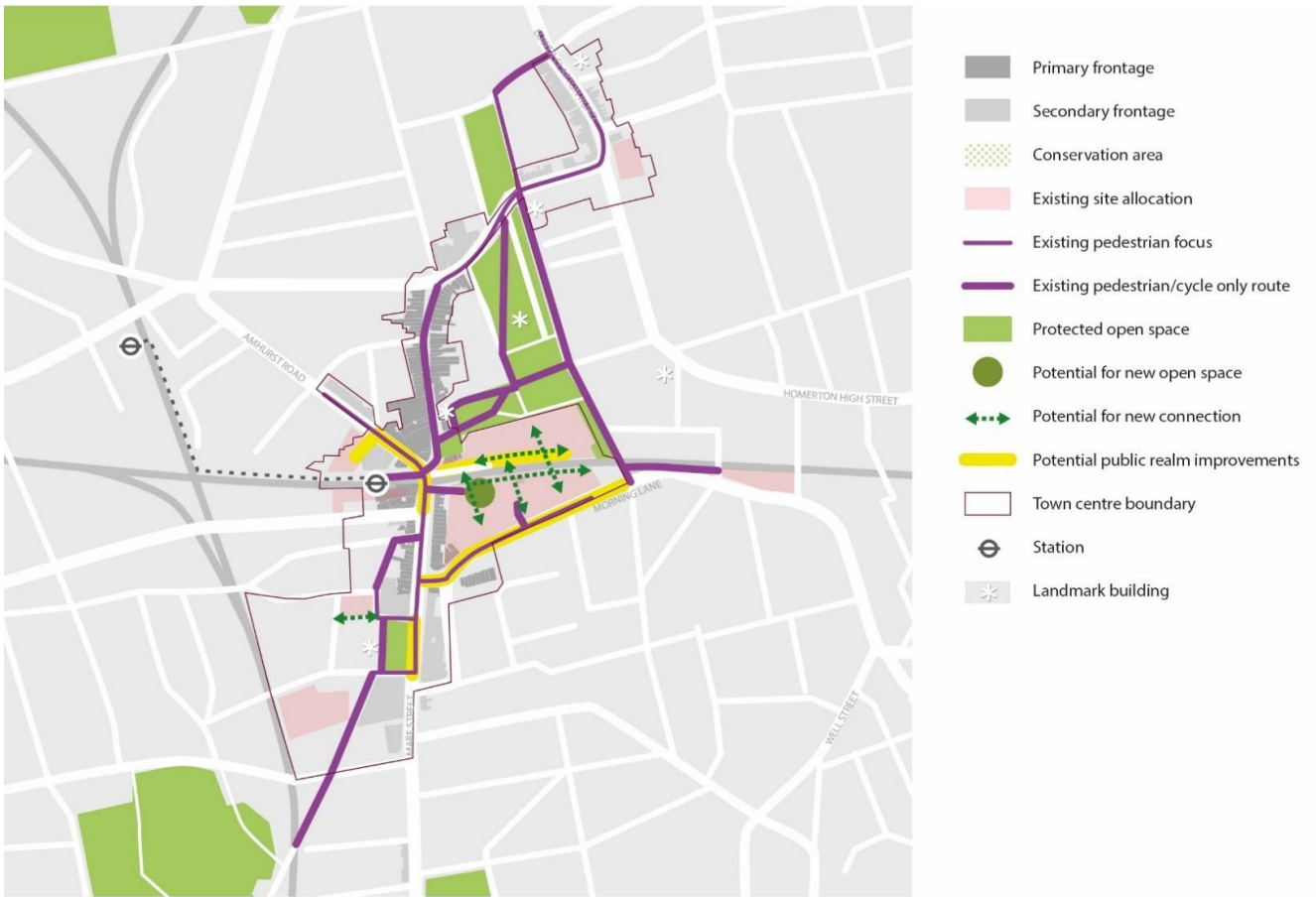
Existing urban grain



Historic urban grain

## Urban Design analysis

- 4.25 Hackney's town centre is the historic focal point of the area and contains some of the boroughs most attractive and significant buildings and open spaces. The area has an attractive network of streets and spaces although in places traffic dominates and continuity of active frontage breaks down. Work to pedestrianise The Narrows – Hackney Central's main retail street – has been completed and further public realm improvements will follow as development sites are brought forward.
- 4.26 Hackney Central's main artery roads are generally dominated by traffic and as a result suffer from high noise and air pollution primarily around the junctions of Mare Street, Graham road and Morning Lane which are difficult junctions to cross and navigate for people from all walks of life.
- 4.27 The area contains neighbourhoods with traditional perimeter block layouts to the east of Mare Street and north of Victoria Park, and more recent residential areas of blocks in open space to the east of Mare Street.
- 4.28 Hackney Central is comprised of 3 significant character areas;
- Hackney Central - Focused along Mare Street and The Narrows with busy streets and quiet routes leading off to the east and west. The area contains a significant concentration of employment uses focused between Mare Street and the railway line.
  - London Fields - A neighbourhood focused around a London Fields open space with creative employment spaces to the east of the railway tracks and within the arches.
  - Victoria Park and Well Street - Older residential neighbourhoods along the northern edge of Victoria Park with an attractive historic character.



Hackney Central Urban Design Analysis

## Strategic Principles

- Strengthen the role of the town centre and the expanding economy with increased development capacity for commercial (retail/ workspace/ leisure/ community) and residential uses across the area.
- Implement a variety of public realm and transport improvements which will improve the legibility, permeability and character of the area and create more space for people to dwell and spend time within the town centre
- Potentially relocated Clapton Bus Garage (without compromising ongoing bus operations) to an alternative location such as Ash Grove and the Leabridge roundabout (see Place Policies for Clapton), freeing up a key town centre site for redevelopment and improving permeability throughout and arrival into the town centre.
- Encourage the redevelopment of 55 Morning Lane (Tesco Site) for the provision of new commercial floorspace and housing.
- Utilise Bohemia Place as a pedestrian route and open up the railway arches to improve movement through the town centre.
- Improvement important transport infrastructure at Hackney Central, Hackney Downs and London Fields Overground stations to ensure stations adequately accommodate increased passenger capacity and through public realm improvements facilitating connectivity and wayfinding.
- Relocate and rationalise several Hackney Housing depots, freeing up key town centre sites for mixed use redevelopment.

## Key Land Use Designations

- Major Town Centre (proposed in LP33)
- Mare Street Priority Office Area
- Helmsley Place Locally Significant Industrial Sites

## Development Opportunities

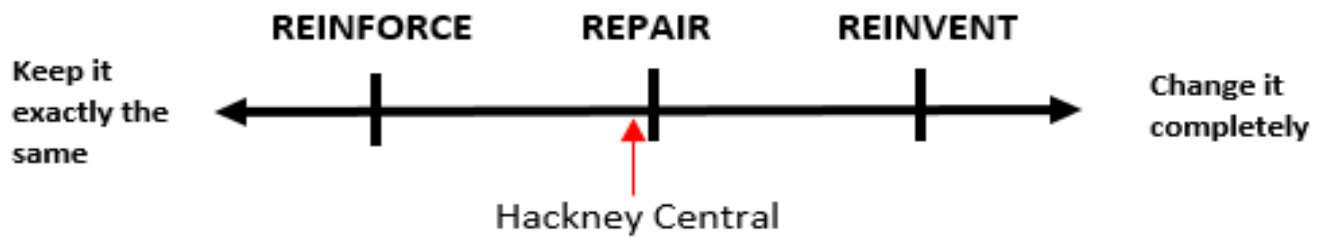
- Residential – capacity for around 3,000 homes
- Employment – demand for new (B1) office alongside re-provided industrial space
- Retail – demand for new floorspace with a focus on comparison goods
- Community and cultural facilities to support new and existing communities.

The Council has identified a number of key development opportunities suitable for development during the lifetime of this plan these include:

- Clapton Bus Garage, Bohemia Place
- 55 Morning Lane (Tesco)
- Hackney Central Overground Station and Car Park
- 333-337 Mare Street (Iceland Foods) & 231-237 Graham Road
- 339-357 Mare Street, 6-18 Amhurst Road (Marks & Spencer)
- Florfield Road
- 182 Mare Street (London College of Fashion)

- 27-38 Well Street (Lidl)
- 51-61 Mare Street
- 40-43 Andrews Road
- Lower Clapton Health Centre

4.29 The diagram below illustrates the nature of intensification that should occur within Hackney Central as identified in the Hackney Characterisation study.



## PP4 Stamford Hill

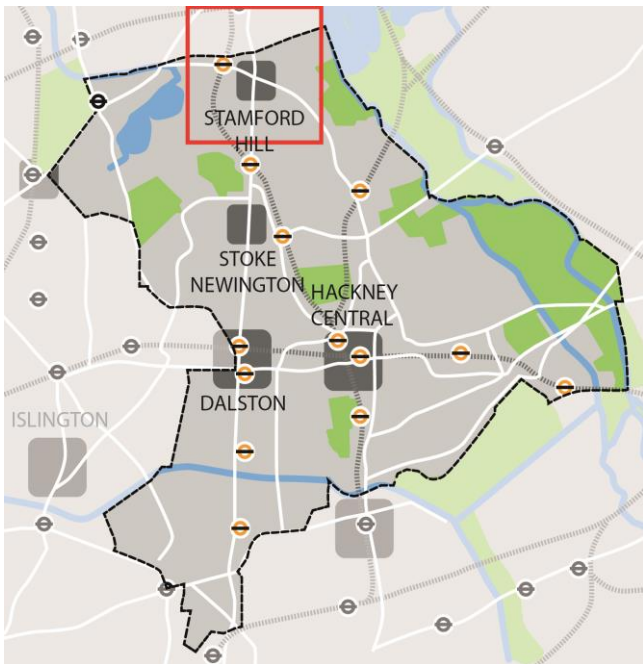
### Vision

- 4.30 A cohesive, unique, distinctive and better connected neighbourhood for all communities in Stamford Hill with enhanced areas of individual character. By 2033 Stamford Hill will have become an even more attractive liveable urban neighbourhood, providing new homes and jobs, connected through new and renovated urban environments designed around communities' specific residential, civic and economic needs, and connected by linking together its open spaces with improved streets and public spaces.

### Area Character

- 4.31 This area of Hackney is in the northeast part of the borough and has the most suburban sense of place of all of the areas within Hackney. Stamford Hill feels distinct in terms of its relatively low density with wider streets and larger properties compared to the southern part of the borough.
- 4.32 Stamford Hill Broadway will be designated as a district centre and there are a number of smaller local shopping centres within residential neighbourhoods. Stamford Hill is on the edge of the borough and therefore also serves the community in South Tottenham.
- 4.33 This part of the borough has the youngest demography in the borough and as a result of its growing population is creating a demand for larger family homes. The community in Stamford Hill is also distinctive with a large Jewish Orthodox community which is reflected in the community services, shops and housing in the area
- 4.34 There are few designated heritage assets at Stamford Hill Broadway and the area is less sensitive than other parts of the Borough, but the higher ground makes the taller buildings more prominent.
- 4.35 Stamford Hill provides an opportunity to build upon its distinctive local character and diverse neighbourhood. The emerging Stamford Hill Area Action Plan will provide the strategic parameters to promote new homes and jobs; that will enhance its architectural and landscape merits; that will promote positive change; will maximise the use of undeveloped sites; and will address local issues around overcrowding, traffic congestion, and under provision of play spaces for children.
- 4.36 The area offers the potential for a more pleasant neighbourhood centre at the heart of a community that can adapt positively to the pressures it faces.





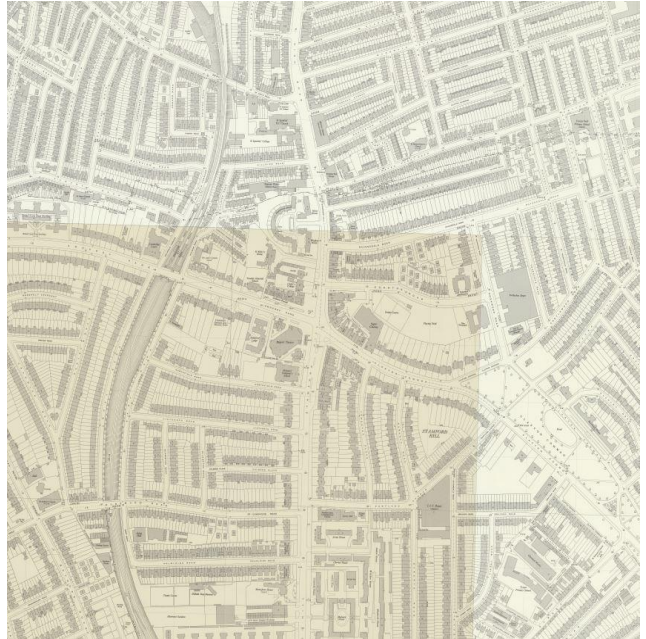
Stamford Hill Location Plan



Historic urban grain 1892-1914



Existing urban grain



Historic urban grain 1947





## Strategic principles

- High quality urban design in Stamford Hill that enhances its distinctive local character, celebrates its diverse community and seeks to enhance its architectural and landscape merits through a fine-grained approach that promotes positive change and maximises the use of underdeveloped sites.
- Provide new and extended homes with a range of dwelling types, sizes and tenures to sustain mixed and balanced communities, with a particular focus on housing for large families and single people
- Maximise the benefits of Crossrail 2 and other improvements to public transport to support growth and existing communities.
- Address deficiencies in children's play provision in the northern and southern parts of the area.
- Improve the network of streets and footpaths to make walking and cycling safe and pleasant and reduce traffic congestion in the Stamford Hill area particularly around Oldhill Street and Dunsmure Road
- Create new jobs, employment workspace and affordable workspace, diversify the economy in the Stamford Hill area and increase employment rates.
- Improve connections between existing open spaces within the Stamford Hill area with a particular focus on east west links to improve accessibility between Woodberry Downs and the Lea Valley Regional Park
- Enhance and intensify the function of Stamford Hill Broadway, Stoke Newington (north), Dunsmure Road and Old Hill Street as vibrant and mixed use shopping centres that are attractive and accessible to, and meet the needs of the local community.
- Create an accessible, distinctive and vibrant town centre at Stamford Hill Broadway that builds on its distinct architectural quality and is a cultural destination for visitors, to promote flexible mixed-use development in the Stamford Hill town centre and increase the range of shops, restaurants, cafes and employment opportunities.
- Build social cohesion in Stamford Hill and facilitate interaction between people of different social, ethnic and religious affiliation.
- Provide additional school places for the Stamford Hill community and to provide new opportunities for adult learning and to ensure that people who live and work in Stamford Hill have access to local educational, training, health and community facilities to meet their day-to-day needs.
- Promote the health and well-being of local people by supporting active lifestyles and reducing health inequalities.
- Support the development of cultural and religious facilities, arts, leisure and entertainment opportunities for all

## Key Land Use Designation

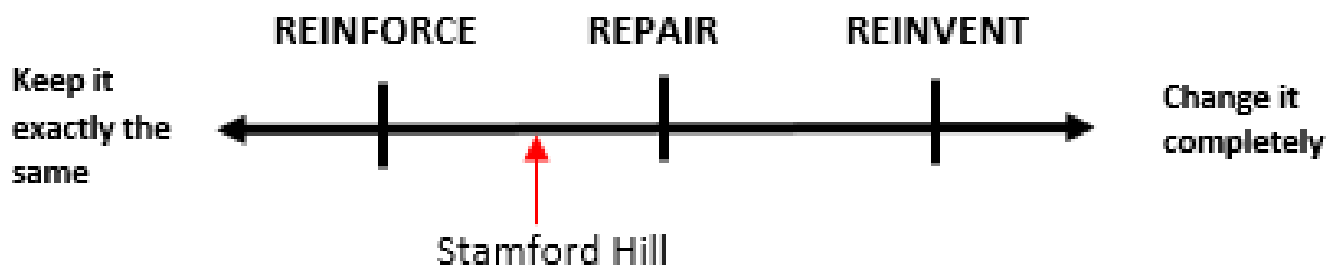
- District Town Centre
- Belfast Road Priority Industrial Area (PIA)

## Development Opportunities

The Council has identified a number of key development opportunities suitable for development during the lifetime of this plan, these include but are not limited to the following sites. Further details on development capacities and site allocations will be set out in the Stamford Hill Area Action Plan.

- 41-45 Stamford Hill
- 151 Stamford Hill
- Telephone Exchange, Upper Clapton Road
- 71-73 Lordship Road (St Mary's Lodge)
- Ravensdale Industrial Estate

4.39 The diagram below illustrates the nature of intervention that should occur within Stamford Hill as identified in the characterisation study.



## PP5 Enhanced Corridors

### Vision

- 4.40 Hackney's major corridors will be enhanced to reinforce the unique historic area character through new mix use housing led developments on infill sites and above existing building, new community facilities and other measures to promote healthy streets and public realm improvements focusing on urban greening to combat air pollution along these routes. There will be improved legibility of stations along these corridors, enhancing connectivity with Town Centres whilst strengthening existing routes as well as improved east-west connectivity along the Lea Valley edge.

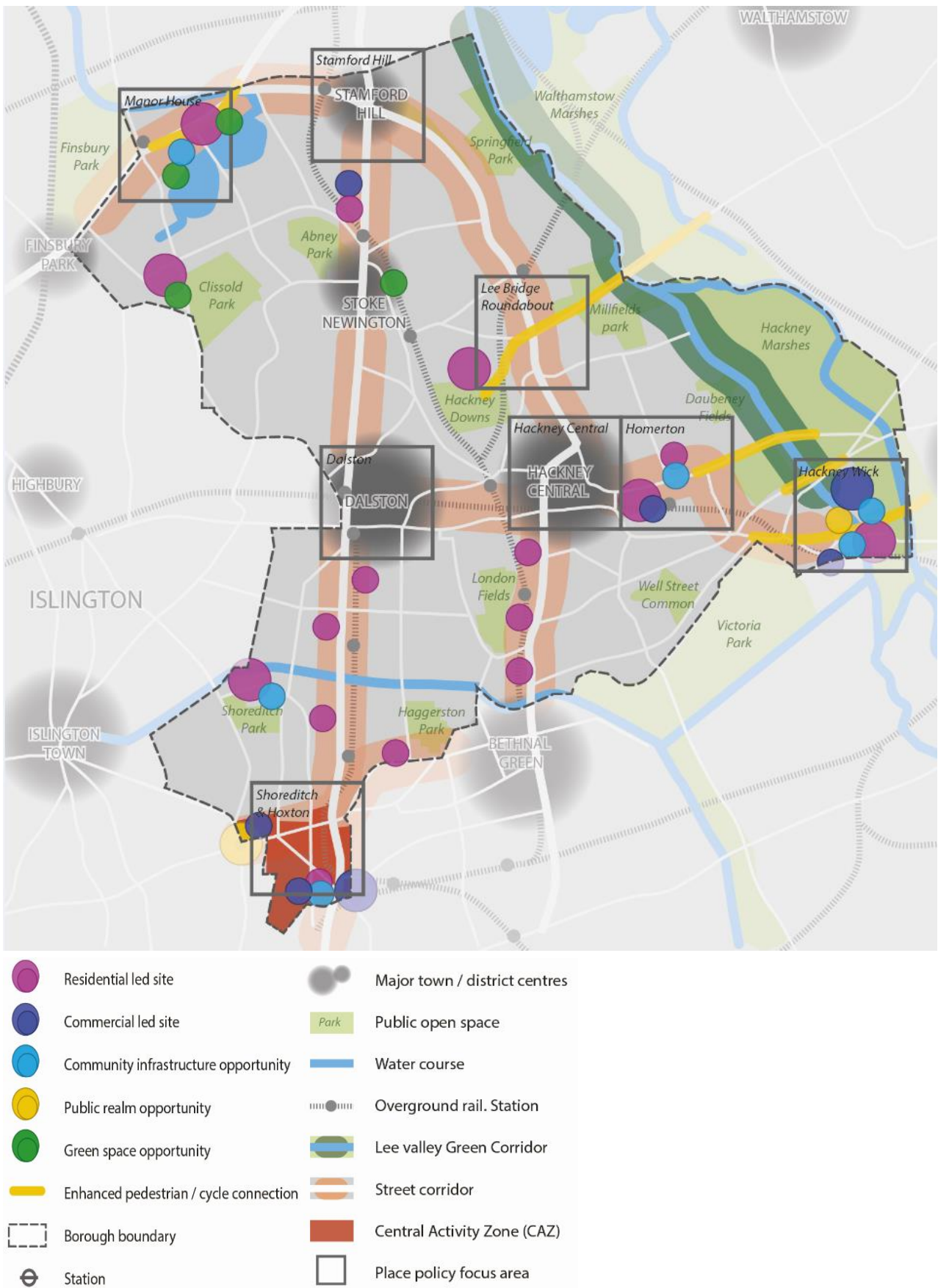
### Area Character

- 4.41 A number of significant spine roads run through the borough that have a distinctive character from other roads in Hackney. These roads are the key arteries that link together Hackney's main centres of investment, commerce, culture and leisure. The parts of these routes that sit outside of the mixed urban centres have been designated as 'corridors' with potential for enhancement and change
- 4.42 These major routes are primarily north-south in nature and include the former Roman road of Ermine Street now known as the A10 stretching from Shoreditch High Street in the south of the borough through to Dalston High Street and Stamford Hill in the north of the borough. Another is the Mare Street, Clapton Common to Seven Sisters spine.
- 4.43 There are also significant east-west routes running through the borough such as Old Street to Hackney Road; and Dalston Lane, Morning Lane to Wick Road. These arteries have a great variety of development along their lengths and strong identities based on the chain of differing places along them.
- 4.44 The River Lee corridor is different in that it is an important artery for walking, cycling, wildlife, river communities and for leisure and recreation. It forms a strong, green boundary along Hackney's eastern edge and has a cohesive identity. At Hackney Wick and Lea Bridge it is a focus for investment and change, but it also balances the urban intensity of the borough with open space and leisure. It is partly this contrast that makes Hackney such an attractive place to live and invest in.

## Urban Design analysis

- 4.45 The main arterial roads are busy and often highly trafficked places. There is high transport accessibility, from the bus routes that run along them to the stations they connect, which makes them attractive commercial locations and focal points for change and investment, but less popular as residential locations.
- 4.46 These routes are some of the oldest in Hackney and as such they have seen the greatest level of change and redevelopment. They are also lined with the boroughs most significant and historic buildings and spaces which could be repaired and enhanced
- 4.47 The frontage along these routes varies in terms of land use and quality. In some places there is a continual linear high street environment, characterised by small shops and businesses that provide activity to the street. In other areas the retail frontage falls away to larger sites that present an opportunity for redevelopment, such as car sales garages, large format supermarkets or builders merchants. In other locations housing estates form the frontage to the streets, often heavily set back behind wide grass verges.
- 4.48 There is the opportunity to think in greater detail about the continuity of these routes, including landscaping opportunities and the potential for intensification given the high levels of accessibility and mix in scale.





## Strategic principles

### Urban Corridors

- Enhance the distinction between town centres and surrounding areas.
- Maintain the local distinctiveness within the chain of places along the corridors
- Optimise developments to enhance local character and distinctiveness, provide new homes and commercial opportunities, and provide community infrastructure
- Improve air quality along these routes by minimising car use, enabling walking and cycling and reducing pollution through tree planting
- Improve the corridors as places which make walking and cycling safer, healthier and more enjoyable options by reducing pollution and improving corridors as places to spend time.
- Improve their character and attractiveness of corridors and consider them gateways to Hackney

### Lee valley Corridor

- Improve access to and across the Lee valley, and improve connections with Waltham Forest.
- Optimise developments to enhance the special character of the area
- Create a higher quality edge to the Lee valley by improving the routes which run along it, and improving the relationship of buildings to it.
- Improve the Lea Bridge roundabout at Clapton as a priority residential, public realm and commercial opportunity area, and gateway to Hackney.

## PP6 Hackney Wick

### Vision

- 4.49 Hackney Wick will become a more vibrant, diverse and well connected series of neighbourhoods with places of social, cultural and economic activity with its unique, creative character and heritage retained. The established residential areas in the north, historic character in the centre, and industrial areas to the south, will have been complemented by a mix of new homes, employment floorspace, including affordable and low cost workspace, and community facilities around and within buildings of historic interest, a new Neighbourhood Centre and an upgraded railway station. These will be served by and have direct access to the open spaces and world-class sporting facilities of Queen Elizabeth Olympic Park. A new digital quarter of hi-tech, media, broadcasting and education activities will be clustered within and around Here East, and complemented by a significant presence of creative and cultural industries producing bespoke and artistic products west of the Lee Navigation.

### Area Character



Hackney Wick Location Plan

- 4.50 Located on the eastern boundary of the borough Hackney Wick has been shaped by the course of a number of waterways – first the Hackney Brook and River Lea, then Hackney Cut canal, which connected the Lea to the Regents Canal and Thames docklands. Railway developments and road layouts led to further isolation of the area.

- 4.51 Historically predominated by industrial uses, with a residential community in the northern part of Hackney Wick around and in the

Eastway and Trowbridge Estate, much of the area is undergoing a significant change with the delivery of the post 2012 Games Legacy Development at East Wick and Sweetwater underway that will become entirely new communities with homes and new schools, community space, business and retail space being built.

- 4.52 Home to one of the greatest densities of artists in Europe, the reinvention of the Olympic press and broadcast facilities as Here East has create a technology- and media-focused hub which, together with the rest of Hackney Wick, provides space for creative and productive businesses, complementing the established clusters of artists and creatives in the area



- 4.53 A new local centre largely covered by an existing conservation area designation has been identified. Hackney Wick Local Centre will provide a mix of employment, retail and community uses along with new residential forming a focus around the rebuilt Hackney Wick Station which has the potential to provide a focus for wider regeneration including East Wick and Sweetwater.
- 4.54 The existence of the improved waterways, pathways and parks provide a vibrant boating and cycle community in Hackney Wick due to its excellent connectivity with existing transport networks.



Existing urban grain

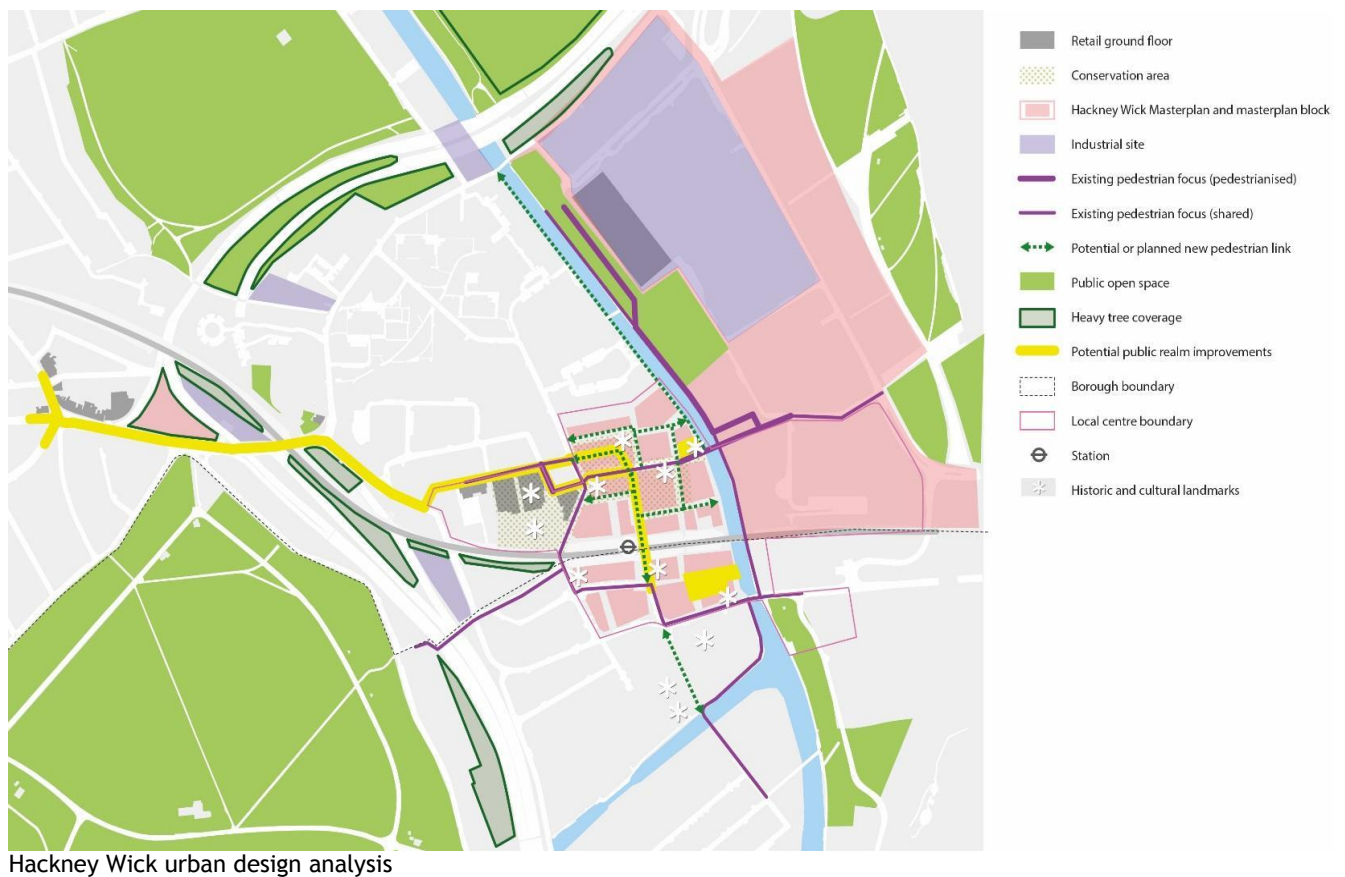


Historic urban grain

## Urban Design analysis

- 4.55 Hackney Wick's historically well-connected grid of residential terraced streets was comprehensively redeveloped in the 1970s. The replacement high-rise housing and low rise blocks were unsuccessful and replaced in the 1990s. However, the street layout remains confusing and indirect. The arrival route into Hackney Wick from the west, which once continued directly into the commercial core, now runs indirectly alongside the sunken trunk road and suffers from inactive frontages and a highway-dominated, hostile character.
- 4.56 The historic commercial core of Hackney Wick has an attractive industrial character. Recent public realm works have improved the central streets and connections to Stratford via Queen Elizabeth Olympic Park have radically improved the relationship of the area with its surroundings. The Hackney Wick masterplan is guiding development to maintain characterful and historic buildings within a recently designated conservation area. It is also opening up a grid of new, direct streets and connect the centre to Fish Island and the canal to the south. The recently completed station and route to the north will form a new high street serving local people.

- 4.57 Hackney Wick is surrounded on its east and south by water, and to the west and north by a ring of road, rail and occasionally designated woodland and green spaces. Its island character is one of its great strengths although improving connections to the west will allow better access for residents from outside to the developing local town centre. Outside of the masterplan area, improvements to the built and open fabric of the residential areas will make the area a better place for families to live. Mixed-use and employment sites around Hackney Wick should be reinforced to support the thriving and creative economy of the area.



## Development principles

- Support the unique mix of warehouse units that are key to the thriving creative economy of Hackney Wick
- Ensure new development preserves and delivers new affordable workspace and affordable housing in perpetuity
- Improve connections east to the rest of Hackney
- Improve the access roads into Hackney Wick from the west
- Maintain heritage and character buildings
- Maintain the functionally important buildings which provide low-cost workspace. Resist their conversion to other uses
- Improve connections to Stratford and the QEO Park
- Create a new 'high street' of commercial uses to support Hackney Wick's residential and working population.
- Improve connections south to the canal and Fish Island

## Key Land Use Designations

- Hackney Wick Neighbourhood Centre
- Strategic Industrial Land - Hackney Wick SIL, Palace Road
- Locally Significant Industrial Sites. – Bartrip Street LSIS, Eastway Buxhall Crescent LSIS, Eastway Osborn Road LSIS, Lee Conservancy LSIS

## Development Opportunities

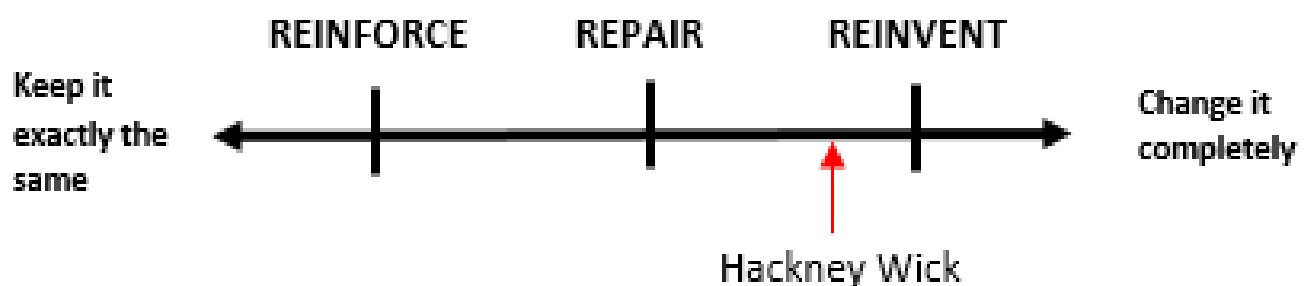
4.58 The quantum of development identified for Hackney Wick (including parts of Tower Hamlets) until 2033 is outlined below:

- Residential – 1,550
- Employment – 10,065
- Retail – 7,301
- Community – 6,888

4.59 The Council has identified a number of key development opportunities suitable for development during the lifetime of this plan these include:

- Bartrip Street South
- Hackney Wick Station Area
- East Wick and Here East

4.60 The diagram below illustrates the nature of intervention that should occur within Hackney Wick as identified in the boroughwide Characterisation Study:



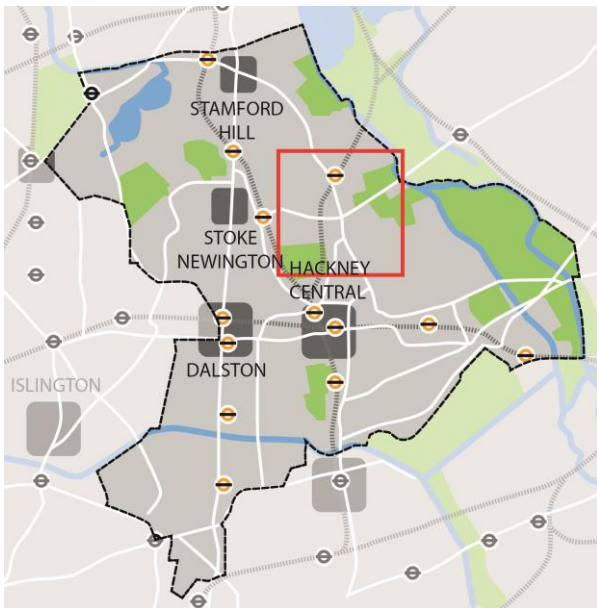
## PP7 Clapton and Lea Bridge Roundabout

### Vision

- 4.61 Clapton will become a better connected neighbourhood which makes the best use of its gateway location to the borough and proximity to the open space and waterways of Hackney Downs and the Lee Valley Regional Park. It will have a civic heart and identity of its own centred around a reinvented public realm for the Lea Bridge roundabout and linear enhancements linking upper and lower Clapton town centres. It will better serve the needs of the community through a new development opportunities and through measures that significantly improve air quality.

### Area Character

- 4.62 Clapton's roundabout is one of the Council's biggest challenges. The roundabout is a barrier to negotiating the area comfortably on foot and the concentration of buses and delivery vehicles results in a noisy environment with poor air quality. The roundabout has the greatest potential to become a new destination place accommodating homes, retail, employment space and public realm around a new reconfigured junction.
- 4.63 It may be necessary to accept reduced capacity of the junction by removing the roundabout. Creating a cross junction instead would offer a unique opportunity to restore the historic form of Upper and Lower Clapton Road and thereby redefine the nature of Clapton as a cohesive centre.



Clapton and Lea Bridge Location Plan

- 4.64 There is potential to renew and repair some of the residential estates in the area' as well as' a focus on mixed-use development around Clapton station and the connection between the various parts of Upper and Lower Clapton Road including the possibility of remodelling of the Lea Bridge roundabout. Clapton is adjacent to the natural and open spaces of Millfields, Lea River and Lee Valley Regional Park, and close enough to benefit from the regeneration at Lea Valley Eastside in neighbouring Waltham Forest.





Existing urban grain



Historic urban grain

## Urban Design analysis

- 4.65 Clapton is a historic but fragmented community and commercial centre running along Upper and Lower Clapton Roads and consisting of Lower Clapton, Clapton Pond and Upper Clapton. The expansive Lea Bridge Roundabout was built across what was once the historic core of Clapton. At this point, two lane streets increase to 4 or 5 lanes creating a point of intense and concentrated traffic. Buses also terminate and wait at the centre of the roundabout. The roundabout creates a physical and psychological severance between Upper Clapton and the rest of central Hackney to the south, and a similar barrier between communities to the west and the open spaces of the Lee Valley.
- 4.66 The roundabout is a remnant of a period of history where accommodating cars dominated planning in London. Now that planning is focused on sustainable urban development, it offers the potential for significant urban repair, housing provision, employment space and environmental improvement. As a traditional urban cross roads the sense of division between north and south and east and west could be eliminated. As a new piece of city between Clapton Pond and Upper Clapton it could help create a destination place with the associated benefits they would bring.
- 4.67 Key to improving this piece of Hackney is accommodating the buses elsewhere which take up so much of the opportunity space.



Clapton and Leabridge urban design analysis

## Strategic principles

- Relocate bus stand and re-provide an enhanced stand/ depot potentially taking capacity from Clapton bus depot (see Place Policy for Hackney Central)
- Eliminate the severance between Upper and Lower Clapton and between the Lee Valley Park and Hackney
- Improved air quality within this Air Quality Focus Area and create a child friendly environment.
- Create a residential and commercial community focal point at Lea Bridge roundabout
- Create a cohesive improved public realm experience between Upper and Lower Clapton.
- Create new green links connecting open spaces to Clapton station and a new civic heart
- Support Clapton Tram Depot as an employment and destination place

## Key Land Use designations

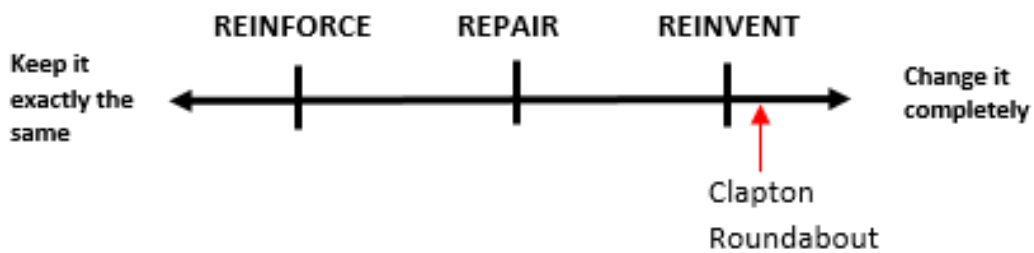
- Local Centres – Upper Clapton Road, Lower Clapton Road
- Priority Industrial Areas (PIAs) – Prout Street and Theydon Road
- Millfields Locally Significant Industrial Area

## Development opportunities

The Council has identified the following development opportunities suitable for development. Further development opportunities and development capacities will be established through a masterplan for the area.

- Tram Depot, 38-40 Upper Clapton Road, E5 8BQ

4.68 The diagram below illustrates the nature of intensification that should occur within this area as identified in the characterisation study.



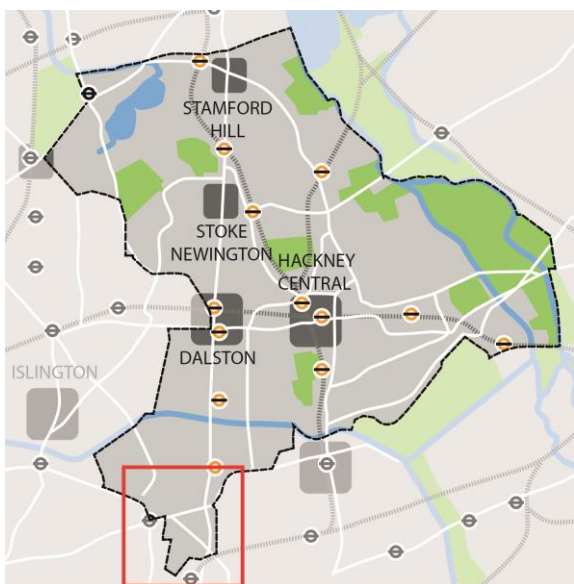
## PP8 Shoreditch and Hoxton

### Vision

- 4.69 Shoreditch will be a thriving and vibrant destination recognised internationally for Tech City; the home of creative, digital and tech industries. As the creative heart of London, this will include flexible office space for start-ups as well as space for artists, craftspeople and cultural producers. It will continue to be a world renowned for heritage for culture, theatrics, entertainment and leisure, with the evening and night-time economy offering a diversity of uses. The benefits harnessed from the growth in south Shoreditch will extend into the more residential neighbourhoods of Hoxton and Haggerston which will share in the success of this part of the borough through improved access to high quality affordable homes and workspaces, community facilities, training and employment. Physical improvements will also be prioritised through the creation of improved linkages between the neighbourhoods, public realm enhancements, urban greening and measures to improve air quality.

### Area Character

- 4.70 Shoreditch is within the City Fringe Opportunity Area and part is within the Central Activities Zone (CAZ). The CAZ is London's globally iconic core, spanning 10 boroughs and accommodating a third of London's jobs.



Shoreditch and Hoxton Location Plan

- 4.71 Shoreditch and the environs has benefited from its close proximity to the City's financial district, and is the creative heart of London being at the centre of the UK's cultural and digital economy. The creative industries and arts have been attracted by the historic character and affordability of the area, and it's proximately to central London. There is also a thriving night time economy in and around the South Shoreditch Triangle, and is identified

in the London Plan as a part of the capital that is of international importance for night time activity. There are opportunities for offices, retail and residential development along with supporting community infrastructure.

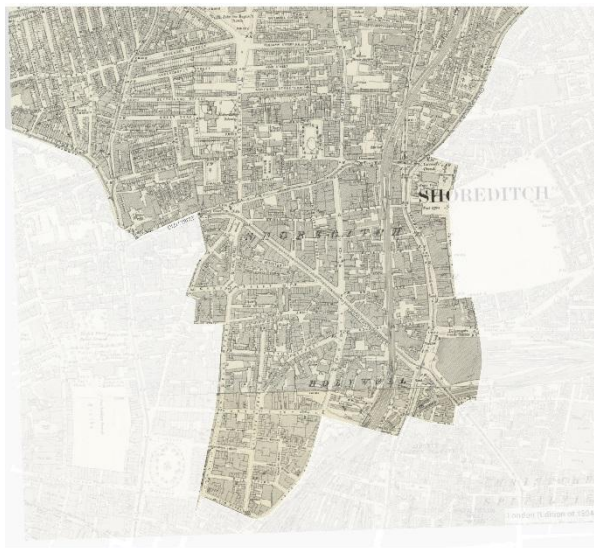
- 4.72 The emerging Future Shoreditch Area Action Plan will seek to protect and foster the continued economic success of the area alongside ongoing protection of the special historic character and qualities that makes it an inclusive, exciting, innovative and creative place.



- 4.73 There is development pressure from a number of uses, particularly commercial, and the area needs to deliver appropriate capacity and growth in a sustainable and planned manner. There is potential to renew and repair some residential estates and in places increase residential densities to create new and improved connections, and explore opportunities to improve natural surveillance of significant open spaces including Shoreditch Park, Haggerston and Regents Canal.



Existing urban grain



Historic urban grain

## Urban Design analysis

- 4.74 To the south of the Regent's Canal are the residential neighbourhoods of Hoxton and Haggerston, and the commercial heart of the borough; Shoreditch. This area is distinctly different from areas to the north of the canal being older, more dense, tighter in grain and more closely related to the City. The major artery routes that run through the area are dominated by vehicle traffic and as a result suffer from high air and noise pollution and are in some places difficult to cross and navigate. The area is a focal point for investment and also has great potential for further improvement. If the relationship between these places can be improved then there will be more opportunity for their complementary strengths to be shared.

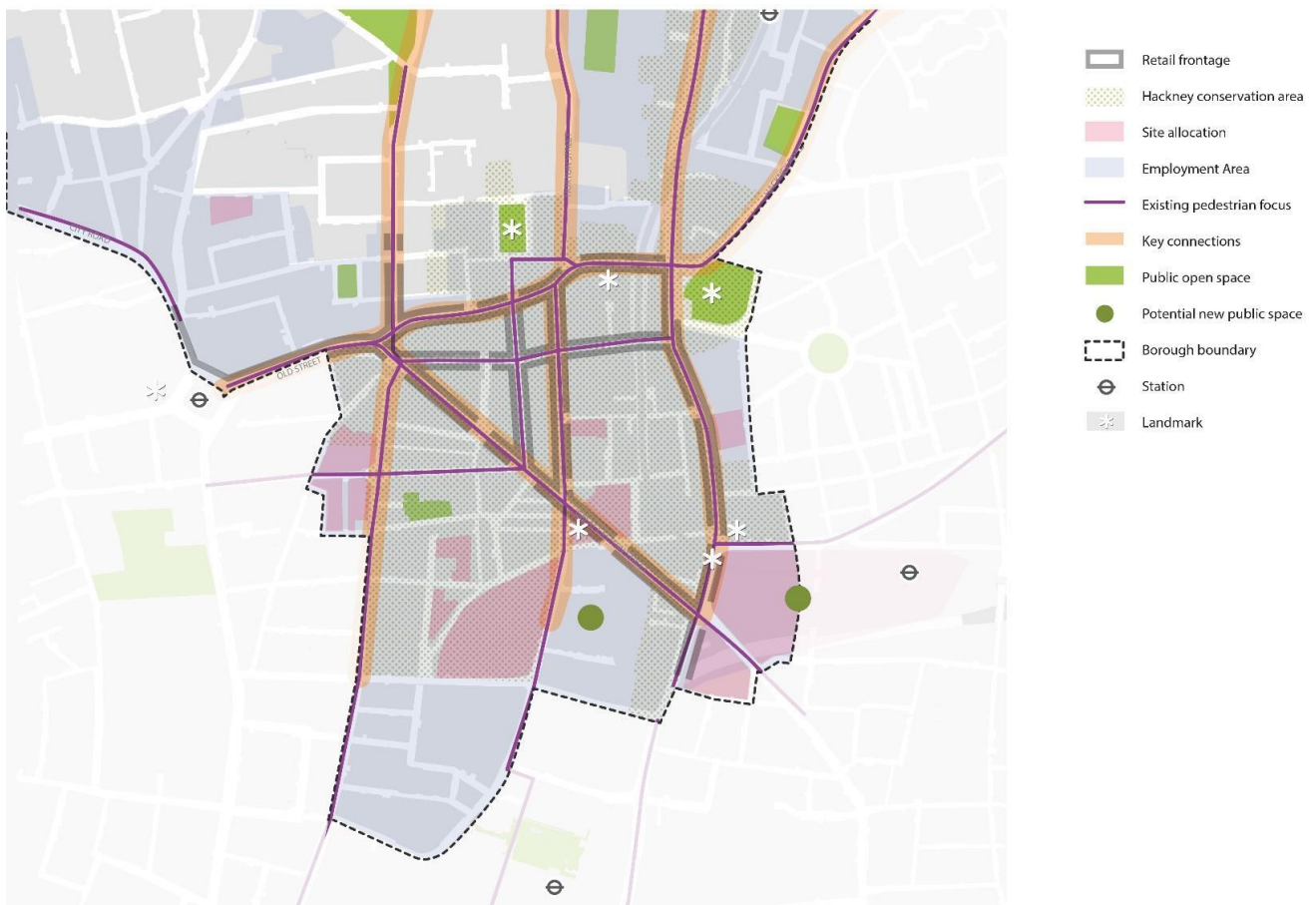
### **South Shoreditch (Old Street, Shoreditch and the edge of Angel)**

- 4.75 Shoreditch is an area of distinctive and unique character and a clear boundary. Its complex, dynamic and historic urban character is key to its success as a place. This success attracts substantial investment and development pressure. One challenge that it will continue to face is accommodating significant residential and commercial development while repairing and reinforcing this character.

### **Hoxton and Haggerston**

- 4.76 Hoxton and Haggerston are very different to Shoreditch in character and use. They are primarily residential places supported by commercial uses and social infrastructure. One significant challenge here is accommodating new residential

development while repairing and enhancing the post-war housing stock and its confusing layouts.



Shoreditch and Hoxton Urban Design Analysis

## Shoreditch and Hoxton in context

- 4.77 Hoxton and Haggerston are Shoreditch's main residential neighbourhoods. There are opportunities to enhance the physical and social relationship between Hoxton and the rest of Shoreditch, so that Hoxton's residents can better enjoy the opportunities brought about by high levels of investment to the south.
- 4.78 These improvements could include physically improving routes (Ermine Street [A10], Hoxton Street and Pitfield Street) between these neighbourhoods by repairing areas of broken character and enhancing the sense of continuity. It could also include requirements for developments in Shoreditch to consider how their public realm enhancements or cultural contributions could be more relevant and welcoming to residential populations around Hoxton.



Shoreditch and Hoxton in context

## Strategic Principles

- Intensify the use of land to optimise the capacity of Shoreditch to accommodate homes, workplaces, cultural and creative uses without compromising its special character.
- Within Shoreditch, ensure that land uses are mixed to ensure a vibrant and dynamic economy.
- Enhance the connections between the neighbourhoods of Shoreditch, Hoxton and Haggerston through improved wayfinding and pedestrian and cycle connections
- Improve the integration of residential areas in Hoxton and Haggerston with the CAZ and wider City Fringe by encouraging a mix of uses that will help soften the transition between residential and employment areas.
- Prioritise connections to existing green spaces and identify opportunities for the delivery of new high quality green space through new developments.

## Key Land Use Designations

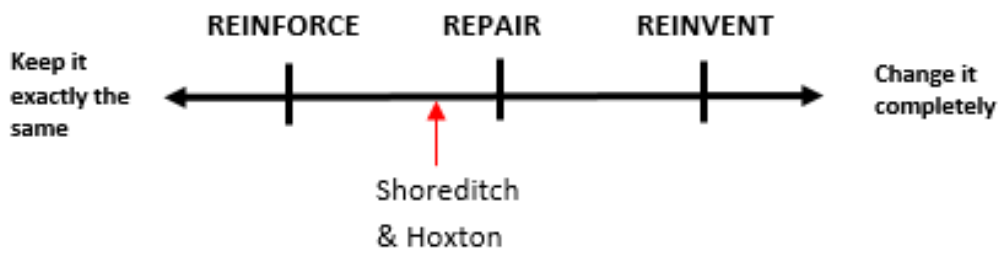
- Central Activity Zone – including specialist retail clusters
- Priority Office Areas – Wenlock, Shoreditch
- Hoxton Street Local Centre and street market

## Development opportunities

4.79 The Council has identified a number of key development opportunities suitable for development, these include but are not limited to the following sites. Further details on development capacities and site allocations will be set out in the Future Shoreditch Area Action Plan.

- 110 Clifton Street, EC2A 4HT
- 64 - 80 Clifton Street and 4 - 8 Holywell Lane, EC2A 4HB
- 35 – 45 Great Eastern Street, EC2A 3ER
- Telephone Exchange, Shoreditch High Street, E2 7DJ
- Telephone House, 110 Tabernacle Street, EC2A 4LE
- London College of Fashion, 100-102 Curtain EC2A 3AE
- Site at Junction of Shoreditch High St, E1 6PG
- Site bounded by Tabernacle Street EC2A 4EA
- Wakefield House, Chart Street, N1 6DD
- Street block bounded Curtain Road and Worship Street, EC2A 2BF
- Bishopsgate Goods Yard, Shoreditch High Street, E1 6JU

4.80 The diagram below illustrates the nature of intensification that should occur within Shoreditch and Hoxton as identified in the borough wide characterisation study:





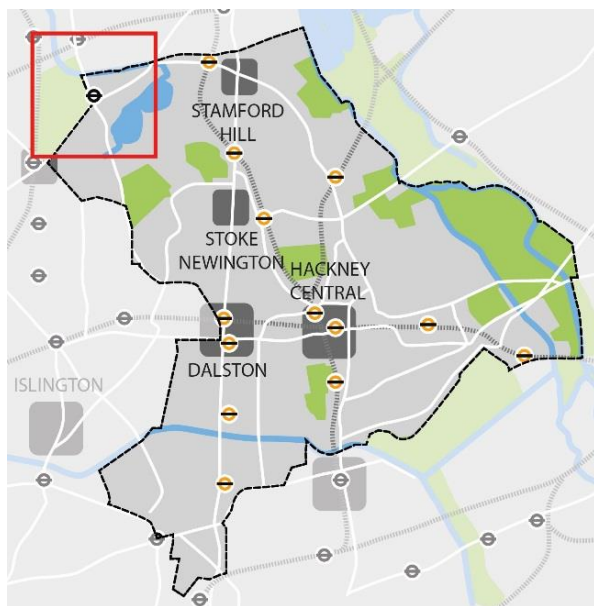
## PP9 Manor House

### Vision

- 4.81 Manor House will become a dynamic local centre with healthy streets and a high quality public realm focused along Seven Sisters Road and the central cross roads. It will become a distinctive gateway to Hackney and provide a new urban centre for the Woodberry Down regeneration area, and an attractive and accessible focus for local shopping, leisure, community services, and employment for the surrounding communities.

### Area Character

- 4.82 Manor House is the north-west gateway into the borough, situated at the junction of Green Lanes and Seven Sisters Road. Manor House is a local centre which could be an attractive and accessible focus for local shopping, leisure, community services and employment for the surrounding community.
- 4.83 There is a concentration of hotels and B&B on the Seven Sisters Road, and the centre is located next the major regeneration in Woodberry Down. Finsbury Park is a major open space on the doorstep of the area, and the enhanced Woodberry



Manor House Location Plan

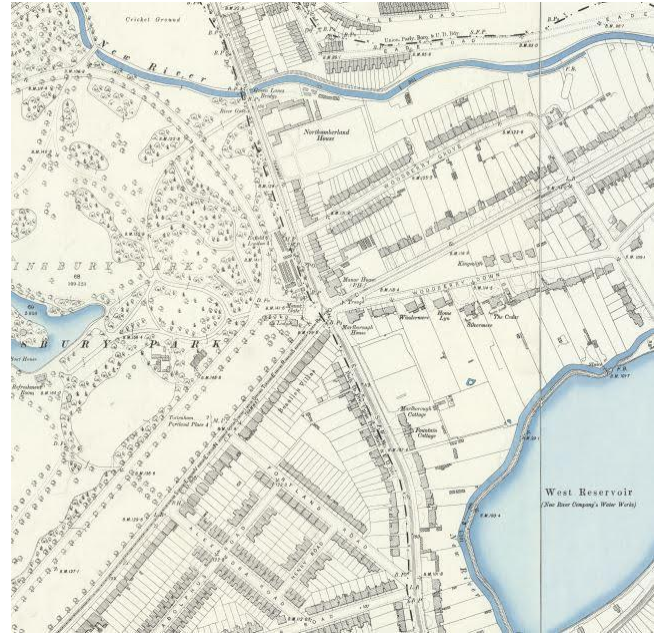
Wetlands make the already important nature habitat for migrating birds in particular more publicly accessible, without compromising its ecological importance, nor adversely affecting the waterborne leisure activities in the adjacent East Reservoir.

- 4.84 Woodberry Down, situated on both sides of Seven Sisters Road, is home to one of Europe's biggest housing regeneration schemes. Whilst the post-war estate of Woodberry Down experiences significant levels of deprivation, it has many positive assets including access to the East and West Reservoirs, Manor House

Underground Station, Clissold Park and Finsbury Park. The planned major renewal of this estate will make the most of these assets and result in an additional 2,000 homes, a new Academy, expanded primary school, health centre, youth club and a first class community centre.



Existing urban grain



Historic urban grain

## Urban Design analysis

4.85 The Manor House place plan covers the core of the Manor House AAP area and the remaining opportunity areas clustered around Manor House station. The area is focused on the borough of Hackney's only Underground Station and is on an important junction between Haringey Green Lanes, Finsbury Park, the Woodberry Down regeneration area and Stoke Newington. The area is dominated by the busy junction of Seven Sisters Road and Green Lanes and is landmarked by an entrance to Finsbury Park and the 'Manor House', a non-listed but distinctive landmark building. Around this focal point are several shops, cafes and takeaways. Wide streets with mansion blocks set back from the street run east and south, and the road which gives Woodberry Down its name runs away from the busy streets towards the core of the newly developed Woodberry Down centre and wetlands entrance. Several sites around the station in multiple ownership have potential for significant redevelopment. The junction and public realm also have potential for improvement.



Manor House urban design analysis

## Development principles

- Enhance and intensify the function of Manor House as a vibrant and mixed-use Local Centre that is attractive and accessible to, and meets the needs of the local community including Woodberry Down.
- Improve the role of Manor House as a gateway both to the Woodberry Down regeneration area and other neighbourhoods and as a key access point to Finsbury Park.
- Secure new housing, employment and commercial development to meet local needs and aspirations.
- Improve movement to and through the area for all modes of transport, to promote sustainable and healthy transport choices and achieve better community integration.
- Enhance local character and distinctiveness through identification of the form of future development appropriate to the area that will deliver Place Shaping.
- Improve the park edge and entrance which area within Haringey borough but are more closely associated with Manor House.

## Key Land Use designations

- Manor House Local Centre

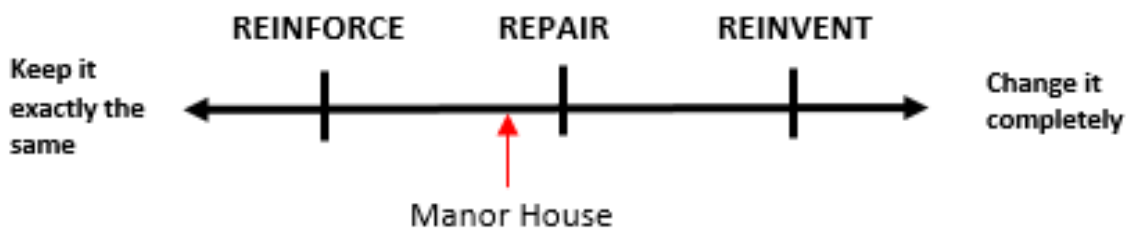


## Development opportunities

In addition to this, the Council has identified the following key development opportunities suitable for development during the lifetime of this plan these include:

- Yard Buildings
- Boys Club and Deaf Centre

4.86 The diagram below illustrates the nature of intervention on the spectrum of reinforce-repair-reinvent that is required within Dalston as identified in the boroughs characterisation study:



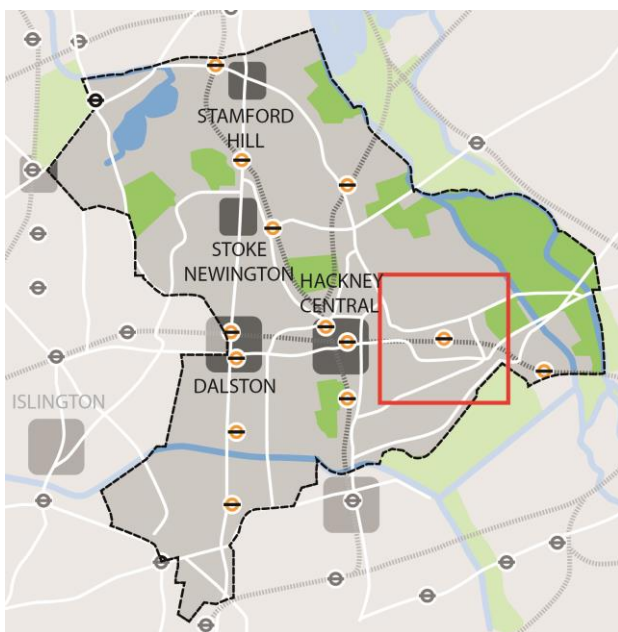
## PP10 Homerton

### Vision

- 4.87 Homerton will have a reinstated historic and civic heart, centred around key landmarks including St Barnabas' church. The public realm will be enhanced, with reactivated frontages and improved connections along Homerton High Street, and from Chatsworth Road, through to Homerton station and onto Well Street. Homerton will be a children friendly place with improved settings to green spaces and children's play. New and existing businesses will be supported by utilising the industrial heritage and important employment assets in the area.

### Area Character

- 4.88 Homerton Ward lies on the Eastern side of Hackney bordering the wards of Hackney Wick and Kings Park to the east of it. This area includes the Homerton University Hospital, the borough's second biggest employer and Sutton House, which was built in 1535 and is believed to be the oldest house in East London still standing.



Homerton Location Plan

- 4.89 Historically the home of many factories with an assortment of manufacturing occupying the majority of the buildings, of which many specialised design and fashion manufacturing firms still occupy a number of the older commercial spaces in the area.

- 4.90 The commencement of work as part of the Councils estate regeneration programme on both Marian Court and Bridge House to redevelop and refurbish both Estate will provide additional dwellings which would include a mix of sizes and tenure and supporting uses.

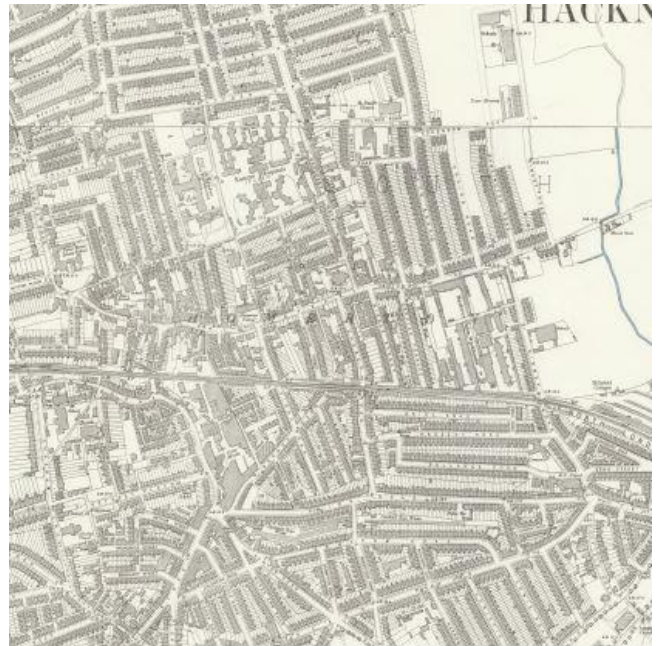
- 4.91 Though Homerton is served by a small shopping parade between Brooksby's Walk and Glyn Road as well as a cluster of shops and units near the Homerton Overground station, the area is located in close proximity to the the Major Centre of Hackney Central to its west, and the Local Centres of Well Street to the south and Chatsworth Road to the north.

- 4.92 Development opportunities include the intensification and reinforcing the links between Homerton High Street, Homerton Station and Chatsworth Road. This would help to improve accessibility between these areas and open up opportunities to intensify existing uses in the area.

- 4.93 Supporting and strengthening the employment uses in the Homerton PIA located to the south of Homerton High Street, alongside the wider evolution of Homerton's centre will be important in repairing and reinforcing the urban setting of Homerton.



Existing urban grain



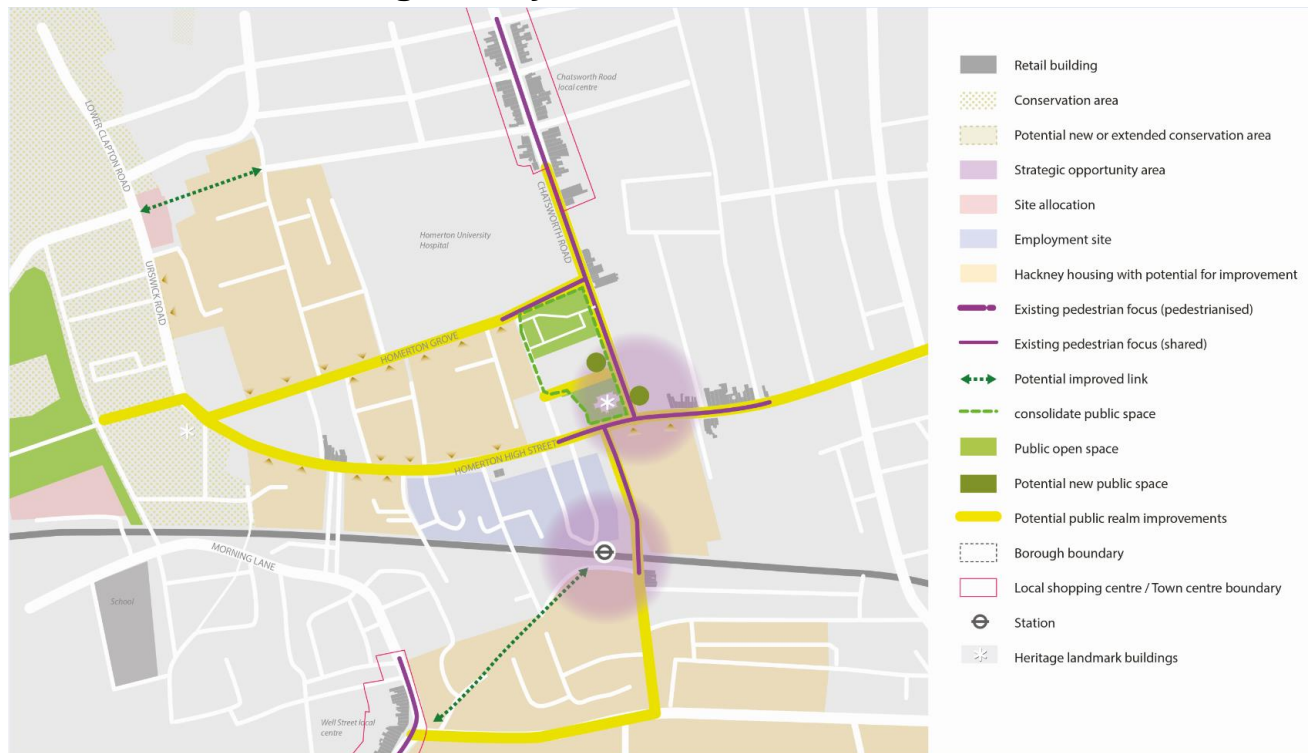
Historic urban grain

## Urban Design analysis

- 4.94 Homerton High Street was once a historic and fine grained commercial street, functionally linked to Hackney Central, Well Street and Chatsworth Road by direct, legible streets. Post-war redevelopment introduced large scale social housing blocks set back from and disconnected from the street and replaced the historic street network. While this redevelopment introduced a sense of open space and greenery to an area that was uniformly urban, it was at the expense of activity, fine-grained character, legibility and street activity.
- 4.95 The historic core of Homerton High Street was centred around the junction of Brookby's walk and Homerton High Street and there is an opportunity to repair the townscape here to create a new focal point on this significant point between Homerton Station and the rest of the area.
- 4.96 Chatsworth Road and Homerton High Street have a weak relationship with Central Hackney possibly due to the unwelcoming character of routes linking these neighbouring centres. There is an opportunity to improve the character of Homerton High Street and Homerton Grove as walking and cycling links. There is also an opportunity to reinstate lost street connections between Lower Clapton Road and Chatsworth Road.
- 4.97 Similarly, there are broken connections between Homerton Station and Well Street local centre. These routes could be improved as part of any future development of Council-owned land.

- 4.98 Direct cycle connections through the area are poor and shared with traffic making it dangerous to cycle on main roads. There is an opportunity to introduce dedicated cycle lanes and to create other shared pedestrian and cycle-only links, for example along Homerton Grove. This could be achieved by strategically improving access to Homerton University Hospital to take the pressure away from current access points.

## Homerton Urban Design Analysis



Homerton urban design analysis

## Strategic principles

- Improve the character of Homerton High Street by introducing more active street frontage
- Diversify the uses accommodated on Homerton High Street by introducing mixed-use developments with commercial units at ground floor
- Improve the experience of walking and cycling by widening pavements, introducing dedicated cycle lanes and creating public open spaces
- Enhance the setting of heritage assets. New buildings should respect the historic grain and building line of the street.
- Enhance the historic core of Homerton High Street around the church by repairing the urban fabric, improving the setting of historic buildings and reconsidering the existing public realm
- Consolidate and enhance the green spaces between Homerton Hospital and Saint Barnabus Church to create a more substantial public space.
- Improve the character of links between Chatsworth Road and Hackney Central. Homerton Grove should be improved as an actively fronted, pedestrian and cycle friendly street

- Improve the continuity between Chatsworth Road and Homerton High Street by introducing active street frontage and improving public realm.
- Work to remove the gyratory around Wardle Street and Saint Barnabus Terrace and re-imagine Saint Barnabus Terrace as a pedestrian public space.
- Create a better balance between green assets and active street frontage on Homerton High Street.

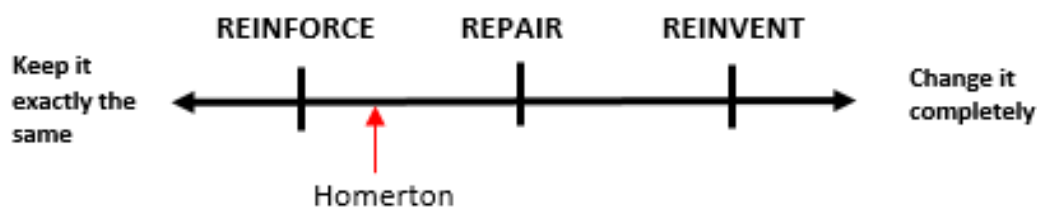
## Land Use Designations

- Homerton Priority Industrial Area
- Chatsworth Road Local Centre and street market
- Hackney Central major centre

## Development Opportunities

Development opportunities and capacities will be established through a masterplan for the area.

The diagram below illustrates the nature of intensification that should occur within Homerton as identified in the characterisation study.





## 5. Protecting and Enhancing Heritage and Leading The Way In Good Urban Design

- 5.1 Hackney is an extremely popular place to live, work and visit. The combination of the Borough's rich history and the diversity of its people have evolved into a tapestry of streets and places which give Hackney its unique character. Each neighbourhood in the Borough possesses a unique historical and socio-economic character
- 5.2 The National Planning Framework sets out the importance of good design in Planning. In Hackney we value our rich architectural heritage and we are committed to design excellence and achieving high quality, sustainable development. The Council will require a high quality of design for all buildings and spaces in the Borough and work towards making Hackney a healthier and an even more attractive place to live, work and visit.
- 5.3 The Hackney Characterisation study sets out three guiding principles to help us achieve this quality of development in the Borough, we will work to ensure that development :
- **Reinforces** the current character and condition
  - **Repairs** the historic fabric
  - **Reinvents** local character through development which is informed by lost grain
- 5.4 Hackney has a rich historic environment with many buildings and areas of historic and architectural value. The borough is home to a wealth of heritage assets that play a crucial role in defining its character and sense of place.

### Key Facts:

Hackney has:

- 1 Scheduled Monument
- 24 Archaeological Priority Areas
- Over 1,300 Listed Buildings
- 3 Registered Parks and Gardens of historic interest
- 18 protected London Squares
- 31 Conservation Areas
- 470 Locally Listed Buildings

### Chapter objectives:

- To deliver high quality urban neighbourhoods with distinctive architectural quality which respects Hackney's historic character whilst producing unique and innovative contemporary design that reflects Hackney's innovative and creative culture.

## LP1 Design Quality and Local Character

A. All new development must be of the highest architectural and urban design quality. Innovative contemporary design will be supported where it respects and complements historic character. Development will only be permitted if all of the following criteria are met. Development must:

- i. respond to local character and context having regard to the borough-wide Characterisation Study; and
- ii. be compatible with the existing townscape including urban grain and plot division
- iii. be compatible with local views and preserve protected views; and
- iv. preserve or enhance the character and appearance of the historic environment and the setting of heritage assets; and
- v. contribute positively to an active street frontage; and
- vi. incorporate well designed and integrated landscape design, which enhances biodiversity and maximises opportunities for greening
- vii. respond positively to natural features and other open space; and
- viii. improve the public realm, frontage to the street and facilitate movement through areas with direct, safe, accessible, and easily recognisable routes (legibility); and
- ix. be sustainable in design and construction; and
- x. be adaptable, robust and flexible in use; and
- xi. use attractive, durable high quality materials which complement local character; and
- xii. thoughtfully and efficiently integrate building services equipment and avoid compromising the appearance of the building, including the appearance from long views;
- xiii. avoid value engineering and maintain quality through the planning process through to the completion of the development
- xiv. contribute positively to an active street frontage; and be
- xv. be inclusive and accessible for all; and
- xvi. be secure and designed to minimise crime and antisocial behaviour; and
- xvii. promote good health by creating streets and spaces which are inclusive, attractive and encourage walking and cycling through the use of active design principles<sup>1</sup> and the Healthy Streets approach<sup>2</sup>.

### **Taller buildings**

B. Buildings taller than the existing context will be assessed using the design criteria set out above and against the following additional criteria. All new taller buildings must respect the setting of the borough's historic townscapes and landscapes. Taller buildings will only be permitted where they meet all of the following criteria. A taller

<sup>1</sup> See Sport England, *Active Design: Planning for health and wellbeing through sport and physical activity*, 2015. Available at: <https://www.sportengland.org/media/3964/spe003-active-design-published-october-2015-high-quality-for-web-2.pdf> ; and Center for Active Design, *Active Design Guidelines*, 2010. Available at: <https://centerforactivedesign.org/guidelines/>

<sup>2</sup> <https://tfl.gov.uk/corporate/about-tfl/how-we-work/planning-for-the-future/healthy-streets>

building must:

- i. have a legible and coherent role in the immediate and wider context and where relevant be fully justified in respect of the Council's place policy vision for the area; and
- ii. relate and respond to its immediate and wider surrounding context: the base of the building must enhance the existing streetscape, and the top of a tall building must enhance the skyline; be of exceptional design quality both in materiality and form not lead to unacceptable overshadowing of public spaces, especially public open spaces and watercourses/canals;
- iii. make a positive contribution to the quality of the public realm; and
- iv. preserve and enhance the Borough's heritage assets, their significance, and their settings in line with policies LP3 'Designated Heritage Assets' and LP4 'Non Designated Heritage Assets'.

5.5 A series of key considerations have been identified in the Hackney Characterisation study, which the Council will use to assess the sensitivity of an individual site or building for the location of a tall building. These considerations include the impact of the proposal on the existing urban grain, the prevailing height of the area, the public transport accessibility of the site, together with the impact of the proposal on the boroughs built heritage, open space and local views.

5.6 In Hackney Tall buildings are defined as those which are taller than their neighbours or which significantly change the skyline. Tall buildings will always be considered in relation to their context. The Council will make an assessment at the pre-application stage on whether a proposal is considered to be a taller building In Hackney tall buildings will generally be an exception to the prevailing townscape. For example in an area characterised by buildings of two storeys, buildings taller than three storeys might be considered tall., Applications for Tall buildings will also be assessed using the London Plan Policy 7.7 on the location of Tall buildings and the Historic England Advice note 4 on Tall buildings <https://historicengland.org.uk/images-books/publications/tall-buildings-advice-note-4> ;

5.7 Further guidance on Hackney's approach to Taller Buildings is set out in the following;

- Hackney Characterisation study
- Area Action Plans
- Site Allocations
- Conservation Area appraisals
- Neighbourhood Plans

5.8 Hackney is a dense mixture of commercial and residential in the south and a largely residential borough in the extreme north. Each neighbourhood in the Borough possesses a unique historical and socio-economic character. The



Borough wide characterisation study has analysed this character and identified opportunities to densify areas across the Borough. The guiding principles set out in the Characterisation study aim to reinforce, repair and reinvent local character and promote positive growth across the borough.

- 5.9 Hackney's planning policies seek to create buildings and places of high quality that will be appreciated by future generations. High quality design is both visually interesting and attractive and should enhance local character. Good design is not just about what things look like, it is also about how places function and how individual buildings and the spaces around them contribute to the public realm and community well-being. The design of the places and buildings that make up our local environment affects us all and our quality of life. Good design makes places that put people first, promote health and are welcoming, feel safe, are enjoyable and easy to use for everyone. The Council will continue to use advice from the Hackney Design Review Panel to inform the decision making process.

## LP2 Development and Amenity

- A. All new development must be appropriate to its location and should be designed to ensure there are no significant adverse impacts on the amenity of occupiers and neighbours. The individual and cumulative impacts of development proposals on amenity will be considered in assessing their acceptability. Consideration of the merits of development proposals will be balanced against the impact on amenity. These considerations will also be applied to waterways and canals
- B. Amenity considerations include the impact of development on:
  - i. Visual privacy and overlooking;
  - ii. Overshadowing and outlook;
  - iii. Sunlight and daylight, and artificial light, levels;
  - iv. Vibration, noise, fumes and odour, and other forms of pollution;
  - v. Microclimate conditions;
  - vi. Safety of highway users

- 5.10 Hackney seeks to sustainably manage growth so that it takes place in the most appropriate locations, meeting the Borough's needs while continuing to conserve and enhance the features that make Hackney an attractive, vibrant and interesting place to live, work and visit. Promoting and protecting high standards of amenity is a key element of ensuring sustainable growth and the continued regeneration of the Borough, and will be a major consideration when the Council assesses development proposals. While seeking to ensure high standards of amenity, the environmental, social and economic benefits that development can bring need to be weighed up proportionately in considering proposed development schemes.

- 5.11 Amenity can be compromised in a number of ways through development, such as through detrimental loss of daylight and sunlight to existing and adjacent occupiers; loss of privacy and outlook due to the proximity and design of development; harmful

noise, odour, vibration and air pollution from existing and proposed developments, typically commercial activities and other activities such as rail; conditions with potential for danger to highway safety; and causing detrimental micro-climate effects.

- 5.12 The design and layout of buildings must enable sufficient sunlight and daylight to penetrate into and between buildings, and ensure that adjoining land or properties are protected from unacceptable overshadowing. The Building Research Establishment (BRE) provides guidance on site layout planning to achieve good sunlighting and daylighting (BRE Site Layout Planning for Daylight and Sunlight: a guide to good practice 2011). The Council will use this guidance to assess whether acceptable levels of daylight and sunlight are available to habitable spaces. BRE guidance needs to be applied with regard to the site context. Sunlight and daylight target criteria as found in the BRE guidance have been developed with lower density suburban situations in mind. In denser inner urban contexts, sunlight and daylight levels may struggle to meet these target criteria in both existing and proposed situations. The target criteria will therefore be operated flexibly in relation to planning applications in dense inner urban locations such as that found in Hackney.

## Historic Environment

- 5.13 Hackney is proud of its historic character. The historic environment in Hackney includes archaeology; historic buildings, structures and features; historic areas and historic landscapes. All new development in Hackney should seek to preserve, and where appropriate enhance the borough's designated and non-designated heritage assets.
- 5.14 National policy distinguishes between designated and non-designated heritage assets. Designated heritage assets are identified, designated and conserved under national legislation. They include Scheduled Monuments, World Heritage Sites, Listed Buildings, Registered Parks and Gardens, Conservation Areas and protected London Squares.
- 5.15 Non designated heritage assets may be buildings, other structures or features and historic areas. These are not designated under national legislation but are identified by the Council.

## LP3 Designated Heritage Assets

- A. Development that leads to substantial harm to or total loss of significance of a designated heritage asset will not be permitted unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- i. the nature of the heritage asset prevents all reasonable uses of the site

- ii. no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation
- iii. conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible
- iv. the harm or loss is outweighed by the benefit of bringing the site back into use

Development that leads to less than substantial harm to significance of a designated heritage asset will not be permitted unless the public benefit of the proposal, including securing the optimum viable use of the site, outweigh the harm.

## **B. The Setting of World Heritage Sites**

Development proposals affecting the setting of a World Heritage Site should:

- v. Conserve, promote and enhance the Outstanding Universal Value of the World Heritage Site (as set out in the official statement of Outstanding Universal Value), including the authenticity, integrity and significance of its attributes, and support its management and protection.
- vi. Not compromise the ability to appreciate its Outstanding Universal Value, or the authenticity and integrity of its attributes.
- vii. Be supported by a Heritage Impact Assessment. Where development proposals may contribute to a cumulative impact on a World Heritage Site or its setting, this should be clearly illustrated and assessed in the Heritage Impact Assessment.

## **C. Listed Buildings**

- i. All proposals for listed buildings should:
  - a. Seek to conserve and enhance significance by retaining, repairing and (where appropriate) reinstate historic features and fabric in a historically correct manner; and
  - b. Respect the historic plan form and hierarchies of space; and
  - c. Retain roof structures of architectural or historic interest.
- ii. Extensions to, and new development in the curtilage of, listed buildings should:
  - a. Be subservient to the host historic building in terms of location, floor area, height, massing and scale; and
  - b. Respect the host historic building in terms of design, materials and detailing.
  - c. Respect the unity of groups of buildings (e.g. terraces) and the setting of nearby buildings.
  - d. Respect the historic character and extent of the curtilage in relation to the amount of garden or other open space.
- iii. Reinstatement of historic building elements (e.g. roof coverings, rainwater and soil

goods, windows and doors) where the replacement uses the traditional, historic or original material.

- iv. Proposals for the change of use of a listed building will only be permitted where it can be demonstrated that the proposed use is the optimum viable use, which causes the least harm to the significance of the building and its setting and secures its long term viability.

#### **D. Registered Parks and Gardens and protected London Squares**

Development proposals affecting historic parks, gardens and squares should:

- i. Sustain and enhance the significance of the landscape and its features of interest (including structures) and ensure that they do not detract from the enjoyment, layout, design, character, appearance or setting of the park, garden or square, including key views in and out; and
- ii. Take opportunities to restore historic features, or not compromise future restoration opportunities; and
- iii. Protect the setting, including key views in and out.

#### **E. Conservation Areas**

- i. Development proposals affecting Conservation Areas or their settings will be permitted only where they preserve and enhance the established, positive characteristics of the area including the special local character of individual buildings and groups of buildings (in terms of height, massing, scale, form, design, materials, detailing and use) and the rhythms and historical form of the area (in terms of the spaces between buildings, density, settings, building lines, siting, pattern of development, urban grain and plot coverage).

- 5.16 The legal protection afforded by legislation to listed buildings includes all of the building, both externally and internally and is not confined to the façade or to the elements mentioned in the listing description. The legal protection also includes buildings or structures which form part of the listed building because they are attached to the listed building or within its curtilage.
- 5.17 When assessing proposals which affect a listed building the Council will have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.
- 5.18 Where the Council considers that proposals in relation to works to a listed building may have a structural impact, it will require that adequate evidence be provided

that the proposals will not harm the structural integrity or stability of the listed building or that of adjoining buildings or structures.

- 5.19 The legal protection afforded to Conservation Areas is as “areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance”. The significance which is safeguarded therefore includes not only the visual appearance of these historic areas and the buildings within them, but their character.
- 5.20 The character of the area should be identified and responded to in the design of new development. Heritage and Design and Access Statements should include an assessment of local context and character, and set out how the development has been informed by it and responds to it. When assessing proposals which affect a Conservation Area the Council will pay special attention to the desirability of preserving or enhancing the character or appearance of that area and its setting.
- 5.21 The full or substantial demolition of buildings or structures identified as making a positive contribution to the significance of the Conservation Area (e.g. Buildings of Townscape Merit or positive buildings) is clearly harmful to the heritage asset (the Conservation Area). The Council’s Conservation Area Appraisals routinely include coloured maps which show the positive buildings (often labelled Buildings of Townscape Merit). Where there is doubt, please contact the Council for advice on whether we would regard a building as positive.
- 5.22 Development proposals in Conservation Areas involving façade retention only (with the demolition of the remainder of the building) will be regarded in the same way as proposals for the full or substantial demolition of a building. Such proposals not only result in loss of the historic interest of the building but can be structurally challenging and often fail, with the loss of the entire building.
- 5.23 The full or substantial demolition of buildings or structures identified as making a positive contribution to the significance of the Conservation Area (e.g. Buildings of Townscape Merit or positive buildings) is harmful to the significance of Conservation Areas and will be regarded as substantial harm or less than substantial harm according to the circumstances of the case.
- 5.24 The Council has prepared a series of Conservation Area Appraisals and Management Plans that assess and analyse the character and appearance of each of our Conservation Areas and set out how we consider they can be preserved or enhanced which can be taken into account when assessing planning applications for development in Conservation Areas.
- 5.25 Due to the largely dense urban nature of Hackney, the character or appearance of our Conservation Areas can also be affected by development which is outside of conservation areas, but visible from within them. This includes high or bulky buildings, which can have an impact on areas some distance away, as well as adjacent premises. The Council will therefore not permit development in locations

outside Conservation Areas that it considers would cause harm to the character, appearance or setting of such an area.

## LP4 Non Designated Heritage Assets

- A. Development proposals affecting non-designated heritage assets should conserve, reveal and enhance the significance of the assets and their settings.

- 5.26 Hackney has long benefitted from a Local List which details Locally Listed Buildings. The Local List was thoroughly revised in 2012, has been updated since and is currently (2018) in the process of being further reviewed. In practice, the list has included buildings (of many types and ages) but also structures such as war memorials, statues, plaques, cattle troughs, historic bollards, post boxes, telephone boxes and even murals. Where a Non Designated Heritage Asset is identified through the delivery of normal planning duties, the criteria used will be those published on the Council's website: <https://www.hackney.gov.uk/locally-listed-buildings>.
- 5.27 The Council will assess the impact of proposals on the significance of a non-designated heritage asset. When considering applications that affect non designated heritage assets (either directly or in-directly), the Council will have regard to the scale of any harm or loss, and the significance of the heritage asset when making a balanced planning decision.
- 5.28 Where the Non Designated Heritage Asset is a building or structure, the policy applies to all of the building or structure, both externally and internally and is not confined to the façade or to the elements mentioned in the local listing description.

## LP5 Strategic and Local Views

- A. The Council will protect strategic views which extend into Hackney. New development located within the Wider Setting Consultation Area of Linear Views 8 and 9 of the London Plan (King Henry's Mound to St Paul's Cathedral and Westminster Pier to St Paul's Cathedral) must not harm the protected views.
- B. Redevelopment of buildings, which currently adversely impact on the strategic views, must not further detract from, and where possible, improve the views.
- C. The Council will protect the identified Important Local Views within Hackney. New development must not harm Important Local Views.



- D. Redevelopment of buildings, which currently adversely impact on Important Local Views, must not further detract from, and shall, where possible, improve the view.

- 5.29 The Borough falls within two background Wider Setting Consultation Area for St Paul's Cathedral as set out in the GLA's London View Management Framework Supplementary Planning Guidance. When assessing the potential impact of proposed schemes on strategically important landmarks and views, the policies and guidance of relevant neighbouring authorities and the Council's planning policies, AAPs and other guidance will be taken into considerations.
- 5.30 Important Local Views can include the following:
- Views of Heritage Assets, including where the asset would be back dropped; and
  - Views of and within Conservation Areas identified as significant in the relevant Conservation Area Appraisal; and
  - The views identified in the Hackney Characterisation Study (LBH, 2018).
- 5.31 The Council will monitor and review the views of local importance across, into and out of the borough.

## LP6 Archaeology

- A. All new development must protect, enhance and promote archaeological heritage (both above and below ground). The interpretation and presentation of archaeological heritage to the public will be encouraged. Proposals would adversely affect archaeological remains or their setting will be refused.
- B. Where development is proposed on sites of archaeological significance or potential significance, desk based assessments and, where necessary, archaeological field evaluation, will be required before development proposals are determined.

### A. Scheduled Monuments

- i. Works affecting Scheduled Monuments (including repair works) are subject to a statutory consent regime administered by Historic England on behalf of the Secretary of State.
- ii. Scheduled Monuments are also Designated Heritage Assets and the Council will apply the relevant national planning policies, particularly in relation to development affecting the setting of a monument.

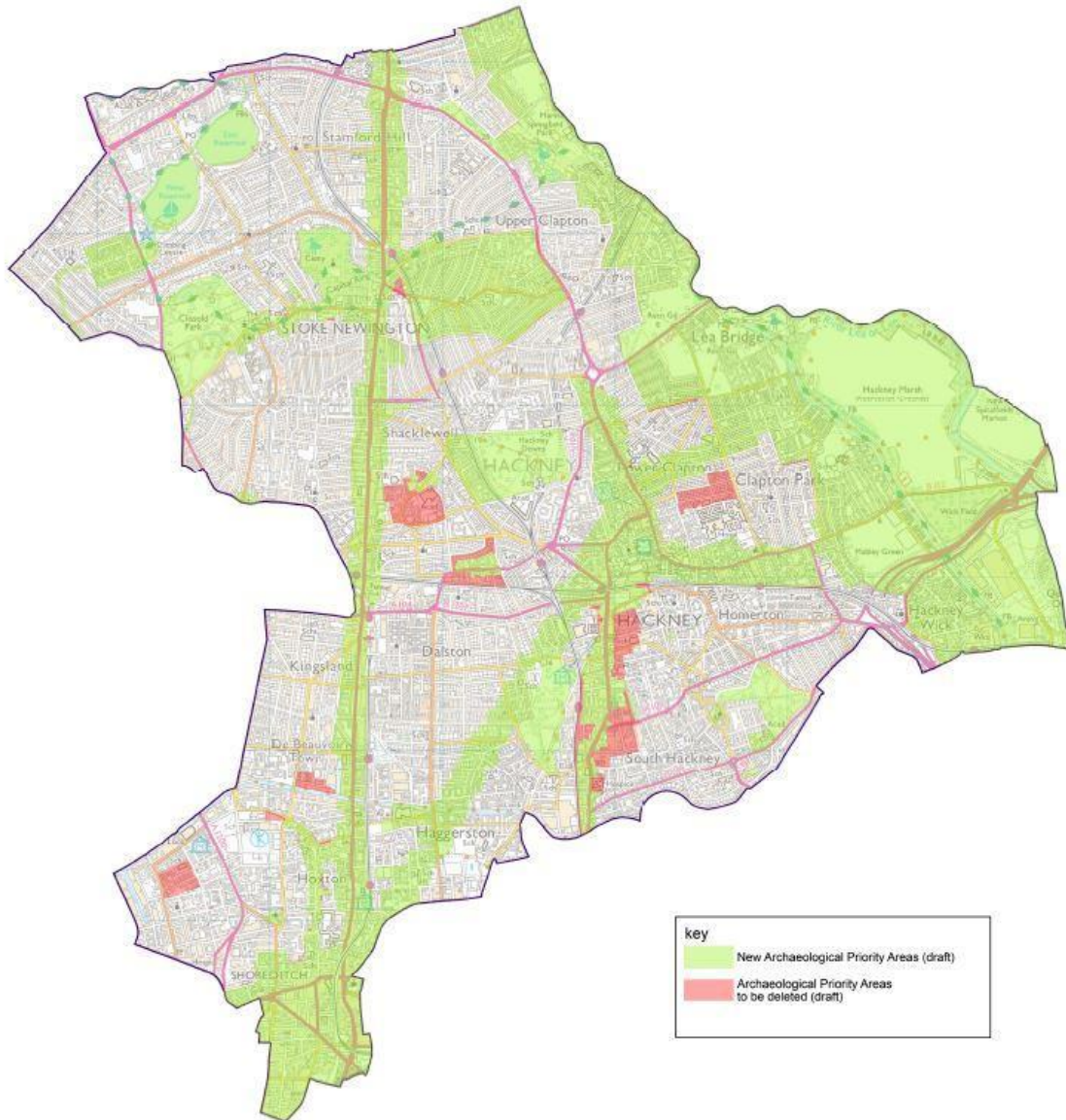
### B. Undesignated Heritage Assets

- i. Where non-designated heritage assets of archaeological interest are demonstrably

of equivalent significance to Scheduled Monuments, the Council will regard them as Designated Heritage Assets and apply the relevant national planning policies.

- 5.32 The borough's Archaeological Priority Areas (APAs) were reviewed in 2017 by the Greater London Archaeological Advisory Priority (GLAAS) as part of a rolling programme of reviews across London. The Council will therefore provide a link to the latest available APA's map. APA's are now divided into four tiers (1-4) indicating different degrees of sensitivity to groundworks. Tier 1 is defined as an area containing or strongly suspected to contain a heritage asset of national significance. Hackney contains all 3 tiers in key locations across the Borough and the whole Borough is Tier 4.
- 5.33 Historic England's GLAAS is the borough's archaeological adviser. Prospective applicants should make an initial assessment of the archaeological potential and significance of a site and the likely impact of the proposed development by consulting the Hackney Archaeological Priority Area Review and GLAAS published guidelines. If a potential archaeological interest is identified then GLAAS should be consulted with regard to archaeological matters. If a Scheduled Monument or its setting is affected then Historic England's Inspector of Ancient Monuments should be consulted.





Map 1: New Archaeological Priority Areas

## LP7 Advertisements

- A. New advertisements must be of the highest standard of design and respect local character and context
- B. Applications for advertisement consent will only be permitted where they meet all of the following criteria. The advertisement must not:

- i. adversely affect the historic significance of buildings, and be sensitive to the character of an area through size and siting, especially those areas of historic significance; and
- ii. contribute to an unsightly proliferation or clutter of signage in the local area and detract from the amenity of the street scene; cause a physical obstruction to the public realm; and cause visual intrusion by virtue of light pollution into adjoining residential properties, and avoid flashing internal or external illumination.

- 5.34 Advertisements can greatly affect the appearance of an area. The borough's town centres are a focus for advertising, and the visual appearance of key shopping centres are an important influence on their performance and attraction.
- 5.35 Advertising hoardings and stand-alone boards can detract from townscape quality, compromise public safety and lead to a poor visual environment within their immediate vicinity. Poorly located advertising hoardings can be unsightly and an incongruous feature in areas where there is a unified architectural or landscape character. In particular, the amenity, character and quality of heritage assets and the wider historic environment can be adversely affected signage and by advertisement hoardings. However, in some locations, advertisement may add colour and interest to an area, act as a sound barrier, and screen unpleasant views such as where a building or site is under long term construction / refurbishment.
- 5.36 The Council considers it important to control and manage advertisements in terms of their number, size, design, siting or illumination, so they do not lead to substantial harm to the significance and appearance of buildings or local character, areas, or add clutter to an already busy street scene thus adversely affecting the local environment blocking the public realm and in some cases affecting highway safety.

## 6. Hackney's People

- 6.1 Hackney is more than just a place to live and work. We need to plan for a wide range of facilities such as health, education, culture, sports, leisure facilities, places of worship and our emergency services to meet our needs. The Council also needs to plan for the delivery of utilities and digital connectivity infrastructure to ensure capacity meets future demand up to 2033.

### Key facts:

- The school age population is projected to increase between now and 2033. There will be a need to plan for new primary and secondary school places in the longer-term.
- Growth will increase pressure on existing health and community facilities and there will be a need to increase capacity within the plan period.
- Hackney has some of the highest childhood obesity rates in the country, and tackling obesity and improving general health and wellbeing is a priority. 42% of Year 6 children in the City and Hackney CCG area are either overweight or obese.

### Chapter objectives:

- To tackle health inequalities, create an environment that promotes health and wellbeing, and enable skill development and lifelong learning.

## LP8 Social and Community Infrastructure

- A. The Council in partnership with service providers will plan for the following infrastructure up to 2033:
  - Education
  - Health and Social Care Facilities
  - Sport and Leisure Facilities
  - Libraries, Museums and Archives
  - Youth Facilities
  - Community Facilities
  - Cultural Facilities
- B. Proposals for social and community infrastructure will be supported where they meet all of the following criteria:
  - i. meet the current identified need; and
  - ii. are of a high quality and inclusive design providing access for all; and
  - iii. provide flexible, affordable and adaptable buildings and where possible provide mixed used development, co-located with other social infrastructure uses and maximise use of buildings in evenings and at weekends.
- C. Facilities should be located in places that are accessible by walking, cycling or public transport for its end users.
- D. Proposals involving the loss of existing social and community infrastructure will not be permitted unless one of the following criteria is met:
  - i. a replacement facility of equivalent or better quality that meets the needs currently met by the existing facility is provided; or
  - ii. adequate alternative facilities are already within walking distance, which are capable of meeting the needs currently being met by the existing facility without leading to a shortfall in provision for the specific social infrastructure; or
  - iii. It has been demonstrated that the facility is no longer required in its current use and it has been demonstrated that it is not suitable and viable for any other forms of social infrastructure for which there is a defined need in the locality, or for which there is a current or future need identified in the Infrastructure Needs Assessment and Delivery Plan.
- E. The incorporation of community facilities into mixed use residential schemes where it meets an identified need will be supported.
- F. New development should have regard to existing social infrastructure capacity, and where proposed development is expected to place additional pressure on existing social infrastructure by increasing demand, these developments will be expected to contribute towards the provision of additional social infrastructure to meet needs, either through on-site provision or through contributions towards providing additional

capacity off-site.

- 6.2 Social infrastructure covers a broad range of facilities including schools, childcare facilities, health services, places of worship, libraries, youth facilities, sport and leisure facilities, public houses, community and cultural services and policing amongst others, all of which contribute to the quality of life and well-being of the population. The protection, enhancement, and provision of additional social infrastructure is supported by policies outlined in the London Plan, and the National Planning Policy Framework.
- 6.3 Given the projected population growth in Hackney and the change in the profile of future residents, there will be the need to protect, improve and provide new social and community facilities to ensure adequate provision and enhancement to meet the changing needs of Hackney's community. The Council maintains an Infrastructure Needs Assessment and Delivery Plan (IDP) to assess existing provision of social infrastructure facilities and to set out the types and quantities, as well as specific locations where this can be determined, of social and community infrastructure required to support growth in Hackney over the Plan period.
- 6.4 In regularly updating the IDP the Council will engage with and use information from service providers such as the Learning Trust, City and Hackney CCG, Emergency Services, other Council departments and relevant social infrastructure providers, as well as the voluntary and community sectors. The 2018 IDP has identified the need for four additional GP surgeries within the borough up to 2033, a number of important accessibility improvements to the Borough's transport infrastructure alongside improved cycling and walking infrastructure, new sports halls and swimming pools, and a suite of improvements to the Borough's open spaces amongst other infrastructure requirements. The Council will work with the relevant stakeholders to encourage the provision and design of flexible community facilities that can accommodate a range of needs, where appropriate. Furthermore, beyond the scope of the general admission education assessment of the IDP the Council is aware that there will be an increasing need over the Plan period for additional places in faith schools in the Stamford Hill area. Additional analysis to be carried out will identify infrastructure needs on a more localised basis and for specific community groups.
- 6.5 The Stamford Hill and Shoreditch Area Action Plans will also set out an approach to meet particular needs for facilities in their respective areas. Requirements for locally specific social infrastructure may also be identified by communities, for example, through Area based Supplementary Planning Documents or the Neighbourhood Planning process.
- 6.6 If D (iii) applies, evidence must be required to show that the loss would not create, or add to, a shortfall in provision for the specific social infrastructure use and demonstrate that there is no demand for any other suitable social infrastructure use on the site. The applicant must demonstrate that all reasonable efforts have been

made to preserve the facility. Evidence should include but not be limited to 1 year marketing evidence which follows the guidelines outlined in Appendix 1.

## **LP9 Health and Wellbeing**

- A. New development that contributes to a high quality environment that enables all Hackney residents to lead a healthier and active lifestyle, reduce health inequalities will be supported, subject to all other plan policies.
- B. New development will only be permitted where all of the following criteria are met. The development must:
  - i. Be designed to promote mental and physical activity and wellbeing, and reducing environmental factors which can contribute to poor health through appropriate arrangement of buildings and uses, access, open space and landscaping, the provision of facilities to support walking and cycling, and schemes meet 'Secured by Design' principles; and
  - ii. Integrate the public realm and public transport, and in particular ensure that local facilities and services are easily accessible by foot or bicycle.
- C. Major schemes of 50 housing units or more, non-residential developments of 10,000 sq.m or more, and proposals for takeaways, betting shops and payday loan shops of any size will be required to submit a Health Impact Assessment (HIA).
- D. Large-scale commercial developments in major town centres and highly accessible locations should incorporate local social infrastructure such as free drinking fountains and free publicly accessible toilets as part of the development and provide for the long term maintenance of facilities.

- 6.7 The built environment can help influence changes in lifestyle and help achieve positive health outcomes. The Council will seek to secure a local environment which promotes physical activity and mental wellbeing through new development, and seeking to improve people's economic, social and environment conditions.
- 6.8 Schemes below the threshold for a HIA will be required to identify potential impacts on health and wellbeing and demonstrate how these will be addressed through a Design and Access Statement. Applicants are encouraged to discuss proposals at the pre-application stage with the Council's Public Health Team.

## **LP10 Arts, culture and entertainment facilities**

- A. New major development of arts, culture and entertainment facilities must be located within the Central Activities Zone, and major and district centre locations.



- B. Smaller scale proposals will be permitted in areas that are accessible by public transport, walking and cycling routes by those that are likely to use the facility, including in other designated Cultural Quarters.
- C. The dual use of sites for a mix of arts and culture related uses and use of vacant units in highly accessible areas and town centre locations for temporary arts related activities will be supported.
- D. Development involving the loss of arts, culture and entertainment facilities will be resisted, unless re-provided in accordance with other policy requirements. Where loss of the facility is necessary to secure a development which will deliver wider planning benefits for the community, and this can be demonstrated to the Council's satisfaction, a contribution towards cultural, public art or creative projects should be provided in accordance with the Council's Planning Contributions SPD.

- 6.9 The contribution of arts, culture and entertainment is significant to Hackney's community needs, economic development, vitality and regeneration. There are a significant number of artists, designers and other creative professionals, and the creative industries contribute strongly to the local economy. The Borough hosts a wide range of festivals including Hackney's Space Festival, and Hackney Fringe Festival which attract a large number of visitors. There are a number of art galleries, such as The White Cube gallery, museums including the Geffrye Museum and Sutton House, and theatres including Hackney Empire and the Arcola Theatre.
- 6.10 Public art brings a wide range of benefits to the whole community, from the economic benefits that high quality art brings to the developer, to the educational opportunities inherent both in the creation of and reflection upon public art. Art can help in the process of regeneration, fostering social inclusion and community involvement. Public art can also contribute to the borough's streetscape.
- 6.11 Dalston, Hackney Central and the emerging Stamford Hill and Shoreditch AAPs place a strong emphasis on the provision of facilities in those areas, building on the existing strong presence of these activities. Shoreditch, partly within the Central Activities Zone contained within the London Plan, has a strong existing arts and culture presence.
- 6.12 Proposals outside of the borough's designated centres must meet the sequential approach outlined in Policy LP32 (Town Centres).

## LP11 Utilities and Digital Connectivity Infrastructure

### Utilities:

- A. As part of any major residential and commercial schemes it will be required to demonstrate, in conjunction with utility providers, that there will be adequate utility

infrastructure capacity to serve the development in place before the development is completed.

- B. Utility infrastructure and connections must be designed into and integrated with the development wherever possible.
- C. Utilities infrastructure provision must be completed prior to occupation. Where potential capacity problems are identified and no improvements are programmed by the utility company, the Council will require the developer to facilitate appropriate improvements.

#### **Digital Connectivity:**

- D. To ensure homes and businesses are well connected all new residential and commercial development schemes should:
  - Ensure that sufficient ducting space for future digital connectivity infrastructure is provided;
  - Maximise opportunities to provide affordable digital connectivity;
  - Support the effective use of the public realm to accommodate well-designed and located mobile digital infrastructure; and
  - Achieve greater digital connectivity speeds than set out in part R1 of the Building Regulations and where possible achieve connectivity speeds set out in the Council's most recent Infrastructure Delivery Plan.
- D. Minor residential and commercial development schemes must meet the minimum requirements set out in Part R1 of the Building Regulations, and aim to exceed them unless it can be suitably demonstrated that this cannot be practically and feasibly achieved.

- 6.13 The continued expansion of high quality and reliable communications infrastructure is essential for economic growth and social wellbeing. A digital connection is now widely seen as an everyday essential alongside traditional utilities such as water, energy and waste management. There has also been a rise in businesses operating out of homes and more people working remotely which highlights the importance of affordable digital connectivity infrastructure to the economy. This policy seeks to ensure that all new developments enable next generation mobile technology (such as 5G) and full fibre broadband connections to the premises are incorporated.





## 7. Meeting Hackney's Housing Need

- 7.1 With a growing population, delivering good quality, genuinely affordable homes to meet the needs of the Hackney's existing and future households is a key challenge for the new Plan. House prices in Hackney have more than doubled over the past 10 years (rising 71% in the last 5 years) as Hackney has become a much more desirable place to live, and increased housing demand has contributed to spiraling house prices and rents. In the face of increased demand, the supply of housing in London across all tenures has not kept pace. The following policies, along with the Council's Housing Strategy, seek to address this issue by increasing the supply of new housing in the borough, especially of homes that are genuinely affordable.

### Key facts:

- Hackney, in partnership with the GLA have identified capacity to deliver a minimum of 1,330 new homes per year between 2019 and 2029, however the Council are looking at ways to increase this through various means. An average of 1,794 new homes per annum were delivered in Hackney between 2012 and 2017.
- The average price of a home in Hackney is around £531,000. The average house price is 15.5 times the average earning of a household.
- The cost of renting in Hackney has increased by over 30 % since 2011.

### Chapter objectives:

- To deliver up to 26,250 additional homes, increasing the supply of genuinely affordable homes, alongside community facilities to meet existing and future needs.

## LP12 Housing Supply

- A. The Council will plan to deliver a minimum of 1330 homes per year up to 2033 by encouraging development on small sites and through allocating sites for residential use, increasing the supply of genuinely affordable homes, alongside community facilities through high quality urban neighbourhoods, to meet Hackney's needs. Housing growth is planned to take place in and around Shoreditch (7,000 homes), in the north of the Borough at Woodberry Down/Stamford Hill (around 3,000 homes), around Dalston (around 2,000 homes) and Hackney Central (around 3,000 homes), and along the Borough's Enhanced Corridors identified in Map 1: Key Diagram.
- B. The Council will create the conditions for growth and to seek to meet identified housing need of 1750 new homes per year by 2033 by bringing forward new growth areas such as Clapton, Homerton and along key growth areas/ corridors
- C. The Council will support the development of small sites to meet housing need. Infill housing development and innovative approaches to housing delivery on small sites will be supported subject to meeting other development plan policies.
- D. Self contained residential units are the priority residential land use in the Borough and type of land use for which there is the greatest need. Proposals involving the provision of other forms of residential accommodation including student housing, visitor accommodation and alternative forms of accommodation will only be permitted where applicants can demonstrate that it is not feasible to deliver C3 residential development on site.

7.2 Hackney in partnership with the GLA has identified capacity to deliver 1,330 homes each year between 2019 and 2029<sup>3</sup>. This is reflected in the new draft London Plan. Almost half of this delivery is expected to come from small sites. Small sites can make an important contribution to meeting the housing requirement of an area, with an advantage being that they are often built-out relatively quickly. Hackney is on track to meet the new London Plan target but is also looking at ways to bring forward more sites for development to meet housing need.

7.3 Hackney's local housing needs assessment identifies a significant need for self-contained housing in excess of the housing targets set by the London Plan. Self-contained homes also have the greatest potential and flexibility to provide for a range of needs. Purpose-built student housing, visitor accommodation and shared housing compete directly for a limited land supply with conventional self-contained housing. The Council is therefore prioritising the delivery of C3 self-contained housing over those uses and will encourage the delivery of housing on other schemes where appropriate.

<sup>3</sup> GLA Strategic Housing Land Availability Assessment 2019

## LP13 Affordable Housing

- A. New development must maximise opportunities to supply genuinely affordable housing on-site. The Council will seek the maximum reasonable amount of affordable housing, subject to viability and site context.
- B. Affordable housing requirements are not limited to Class C3 in the Use Classes Order and will be sought from alternative housing products and developments such as purpose-built shared housing (e.g. co-living), supported and specialist housing and student housing.

### 1. Schemes of 10 units or more:

- i. A minimum 50% of net housing delivered will be sought as on-site affordable housing , subject to the requirements set out in part A; and
- ii. Conventional C3 housing schemes will need to deliver affordable housing in accordance with the following tenure split:

Affordable Housing Tenures	Type of affordable housing	Proportion required
Social Rent/London Affordable Rent	Social	60%
Hackney/London Living Rent or London Shared Ownership or other genuinely affordable products that the Council considers appropriate	Intermediate	40%

- iii. Other types of affordable housing tenures will be considered to form part of on-site affordable provision alongside or in-place of the listed tenures if its affordability relative to local ward level incomes can be demonstrated to be 'genuinely affordable housing'.
- iv. Off-site affordable housing or payments in-lieu will only be considered in truly exceptional circumstances where the Council is satisfied that off-site provision would secure a better outcome in meeting housing need. Off-site affordable housing and payments in-lieu will be required to be equivalent to the 50% requirement, subject to viability.

### 2. Schemes of 1-9 units:

- i. Schemes which fall below the 10 unit threshold will be required to provide payments in-lieu the equivalent of 50% of net housing delivered as affordable housing subject to viability. Further guidance will be set out in the Hackney Housing SPD.
- ii. Where additional homes are proposed through amended planning applications (i.e. through re-submissions or variations of existing planning applications or submission of a new planning application for an extension resulting in an increase in homes delivered) within four years of the commencement of the original planning permission, affordable housing requirements stated in the rest of this policy will apply to the total number of net new homes.
- iii. For developments which are demonstrated through a viability assessment to have an affordable housing contribution below the Council's requirements and there is a chance that viability will improve to completion of the development, the Council will require an updated viability assessment, and if the development is capable of delivering more affordable housing than originally stated. Payment in lieu contributions of equal value will be required.
- iv. Similarly, where development sites are split, or separate proposals are brought forward on neighbouring or nearby sites which are physically or functionally linked, affordable housing requirements will be assessed on the total number of net residential units proposed across all related sites.

- 7.4 Maximising the delivery of genuinely affordable homes remains one of the biggest challenges facing the Plan. Approximately 47% of all new homes delivered in Hackney over the last decade have been on small sites with developments of less than 10 units. These are developments where the Council has been unable to secure the delivery of affordable housing due to existing policy limitations.
- 7.5 In order to better meet our housing need these sites will be required to contribute towards affordable housing delivery either through on-site provision or off-set monetary contributions which could then fund Council-led projects to deliver genuinely affordable housing.
- 7.6 To further maximise the delivery of genuinely affordable housing we need to make sure that the type of housing delivered on larger sites of 10 units or more, is affordable to Hackney residents having regard to average house prices, private rents and wages in different parts of Hackney. This means that different affordable housing tenures products will be appropriate for different areas. In certain areas, particularly in the southern wards of Hoxton East Shoreditch, Hoxton West and Haggerston, the focus will be on delivering Social Rented alongside Living Rent. The Future Shoreditch Area Action Plan and planning briefs will provide further policy and guidance to ensure the delivery of genuinely affordable housing on key sites having regard to other considerations set out in this policy. We will also encourage the development of innovative intermediate housing tenures that can be made affordable to a wider range of groups in Hackney.

- 7.7 A local plan viability assessment demonstrates that requiring new housing development to contribute a minimum 50% affordable housing is viable.
- 7.8 Where permission is granted, review mechanisms will be applied to these developments to ensure that any future uplift in values contributes to the delivery of the maximum reasonable amount of affordable housing. Review mechanisms will only apply if a 'surplus' is generated over and above the returns necessary for a scheme to be deemed viable.

## LP14 Dwelling Size Mix

- A. Developments should provide the following mix of dwelling sizes for social/London affordable rent tenures:

<b>Bedrooms / Dwelling size</b>	<b>1 Bed</b>	<b>2 Beds</b>	<b>3+ Beds</b>
<b>Preferred dwelling mix – social/London affordable rent</b>	30-34%	30-34%	33-36%
<b>Preferred dwelling mix – intermediate</b>	Lower % than 2 bed	Higher % than 1 bed	15-25%
<b>Preferred dwelling mix - market</b>	Lower % than 2 bed	Higher % than 1 bed	33%

- B. The Council will seek a higher proportion of 4+ bed dwellings in the Stamford Hill AAP area across all tenures. The Stamford Hill AAP will provide further guidance on this.
- C. The Council will consider variations to the dwelling size mix sought if this can be justified based on the tenures and type of housing proposed, site location, area's characteristics, design constraints, scheme viability; and where shared ownership is proposed, the ability of potential occupiers to afford the homes proposed.

- 7.9 There is a diverse population in Hackney, with an equally diverse range of housing needs and requirements; this means ensuring that a good selection of housing types and tenures are built. The Council recognises that there is a need for all types of dwellings sizes and tenures however priorities are set based on what local housing needs assessments<sup>4</sup> and the Council's housing waiting list state are the

<sup>4</sup> Hackney Strategic Housing Market Assessment Page 262

highest quantum of each of type of housing required to meet housing needs in the Borough. This is reflected in the policy requirements.

- 7.10 The ability to deliver this mix may vary dependent on site location and characteristics, and scheme viability and this will be assessed by the Council where proposals differ from the required mix. In some circumstances, proposals involving the provision of affordable family housing (in this case units with 3 bedrooms or more) in excess of the policy requirements will be supported to enable borough-wide housing targets to be met. In other circumstances, it may be necessary to provide a lower proportion of family-sized private units within a scheme if this can be demonstrated to deliver a greater proportion of genuinely affordable units on site. The Council will also allow flexibility in estate regeneration schemes, in particular where a unit mix has been agreed on the basis of detailed consultation with the residents taking on-board the specific needs of returning needs.. There will be also be flexibility on the requirement for family units for proposals for retirement, sheltered or extra care housing.

## **LP15 Build to Rent**

- A. Standalone Build to Rent developments or Build to Rent blocks on a larger mixed tenure development will be supported provided they comply with all other plan policies and they meet all of the following criteria:
  - i. The homes are held as Build to Rent under a covenant for at least 15 years; and
  - ii. All units are self-contained and let separately; and
  - iii. The development is in unified ownership and unified management; and
  - iv. The development has professional and on-site management; and
  - v. Longer tenancies of three years or more are offered with defined in-tenancy rent reviews.
- B. At least 50% of the units delivered in Build to Rent schemes must be affordable housing, subject to viability. The tenure of the affordable housing delivered as part of the development will be required to be London Living Rent.
- C. S106 agreements on Build to Rent schemes will include a 'clawback' mechanism in the event of units being sold out of the Build to Rent sector. Further guidance will be provided in the Hackney Housing SPD.

- 7.11 The growth of the Private Rented Sector (PRS) and a decline in the realistic chances for home ownership for many people in Hackney in the short to medium term due to rising house prices means that 'Build to Rent' schemes, supported by the Mayor of London in the Housing SPG are increasingly relevant, particularly in terms of the affordable housing products that can be secured as part of such schemes (i.e. Living Rent and London Affordable Rent).

- 7.12 The Council recognises the increasing importance of the PRS in meeting housing needs in the Borough, and supports the provision of 'build-to-rent private rented homes', where these are well-designed, where evidence is provided that high standards of management will be put in place, and where the benefits of such housing are balanced against the level of affordable housing provision. The Council will work with the GLA and other delivery partners to seek to increase and improve the private rented sector in line with the London Plan and the Mayor's Housing SPG.
- 7.13 For Build to Rent schemes and where a certain number of homes are offered for rent in new developments, of the affordable housing sought, the Council will require London Living Rent and London Affordable Rent rather than Discounted Market Rent or Affordable Private Rent to ensure homes are 'genuinely affordable'.

## LP16 Self/Custom-Build Housing

- A. Proposals for self/custom build housing projects to meet demand will be supported provided they are compliant with all other plan policies.
- B. Large developments of 0.25ha or more should seek to make provisions for serviced plots of land for self/custom build housing, subject to the characteristics and constraints of the site and area.
- C. Self/custom-build development will be supported and encouraged on infill development sites provided the scheme is in accordance with all other development plan policies

- 7.14 The Self-Build and Custom Housebuilding Act 2015 and Self-Build and Custom Housebuilding (Register) Regulation 2016 require the Council to keep a register of individuals and associations of individuals who are interested in self-build and custom housebuilding and are seeking to acquire serviced plots of land within the Council. The Register serves as an indication of demand for self/custom-build in the Borough. The Act also places a duty on councils and other public bodies to have regard to the self-build and custom housebuilding register when carrying out their planning, housing, land disposal and regeneration functions.

## LP17 Housing Design

- A. The Council will expect all homes and extensions to existing properties to be of high quality design and meet the internal and external space and accessibility standards set out in the London Plan, GLA Housing SPG and Hackney's Housing SPD.
- B. Housing types must be designed to be flexible in use and adaptable over time to meet the changing housing needs in Hackney.



- C. Schemes will be required to meet the sustainable design and construction standards set out in the Hackney's Sustainable Design and Construction SPD, as a minimum.
- D. Residential extensions and alterations schemes should have regard to the Residential Extensions and Alterations SPD (and any future updates to this SPD).

7.15 Through the London Plan the GLA has set minimum housing design and accessibility standards as well as standards for the provision of private amenity space for new homes in all London Boroughs. This together with the requirements identified in Building Regulations, access to outdoor amenity space and ensuring that new buildings are well-insulated and sufficiently ventilated to avoid the health problems associated with damp, heat and cold, will help provide healthier living environments for Hackney residents.

7.16 The Council will be publishing an update to the 2009 Residential Extensions and Alterations SPD which will replace the current guidance.

## LP18 Housing Older and Vulnerable People

- A. Proposals for the development of housing aimed at meeting the specific needs of older people and vulnerable people will be supported provided all of the following criteria are met:
  - i. There is a demonstrable need for the type of accommodation proposed within the Borough; and
  - ii. Schemes are located in accessible areas where the daily needs of older people in terms of convenience shopping, community facilities and public transport can be met; and
  - iii. Schemes are designed to a high standard, meeting any relevant guidance for the form of accommodation proposed; and
  - iv. Schemes will be required to demonstrate that the proposed accommodation has considered the needs of the intended occupiers and that the type of facilities proposed, the level of independence promoted and the amount of provision of support and/or care proposed is appropriate for the intended occupiers.
- B. All new general-purpose homes must be designed to be adaptable to meet the needs of those with disabilities and the elderly as well as assisting independent living at home.
- C. Proposals for specialist housing for older people will be required to provide 50% affordable housing with the tenure split outlined in the table below. Alternative affordable tenures will be considered where it is demonstrated that the accommodation proposed is affordable to older people in the Borough and suitable to their needs.

	<b>Intermediate</b>	<b>London Affordable rent</b>
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<b>Specialist Housing</b>	30-40%	60-70%
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- D. The Council will have regard to viability, site context and surroundings; the character of the development; and design constraints where the applicant is unable to meet affordable housing requirements.
- E. Proposals for the loss of existing accommodation for older and vulnerable people will be resisted unless one of the following criteria apply:
  - i. It can be suitably demonstrated that the needs met by this form of accommodation can be met or re-provided elsewhere in the Borough; or
  - ii. Adequate replacement accommodation to meet the needs of older or vulnerable people is provided, subject to satisfying other plan policies; or
  - iii. It can be demonstrated that there is no longer an identified need for the existing accommodation due to there being a surplus of this type of accommodation in the Borough.

7.17 Population forecasts suggest that there will be a significant increase in the population of older people in Hackney, and London more generally including a rise in the population of over 65's and an even larger rise in the over 85's during the plan period. The Council will endeavour to support older people to live independently in their own homes for as long as possible and will therefore seek to ensure in the first instance that new homes are designed to be accessible to people with mobility difficulties. Whilst this is preferable there will still be an increasing need to house elderly people in specialist accommodation. Hackney's local housing needs assessment<sup>5</sup> estimates a significant need for additional units of specialist accommodation for older people of different types up to 2025. The GLA SHMA indicates that up to 2025 there will be a need to provide 3,600-4,200 additional specialist units per annum across London. To meet this need the London Plan allocates an indicative annual strategic benchmark for London boroughs to inform local targets over this period. For Hackney the benchmark is to deliver 55 specialist units for older people per annum with a tenure split of 25 units for private sale, 10 for intermediate sale and 20 for London affordable rent. This would equate to 825 additional specialist units over the plan period if the target is rolled forward. An emerging needs assessment and Hackney's Older Person's Housing Strategy will provide clearer data on need for specialist provision.

7.18 As well as older people with support needs there are a number of other people in the Borough that are considered to be vulnerable and in need of some form of specialist or conventional housing. The local housing needs assessment identifies likely future needs for vulnerable people up to 2021 and includes people suffering from mental health problems, rough sleepers, people with learning disabilities and those with issues regarding alcohol misuse among others as vulnerable. The

<sup>5</sup> Hackney Strategic Housing Market Assessment Page 266

Council already works to help vulnerable people through health and social care professionals, and not all vulnerable people will require additional accommodation however the Council will support proposals to accommodate needs.

## **LP19 Residential Conversions**

- A. The conversion of houses to flats will be supported if all of the following criteria are met:
  - i. adequate access would be provided to each dwelling; and
  - ii. each dwelling would be self-contained; and
  - iii. the distinctive character of the building/area would not be adversely affected by development with particular regard to heritage assets.
- B. a minimum of one family unit of 3 or more bedrooms at ground floor is provided. A minimum of one 4+ bed family unit will be required as part of conversion schemes in the Stamford Hill AAP area.

- 7.19 The increase in the number of smaller households, combined with rising house prices, has increased the demand for smaller dwellings in the Borough, particularly from single people and young couples on modest incomes. One way the supply of smaller dwellings has been delivered has been through the conversion of larger homes to flats. Although the contribution made by conversions of larger houses to smaller dwellings is useful in providing a lower cost accommodation, conversions to flats can result in the loss of family housing, and inflate the price of remaining larger homes.
- 7.20 The aim of this policy is maximise housing delivery whilst ensuring that a mix of housing is provided by ensuring that the conversion of larger houses provide at least one 3 bedroom dwelling with access to private amenity space and larger units in the Stamford Hill area where there is evidence of need for larger family size homes.
- 7.21 The Council recognises that a different dwelling mix may be required to enable development or as part of the refurbishment of a recognised heritage asset building in order to retain distinctive townscape character, and the historic layout of a property. As such, flexibility will be applied in such instances.
- 7.22 More detailed policy requirements and information about the size of units required in the Stamford Hill area will be set out in the Stamford Hill Area Action Plan.

## **LP20 Student Housing**

- A. Proposals for new student accommodation will only be permitted if all of the of the following criteria are met:

- i. The site is not suitable for development for conventional self contained units
  - ii. The accommodation is needed and secured for students from one or more academic institutions based in Hackney, or within London; and
  - iii. The proposal does not result in the loss of conventional housing; and
  - iv. the site is highly accessible by public transport and provide good access to local shops, services and facilities;
  - v. the development does not lead to an over-concentration of such uses which may be detrimental to local amenity, or the balance of uses within the area affecting the character and function of an area;
  - vi. 10% of rooms provided are wheelchair accessible or easily adaptable for occupation by wheelchair users;
  - vii. A minimum of 50% of student rooms will be required to be affordable for students in the context of student maintenance loans and rents.
  - viii. The rent for affordable student rooms should be set at a maximum of 55% of the maximum income that a new full-time student studying in London and living away from home could receive from the Government's maintenance loan for living costs for that academic year.
- B. Details of the management of such developments must be submitted with an application, setting out how the impact of development on local amenity will be minimised.

7.23 The neighbouring boroughs of Newham, Islington, Tower Hamlets and the City of London contain several well-known London universities which are easily accessible from the Borough. Student numbers have been increasing in recent years with the highest ever admission of places recorded in 2015. Whilst the Council acknowledges that inadequate local provision would result in students having to travel long distances to attend university, putting pressure on the public transport infrastructure, and that students contribute socially and economically to an area, it nonetheless recognises that the development of new-build student housing must not be to the detriment of other key uses such as general housing delivery, other housing for which there is a demonstrable need or designated employment land or lead to an over-concentration of similar uses which may be detrimental to residential amenities or the balance of land uses, affecting the character and function of an area. Proposals for student accommodation will therefore only be approved where a demonstrable need exists and where accommodation is secured for occupation by members of one or more specified higher education institutions.

7.24 The Council has approved a significant number of student bed spaces in the last decade, the majority of which have been approved in designated employment areas. Although having become more mixed use in nature, Shoreditch is predominantly a commercial area, including and adjacent to the City Fringe and the Central Activities Zone, and containing large areas of designated employment land. As such any further consents for large student housing developments, particularly within designated employment areas, are likely to affect the character and function of the area. In addition to pressure on other important land uses, such developments can have adverse impacts on amenity, such as through noise levels and additional vehicular traffic particularly at the start and end of terms, and increased pressure on local services, including demand for evening economy uses (which the Council seeks to manage in Shoreditch for example). In considering a

proposal for student accommodation the Council will take into account the likely impact on the amenities of surrounding locality, and the cumulative impact on the locality and community where a number of such uses already exist, to ensure an appropriate balance of land uses in an area, and to avoid detrimental effects on amenity. Applicants should submit details of how student housing developments will be managed to minimise impacts on amenity.

- 7.25 In addition to this, reflecting the overwhelming need for self contained genuinely affordable homes and workspace applicants will need to demonstrate that the site had been considered for C3 residential development before student housing uses can be accepted.
- 7.26 Student housing should serve academic institutions based in Hackney, or within London. The specific academic institution(s) that the student housing development would serve should be specified when a planning application is submitted. Student housing will be secured by planning agreement or condition relating to the use of the land or its occupation by members of specified higher educational institutions.
- 7.27 Providers should seek to deliver student accommodation that is affordable for students in the context of student maintenance loans and rents.

## **LP21 Large Scale Purpose-Built Shared Housing**

- A. Development involving the provision of new large-scale purpose-built shared housing comprising of at least 50 units will only be permitted if all of the following criteria are met:
- i. It meets an identified need; and the site is not suitable for development for conventional self contained units.
  - ii. It is located in an area well-connected to local services and facilities, and in an area with high-transport accessibility; and
  - iii. It is under single management; and
  - iv. its units are all for rent with minimum tenancy lengths of no less than three months; and
  - v. a management plan is provided with the application; and
  - vi. At least 50% of all units provided at rental levels which do not exceed one-third of ward-level incomes (excluding utility bills); and
  - vii. Rooms and communal spaces are of a high quality and of adequate size and the development provides a good standard of accommodation in terms of space standards, management requirements, facilities, daylight and sunlight, aspect and amenity space; and
  - viii. Suitable communal facilities amenity space is provided to meet the needs of occupiers; and
  - ix. The development must not have a detrimental impact on the amenity of neighbouring occupiers; and
  - x. The development must not lead to an over-concentration of these types of uses in the area; and
  - xi. 10% of the units provided are easily adaptable for occupation by wheelchair users.

- xii. A detailed management plan and details of proposed tenancy lengths are provided.

- 7.28 Shared housing as identified above are a strategically important part of London's housing offer, meeting distinct needs and reducing pressure on other elements of the housing stock. They provide flexible and relatively affordable accommodation through the private rented sector. They also play an important role in providing labour market flexibility in London. Shared housing can therefore form an important part of Hackney's housing stock provided they are designed well and of a good quality.
- 7.29 Whilst it is recognised that shared accommodation is an increasingly valuable form of accommodation in the Borough, C3 residential is still the priority land use in the Borough and type of accommodation for which there is the greatest need. Shared housing proposals will usually be resisted on sites allocated for residential development and sites already with planning permission for residential development.
- 7.30 Proposed shared housing development will be subject to a planning agreement to ensure rents for rooms remain affordable for low-income occupiers in the long-term.

## **LP22 Houses in Multiple Occupation (HMO)**

- A. Proposals for new HMOs will be supported if they:
  - i. Do not result in the loss of existing housing suitable for family occupation; Are well served by local shops, facilities and are accessible by public transport;
  - ii. Will not have a detrimental impact on the amenity of neighbouring occupiers;
  - iii. Can demonstrate that proposed rent levels would be suitable for people with low incomes;
  - iv. Provide rooms and communal spaces of a high quality and of adequate size and the development provides a good standard of accommodation in accordance with Council requirements in terms of space standards, management requirements, facilities, refuse arrangements, daylight and sunlight, aspect and amenity space (the Council's "Guidance for Houses and Flats in Multiple Occupation" should be used as a benchmark).
- B. Evidence of management arrangements and details of proposed length of tenancy agreements should be provided where the proposal would consist of non self-contained rooms for 7 (or more) occupants.
- C. Loss of any good quality HMO properties will be resisted unless adequate replacement facilities are provided or it can be demonstrated that the existing facility



is no longer required.

- **HMOs defined as C4 by the Use Classes Order** - Small shared houses occupied by between three and six unrelated individuals, as their only or main residence, who share basic amenities such as a kitchen or bathroom.
- **Larger HMOs classed as Sui Generis by the Use Classes Order** – Shared houses occupied by more than six unrelated individuals, as their only or main residence, who share basic amenities such as a kitchen or bathroom.

7.31 As with purpose-built shared housing, HMOs can form an important part of Hackney's housing stock provided they are designed well and of a good quality.

7.32 Proposed shared housing development will be subject to a planning agreement to ensure rents for rooms remain affordable for low-income occupiers in the long-term. Granting of a HMO license will be subject to meeting the Council's Private Sector Housing Unit requirements.

## LP23 Gypsy and Traveller Accommodation

A. Proposals for new sites and pitches to meet the needs of Gypsies, Travellers and Travelling Showpersons will be supported provided that all of the following criteria are met:

- i. there is a demonstrable need supported by the Council's needs assessment; and
- ii. The site is suitable for residential development and has good access to services and facilities to meet the needs of residents; and
- iii. development on the site does not have a detrimental impact on the natural environment; and
- iv. development on the site does not have not a detrimental impact on the amenity of neighbouring and nearby residents and businesses; and
- v. development is respectful of and sensitive to the local character; and
- vi. the site is easily accessible from the public highway; and
- vii. the site is not vulnerable to flood risk.

B. Proposals for the loss of existing travellers sites and pitches will be resisted unless an equivalent number of replacement pitches are provided.

7.33 The shortage and cost of land mean that opportunities for new gypsy and traveller accommodation in Hackney are finite, and there are considerable practical difficulties in identifying and bringing forward a site within the tightly drawn boundaries and high population density of the borough in order to meet this identified need.

- 7.34 Based upon evidence presented in the 2015 Hackney Gypsy and Traveller Needs Assessment, a need for 78 net additional pitches to 2030 in Hackney has been identified.
- 7.35 The council will endeavour to find ways to address some of the need and requirement of the community. Hackney Council is working jointly with the LLDC and other agencies on a site on Bartrip Road, E9, which may be able to deliver a number of traveller pitches to meet local need.

## **LP24 Preventing the Loss of Housing**

- A. The redevelopment, conversion or change of use of land or buildings involving loss of residential floorspace will be resisted and will only be permitted where at least one of the following conditions are met:
- i. The land or buildings are no longer suitable for residential use and it is considered inappropriate to re-provide residential accommodation; or
  - ii. Replacement housing of an appropriate type is being provided at either an equivalent or higher density, or to address a specialist housing need for which there is a particular shortage in the Borough; or
  - iii. Redevelopment is necessary to create better quality homes and dwelling mix, and improve the living environment, as part of major regeneration schemes; or
  - iv. A proposal seeks to combine small dwellings to create larger dwellings in the Stamford Hill Area Action Plan area; or
  - v. The proposal will enable sub-standard units to be enlarged to meet residential space standards; or
  - vi. The proposal is for an essential community use or infrastructure for which there is demonstrable need, and it can only be provided by the loss of existing residential floorspace; or
- B. Where a loss of affordable housing is proposed, a like-for-like replacement in terms of tenure and number of units will be required.

- 7.36 The Council seeks to increase overall housing stock in the Borough and therefore in conjunction with supporting the provision of new dwellings, the Council will resist the loss of existing residential uses. There may however be circumstances where a loss of housing may be acceptable and the policy sets out circumstances under which a loss of housing will be considered.
- 7.37 Additionally, there may be locations where a current residential use is incompatible with the surrounding area, for example due to noise or access issues, or the particular circumstances of listed buildings and disused accommodation over shops may also merit changes of use from housing to ensure improvement and reuse of dilapidated buildings. In other circumstances, and subject to compliance with all



applicable policies, the loss of a residential unit to enable the provision of a community facility such as a school or health facility may constitute an acceptable change of use, if suitable alternative sites are not available and the community facility can only be provided by use of a residential building, and there is demonstrable demand for the non-residential use. Some proposals for changes of residential uses to supported housing may also be acceptable.

- 7.38 Where the loss of affordable housing is proposed on a particular site which is a part of a wider redevelopment programme, such as the Council's Estate Regeneration Programme, like-for-like replacement affordable housing can be reprovided across the whole programme rather than at each particular site.

## **LP25 Visitor Accommodation**

- A. The amount of new visitor accommodation including short term lettings will be managed having regard to up to date assessments of current and future room demand and supply published by the Council. Where the assessment indicates long-term demand has been met, visitor accommodation applications will not be permitted..
- B. Large scale hotels (50+ rooms) will only be permitted in the Central Activities Zone and major town centres where there is an identified need that the Council deems to be greater than identified need for other policy compliant land uses. Small scale hotels in other areas may be permitted if they meet specific identified needs.
- C. Proposals for any new visitor accommodation including short term lettings will only be permitted if all of the following criteria are met. The development must:
  - i. not result in a total supply (which includes approved schemes not yet built) of visitor accommodation rooms significantly greater than the projected demand for rooms; and
  - ii. not harm the balance and mix of uses in the area, and the character and function of the area, and would not result in the loss of general purpose housing or opportunities to provide conventional C3 housing or employment uses in line with policies LP12 Housing Supply and LP26 New Employment Floorspace, and is fully compatible with surrounding land uses; and
  - iii. not cause an unacceptable level of disturbance to, or loss of amenity to, occupiers of surrounding premises; and
  - iv. not lead to an over-concentration of similar uses within the locality; and
  - v. make adequate provision for servicing, and pick up and set down points for taxis and coaches; and
  - vi. includes at least 10% wheelchair accessible bedrooms.
- D. Active frontages should be incorporated at ground floor level and ancillary facilities such as conference rooms, restaurants or gymnasiums should be accessible to the public, unless there are valid and appropriate reasons why such facilities should not be accessible to the public.

- 7.39 The most recent projections of demand and supply of visitor accommodation in London up to 2050<sup>6</sup> show that Hackney in a range of scenarios is progressing towards meeting its projected demand when taking account of rooms already in the planning pipeline. Short-term lettings are also growing and a 2015 study by Colliers International shows that Hackney is one of the top five London boroughs for Airbnb overnight stays with over 150,000 overnight stays a year. Whilst the Council intends to meet demand for visitor accommodation in the Borough the Council will seek to balance this with the need to provide genuinely affordable housing and other essential land uses. Applications for new visitor accommodation will therefore be assessed on a needs basis, which will be closely monitored, as well as the other criteria listed in the policy. Applications for short-term lettings will also be assessed against this policy where the letting period exceeds 90 days in any one calendar year, as per the 2015 Deregulation Act.
- 7.40 The priority residential land use within town centres is for C3 housing. In the case that the demand for visitor accommodation within the borough has been met, the Council would seek the provision of B1a and other town centre uses within the CAZ and town centres.

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<sup>6</sup> GLA Working Paper 88, "Projections of demand and supply for visitor accommodation in London to 2050"

## 8. A Strong and Competitive Economy Which Benefits All

- 8.1 Hackney has a thriving economy with increasing employment rates and a diverse employment sector. In response to Hackney's evidence on employment needs, the borough's designations have been redefined to comprise of Priority Office Areas (POAs), Priority Industrial Areas (PIAs) and Locally Significant Industrial Sites (LSIS). These areas represent Hackney's core reservoir of employment land. They are extremely tightly drawn clusters covering only approximately 6% of Hackney's total land mass meaning it's vital they are protected.
- 8.2 A large part of Hackney's southern boundary is within the Central Activities Zone (CAZ). The importance of the CAZ and enlarged City Fringe Opportunity Area Planning Framework (OAPF) boundary (designated in the London Plan) has been recognised by the Government; with these areas granted exemption from the permitted development rights for office to residential, between May 2013 and May 2019, after which time an Article 4 Direction will be in place to continue to protect valuable employment land in this area.

### Key Facts:

- In 2016, there were around 142,000 jobs in Hackney resulting in a jobs density of 0.72 (as a ratio of total jobs to working age population).
- In 2017, there were approximately 18,995 active enterprises in Hackney. Of these enterprises 91.3% are micro sized enterprises (0-9 employees), 7.4% are small (10 to 49 employees), 1.0% are medium (50 to 249 employees) and 0.2% are large (250+ employees) enterprises (NOMIS).
- The total supply of employment floorspace in the Borough is 933,696sqm. This comprises of 573,705sqm of office, 134,563sqm light industrial and 225,428sqm of industrial floorspace.

### Chapter objective:

- To support a diverse and mixed economy providing at least 23,000 new jobs by 2033 and maximise the supply of affordable workspace and low cost industrial space.

### LP26 New Employment Floorspace

- A. New employment floorspace (B class) in the Borough will be supported in Locally Significant Industrial Areas, Priority Office Areas, Priority Industrial Areas, Central Activities Zone, and designated town centres.
- B. New development in the designated employment areas should maximise employment floorspace in line with policy LP27 Protecting and Promoting Office

floorspace in the Borough and policy LP28 Protecting and Promoting Industrial land and floorspace in the Borough and should incorporate other priority uses such as conventional affordable housing and have active frontages at ground floor level, where appropriate.

C. New employment space outside of the locations outlined in A will only be permitted if the following criteria are met:

- i. it can be demonstrated that there is a reasonable prospect of it being occupied; and
- ii. the employment use is small-scale and would contribute towards place making; or
- iii. the employment space is being provided as part of a temporary use; and
- iv. does not have an unacceptable impact on residential amenity.

D. Within Priority Office Areas, office-led (B1a Use Class) development will be supported. These areas comprise of:

- Dalston
- Mare Street
- Kingsland
- Shoreditch
- Wenlock

E. Within Priority Industrial Areas, industrial uses will be supported. These areas comprise of:

- Anton Street
- Belfast Road
- De Beauvoir
- Hackney Downs
- Homerton
- Red Square
- Shacklewell
- Theydon Road
- Prout Road
- Tilia Road

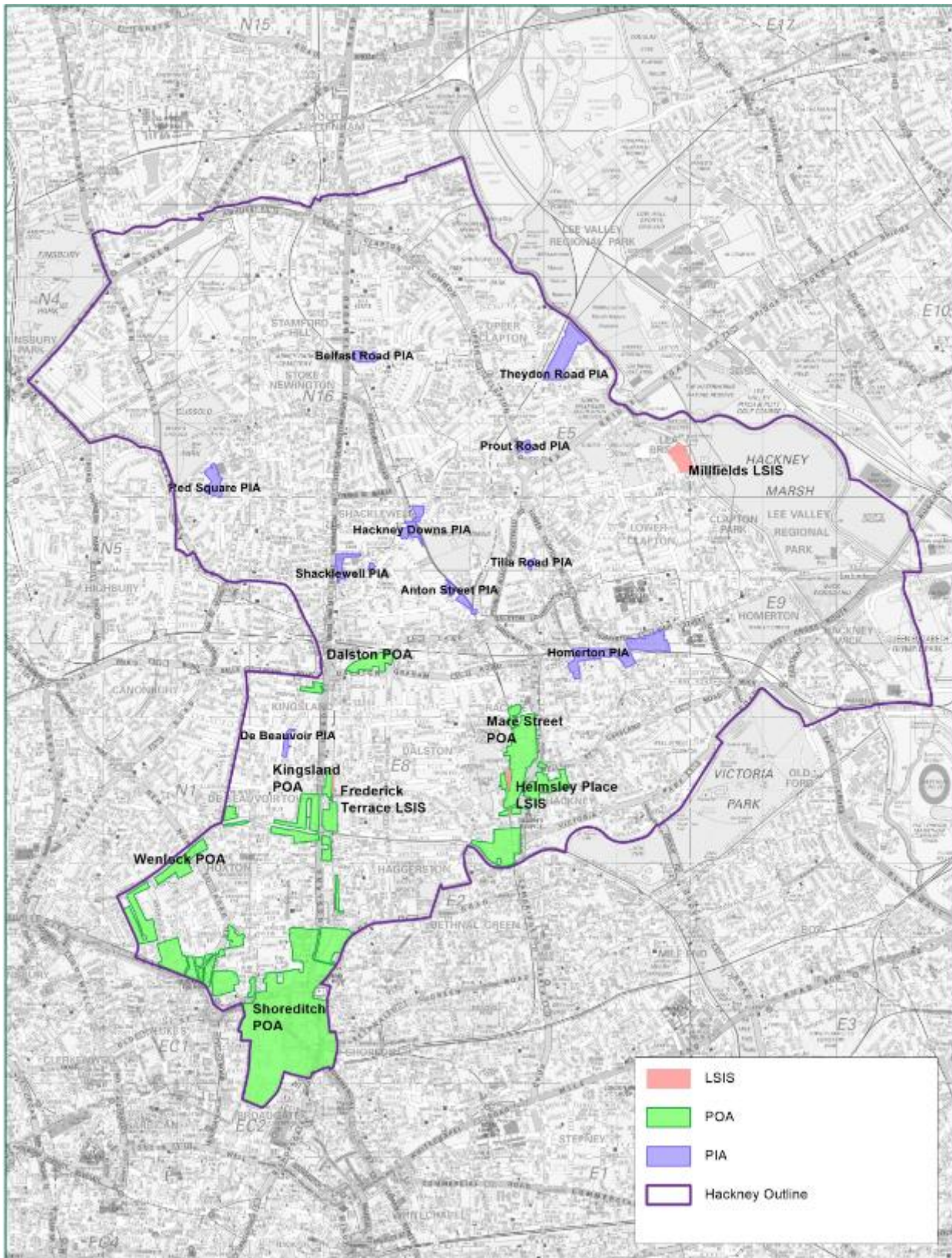
F. Within the following Locally Significant Industrial Sites, industrial development will be permitted and other uses, other than ancillary development will be resisted.

- Millfields
- Helmsley Place
- Frederick Terrace

G. New employment floorspace (all B use classes) should be fit-out to a standard that enables occupation by businesses, including basic mechanical and electrical services, fire detection and protection services and internal surface finishes.

- 8.3 Historically, policy has allowed the market to influence what type of B use class floorspace is delivered within new development. Over time this has meant a gradual decline in industrial land/floorspace within Hackney's designated employment areas, particularly in the south and mid Hackney, and the replacement of this floorspace with higher value office floorspace within new development.
- 8.4 In order to help retain vital industrial land and floorspace within Hackney and ensure that sufficient office floorspace is delivered to meet Hackney's economic needs, the LP33 policy approach now differentiates between Priority Office Areas (POAs) and Priority Industrial Areas (PIAs).
- 8.5 Hackney's employment evidence suggest a strong need for B1a office (a minimum of 117,000sqm up to 2033). This policy directs office to the most sustainable locations; within the designated Priority Office Areas (POAs) and throughout the Borough within existing town centres. These areas are considered to be the most viable and sustainable locations for employment development. The Plan will seek a higher proportion of employment floorspace (+60%) and affordable workspace within the Dalston, Wenlock and Shoreditch POAs as part of new employment-led development, subject to viability. The Plan will adopt a rigorous approach to industrial land management, protecting, re-providing and intensifying industrial land and floorspace within designated Priority Industrial Areas (PIAs). Development should be mixed use where possible in both POAs and PIAs and incorporating other priority uses such as housing.
- 8.6 New employment opportunities outside of designated employment areas will only be permitted if the applicant can demonstrate a reasonable prospect of occupancy through the submission of marketing evidence in accordance with Appendix 1 and can demonstrate that it will contribute towards place-making, for example by enhancing the public realm or amenity, re-purposing underused or misused space, designing out crime or incorporating an element of community use or providing social value.





Map 3: Proposed employment designations

## Borough

### New Office Floorspace

- A. New development involving the provision of new office (B1a) floorspace must comprise well designed, high quality buildings and floorspace that is flexible / adaptable to accommodate a range of unit sizes and types with good natural light, suitable for sub-division and configuration for new uses and activities, including for occupation by small or independent commercial enterprises.
- B. All applications incorporating new office floorspace should include a marketing strategy which demonstrates the design and layout of the proposed floorspace is of a high quality, is flexible and meets the needs of likely end users.

### Priority Office Areas (POAs)

- C. New development within designated POAs will only be permitted if it is employment-led where B1 use class is the primary use in line with the below thresholds, subject to viability.
  - Within the Future Shoreditch AAP (Shoreditch POA and part of the Wenlock POA) - at least 60% of the floorspace across the area as a whole is B1 employment floorspace
  - In the Dalston POA and remainder of the Wenlock POA – at least 60% of the overall new floorspace on a site is B1 use class
  - In remaining POAs – at least 50% of the overall new floorspace on a site is B1 use class.
- D. Retail, hotel, community, leisure, residential development in POAs will only be permitted if all of the following criteria are met:
  - i. The development forms part of an employment-led mixed-use scheme including conversion schemes meeting the thresholds identified in Ci. and ii. above.
  - ii. Proposals must be appropriate to the characteristics and functioning of the site and will not compromise the on-going operations of businesses in the POA.
  - iii. Proposals must satisfy the requirements of Policies including; other employment policies, Policy LP8 (Social and Community Infrastructure), Policy LP25 (Visitor Accommodation) Policy LP32 (Town Centres), and Policy LP38 (Evening and Night Time Economy).
  - iv. Residential uses are not provided at ground floor level.
- E. The change of use of ground floor commercial uses to residential use will not be permitted.
- F. Proposals solely for residential use will not be permitted in POAs.

- G. Existing industrial uses and low cost employment floorspace in POAs must be re-provided in line with Policy LP29 Affordable workspace and Low Cost employment floorspace.

### **Retention of Office Floorspace**

- H. Development involving the net loss of B1a office floorspace in the Priority Office Areas will not be permitted.
- I. Development involving the net loss of B1 office floorspace outside of Priority Office Areas will only be permitted where all of the following criteria are met:
  - i. Robust marketing evidence is submitted which demonstrates that there has been no demand for the existing or vacant land and floorspace for its current or former use, and the possibility of retaining, reusing or redeveloping it for similar or alternative smaller or more flexible units for employment generating use, or other alternative employment generating use has been fully explored;
  - ii. Any new employment use provides a range of higher quality, more flexible floorspace and preferably a higher density employment than the previous; and
  - iii. It is demonstrated that the new commercial floorspace being provided has a strong likelihood of being occupied through the submission of a detailed marketing strategy.

- 8.7 Policy LP27 directs office to the most sustainable locations; including the Priority Office Areas (POAs) and designated Town Centres. New development within POAs must be employment-led and must provide the maximum economically feasible amount of employment land and floorspace for the site, subject to viability. Employment floorspace should be provided in line with the targets in part C of the policy. The approach within the Future Shoreditch AAP is to achieve 60% B1 employment floorspace across the relevant POA as a whole (Shoreditch POA and part of the Wenlock POA); further guidance will be provided within the AAP. The approach in POAs outside of the Shoreditch AAP is to achieve the target B1 employment floorspace outlined in Part C of the policy on a site-by-site basis. Where there is an existing B use class on the site other than B1a (such as B1b, B1c, B2 or B8), re-provision of the existing B use class should contribute towards the employment floorspace targets set out in part C above and should be re-provided as low cost employment floorspace in line with Policy LP29 Affordable Workspace and Low Cost Employment floorspace. The remainder of the employment floorspace in the employment-led scheme must be B1 floorspace. 100% residential schemes will not be permitted in POAs.
- 8.8 Other uses (retail, hotel, community, leisure, residential) are acceptable as part of a mixed-use scheme within a POA if they function in a 'supporting capacity' for redevelopment to assist with the viability and quality of the replacement employment floorspace and are in compliance with other policies in this Plan.



- 8.9 New business floorspace needs to be designed to respond to changing economic conditions and support economic growth. Unless it is demonstrated that a commercial occupier is lined up for employment land/floorspace and has particular requirements from the premises or land being developed, proposals should incorporate flexible design features to provide future adaptability for a range of uses and occupants, such as small and medium sized companies and 'startup' businesses. Premises should have good natural lighting (and avoid basement and windowless offices). All applications incorporating new business floorspace should be accompanied by a marketing strategy in accordance with Appendix 1 demonstrating how these parameters have been met.
- 8.10 Development proposing a net loss of office floorspace within POAs will not be supported. Where a scheme proposes the net loss of office floorspace outside of Priority Office Areas, clear and robust marketing evidence must be submitted in accordance with Appendix 1 to demonstrate that there is no demand for use of land or floorspace as it exists, or alternatively for employment purposes if reconfigured into smaller units, or for alternative employment generating use. Alternative employment generating uses will generally include non B class uses which have similar operational requirements and generate comparable employment density. It must also be demonstrated that these uses will not impact on the function of nearby B class use and that they are appropriate in amenity terms where part of mixed-use development.



Map 4: Proposed extension to Kingsland POA

## **LP28 Protecting and Promoting Industrial land and floorspace in the Borough**

### **New Industrial Floorspace**

- A. Where proposals involve the provision of new industrial floorspace (B1c, B2, B8 and Sui Generis uses of an industrial nature), the development must be of an appropriate scale and should be flexible and adaptable for different types of uses and suitable to meet future needs.

### **Priority Industrial Areas**

- B. New development or redevelopment of sites within Priority Industrial Areas will only be permitted if they:
- i. maximise the delivery of employment floorspace by maintaining or re-providing the same amount of industrial floorspace (as either B1c, B2, B8);
  - ii. include the maximum viable amount of employment floor space;
  - iii. in the case of mixed use development schemes, are designed to ensure that there are no environmental impacts or conflicts between uses, applying the agent of change principle

### **Locally Significant Industrial Sites**

- C. Within Locally Significant Industrial Sites, development involving non-industrial uses will not be permitted.

### **Retention of Industrial Floorspace outside of PIAs**

- D. New development must protect, and where possible enhance, the existing stock of industrial land and floorspace to meet local needs.
- E. The loss of industrial land and floorspace outside of Priority Industrial Areas and Locally Significant Industrial Sites will only be permitted where all of the following criteria are met;
- i. Robust marketing evidence is submitted which demonstrates that there has been no demand for the existing or vacant land and floorspace for its current or former use, and the possibility of retaining, reusing or redeveloping it for similar or alternative smaller or more flexible units for employment generating use, or other alternative employment generating use has been fully explored; and
  - ii. Any new employment use provides a range of higher quality, more flexible floorspace and preferably a higher density employment than the previous use; and
  - iii. It is demonstrated that the new commercial floorspace being provided has a strong likelihood of being occupied through the submission of a detailed marketing

strategy (refer to Appendix 1).

- 8.11 There is increasing pressure on Hackney's industrial land. Rents are increasing, supply is reducing and businesses are being pushed further out. The findings of the Hackney Employment Land Study stress the need to ensure the retention of an adequate stock of industrial capacity to support a diverse, adaptable and more sustainable economy.
- 8.12 In order to help protect vital industrial land and floorspace to meet Hackney's economic needs, Policy LP28 supports the protection of industrial land and floorspace and encourages proposals for new industrial floorspace in the Borough, in designated Priority Industrial Areas (PIAs).
- 8.13 Any new development within PIAs will need to maintain, re-provide the same quantum or intensify existing industrial uses (B1c, B2, B8). Where a proposal within a PIA involves redevelopment of non-industrial uses, new development should be mixed use providing the maximum economically feasible amount of B Class employment floorspace. 100% residential schemes will not be permitted in PIAs. Guidance on how industrial areas can be used more intensively, and how industry can be integrated in residential areas is detailed in the Mayor of London's Industrial Intensification Primer.<sup>7</sup>
- 8.14 Where a scheme proposes a loss of industrial land and floorspace outside of PIAs, robust marketing evidence must be provided in accordance with Appendix 1 to show that there is no demand for this floorspace.

## **LP29 Affordable Workspace and Low Cost Employment Floorspace**

- A. New major employment and mixed used development in the borough's designated employment areas, Central Activities Zone and town centres should provide affordable or low cost workspace, equating to a minimum of 10% of gross new employment floorspace.

### **Re-provision of low cost employment floorspace**

- B. Major employment and mixed use schemes involving the redevelopment of existing low cost employment floorspace must re-provide the maximum economically feasible amount of low cost employment floorspace in perpetuity, at equivalent rents and service charges, suitable for the existing or equivalent uses, subject to current lease arrangements and the desire of existing businesses to remain on-site.

### **Affordable workspace**



- C. If the low cost employment floorspace equates to less than 10% of gross new employment floorspace or there is no low cost workspace to be re-provided as part of a major development scheme, new affordable workspace should be provided as follows:
  - i. Development in the Shoreditch POA: at least 10% (offset by the amount of low cost employment floorspace provided) of the new employment floorspace (gross) should be affordable at no more than 40% of the locality's market rent in perpetuity, subject to viability.
  - ii. In remaining POAs, CAZ and town centres: at least 10% (offset by the amount of low cost employment floorspace provided) of the new employment floorspace (gross) should be affordable at no more than 60% of the locality's market rent in perpetuity, subject to viability.
- D. New affordable workspace should normally be provided on-site. Only in exceptional circumstances where it can be demonstrated robustly that this is not appropriate in terms of the policies in this Plan, it may be provided off-site. A cash in lieu contribution will only be accepted where this would have demonstrable benefits in furthering affordable workspace in the Borough and other policies in this Plan.
- E. In circumstances where it is viable, both low cost employment floorspace and new affordable workspace should be provided.
- F. Where additional floorspace is proposed through amended planning applications (i.e. through re-submissions or variations of existing planning applications or submission of a new planning application for an extension resulting in an increase in existing employment floorspace) within four years of the commencement of the original planning permission and the total amount of new employment floorspace exceeds 1000sqm<sup>[KT2]</sup>, affordable or low cost workspace will be sought in line with A and B above.

8.15 There is a need for the provision of affordable and low cost floorspace within the Borough to support the needs of start-ups, SMEs and cultural and creative enterprises such as artists' studios and designer-maker spaces, as well as charities and social enterprises. Policy LP29 sets out that the Council will seek either the inclusion of a proportion of affordable workspace, or the re-provision of low cost floorspace, within major commercial development schemes, and within major mixed-use schemes in the borough's designated employment areas, CAZ and town centres. This policy is triggered in schemes that provide over 1000sqm of gross employment floorspace. Within a mixed-use scheme, affordable or low cost workspace would only be required if the scheme incorporates over 1000sqm of gross employment floorspace.

8.16 Low cost workspace is employment floorspace which may be secondary or tertiary in nature, of a lower quality or specification, with cheaper rents or leases, often providing space for start-ups, creative or light industrial occupiers such as artists or

makers spaces. Any major proposal in the designated employment areas, CAZ and town centres which involves the redevelopment of existing low cost floorspace must re-provide the maximum economically feasible quantity of low cost floorspace as part of the scheme. This low cost floorspace should be provided within an equivalent B use class in perpetuity. Existing occupants should be re-housed within the development where possible.

- 8.17 Affordable workspace is new-build employment floorspace, providing affordable space for small businesses, predominantly within the B1 use class, to occupy, often operated and managed by a workspace provider. Where there is no low cost floorspace to be re-provided as part of a major scheme new build affordable workspace should be provided in line with criteria B. This space should be secured through legal agreement with a Council registered workspace provider. Affordable workspace will be provided in perpetuity.

### **LP30 Railway Arches**

- A. Proposals for the use of railway arches for industrial and office development and ancillary uses will be supported if all of the following criteria are met. The proposal:
  - i. Incorporates active frontage uses where arches are located within town centres, and results in the upgrade and appearance of the premises; and
  - ii. Does not obstruct the public highway; and
  - iii. Ensures that the primary use is for employment (B use class) purposes.
- B. Proposals involving the redevelopment of existing low cost employment floorspace should re-provide such floorspace in perpetuity, in terms of rents and service charges, for these existing uses, subject to scheme viability, current lease arrangements, and the desire of existing businesses to remain on-site.

- 8.18 Hackney contains a number of railway arches with adjacent land. Railway arches and adjacent land provide good sites for the location of some of the 'heavier' type industries, such as B2 and B8 uses, which they have traditionally been used for. Many of them provide relatively cheap accommodation for a range of activities which play an essential role in the functioning of the local economy. Policy LP30 protects and supports the continued use of railway arches for industrial uses and also facilitates a wider range of economic uses and activities including office workspace and maker spaces. Ancillary uses are also permitted where the primary use remains for employment (B1 use class) purposes.

### **LP31 Local Jobs, Skills and Training**

- A. The Council will secure a successful and inclusive economy in Hackney by harnessing the benefits of economic growth for local residents and businesses, seeking to ensure that there are a broad range of employment opportunities across

a variety of sectors available to local residents, including in both the construction and operation of new developments.

B. All new major development will be required to:

- i. Where appropriate, contribute towards employment skills and training programmes through S106 legal agreements to equip residents with the skills required to gain employment; and
- ii. Demonstrate how the new development offers employment opportunities to residents.

8.19 Promoting economic and social inclusion in Hackney is a major priority for the Council; we are committed to ensuring that residents seeking work have the right skills and opportunities to gain employment. The construction phase of new development provides opportunities for local employment, apprenticeships and work experience placements and, once constructed, new commercial developments also bring employment opportunities for local residents. In order to ensure that local residents can secure local jobs, we will seek to address any skills mismatch between the borough's employers and the local community by seeking contributions towards local employment training programmes with the aim of providing residents with the skills needed to fill jobs both locally and further afield, thereby increasing employment opportunities for Hackney's residents. Schemes are required to produce an Employment and Skills Plan to demonstrate how employment and training requirements will be addressed and supported. Further information is set out in the Planning Contributions SPD.

## 9. Planning For Vibrant Town Centres

- 9.1 Town centre policies seek to encourage a variety of retail, commercial, leisure and cultural facilities within the designated centres. Hackney's town centres operate as a network and perform different roles and functions – larger town centres provide more shops for durable comparison goods with smaller centres meeting the day to day needs of neighbourhoods. Town centres will remain the main shopping channel, however the growth of e-tailing (online shopping) and m-tailing (shopping through mobile phones, tablets etc) means that for centres to remain viable they must provide an attractive shopping and leisure experience to increase the amount of time people spend on the high street. Many town centres are also historic areas; new development should ensure that it conserves the historic environment and is of good design.
- 9.2 The Council has removed, through Article 4 Directions, the permitted development right which allows flexible changes of use between various town centre uses from A1, A2, A3, A4, A5, B1, D1 and D2 uses to A1, A2, A3 and B1 uses, as well as the permitted development right for the change of use of shops (A1) and financial services (A2) of under 150sqm to residential units in all designated centres. This is to ensure proper planning within town centres, allowing the Council to manage the balance of land uses within the designated centres and assess the impact of any change of use on the health of the town centre and the local character of the area.

### Key Facts:

- There is a need for 16,600-19,500sqm comparison goods floorspace by 2033
- There is a need for 10,000-11,200sqm convenience goods floorspace by 2033
- The click and collect market is the largest online growth sector in the UK at the current time, with expenditure expected to grow by 64% between 2016 and 2021.
- As of August 2017, 58% of ground floor units within Hackney Central primary shopping frontage and 57% of Dalston primary frontage are in A1 use.

### Chapter objectives:

- To support distinctive town centres and a vibrant town centre experience. Evidence indicates that there will a requirement of approximately 34,000sqm of new retail and leisure floorspace by 2033.



## LP32 Town Centres

- A. The Council will plan to deliver 34,000sqm of new retail and leisure floorspace by 2033. New retail and leisure development should be located within the following designated centres (as shown on the Policies Map), with the most significant growth being focused primarily in Dalston and Hackney Central, followed by Stamford Hill and Shoreditch:

### **Major centres**

- Dalston
- Hackney Central

### **District centres**

- Stoke Newington
- Stamford Hill
- Finsbury Park

### **Local centres**

- Broadway Market
- Chatsworth Road
- Dunsmure Road
- Green Lanes
- Hackney Downs
- Hoxton Street
- Kingsland Waste
- Lauriston Road
- Lower Clapton Road
- Manor House
- Oldhill Street
- Stoke Newington Church Street
- Stoke Newington Road
- Upper Clapton Road
- Well Street
- Wick Road

### **CAZ (Central Activities Zone)**

- Shoreditch

- B. Development of retail (all A classes) and / or leisure uses over 200sqm outside of the town centres listed in part (A) of this policy (excluding the CAZ) will not be permitted unless it can be demonstrated that there is no suitable premises available in the designated centres and that there would be no harm to the vitality and viability of these centres.

9.3 The current town centre network is made up of Dalston – a major centre, Hackney Central and Stoke Newington - district centres, and 14 designated local shopping centres. The Borough also includes part of the Finsbury Park district centre.

9.4 Following consultation on the draft Local Plan, the Council is proposing a number of changes to the town centre network, as set out in Policy LP32 Town Centres and detailed below. We have been working alongside the GLA as some of these changes will need to be reflected in the London Plan:

- **Hackney Central** is to be reclassified from a *district* to a *major* centre. The centre has the highest comparison goods turnover of all the town centres in the Borough, and has important leisure, service and civic functions including the Hackney Empire theatre, Picturehouse cinema and the town hall. Designation as a major centre will give Hackney Central the same status in the town centre hierarchy as Dalston (which retains its designation as a major centre) and will help support continued investment into the centre.
- **Stamford Hill** is to be reclassified from a *local* to a *district* centre. The centre is the largest of all of the currently designated local shopping centres in terms of number of retail units including two large anchor supermarkets as well as a sizeable quantum of comparison and service uses, and very low vacancy rates. Stamford Hill also has international significance catering for visiting Orthodox Jews from across the world.
- **Shoreditch** is not currently identified as shopping destination or as a town centre. It does however, sit within London's Central Activities Zone (CAZ), an area based planning designation that includes Westminster, the West End and the City. It is proposed that Shoreditch remains part of the CAZ and therefore will not be coming forward as a standalone designated town centre; the CAZ is an appropriate location for retail and leisure uses and the emerging Future Shoreditch AAP will provide further detail on the approach in this area.
- **Hackney Wick** is currently designated as a Neighbourhood Centre in the London Legacy Development Corporation (LLDC) Local Plan. The Council is working jointly with the LLDC to fully establish Hackney Wick as focus for retail, community, leisure and service uses, and improving the amenities of the area to support both existing and new residential communities and create a new town centre focused around Hackney Wick Station and the Copper Box Arena. Planning policy provides for approximately 40,000sqm of new and replacement workspace including affordable workspace, retail and community facilities.
- **Clapton** is not currently designated as a town centre. However, as work progresses on a masterplan for the Lea Bridge roundabout / Upper and Lower Clapton Roads the retail status of this area will need to be reconsidered.
- Four new Local Shopping Centres have been identified, as follows:
  - **Dunsmure Road** has been identified as an important local centre through the emerging Stamford Hill Area Action Plan. It is a welcoming, busy centre offering a rich variety of traditional convenience shopping for the surrounding residential streets including butchers, bakers, fishmongers, greengrocer, chemist and post office, as well as a number of comparison retailers that cater mainly for the local Jewish community.

- **Oldhill Street** has been identified as an important local centre through the emerging Stamford Hill Area Action Plan. It is a busy street providing small scale convenience retailing serving the needs of a mixed clientele including a delicatessen, fishmonger, and fruit & veg store, as well as offering specialist retailers that cater mainly for the local Jewish community.
- **Green Lanes** lies on the western edge of Hackney, bordering Islington borough. The stretch of Green Lanes that has been identified for designation as a Local Shopping Centre offers a selection of restaurants, shops and public houses. The area has seen some conversion from retail to residential uses under permitted development rights, however an Article 4 Direction has been made (due to come into force in January 2019) and this Direction, alongside designation of Green Lanes as a Local Shopping Centre, will help to consolidate and protect the retail offer and revive this local centre.
- **Hackney Downs** consists of a good selection of local shops centred around the Amhurst road / Dalston Lane / Pembury Road junction, and also incorporates Hackney Downs overground station. Improvements to the station, including an interchange with Hackney Central, has enhanced connectivity in the Hackney Downs area.

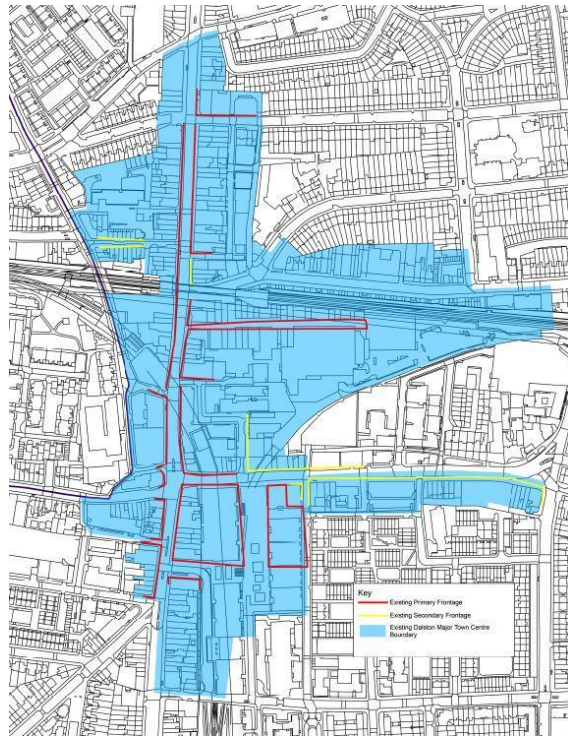
9.5 Hackney's town centres will be the focus for development of new convenience and comparison retail, as well as accommodating other appropriate town centre uses<sup>8</sup> including commercial, community, leisure, culture, tourism and civic uses. Residential uses above ground floor level are acceptable within a town centre. An appropriate mix of uses and services is needed in order to retain and further improve the vibrancy and vitality of the town centres. New developments within the town centres must be appropriate to the scale, character and function of the town centre, in keeping with its role and function within the borough's town centre hierarchy. Development will be expected to enhance the public realm in order to improve accessibility, social spaces, safety and the environment.

9.6 Proposals for development of new or extensions to town centre uses, including all A Class or leisure development, which are outside of town centres and in excess of 200sqm gross internal area floorspace must comply with the sequential test and impact test as outlined in the London Plan. Where the sequential test demonstrates that the development cannot be located within a town centre, the applicant will be required to submit a retail impact assessment demonstrating that there would be no adverse impact on the vitality and viability of the designated centres as a whole. The Council will refuse planning permission where there is evidence that proposals are likely to have significant adverse impacts on the vitality and viability of the designated centres.

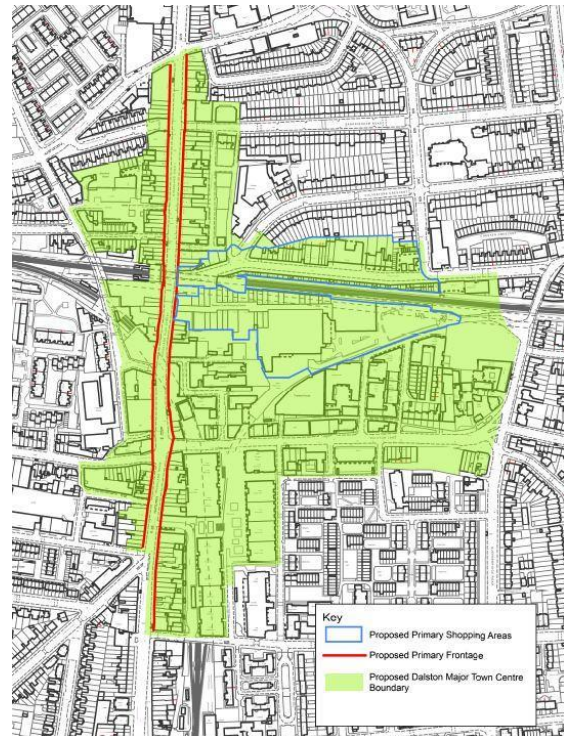
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<sup>8</sup> Retail development (including warehouse clubs and factory outlet centres); leisure, entertainment facilities the more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, night-clubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).

9.7 Following public consultation, the proposed changes / new Town Centre Boundaries and Retail Frontages are as shown below:



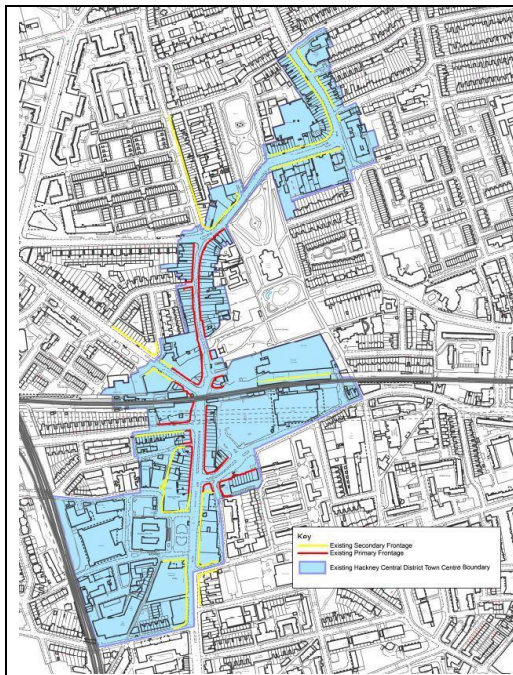
*Existing Major Town Centre Boundary and Frontages*



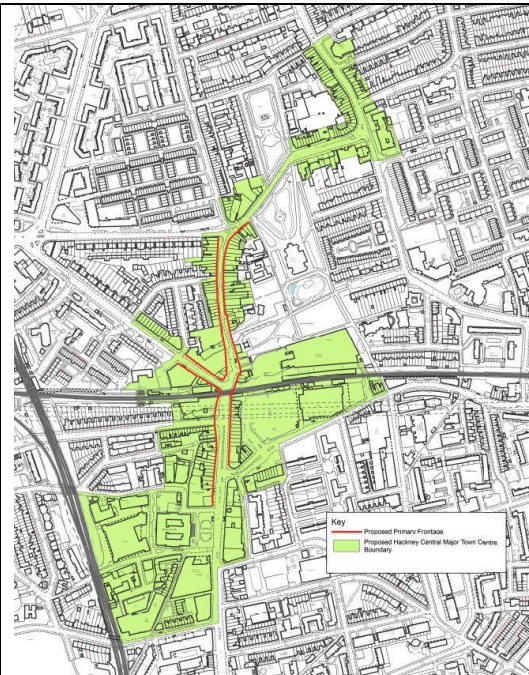
*Proposed Major Town Centre Boundary, Frontages and Shopping Areas*

Map 5: Dalston Town Centre



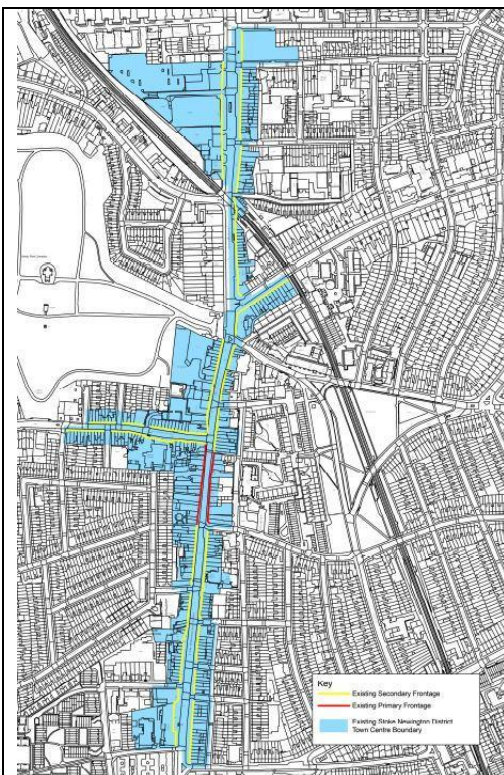


*Existing District Town Centre Boundary and Frontages*



*Proposed Major Town Centre Boundary and Frontages*

Map 6: Hackney Central Town Centre



*Existing District Town Centre Boundary and Frontages*



*Proposed District Town Centre Boundary*

Map 7: Stoke Newington Town Centre





*Existing District Town Centre Boundary and Frontages*

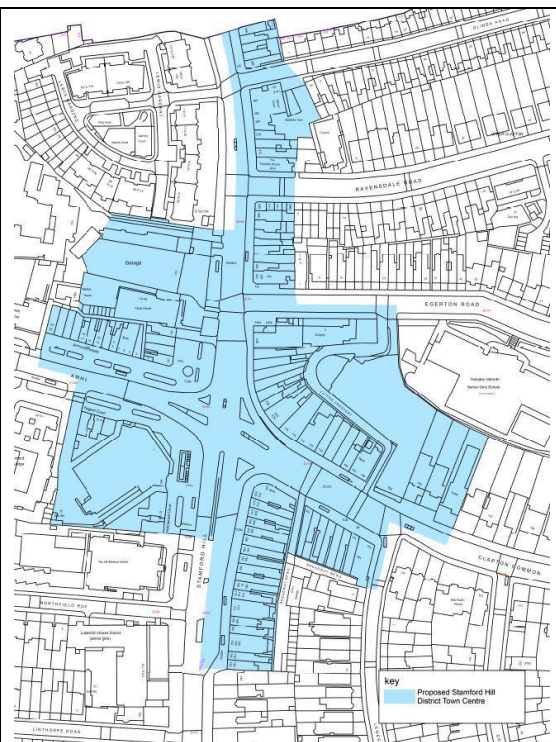


*Proposed District Town Centre Boundary*

Map 8: Finsbury Park Town Centre



*Existing Local Shopping Centre Boundary*



*Proposed District Town Centre Boundary*

Map 9: Stamford Hill Town Centre





Map 10: New local centres

- 9.8 It is proposed that Shacklewell Lane Local Shopping Centre is de-designated as a Local Shopping Centre so that any proposals for redevelopment are considered against policy LP36 on individual shops and parades



Map 11: Shacklewell Lane Local Shopping Centre

## LP33 Hackney Central and Dalston

- A. New retail, commercial, leisure and cultural development will be permitted within the major town centres of Hackney Central and Dalston.
- B. Any redevelopment of larger A1 retail units over 1,000sqm must re-provide at least the existing quantum of A1 retail floorspace.

### Primary Shopping Areas (Dalston)

- C. Comprehensive redevelopment of the Kingsland Shopping Centre Primary Shopping Area in Dalston must re-provide the equivalent or greater quantum of A1 retail floorspace.
- D. Change of use away from A1 retail will be resisted in the Primary Shopping Areas of Kingsland Shopping Centre and Ridley Road Market within Dalston. Any change of use must meet the following criteria:
  - i. At least 85% of the units within each Primary Shopping Area must remain in A1 retail use; and
  - ii. will not result in the equivalent of a group of two or more adjoining standard size shop units being in non-retail (A1) uses; and
  - iii. must incorporate a shop front; and
  - iv. must contribute to the vitality and viability of the Primary Shopping Area.



- E. In exceptional circumstances a change of use may be permitted if the proportion of A1 falls below 85% if it can be demonstrated through at least one year's marketing evidence in accordance with Appendix 1 that there is no realistic prospect of the unit being used for A1 retail.

### **Primary Shopping Frontages (Dalston and Hackney Central)**

- F. A1 retail uses should be the predominant use within the primary frontages, constituting at least 60% of all units within the primary frontage as a whole. Development involving the loss of A1 uses will only be permitted where the proposal does not result in the overall proportion of A1 falling below 60%, and does not result in the equivalent of a group of two or more adjoining standard size shop units being in non-retail (A1) uses.
- G. In exceptional circumstances a change of use may be permitted if the proportion of A1 falls below 60% if it can be demonstrated through at least one year's marketing evidence in accordance with Appendix 1 that there is no realistic prospect of the unit being used for A1 retail.
- H. All proposals must incorporate a shop front, have an active frontage and contribute to the vitality and viability of the town centre.

### **Secondary Shopping Area (Dalston and Hackney Central)**

- I. A diversity of A class, commercial, leisure and cultural facilities will be supported within the secondary shopping areas.
- J. The change of use from retail (A1) will only be permitted where the proposal meets all of the following criteria:
  - i. The proposal will not result in the equivalent of a group of three or more adjoining standard size shop units within a parade being in non-retail (A1) uses; and
  - ii. Individually or cumulatively the development will not have an adverse effect on the vitality and viability of the centre as a whole and/or on the individual shop unit; and
  - iii. A shop front and active frontage is retained or provided; and
  - iv. The proposal is for another A-class, commercial / office or community use.

- 9.9 The primary shopping areas of Kingsland Shopping Centre and Ridley Road Market within Dalston provide key concentrations of retail floorspace. In order to safeguard these areas for retail purposes any redevelopment must not result in any net loss of retail floorspace.

- 9.10 A1 retail should be the principal and dominant use in the primary frontages designated in Dalston and Hackney Central major centres, constituting at least 60% of all ground floor units within the frontage. The remainder of the units in the primary frontage should be supporting A-class town centre uses. In order to ensure shopping centres in the Borough remain healthy and vibrant, if the proposed change of use away from retail would result in the total proportion of retail units in the primary frontage falling below the 60% threshold then marketing evidence will be required to show that there is no demand for retail in this location.
- 9.11 Outside of the primary shopping areas and primary shopping frontages, the remainder of the major town centres are designated as secondary shopping areas. In the secondary shopping area, a diversity of uses that complement the main shopping function of the centre will be permitted, including A class, B class, D class and other commercial uses that are appropriate within a town centre, provided the proposal meets the criteria set out in section G of the policy. Residential uses above ground floor level are acceptable within town centres.

### **LP34 Stoke Newington, Stamford Hill and Finsbury Park**

- A. New retail, commercial, leisure and cultural development of an appropriate scale will be permitted within the district town centres of Stoke Newington, Stamford Hill and Finsbury Park.
- B. A1 retail should be the predominant use within district centres, constituting at least 55% of all units within the district centre as a whole. Development involving the loss of A1 uses will only be permitted where the proposal does not result in the overall proportion of A1 falling below 55% and does not result in the equivalent of a group of two or more adjoining standard size shop units within an individual parade being in non-retail (A1) uses.
- C. In exceptional circumstances a change of use may be permitted if the proportion of A1 falls below 55% if it can be demonstrated through at least one year's marketing evidence in accordance with Appendix 1 that there is no realistic prospect of the unit being used for A1 retail.
- D. All proposals must incorporate a shop front, have an active frontage, contribute to the vitality and viability of the town centre or parade, and be for another A-class, commercial / office or community use.
- E. Any redevelopment of larger units over 1,000sqm must re-provide at least the existing quantum of retail / leisure / commercial floorspace.

- 9.12 Retail uses are distributed throughout Hackney's district centres so distinct primary and secondary frontages have not been designated in district centres. These centres are made up of natural parades of shops. A1 retail should constitute at least 55% of all units within the district centre. Any proposed change of use that

would result in the proportion of retail units in the district centre falling below the 55% threshold is required to provide marketing evidence to demonstrate that there is no demand for retail in this location. Any change of use away from retail must also meet all criteria in section D of the policy.

- 9.13 Some district centres contain single large, anchor retail units and the loss of any of these units would have a disproportionately large impact on vitality and viability of the district centre. Any redevelopment proposals for units over 1,000sqm must retain the existing quantum of retail / leisure / commercial floorspace in a configuration that will enhance the vitality of the town centre and contribute to place making and public realm enhancement.

## LP35 Local Shopping Centres

Local Shopping Centres should provide a range of retailing and community services to meet the needs of the local community.

- A. A1 retail should constitute at least 50% of all units within each Local Shopping Centre.
- B. In exceptional circumstances a change of use may be permitted if the proportion of A1 falls below 50% if it can be demonstrated through at least one year's marketing evidence in accordance with Appendix 1 that there is no realistic prospect of the unit being used for A1 retail.
- C. All proposals for change of use away from A1 retail uses within a Local Shopping Centre must meet the following criteria:
  - i. The proposal is for another A-class use or meets local community needs; and
  - ii. The proposal will not have an adverse effect on the vitality and viability of the centre as a whole and/or on the individual shop unit; and
  - iii. A shop front and active frontage is retained or provided.

- 9.14 Hackney's Local Shopping Centres provide a range of retailing and community services to meet the day-to-day needs of all members of the local community within reasonable walking distance. These centres are particularly important for less mobile members of the community and those who may not wish to travel far.
- 9.15 In order to maintain a range of retail services within the Local Shopping Centres, A1 uses should constitute at least 50% of all units within the centre. Any proposed change of use that would result in the proportion of retail units in the local shopping centre falling below the 50% threshold is required to provide marketing evidence to demonstrate that there is no demand for retail in this location. All changes of use away from retail must also meet all criteria in section C of the policy.

## LP36 Shops outside of designated centres

- A. Individual shops or parades outside of designated town and local centres will be safeguarded for A1 retail purposes. Development involving the loss of A1 retail will only be permitted if all of the following criteria are met:
- i. There are alternative shopping facilities for local residents within reasonable walking distance of 400m from the retail unit, also taking into account shops within neighbouring boroughs; and
  - ii. The retail character of the parade is not undermined (if it forms part of a parade); and
  - iii. The proposed use is an A-class or community use; and
  - iv. A shop front and active frontage is retained or provided.
- B. If all of the above criteria are not met then marketing evidence of at least one year must be provided in accordance with Appendix 1 demonstrating that there is no realistic prospect of the unit being used for A1 retail.

- 9.16 Non-designated local shopping parades or individual shops such as newsagents or corner shops have a key role in providing access to day-to-day necessities within walking distance from home. A1 uses within these non-designated centres should be retained in line with the criteria in the policy in order to provide local facilities in sustainable locations.

## LP37 Small and Independent shops

- A. The provision of small A1 shop units suitable for small and independent retailers will be supported.
- i. New retail development of more than 1000sqm gross internal floorspace in designated town centres must incorporate small shop premises, equivalent to at least 10% of the total amount of proposed gross internal retail floorspace.
  - ii. Major developments must incorporate small shop units where there is no accessible provision of alternative shopping facilities within 400m walking distance, taking into account shops within neighbouring boroughs.
  - iii. New retail development will be subject to conditions to prevent the future amalgamation of units into larger premises without planning permission.
- B. Any proposal involving sub-division of an A1 retail unit or partial loss of A1 retail floorspace must demonstrate that:
- i. The function of the unit will not be materially altered, i.e that the floorspace of the remaining retail unit is sufficient to allow its continued operation as a shop or other town centre use; and
  - ii. The future viability of the unit and the centre will not be harmed.

- C. Amalgamation of individual A1 shop units will only be permitted in the primary frontages of major town centres.

- 9.17 A small shop is considered to be less than 80sqm gross internal floorspace and is often occupied by an independent retailer which has nine units or less in operation nationally (as per the Goad definition). Hackney's many small and independent shops contribute to the special character and identity of Hackney's neighbourhoods and add to the distinctiveness and variety of Hackney as a place to live and visit. In addition, affordability is a key concern for small enterprises in Hackney and, by virtue of their size, small shop units are generally more affordable and accessible to independent or start-up shop businesses and independent traders. The Council therefore seeks to retain and promote small shop units across the Borough.
- 9.18 In order to encourage greater provision of small shop units within the Borough, new retail development within Hackney's designated centres which are over 1000sqm are required to incorporate small shop premises for occupation by small and independent retailers amounting to 10% of the gross internal floorspace. In addition, proposals for major development schemes may also be required to provide small shop units where no alternative shopping facilities are available within 400m walking distance, to ensure all members of the community have reasonable access to local shops for day-to-day needs. This would be secured through planning obligations.
- 9.19 Whilst small retail units are encouraged, in some cases, retail units (all A classes) are subdivided to allow for new residential uses at the rear or improved access to residential units on upper floors and whilst this may be acceptable in line with other policies in this chapter and as part of the wider redevelopment of a site, subdivision can sometimes result in 'token' retail units being created which are too small for the requirements of occupants. In order to avoid this, all proposals involving sub-division of an A1 retail unit or partial loss of A1 retail floorspace must satisfy the criteria in part B of the policy to ensure that the shop unit remains of a size and layout that is viable for current and future occupiers.
- 9.20 Amalgamation of small shop units will only be permitted in the primary frontages of major town centres where the provision of larger retail floorplates can be more attractive to a wider range of potential end-users. Amalgamation of small shop units will be resisted in all other locations as this can result in material impacts to Hackney's shopping areas relating to character and intensification of use.

## **LP38 Evening and night time economy**

- A. New evening and night-time economy uses will be primarily located in the borough's designated centres. The use should be of a size and type that reflects the role and function of the centre.

- B. Proposals for uses that would result in the diversification of the evening and night time economy will be supported. Only limited expansion of licenced premises will be permitted in Shoreditch and Dalston.
- C. Proposals for evening and night time economy uses will only be permitted if both of the following criteria are met:
  - i. There is no negative impact on the amenity of adjoining or adjacent residential accommodation and non-residential uses, such as through noise disturbance, cooking smells, anti-social behaviour, and highway safety; and
  - ii. There is no negative cumulative impacts resulting from the proposed use in relation to the number, capacity and location of other night-time economy uses in the area.

- 9.21 Evening and night-time economy uses comprise a wide range of uses including A3 restaurants, A4 drinking establishments, D2 uses such as cinemas, dance and concert halls, music venues and bingo halls and some sui generis uses such as casinos, theatres, music venues and night clubs. Evening and night time economy uses contribute to the vitality and vibrancy of town centres and contribute positively to the visitor experience and local economy.
- 9.22 There is, however, an over-emphasis in certain parts of the Borough on evening and night time venues which encourage alcohol-consumption amongst young people, particularly bars and clubs. Concentrations of these types of evening and night time economy uses in an area can have negative impacts on local communities and residents including noise and disturbance, anti-social behaviour, fear of crime, and environmental degradation.
- 9.23 The Council's approach is therefore to maintain a balance in the amount and type of evening and night time economy uses across the Borough. Managed expansion is permitted in town centres but expansion of night time economy uses should be limited in Shoreditch and Dalston where concentrations already exist and Special Policy Areas have been implemented through the Council's Licencing Policy.
- 9.24 Management plans will be required for any new evening and night time economy uses, planning obligations will be applied to ensure evening and night time uses operate appropriately, and the Agent of Change principle is supported in line with the NPPF and emerging London Plan. Night time economy uses that would harm the attractiveness of Hackney's centres or the amenity of local residents will not be permitted.
- 9.25 The Council promotes the establishment of a more diverse night time offer across the Borough that will appeal to a wider range of the community including non-



alcohol-based activities such as restaurants, cultural activities and late night coffee bars.

## **LP39 Over-concentration of uses**

### **Hot food takeaways**

- A. Proposals for new hot food takeaways (A5 use class) will only be permitted where all the following criteria are met:
- i. It is located within a designated centre and would not result in more than 5% of the units in the centre as a whole being A5 uses; and
  - ii. There would at least three non-A5 units between the proposed use and an existing A5 use; and
  - iii. It is not located within 400 metres of the boundary of a primary school, secondary school or community college; and
  - iv. A commitment is made to operate in compliance with the Council's Healthy Catering Commitment.

### **Betting shops and payday loan shops**

- B. Proposals for new betting shops or payday loan shops (sui generis uses) will only be permitted where:
- i. It is located within a designated centre and would not result in more than 5% of the units in the centre being a betting shop or payday loan shop; and
  - ii. There would be at least three other town centre uses between the proposed use and an existing betting shop or payday loan shop.

9.26 This policy seeks to resist the development of concentrations of the types of uses that are known to have a detrimental impact on the vitality and viability of town centres and the amenity of residents.

9.27 In order to avoid an over-concentration of takeaways within town centres, development of new takeaways will be resisted as outlined in criteria A(i) and A(ii) of the policy. In addition, in order to address rising levels of childhood obesity in the Borough, permission will be refused for the development of new hot food takeaways within 400m of the boundary of a primary or secondary school or college. When assessing takeaways within the 400m buffer, applicants must also take into account uses within neighbouring boroughs. Where takeaways are located in close proximity to residential uses, opening hours may need to be restricted to protect the amenity of residents. All new takeaways are required to operate in compliance with the Council's Healthy Catering Commitment which is a scheme seeking to encourage fast food outlets to offer healthier options and to reduce the level of saturated fats and salt in their food: <https://www.london.gov.uk/what-we-do/business-and-economy/food/our-projects-food-london/healthier-catering-commitment>

- 9.28 Clustering of betting shops and payday loan shops (classified as sui generis uses since 2015) can impact negatively on the vitality and character of town centres and gambling can be harmful for some people. The Council will therefore resist proposals for betting shops or payday loan shops in line with the criteria in the policy.

## **LP40 Street markets**

- A. The Council will protect and promote the street markets of Ridley Road, Hoxton Street, Broadway Market, Kingsland, Well Street and Chatsworth Road.
  - i. Development which would result in the permanent loss of markets or pitches will be refused unless appropriate comparable replacement provision is made.
- B. New or expanded markets should be located within the borough's designated centres.
- C. Proposals for new markets and market stalls will be permitted provided they will not cause individual or cumulative harm to the local area in terms of residential amenity, pedestrian and highway safety, parking congestion or the free flow of traffic, especially public transport. This must be set out in a Management Plan provided with any application.

- 9.29 Hackney's street markets contribute to the economic, social and cultural life of the Borough, offering a range of goods and services for Hackney's diverse communities and contributing to the vitality, diversity and attraction of shopping in the Borough. Existing markets will be protected and additional or expanded markets within town centres will be supported if formally designated by the Council.
- 9.30 The Council would resist development proposals that would result in the loss of markets and pitches, unless appropriate comparable re-provision is made. Proposals for markets or individual market stalls should submit a Management Plan to include provision for careful management and design features, and, where appropriate, contribute towards environmental and street improvements and initiatives such as improving areas for parking and servicing. The Council will use conditions and/or obligations to ensure the operation of markets do not have harmful impacts, and require detailed layout plans as part of an application.



# 10. Improving Accessibility and Promoting Sustainable Transport

## Promoting Sustainable, Efficient Healthy and Clean Transport

10.1 Hackney seeks to integrate sustainable transport and growth so that new jobs and homes are located together in places highly accessible to public transport with a high quality safe urban realm. This should mean that people of all ages and backgrounds increasingly choose to travel by walking, cycling and public transport bringing the health benefits of accessibility, physical exercise and clean air while encouraging the efficient use of limited street space by low-emission vehicles to ease traffic congestion.

### Key facts

- Car ownership levels in Hackney fell between 2001 and 2011 with the proportion of households with a car dropping from 44% to 34%.
- Walking levels in Hackney have been increasing over the years; 39% of people in Hackney use walking as their main mode of transport over a seven day period, compared to the Greater London average of 32%.
- Cycle space provision in approved developments almost quadrupled between 2015/16 and 2016/17.
- The latest census (2011) showed more Hackney commuters cycle to work (15.4%) than go by car (12.7%).
- Annual usage of London Overground stations in Hackney more than trebled in the seven years between 2010 and 2017

### Chapter objectives:

- To create liveable and accessible neighbourhoods where people choose to walk, cycle and socialise, and support the development of a network for electric vehicles.
- To support improvements to the public transport network and maximise the community and regeneration benefits and opportunities to come from Crossrail 2.

## LP41 Liveable Neighbourhoods

- A. New development and its associated transport systems should contribute towards transforming Hackney's places and streets into one of the most attractive and liveable neighbourhoods in London.
- B. All new development must:
  - i. Create an environment where people actively choose to walk and cycle as part of everyday life.
  - ii. Reduce the dominance of the private motor vehicles both in terms of traffic and congestion on our roads and managing excessive parking on our streets.
  - iii. Contribute to the *Healthy Streets* approach to improve air quality, reduce congestion and make Hackney's diverse communities become greener, healthier and more attractive places in which to live, play and do business.
  - iv. Contribute to a safe road environment where traffic accident casualties are steadily reduced supporting *Vision Zero* objectives
  - v. Contribute towards greening our neighbourhoods: creating a cleaner, healthier environment that is able to cope with changes to the climate.
  - vi. Make improvements to the pedestrian environment including the provision of high quality public realm, safe road crossings, water fountains, seating, wayfinding and increased tree and vegetation coverage. Provide and where appropriate financially contribute towards creating well connected, high quality, convenient and safe cycle routes and infrastructure.
  - vii. Tackle poor air quality, seeking to reduce NOx emissions to achieve the National Air Quality objective and in particular reduce the exposure of children and vulnerable people to transport-related air pollution.
  - viii. Provide for and financially contributing towards measures to support Low Emission Neighbourhoods (LENs) including but not limited to the increased use of car sharing, low emission vehicles including taxis, freight consolidation and associated engagement with businesses, residents and other stakeholders to support these aims.
  - ix. Support permeability and the reallocation of road space to promote walking cycling and use of public transport.

10.2 Hackney is committed to improving the quality of life for people who live, work or visit the Borough. The Liveable neighbourhoods policy aims to build upon the borough's success in creating liveable and sustainable neighbourhoods, demonstrated by Hackney having both the third lowest levels of car ownership in England and one of the highest levels of cycling and bus usage in London.

10.3 The Council is committed to working in partnership to promote safe, sustainable, and accessible transport solutions, which minimise the impacts of development, mitigate the impact of air pollution, maximise health benefits and provide easy access to local services and employment opportunities. This is consistent with the approach outlined by the Government's National Planning Policy Framework

(March 2012) and the London Plan (March 2016). Reducing car use and promoting active travel also contributes to the Hackney Health and Wellbeing Strategy priority to reduce childhood obesity.

- 10.4 The purpose of Hackney's Transport Strategy 2015-2025 is to encourage more walking, cycling and use of public transport for those who live, work and visit the Borough and to continue to reduce the need for private car use. The Strategy supports the objectives set out in the Mayor of London's Draft Transport Strategy 2017.
- 10.5 The Council will work to adapt our public realm and promote a vision for neighbourhoods in Hackney encompassing improved health, carbon reduction and improved air quality, cohesive communities, economic prosperity, quality of life and equality of opportunity.

## LP42 Walking and Cycling

- A. All new development must promote sustainable transport by prioritising walking and cycling in the Borough.

### Walking

- B. New development will only be permitted where it:
- i. Improves the pedestrian environment and contributes towards achieving a world class public realm linking the site to transport infrastructure as well as facilities and amenities including the provision of high quality safe road crossings where needed, seating, signage and increased tree and vegetation coverage.
  - ii. Is permeable - easy and safe to walk through - and adequately lit;
  - iii. Provides high quality footpaths that are wide enough for the number of people expected to use them and designed to be suitable for vulnerable road users including older people and people with disabilities.
  - iv. Contributes towards improved wayfinding including signposted links such as TFL's Legible London to key infrastructure, transport nodes, green spaces and canal towpaths where appropriate.

### Cycling

- C. In order to promote cycling in the Borough and ensure a safe and accessible environment for cyclists, the Council will seek to ensure that development:
- i. Provides for and makes contributions towards connected, high quality, convenient and safe cycle routes for all, in line or exceeding London Cycle Design Standards.
  - ii. Contributes to a world class public realm which reduces vehicle dominance and supports sustainable transport in particular walking and cycling
  - iii. Provides cycle parking for building users and visitors to the development in accordance with Hackney's cycle parking standards (see below). Cycle parking shall be secure, accessible, convenient, and weatherproof and will include an adequate

- level of parking suitable for accessible bicycles, tricycles and cargo bikes.
- iv. Makes provision for high quality facilities that promote cycle usage including workplace showers, changing room and lockers. The provision should be proportionate to the scale of development and cycle parking provided.
- v. Provides links to public transport nodes as well as facilities and amenities.
- vi. Contributes towards improved wayfinding.
- vii. Promotes and contributes towards the introduction and expansion of cycle hire facilities.

- 10.6 In recent years, Hackney has sought to develop a policy of re-prioritising the needs of road users away from the car and more towards pedestrians, cyclists and public transport users in line with National Guidance. At a local level, Hackney has sought to improve conditions through a variety of interventions including upgrading the public realm, managing parking demand through controlled parking zones, removing gyratories and one way streets, and introducing traffic calming measures. The Council will seek to continue this policy when assessing planning applications.
- 10.7 The Council will also seek improvements such as the provision of new walking/cycling paths from new housing developments, contributions towards the provision of cycle parking and cycle hire schemes, better station interchanges, accessible bus stops, etc. to the sustainable transport network to further facilitate prioritisation towards the needs of pedestrians, cyclists and public transport users.
- 10.8 High motor traffic flows and congestion contribute to poor air quality, which is a major contributory factor to ill health in the Borough as it can affect lung function, exacerbate asthma and increase cardiovascular and respiratory disease (local estimates for Hackney suggest that as many as 7% of all deaths in 2014 can be attributed to air pollution)<sup>9</sup>. Noise pollution from transport can also cause a number of health issues, including sleep disturbance, hearing impairment, heightened cortisol in the blood (a marker of stress) and, impairment of cognitive performance in children, as well as increased risk of developing cardiovascular disease in those exposed long-term to noise pollution. Road traffic accidents resulting from motorised vehicles are a key concern (with 290 people killed or seriously injured on the road in Hackney between 2012 and 2014), particularly because of health inequalities relating to ethnicity and socio-economic status. Creating a better balance between pedestrians, cyclists and motor vehicles is therefore critical if we are to make our neighbourhoods more attractive and liveable for everyone.
- 10.9 Transport choices can have a huge impact on people's health. Sustainable transport choices such as walking and cycling which increase physical activity help prevent or manage over 20 health conditions and diseases including coronary heart disease, diabetes, some cancers and obesity. Physical activity is also good for mental wellbeing and can help older people maintain independent lives for longer. An estimated 53,000 adults in Hackney are failing to achieve even 30 minutes of moderate activity a week, and 90% of 15 year olds are failing to achieve the

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<sup>9</sup> JSNA

recommended levels of physical activity for their age group. Active travel may be the main way that Hackney residents meet their physical activity needs. The UK Faculty of Public Health states that active travel is the only viable option for significantly increasing physical activity levels across London's whole population (PH paper 2013). There are also health inequalities in use of active travel: Hackney's Joint Strategic Needs Assessment highlights that non-White groups in Hackney were less likely to cycle than average.

## LP43 Transport and Development

- A. New development should be located where its transport needs can be met in a sustainable manner.
- B. Any significant negative impact on the operation of transport infrastructure, must be satisfactorily mitigated.
- C. Major development proposals are required to include the submission of either a Transport Assessment and Travel Plan, or a Transport Statement and Local Level Travel Plan, in accordance with the London Borough of Hackney thresholds.
- D. New development will only be permitted where it:
  - i. Reduces the need to travel and encourages high-density and high-trip generating development around transport nodes and highly accessible areas.
  - ii. Integrates land use and transport and will encourage mixed use developments which support compact growth and regeneration.
  - iii. Minimise the demand for private car trips.
    - i. Fully mitigates any adverse impacts upon the capacity of transport infrastructure and public transport services, including pavements and other walking routes, cycle routes, bus and rail services, rail stations and roads.
  - iv.
  - v. The transport and environmental impacts of development construction must be minimised and mitigated through Constructions and Logistics Plans (CLPs) incorporating adherence to the Construction and Logistics Community Safety Scheme (CLOCS) and the Freight Operator Recognition Scheme (FORS)<sup>10</sup> On-site machinery and vehicles used should comply with industry best-practice emission standards contributing to the Council's air quality objectives.
  - vi. Assesses the ongoing freight impact of the development and minimises and mitigates the impacts of this on the transport system through Delivery and Servicing Plans (DSPs) including references to use of low-emission, freight consolidation and sustainable last mile delivery vehicles.

<sup>10</sup> Developers are expected to meet as a minimum FORS Silver standard and comply with best-practice contained in any superseding guidance.

- 10.10 Hackney will consider the impacts of movement to, from and within a site including links to existing transport networks via transport assessments, travel plans, delivery and servicing management plans and construction management plans. The Council's aim is to minimise the impact of development and maximise opportunities to provide safe sustainable transport access to services, facilities and employment.

## **LP44 Public Transport and Infrastructure**

All development must:

- A. Protect existing and proposed transport infrastructure, particularly routes for walking, cycling and public transport, from removal or severance which could compromise their use or operation. Proposals which are contrary to the safeguarding of strategic infrastructure improvement projects, including Crossrail 2 will be refused.

In addition new major development must:

- B. Make a financial contribution towards improvements to the bus network and associated infrastructure including new bus services, bus priority measures and frequency upgrades.
- C. Contribute to improving rail infrastructure at local stations including travel interchange facilities and step free access.
- D. Supports car club development, cycle hire facilities and other sustainable transport initiatives, such as electric vehicle charging infrastructure and pocket parks,
- E. and improves access to public transport facilities by promoting walking and cycling.

- 10.11 Hackney will continue to work with relevant partner organisations including Transport for London (TfL) to secure improvements to public transport. Where appropriate, developers will be required to contribute to improving walking, cycling and public transport infrastructure. Due contributions will be secured through use of Hackney's Community Infrastructure Levy or S106 agreements or alternative arrangements where applicable.

## **LP45 Parking and Car Free Development**

- A. In order to reduce car usage and promote active travel, all new developments in the borough must be car-free; on-site parking limited to:
  - i. Parking for disabled users , which is required to be provided in accordance with best practice standards, as set out in the London Plan
  - ii. Essential operational or servicing needs as justified through a Transport Assessment,



B. Where sites are redeveloped existing parking provision must be significantly reduced to make the new development car free unless there is site specific justification to re-provide an element of the existing parking. In housing estate development schemes, parking provision may be retained or re-provided where it can be demonstrated that:

- i. existing occupiers with established parking spaces or permits are to return to the site once the development is completed and that the retained or re-provided parking is for those residents only, and
- ii. Where necessary, there is evidence of adequate capacity within the relevant controlled parking zone if the re-provided parking is to be on-street, and
- iii. the retained or re-provided parking is delivered as part of an overall package of measures improving legibility, including walking and cycling routes, and making improvements to the public realm.

If a development is to have entirely new occupiers it must be car free.

- C. Proposals for the redevelopment of existing car parks for alternative uses will be supported and the removal of boundary treatments and gardens to provide vehicle crossovers and on-site parking will be resisted.
- D. New development must incorporate designated spaces for deliveries within the boundaries of the development and provide Delivery and Servicing Plans which encourage provision for low-emission, consolidation and last mile delivery modes.
- E. A minimum of one fifth of all off-street parking places created need to be equipped with electric vehicle charging infrastructure in line with the London Plan.<sup>11</sup> Facilities for charging electric Powered Two Wheel vehicles should also be considered. Contributions will also be required for on-street provision of electric vehicle and other low emission vehicle infrastructure.
- F. All major residential developments will be required to contribute towards the expansion of the local car club network including those using low-emission vehicles.
- G. Proposals for, or including, new public car parks (and other motor vehicle public parking, including for coaches) will be refused. Proposals for the redevelopment of existing car parks for a different use shall be subject to the car-free and Transport Assessment need requirements within this policy.

10.12 The effective management of parking spaces is a key determinant of transport mode choice and an important tool for tackling congestion and local pollution in the

<sup>11</sup> In very low car parking provision developments Hackney would seek greater than one-fifth provision of electric vehicle charging infrastructure.

Borough. Limiting the opportunities for parking can also improve the attractiveness of an area for local walking and cycling. The National Planning Policy Framework advises that local authorities should consider an area's accessibility, type, mix and use of development, availability of public transport, local car ownership levels and the need to reduce the use of high-emission vehicles if setting local parking standards. Similarly, the London Plan identifies the need to manage parking as a key tool to minimise car use and promote sustainable means of transport.

- 10.13 Hackney will promote car free developments throughout the Borough and will seek to carefully manage essential car parking levels. Housing Estate Regeneration schemes will be expected to attain an overall reduction in car parking provision over time. The Borough has historically low car ownership levels given the high propensity of our residents to walk, cycle and use public transport. However, there are existing issues in relation to congestion, pollution and parking stress in the Borough which the Council would seek to improve. This management process will reflect local characteristics and be appropriate to public transport accessibility and variations in controlled parking zone coverage and parking stress across the Borough.





# 11. Hackney's Green and Open Spaces

11.1 Hackney has almost 400 hectares of open space. Hackney's parks and green spaces are of a high quality. They vary in size, ranging from large areas of Metropolitan Open Land at the Lee Valley Regional Park, which accounts for almost 40% of the borough's open space, to pockets of grass by the side of roads. The network of open spaces, waterways and the public realm is at the core of the borough's green infrastructure with many being a multi-functional asset which can have ecological and quality of life benefits for the community. Many of these spaces are also designated or non-designated heritage assets.

## Key Facts

- 25 parks in Hackney have been awarded Green Flag status (as of 2018).
- Approximately three quarters of Hackney residents do not have access to a private garden.
- There are 395 hectares of open space in the Borough.
- Hackney Marshes supports up to 82 football, rugby and cricket pitches.

## Chapter Objective:

- To protect and enhance existing open spaces and develop and improve green links between these spaces and support the creation of new open spaces and vertical gardens.

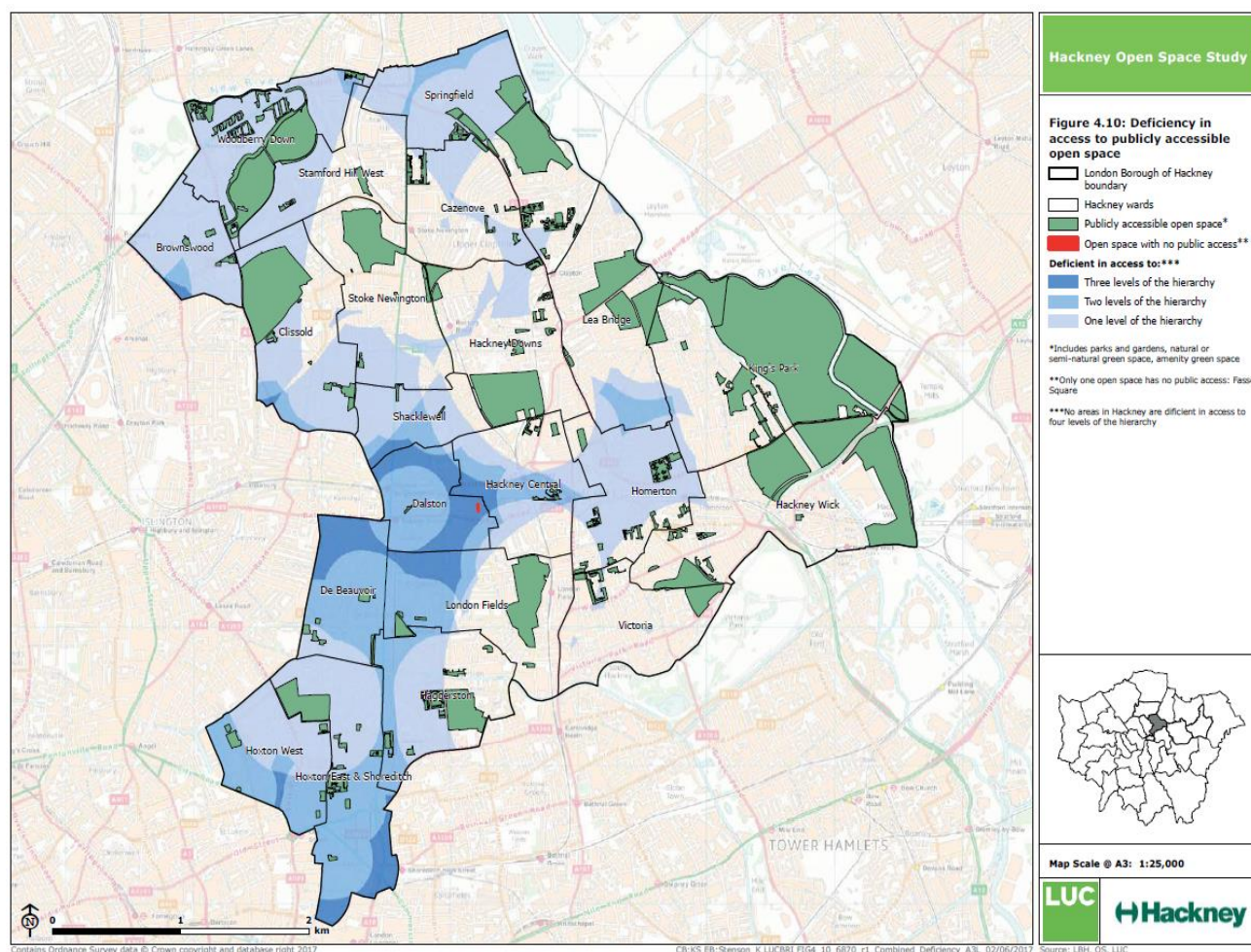
## LP46 Protection and Enhancement of Green Infrastructure

- A. All new development should enhance the network of green infrastructure and watercourses across the borough and seek to improve access to open space, particularly in areas of deficiency.
- B. Development involving the loss of designated open space will not be permitted unless:
  - i. there is compensatory contiguous replacement of better or equivalent quantity and quality of public open space and setting including facilities to enhance or diversify people's experience of the open space, and
  - ii. replacement is in a location with better or equivalent access by walking, cycling or public transport, and
  - iii. the quality of the remaining and replacement open space is not eroded by the proposed development..
- C. Development on other open space will only be permitted where:
  - i. replacement and/or enhancement of open space of better or equivalent quality is provided either on site or a location within the vicinity of the site, especially in the identified areas of deficiency, and
  - ii. wherever possible any replacement connects to the network green infrastructure including the green chains and green corridors, or
  - iii. it can be shown that the relationship between buildings and associated open space(s) can be improved in terms of use, security, setting and landscape quality.
- D. Small scale ancillary developments which enhance the park and open space offer, such as refreshment facilities, public conveniences, drinking fountains, public art installations or outdoor play and fitness equipment will be permitted provided that they are:
  - i. Of a high standard of design and quality, safe and accessible to all; and
  - ii. Do not have a detrimental impact on nature conservation and biodiversity, and should seek to improve such; and
  - iii. Do not result in the loss of functional open space where possible; and
  - iv. Do not detract from the overall function, character and appearance of the park or open space.
- E. Living roofs and vertical forests
  - i. Living roofs are required on major development schemes that include roof plates of over 100sqm.
  - ii. Living roofs and vertical forests are encouraged on all development proposals, including minor schemes, renovations, extensions and conversions.
- F. Allotments and food growing
  - iii. The Council will protect existing allotments and support the provision of new food growing spaces.

#### G. Lee Valley Regional Park

- i. Development proposals in proximity to the Lee Valley Regional Park should improve access and links to the Park and its waterways.
- ii. The Council will work cooperatively with the Lee Valley Regional Park Authority to deliver the Lee Valley Park Development Framework Area Proposals and the Lee Valley Biodiversity Action Plan 2017.

- 11.2 Green Infrastructure is the network of multi-functional green space across the borough, delivering a wide range of environmental, health and wellbeing, social and recreational benefits for Hackney's communities as outlined in the Green Infrastructure Task Force's objectives for green infrastructure in London:
1. Promoting Healthy Living: improving health outcomes by increasing physical activity, reducing stress and removing pollutants.
  2. Strengthening Resilient Living: keeping the city cool, its air clean, and protecting it from flooding.
  3. Encouraging Active Living: increasing levels of walking and cycling.
  4. Creating Living Landscapes: enhancing natural processes for the benefit of people and wildlife and conserving the most special landscapes, habitats and species.
  5. Enhancing Living Space: providing a range of outdoor space for cultural, civic, learning and community activity, including productive landscapes.
- 11.3 Development on designated open space (or playing pitches) is not permitted unless all criteria in section B of the policy are met. Loss of other open space, which tends to be located within housing estates, will also be carefully managed in line with criteria C of the policy as these spaces play a particularly important role for those without access to private gardens.
- 11.4 Population growth and development pressures in Hackney increases the importance of protecting all existing open spaces within the green infrastructure network, and this is especially important in areas of deficiency. The map below shows areas of deficiency in access to publicly accessible open space. These areas should be prioritised for on-site provision of open space as outlined in Policy LP48.



Map 12: Open Space Deficiencies

- 11.5 In some cases, identified areas of open space deficiency are not always a result of low quantities of open space, but a lack of or difficult access to open space. Enhancement of open space, particularly improved accessibility to existing parks and enhanced links between existing open spaces is encouraged across the borough in order to enhance the green infrastructure network (refer to Policy LP49 Green chains and Green Corridors). The provision of ancillary facilities such as seating, play or fitness equipment, public toilets, refreshment facilities or picnic areas, drinking fountains and changing facilities of an appropriate size and scale within public parks and other publicly accessible open spaces, will be supported where it can be demonstrated that these will enhance the space.
- 11.6 Living roofs and vertical forests are important features of urban greening, providing various benefits including improvements in the visual appearance of buildings, increased biodiversity, mitigation and adaptation to climate change, and reduction in air and noise pollution. Green roofs can work well alongside and even enhance the performance of renewable energy technologies, particularly solar photovoltaic systems, for example by regulating temperature.
- 11.7 There are nine dedicated allotment sites in Hackney managed by the Hackney Allotment Society as well as food growing spaces led by independent groups and



social enterprises are also found in other open spaces. There is high demand for allotments in Hackney and the Council therefore seeks to protect all existing sites and actively supports the provision of new allotments and the expansion and improvement of existing allotments and community food growing schemes. Allotments and community gardens provide many benefits to the physical and mental wellbeing of residents including through the production of healthy, fresh food, greater exposure to natural environments and wildlife, physical activity and social connections. New food growing initiatives are encouraged on existing open spaces and temporarily derelict land where short or medium term development is not planned. Consideration must be given to facilities such as storage of equipment and composting, ensuring that there is no detrimental impact on the character, appearance and amenity of the surrounding area, and to equality of access and security.

## **LP47 Biodiversity and Sites of Importance of Nature Conservation**

- A. Biodiversity across the borough will be protected and enhanced resulting in a net gain in biodiversity.
- B. All development should maximise opportunities to create new or make improvements to existing natural environments, nature conservation areas, habitats or biodiversity features and link into the wider green infrastructure network.
- C. All major development proposals are required to include a biodiversity survey of the site.
- D. All development schemes involving buildings with an eaves height of 7 metres and above are required to provide nesting boxes for swifts, sparrows, starlings and / or bats as appropriate to help preserve endangered urban biodiversity in Hackney.
- E. New development on or adjacent to Sites of Importance for Nature Conservation (SINCs), alongside watercourses and wetlands, Walthamstow Reservoirs Special Protection Area and Walthamstow Marshes Sites of Special Scientific Interest (in neighbouring Waltham Forest) must not have a detrimental impact on the biodiversity or nature conservation value of the site. Development will only be permitted where appropriate mitigation or compensatory measures are put in place.

11.8 There are 24 designated Sites of Importance for Nature Conservation (SINC) in Hackney. Hackney also falls within the Epping Forest Special Area of Conservation so regard must be given to the Management Plan for Epping Forest Special Area of Conservation. Springfield Park, in addition to being a SINC, is designated as a Regionally Important Geological / Geomorphological Site (RIG) based on its prominent spring line and Langley Silt and Hackney Gravel composition, and will therefore be protected.

11.9 Hackney is seeking to achieve net gain in biodiversity; this means that development should leave biodiversity in a better state than before. All development proposals should retain, enhance or create features and areas of nature conservation and / or

geodiversity value and avoid harm to biodiversity. Wildlife corridors should be provided or enhanced where appropriate. All major development proposals are required to include a biodiversity survey of the site setting out actions that will be taken to protect and enhance the biodiversity value on the site and the methods of habitat management that will be implemented.

- 11.10 All development schemes where the buildings have an eaves height of 7 metres and above should provide nesting boxes for swifts, sparrows, starlings and / or bats as appropriate to help preserve endangered urban biodiversity in Hackney. Swift bricks should be set flush into the external wall to match adjacent brickwork wherever possible. Reference should be made to the Hackney Biodiversity Action Plan (BAP) for further details: <https://www.hackney.gov.uk/biodiversity#hackney>
- 11.11 Where it is demonstrated that it is not possible to avoid adverse impact on habitats and / or species and there are exceptional circumstances such as overriding economic or social reasons for a development to occur within a SINC, and the benefits of the development outweigh the adverse impact on the biodiversity and geodiversity value of the site, mitigation measures must be included to minimise this impact. This is subject to reasonable alternatives for location and design having been assessed, and high quality re-provision either on-site or elsewhere in the Borough, which shall at least re-provide the habitat area and value, and preferably increase and improve the value.

## LP48 New Open Space

- A. All development proposals for 10 or more residential units must provide:
  - i. 14 sqm per person of communal open space; and
  - ii. An Urban Greening Factor score of at least 0.4
- B. All major mixed-use or commercial development proposals must provide:
  - i. 4 sqm of communal open space per employee, and
  - ii. An Urban Greening Factor score of at least 0.3.
- C. In the identified areas of deficiency, shown on Map 12, the emphasis is on on-site provision of open space. Planning permission for major developments will only be approved if the applicant can demonstrate that they will achieve the requirements set out in A and B above.
- D. Outside of the areas of deficiency, shown on Map 12, where the targets set out in A and / or B cannot be achieved, developments must:
  - i. Make physical improvements to the public realm to improve access to existing public open spaces, or
  - ii. Make financial and / or physical contributions for the enhancement of existing public open space or other green infrastructure in the locality.
- E. All new open space should meet the following criteria:
  - i. Be provided on site, and
  - ii. Be of high quality, and
  - iii. Be incorporated into the design of the scheme from the outset, and
  - iv. Maximise biodiversity benefits, and
  - v. Be publicly accessible and useable where possible.

11.12 Hackney's projected population growth means there is a requirement for additional open space. There are opportunities for provision of new open space within new residential or mixed-use schemes and parts A and B of this policy set out the required levels of communal open space within major development proposals. The figures for provision of new communal open space have been calculated based on Hackney's average existing open space provision and the overarching aim to retain the existing levels of provision per person as the population grows. New open space should meet the criteria set out in part E of the policy.

11.13 In addition to providing communal open space, applicants are required to incorporate urban greening measures in the layout and design of a scheme to achieve an Urban Green Factor score of at least 0.4 for major residential schemes and at least 0.3 for major mixed-use or commercial schemes in line with the



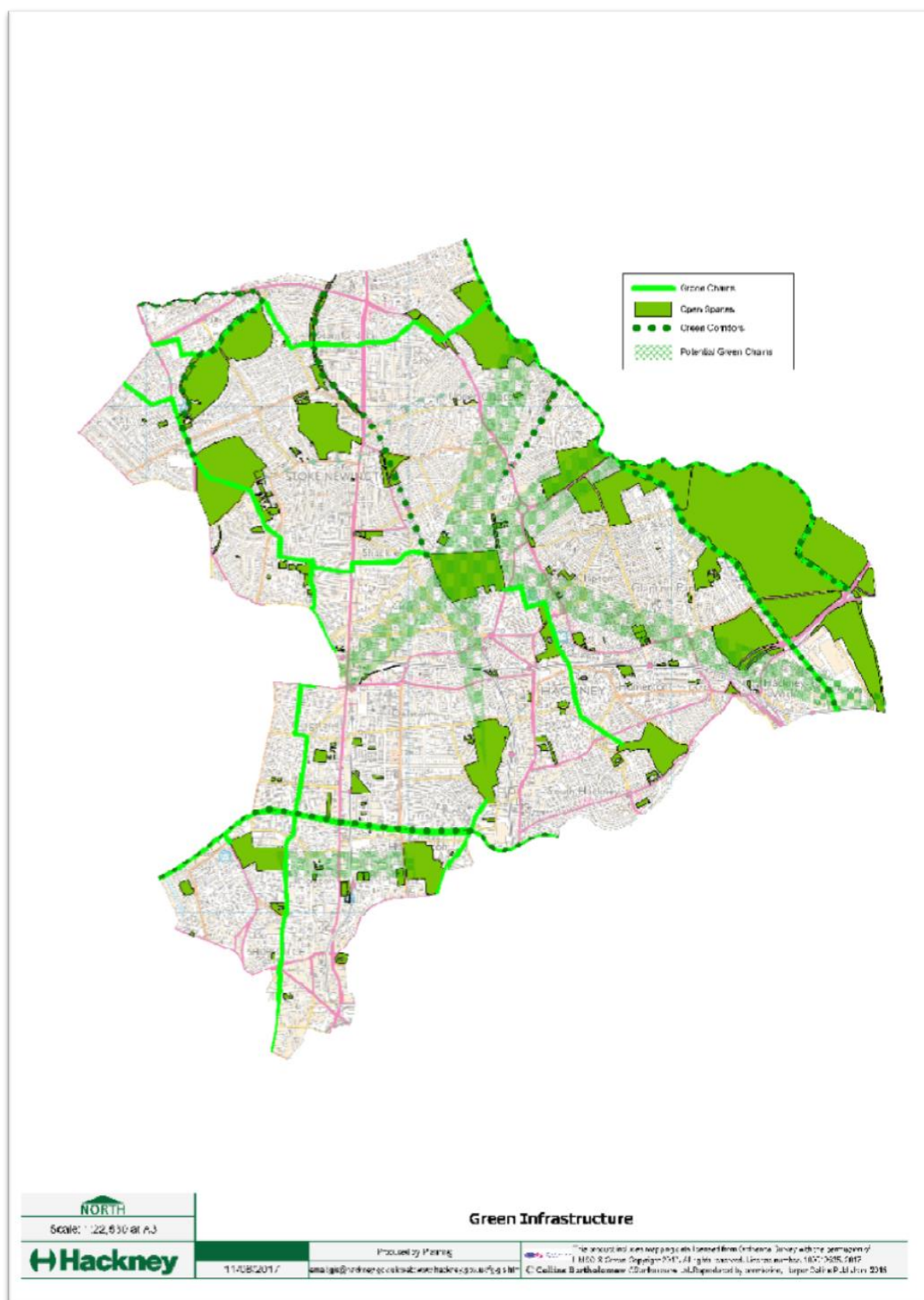
London Plan. This will help to increase green cover across each development and contribute towards the aims of Policy LP49 Green chains and Green Corridors.

- 11.14 In the areas that are deficient in access to open space, shown in Map 12 (i.e. predominantly around Dalston and Shoreditch), the emphasis is on on-site provision of open space. The option outlined in criteria D to exceptionally provide financial and / or physical contributions in lieu of on-site open space provision does not apply in areas of open space deficiency.

## **LP49 Green Chains and Green Corridors**

- A. All new development adjacent to existing Green Chains and Green Corridors must be developed in a way that contributes towards the green infrastructure network. In the areas of potential new Green Chains identified on Map 13, financial contributions may be sought to develop new Green Chains in the future.

- 11.15 Green chains and green corridors are an integral part of Hackney's green infrastructure network, contributing positively to the network of open spaces, recreation and biodiversity with positive impacts on climate change, drainage, air quality, active travel and health.
- 11.16 Green Chains connect publicly accessible green spaces to each other within Hackney's boundaries and beyond. Green Chains act as an extension of the green spaces that they connect, and should follow the ten Healthy Streets indicators.
- 11.17 Green corridors are relatively continuous areas of open space leading through the built environment, which may be linked and may not be publicly accessible. They may allow animals and plants to be found further into the built-up area than would otherwise be the case and provide an extension to the habitats of the sites they join.
- 11.18 Map 13 below shows the existing Green Chains and green corridors and identified areas for the development of new Green Chains. Contributions towards new and existing Green Chains and green corridors will be informed by details in the Council's Transport Strategy 2015-2025 and the Council's Green Infrastructure Strategy.



Map 13: Hackney's green infrastructure

## LP50 Play Space

- A. The Council will protect existing play and recreation facilities and support the development of new formal and informal play facilities. New major residential developments and mixed-use schemes that are likely to generate a child yield of 10 or more are required to provide 10sqm of dedicated play space per child on-site.
- B. New play spaces should:
  - i. Be well located and easily accessible by pedestrian, cycling or bus routes, and
  - ii. Be inclusive to all, and
  - iii. Provide a range of different types of play facilities and experiences for children of different abilities, and
  - iv. Be sustainable and easy to maintain.

11.19 Children's play space - both formal and informal space - is important for the development of physical, social and emotional skills in children and can improve health and reduce health inequalities. New play space should be provided on site in development schemes that are likely to generate a child yield of 10 or more. Child yield should be established using the play space calculator in the Mayor's Play and Informal Recreation SPG and provision should be 10sqm per child. Play space must be inclusive and open to both existing communities and new residents. New play spaces and areas for informal recreation should be informed by the design principles outlined in the Mayor of London's Play and Informal Recreation SPG.

11.20 If site constraints mean that play space cannot be provided in addition to communal open space in new developments as outlined in Policy LP48 then play space may be provided on-site within communal open space or on green roofs where these areas are safe, large enough, attractive and suitable for children to play. Exceptionally, where it is demonstrated that on-site play space is not feasible in any form, applicants may make financial and / or physical contributions for the enhancement of existing play space in the locality.

## LP51 Tree Management and Landscaping

- A. All development proposals must retain existing landscape features and trees of amenity value, especially veteran trees, hedgerows and natural features, and must incorporate high quality landscaping.
- B. Proposals resulting in the removal of protected trees (trees under a TPO and those within conservation areas) or a detrimental impact on the health and amenity of such trees will be refused except in exceptional circumstances and / or where over-riding

planning benefits are demonstrated. In such cases, compensatory measures will be required for suitable replacements and/or additional planting, or contributions to planting offsite. The removal of non-protected trees as part of development schemes will not be supported unless adequate replacement planting is proposed, or the removal is in the interests of good arboricultural practice.

- 11.21 Trees are a valuable feature of the urban and natural landscape and a key part of the green infrastructure network. Trees offer substantial benefits to people and the environment in improving air quality, reducing noise pollution, contributing to climate change adaptation, reducing the urban heat island effect, providing habitats for wildlife, contributing towards biodiversity and providing landscape structure and character. Street trees in particular contribute to the visual quality and amenity of the public realm and help people relate to the urban environment.
- 11.22 Trees and landscaping should be an integral part of the design process. All development proposals must retain and protect existing trees, particularly those of amenity value, i.e. those that have interest biologically, aesthetically or culturally. In addition, Landscaping Plans must be submitted with all major development proposals demonstrating that landscape design and materials are of a high quality and compatible with the character of the area, proposed planting is environmentally appropriate for the specific location, proposed sustainable irrigation plans are appropriate, and that planting design will not impact negatively on the structure of nearby buildings or hinder accessibility. Opportunities for food growing should also be considered as part of landscaping schemes. The emphasis is to soften the impact of the development in its setting, provide visual interest in the street scene and contribute to nature conservation and the Borough's green infrastructure.

## **LP52 Waterways, Canals and Residential Moorings**

- A. The natural habitat and setting of the waterways and their riparian areas must be protected and enhanced.

### **Development alongside waterways and canals**

- B. Development alongside the waterways and their riparian areas will only be permitted where all of the following criteria are met:
- i. Public access in the form of a continuous green chain along the waterfront or towpath is maintained, created or enhanced. This should include, where appropriate, the incorporation of an undeveloped buffer strip alongside the watercourse; and
  - ii. There is no conflict with nature conservation, biodiversity interest, heritage value or flood risk management. Mitigation or compensatory measures may be necessary; and
  - iii. The development enhances the leisure, recreation or educational value of the waterway; and
  - iv. The development does not have a negative impact on the structural integrity of the

- waterway; and
- v. The development does not cause additional overshadowing of the canal. A daylight and sunlight assessment must be submitted with all applications and mitigation or compensatory measures may be necessary; and
- vi. The design makes a positive contribution to the character and appearance of the waterfront area and setting.

### **Residential moorings**

- C. Proposals for residential moorings will be supported provided supporting uses and facilities are or will be in place, and, where appropriate they have regard to the Park Plan and Area Proposals of the Lee Valley Park Authority.
- D. Proposals for residential moorings and associated facilities must not:
  - i. Hinder navigation along the waterway; or
  - ii. Have a detrimental impact on nature conservation and biodiversity; or
  - iii. Impede public access; or
  - iv. Detrimentally affect leisure provision, amenity and the character and appearance of the waterway and surrounding area.

11.23 The most significant waterways in Hackney, all of which are designated under the Water Framework Directive, are:

- The Old River Lea and Lee Navigation (Hackney Cut)
- Regents Canal (including Wenlock and Kingsland basins)
- The New River, West and East Reservoirs (Stoke Newington)

11.24 These waterways form part of the strategic Blue Ribbon Network and are recognised as a valuable habitat for plants and nature conservation and provide for a range of leisure interests. Development along the waterways is permitted provided all criteria in part B of the policy are met. Development alongside waterways and canals can impact on biodiversity as a result of reduced light and cooler temperatures and can potentially also create a ‘canyoning’ effect around the canal, reducing its amenity value. All canalside developments must therefore be accompanied by a daylight and sunlight assessment that identifies the waterspace as a sensitive receptor and sets out the mitigation measures that will be implemented if a development is likely to cause additional overshadowing of the canal. The undeveloped buffer strip alongside the watercourse should be publicly accessible. Any proposals must take account of the statutory and discretionary requirements of Environment Agency, the Canal and River Trust and Natural England and must support the aims of the European Union Water Framework Directive which seeks to achieve Good Ecological Status or Potential across Hackney’s waterways. Development alongside the waterways should also consider using waterborne freight.

11.25 There is demand in Hackney for both permanent private moorings and moorings that are open to all licenced craft for up to 2 weeks, unless otherwise specified by

local restrictions). In line with the London Plan, Hackney supports residential moorings along the navigation systems provided all the criteria of Part C of the policy are met and there is no detrimental impact on the waterways. Permanent moorings in particular should be located if possible off-line from the main navigation routes, i.e. in basins and docks, lay-bys, or on the non-towing path side of the waterway. If planning permission for mooring is granted, applicants would also be required to obtain permission from the Canal & River Trust for permission to moor on the waterspace.



## 12. Climate Change

- 12.1 We must balance the challenges of planning for growth with ensuring that there is efficient use of natural resources, a reduction in carbon emissions, a greater use of sustainable construction techniques, effective waste management, and flood risk management.

### Key Facts:

- Hackney's per capita carbon dioxide emissions are amongst the lowest in the country, declining from 4.2 tonnes in 2005 to 3.4 tonnes in 2013. These low emissions may be due to the absence of heavy industry in the area, but homes are responsible for almost half of all emissions in Hackney.
- The proportion of household waste recycled has gone up from 1% in 2001 to 25% today.
- In addition to potential flood risk from rivers and canals, there are areas in the Borough that are vulnerable to surface water flooding.

### Chapter objectives:

- To become a low carbon and carbon resilient borough with significant improvements to air quality and a reduction in the urban heat island effect within the borough.



## LP53 Water and Flooding

- A. All development must have regard to reducing flood risk, both to, and from the site, over its expected lifetime. Potentially vulnerable development must not be located in flood-prone areas as identified by the Council unless it can be suitably demonstrated that flood-risk will be sufficiently mitigated using flood resistance and/or resilience measures.
- B. All development should decrease vulnerability to flooding through appropriate siting, design, and on-, and off-site mitigation.
- C. The following types of development will be expected to submit the appropriate flood risk assessment:
  - Developments in fluvial flood zone 2 or 3 including minor development;
  - All major developments or basement developments in areas at high-risk to flooding, or in an areas known to have a potentially elevated risk of groundwater flooding;
  - Developments on sites of 0.5 hectares or more;
  - Developments on sites of less than 0.5 hectares in flood zone 1, including change of use in development type to more vulnerable class (for example, from commercial to residential) in areas at risk of flooding from sources of flooding other than river.
- D. All major developments will be required to submit a sustainable drainage strategy taking into account climate change allowances and supported by a site-specific management and maintenance plan of the drainage proposal. All other developments, particularly for sites located within critical drainage area should implement Sustainable Drainage Systems (SuDS) such as water butt, green/blue roof, permeable paving and other above ground green infrastructures.
- E. Development which includes the creation or extension of basements must demonstrate that they will not increase the potential for groundwater flooding to itself or to the surrounding area.
- F. All developments should achieve greenfield runoff rates by attenuating rainwater on site, utilising SuDS and in accordance to the drainage hierarchy. Where this is shown, through appropriate evidence, to be unfeasible, planning obligations will be expected to reduce the overall flood risk within the site and in the vicinity.
- G. All development should, in liaison with Thames Water, take account of the capacity of existing on and off-site water and sewerage infrastructure and the impact of development proposals on this infrastructure. All major developments will be required to demonstrate that capacity exists on and off-site in the sewerage network to serve the development or that it can be provided ahead of occupation to

ensure there is sufficient capacity in the sewerage system to accommodate for the proposed flows.

- H. Where necessary, and as advised by Thames Water, the Council will seek improvements to water and/or sewerage infrastructure related and appropriate to the development so that improvements are completed prior to occupation of development.
- I. All developments should take account of the location, capacity and requirements of, and access to, existing, and need for improved, flood defences, and where needed supporting improvements.
- J. Development must be designed to be water efficient and reduce water consumption. Refurbishments and other non-domestic development will be expected to meet BREEAM water-efficiency credits. Residential development must not exceed a maximum water use of 105 litres per head per day (excluding the allowance of up to 5 litres for external water consumption).
- K. New developments are encouraged to incorporate additional water saving, water recycling and water efficiency measures such as smart-metering, rainwater harvesting, greywater recycling, including retrofitting, to help reduce water consumption.

- 12.2 Hackney is a highly urbanised borough which is subject to risks from flooding, both from the River Lea to the East of the borough and local surface water flooding. These risks are exacerbated by the impact of climate change, which will lead to increased rainfall intensity and frequency.
- 12.3 The Climate Change Allowances were updated in the Planning Practice Guidance in 2016. The new allowances show a greater effect on anticipated peak river flows, and by association the increased risk of fluvial flooding, due to climate change in the Thames Basin in the future. Most of Hackney is in Flood Zone 1, which means that it is at low risk of fluvial flooding. Hackney Wick is the area most affected by fluvial flooding and is a Level 3 Flood Zone. The impact of increased fluvial flooding due to climate change will be greatest on the areas of Hackney already at higher risk of flooding.
- 12.4 A site-specific Flood Risk Assessment (FRA) may be required for developments within Local Flood Risk Zones subject to a number of considerations including the size and type of the development, the location of the site, and the degree of flood hazard. The council will determine when a site-specific FRA is required for development within the LFRZs at pre-application stage.

## LP54 Overheating

- A. All new development must regulate internal and external temperatures through orientation, design, materials and technologies which avoid overheating, mitigate the Urban Heat Island (UHI) effect and have regard to maximising the use of the cooling hierarchy. Measures which deliver biodiversity benefits will be strongly supported.

- 12.5 Climate Change is increasing temperatures across the South of England and this is likely to continue over the next century. As an inner London borough, Hackney is particularly vulnerable to these temperature changes due to the Urban Heat island effect, in which buildings, roads and other man-made structures retain significant amounts of heat and lead to elevated temperatures up to 8°C warmer than the green belt around London.
- 12.6 The overheating policy aims to ensure the design of buildings take account of ways to reduce their contribution to the urban heat island effect, are low carbon and remain comfortable to the occupants. This can be achieved through external measures, such as tree planting and green roofs to increase shade and regulate temperatures through evapotranspiration, and adopting the London Plan cooling hierarchy to mitigate the risk of overheating and the reliance on active cooling systems. Passive cooling strategies, to prevent heat gains and to dissipate indoor heat, for example internal design to increase natural ventilation and temperature control, shading and solar control glazing, are therefore recommended.

## LP55 Mitigating Climate Change

- A. All new developments in Hackney must actively seek to mitigate the impact of climate change through design which minimises exposure to the effects, and technologies which maximise sustainability.
- B. All new residential development should meet a zero carbon emissions target emission rate in line with the London Plan energy hierarchy and Sustainable Design and Construction SPD.
- C. All non-residential developments must achieve the BREEAM 'Excellent' rating (or an equivalent rating under any other system which may replace it) and where possible achieve the maximum number of water credits, and must be built to be zero-carbon.
- D. In reducing carbon emissions, residential development should aim to achieve 10% and non-residential development should aim to achieve 15% through energy efficiency measures alone.
- E. Major commercial development should generate at least 10% of their energy needs from renewable sources onsite or in the local area.

- F. The design, construction and operation of new buildings should be informed by the London Plan energy hierarchy.
- G. Where it can be robustly demonstrated that it is not possible to reduce CO<sub>2</sub> emissions on-site by the specified levels, carbon off-setting payments will be required and secured via legal agreement.

### **Existing Developments**

- H. Development including the re-use or extension of existing buildings should achieve the maximum feasible reductions in carbon emissions and support in achieving the strategic carbon reductions target in the London Plan, while protecting, heritage and character of the buildings. Development should consider synergies with new build elements on sites and developments should seek to achieve the zero-carbon target across the site.

- 12.7 Hackney is committed to contributing to reducing carbon emissions from the borough by 80% by 2050, and the council is a signatory to UK100, which binds it to making use of 100% clean energy across its functions by 2050. This is aimed at mitigating the impact of climate change in order to limit its impacts globally, and through local intervention to ensure buildings are resilient to its impacts.
- 12.8 All residential developments must demonstrate how they meet zero-carbon standards and mitigate climate change, including smaller developments. Non-Residential developments will be required to meet these standards by 2019. Where developments cannot meet these requirements on site they will be required to provide off-site contributions which will be used by the council to deliver equivalent off-setting.
- 12.9 The vast majority of Hackney's built environment which will exist in 2100 is already standing, and make significant contributions to carbon emissions. It is critical that when these buildings are re-used or extended, intervention is made to ensure the resulting developments are brought up to a modern standard and contribute to borough wide contributions to carbon reduction. Retrofitting of existing technologies should be completed in such a way that the original character of buildings is undamaged, and where possible, enhanced.

### **LP56 Decentralised Energy Networks (DEN)**

- A. All developments should maximise opportunities to incorporate decentralised energy to support reductions in energy use and emissions.
- B. New major development should connect to an existing network; unless this is clearly demonstrated that it is not technically feasible or economically viable.
- C. Only when it can be clearly demonstrated that all options to link into existing schemes have been explored should development provide on-site DEN.

Developments should be designed to connect to other developments at a later date.

- 12.10 Decentralised energy can play a significant role in both reducing carbon emissions by eliminating power lost in transmission over the national grid, and in building the resilience of developments in the borough by reducing reliance on this grid. A key challenge with these schemes is the strategic connection of new developments into existing networks to increase efficiency and viability. In order to do enable this, new developments must clearly demonstrate how they explore options to connect, where viable to existing schemes. The Council is also developing a Decentralised Energy Masterplan to support delivery of the policy and support development decisions.

## **LP57 Waste**

- A. Developments should seek to minimise waste during both construction and operation of the development, and should provide clear consideration in plans for the facilities needed for the storage and collection of waste and recycling.
- B. The council will support the objectives of the North London Waste Plan in assessing the need for and provision of new waste sites if needed.
- C. Existing waste sites will be safeguarded unless compensatory provision is made which maximises waste capacity.

- 12.11 Hackney is part of the North London Waste Authority, which is a cross-borough group coordinating how to deal with waste and refuse, including supporting infrastructure planning and planning policy. The plan is currently in development and Hackney will ensure that LP33 is in conformity with the plan once adopted, while ensuring developments deal with waste appropriately in the interim period.

## **LP58 Improving the Environment - Pollution**

### ***Air Pollution***

- A. All new development must as a minimum not exceed air quality neutral standards or contribute to a worsening of air quality at the construction or operation stage, over the lifetime of the development.
- B. They should consider the existing air quality and not locate sensitive uses in areas that are exposed.

- C. New development, especially those catering for vulnerable people and users such as elderly and children<sup>12</sup> should be sited and designed to minimise exposure to air pollution.
- D. An air quality assessment (AQA) will be required for the following types of development:
  - All major developments, unless it can be demonstrated that transport and building emissions will be less than the existing use; or
  - New build developments in areas of sub-standard air quality; or
  - Developments in close proximity to sensitive uses; or
  - Development of sensitive uses; or
  - Developments which involve significant demolition and construction.
- E. Development proposals which are identified as likely to cause harm to air quality or could expose occupiers and users of the building to poor air quality will be resisted unless appropriate mitigation measures are proposed to reduce the impact to acceptable levels.
- F. Measures to improve air quality should be implemented on-site however where it can be demonstrated that on-site provision is impractical or inappropriate, off-site measures to improve local air quality may be acceptable, provided that equivalent air quality benefits can be demonstrated.

#### ***Water Pollution***

- G. New developments should not pose an unacceptable risk to water quality and developments which have the potential to adversely impact on water quality, in the opinion of Hackney and the Environment Agency, will be required to provide appropriate mitigation to alleviate the risk.
- H. Source Protection Zones (SPZs) should be taken into account when considering the environmental impact of a development.

#### ***Contaminated Land***

- I. For development proposed on contaminated or potentially contaminated land, a desk study and site investigation in line with the most up-to-date guidance will be required and remediation proposals agreed to deal with any identified contamination.
- J. New development should address risks to sensitive receptors (both on and off site) from land contamination through proportionate action(s) before and during construction and during operation where appropriate, planning conditions, over the lifetime of the development.

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- K. Development which proposes potentially contaminating or polluting activities, or which is located in close proximity to hazardous installations, must incorporate mitigation for harmful effects to people and the environment and where considered necessary provide monitoring of any impact.

### **Noise and Vibration**

- L. Noise-sensitive development should be located in areas where occupiers will not be exposed to significantly adverse noise levels. Where new noise-sensitive development is proposed in proximity to existing noise-generating uses, the applicant will be required to carry out a noise assessment and demonstrate how adverse effects will be effectively mitigated without harming the continued operation of existing uses.
- M. Development in any location will only be permitted where it can be demonstrated that the noise generated by the development is effectively mitigated to prevent adverse impacts on health and quality of life. The impact of noise generated by the demolition and constructions phases of development must also be minimized.
- N. All residential development proposals shall minimise the potential adverse noise impact on and between dwellings through housing layout, design and materials. New development will only be permitted where the locations of lift and circulation spaces is designed to limit the transmission of sound to noise sensitive areas. They should be adequately separated from major noise sources or designed to mitigate the impact.

12.12 Hackney is an inner-city area of London with high population densities and commensurate issues with pollution. LP33 seeks to ensure that planning supports broader council objectives to promote the health and wellbeing of individuals.

12.13 The policies aim to ensure developments do not contribute to a worsening of air quality, with particular regard had to sensitive uses, such as schools and homes. It also seeks to ensure that water sources are not damaged by development, and that the potential for contaminated land on sites is investigated, and where needed, appropriately mitigated. Finally, it seeks to ensure that new developments do not expose users to damaging noise levels through the location and design of new development. It also ensures that development which results in the creation of new noise sources do not affect existing developments, and where this is the case, provide appropriate mitigation.

## 13. Implementation and Monitoring

13.1 This section provides an overview of the ways the Council will deliver and monitor the delivery of the Local Plan's vision, objectives and policies. It focuses how we will:

- Work to deliver the growth strategy and area priorities set out in the Place Policies
- Support the delivery of sites allocated in the Plan
- Make use of planning obligations and the Community Infrastructure Levy (CIL)
- Take account of issues of development viability and contingency.

### Delivering the Growth Strategy

13.2 The growth strategy set out by this plan has been articulated at an area based level through the Place Policies. The vision, development principles and sites identified through each Place Policy set out the high level framework for the future development of each area. More detailed guidance in the form of Area Action Plans and masterplans will be developed over the life-time of the plan to bring forward development.

13.3 The areas of most significant growth or sensitivity to change are already being progressed alongside the development of the Local Plan through the preparation of the Shoreditch and Stamford Hill Area Action Plans. Hackney's Planning Service is structured to include a Delivery Team which focuses on area based planning documents intended to promote the delivery of development. This includes the preparation of area based supplementary planning documents (SPDs), masterplans or planning briefs which set out more detailed proposals with support from the community, landowners and developers. There is an existing masterplan SPD in place for Hackney Central and Surrounds which includes detailed proposals for all of the key town centre sites as well as guidance on improvements to transport links and the wider public realm. The next areas prioritised for further planning guidance include Dalston town centre, Clapton/ Leabridge Roundabout and Homerton.

13.4 In addition to the planning framework the Council will progress the delivery and implementation of the place policies by preparing regeneration delivery plans for different growth areas and town centres. The preparation of these plans will be informed by community and stakeholder engagement in different places alongside an up to date evidence base for each area. The delivery plans will encompass a broad range of area interventions including development sites, transport and public improvements and economic interventions to deliver holistic improvements on an area basis. Once the delivery plans are in place the Regeneration Team will work



strategically across different services areas in the Council and with external partners and stakeholders to deliver the identified projects and initiatives.

- 13.5 Hackney is taking a lead role in delivering new homes in the borough. Our cross-subsidy approach will directly deliver nearly 2,000 new homes in 4 years between 2018 and 2022. These are built, owned and managed by the Council, with any homes that we need to sell to pay for these done in-house through our sales and marketing team, Hackney Sales.
- 13.6 More than half of these will be genuinely affordable Council homes for social rent and shared ownership, partly paid for by building and selling some homes for outright sale. Whether social rent homes for those who need them most, or low cost home ownership options for those struggling to get on the housing ladder, these homes put Hackney residents first.
- 13.7 As well as building homes directly, we also help housing associations and other providers to build new homes - whether through the 5,500-home regeneration of the Woodberry Down Estate, or through grants made up of money from homes sold under Right to Buy to help make smaller schemes more affordable.
- 13.8 Since 2011, more than 1,500 homes have been completed at Woodberry Down - with more than half for social rent and shared ownership. We predict another 900 homes will be built there, or by providing grants for schemes elsewhere, between 2018 and 2022.
- 13.9 The need for new workspace is also identified in the Local Plan and the delivery of affordable workspace is a key priority. The Regeneration team are working on a number of projects and initiatives in different areas to maximise the delivery of new affordable workspace. These include re-purposing Council buildings and sites for affordable workspace, working with strategic partners in areas such as Hackney Wick to deliver new commercial space, and working with other stakeholders to identify opportunities for the delivery of additional affordable workspace across the borough.
- 13.10 The Council also provides business advice and engagement to both existing businesses and those considering locating in the borough to ensure businesses are supported to develop, grow and thrive.

## **Site delivery**

- 13.11 The site allocations in the Local Plan are the key delivery mechanism for achieving the identified housing, employment, retail and infrastructure needs set out in the Local Plan. It is therefore crucial to the delivery of the growth strategy that development sites deliver the allocated uses. It is therefore vital that the council, landowners and developers engage as soon as possible in the development process.

13.12 Work on site based planning documents focuses on early engagement with landowners and developers as key stakeholders to take into account any issues that may impact on the deliverability of development. The Council will also seek to work cooperatively with communities in the preparation of area-based plans and proposals. The benefits of this approach has already been demonstrated through the successful adoption of the Hackney Central and Surrounds Masterplan SPD, where there has been progress on key sites and proposals such as the Tesco site, the completion of the pedestrianisation of the Narrow Way and the proposed Liveable Neighbourhoods scheme along Amhurst Road.

## **Implementation of policy**

13.13 The development management process is a key mechanism for achieving many of the objectives of the Local Plan. Most development requires planning permission (other than that allowed under 'permitted development rights') and Hackney Council is the statutory local planning authority for majority of the borough, with the power to determine planning applications and enforce the implementation of policies and decisions. However, part of the borough primarily including the area of Hackney Wick adjacent to the Queen Elizabeth Olympic Park has a separate local planning authority known as the London Legacy Development Corporation (LLDC). The extent of the LLDC's area within the borough can be viewed on the Policies Map. Major applications in both areas are also subject to the Mayor's powers of refusal or determination.

13.14 The development management process provides an opportunity to manage the form that development takes in the borough, in relation to its location, scale, design and appearance, and the use of land. In particular pre-application discussions are an important tool.

13.15 New development within the borough will also add incrementally to the need for new infrastructure and the overall picture of infrastructure need throughout the plan period is set out in the Infrastructure Delivery Plan. To support this growth, the borough will need to provide new infrastructure and in some cases maintain and upgrade elements of the existing infrastructure. The way in which development contributes towards community infrastructure will be guided by the Planning Contributions SPD and the Hackney CIL Charging Schedule.

13.16 The Council's Infrastructure Delivery Plan, supplemented by regeneration delivery plans, will progress the delivery of identified infrastructure needs for different parts of the borough.

13.17 The CIL Regulation 123 list sets out those items that Council intends will be wholly or partially funded through the Hackney Community Infrastructure Levy. The list does not prioritise infrastructure funding and does not limit the Council to spending CIL on these pieces of infrastructure. However in setting the list, the Council is

stating that it will not be seeking S106 planning obligations for any infrastructure or types of infrastructure included on the list.

- 13.18 It will also be vital to ensure that development proposals continue to provide or fund local improvements and non-infrastructure items required to mitigate the impact of development and/ or facilities, and requirements made necessary by the development. The provision of affordable housing, local open space improvements and/or additional facilities and requirements (including employment and skills initiatives, affordable workspace, green links and on-site provision of specific infrastructure) and securing appropriate scheme implementation and control of phasing where necessary will be delivered through Section 106 planning obligations as set out in the Planning Contributions SPD.

## **Viability and Contingency**

- 13.19 Hackney's Economic Viability Study (2018) assesses the cumulative impact of the Council's planning requirements, in line with the requirements of the National Planning Policy Framework ('NPPF') and the Local Housing Delivery Group guidance 'Viability Testing Local Plans': It demonstrates that policies do not undermine the deliverability of the Plan.
- 13.20 It is recognised that the housing and commercial property markets are inherently cyclical and that the plan has been prepared when the market has experienced a period of sustained growth. Forecasts for future house price growth point to continuing growth in mainstream London housing markets, although there is a degree of uncertainty following the referendum on the UK's membership of the European Union. This is reflected in both the sensitivity testing in the Economic Viability Study and the flexibility of policies.

## **Monitoring**

- 13.21 The Local Plan will be monitored to enable an understanding of the extent to which the Local Plan policies deliver the Council's vision and objectives for Hackney.
- 13.22 Changing circumstances means that the monitoring of policies is required to deliver, manage, and if necessary adapt or bring forward alternative planning approach to Hackney's growth and meeting the borough's needs for homes, jobs, services and infrastructure.
- 13.23 The Council will monitor the effectiveness of the Local Plan by regularly assessing its performance against a series of quantitative indicators. The Council's performance will be reported in the annual authority monitoring report (AMR), which will:
- assess the performance of the Local Plan policies;
  - set out the Council's updated housing trajectory;
  - identify the need to reassess or review any policies or approaches;

- identify trends in the wider social, economic and environmental issues facing
- Hackney.

13.24 The AMR also reports on the collection and spend of the community infrastructure levy (CIL) and S106 obligations in accordance with government regulations.



# Appendix 1: Marketing Evidence and Marketing Strategy

## Introduction

- 1.1 This appendix links to proposed policies LP8 Social and Community Infrastructure, LP26 New Employment Floorspace, LP27 Protecting and Promoting Office floorspace in the Borough, LP28 Protecting and Promoting Industrial land and floorspace in the Borough, LP33 Hackney Central and Dalston, LP34 Stoke Newington, Stamford Hill and Finsbury Park, LP35 Local Shopping Centres, LP36 Change of use of shops outside of designated centres, and LP3 Designated Heritage Assets.
- 1.2 Marketing evidence is required at submission of a planning application for three main purposes.
  - Firstly to justify the quantum of employment land provided within a scheme, particularly where mixed use, is the maximum amount possible for a site as part of any redevelopment.
  - Secondly where a loss of either employment, retail or community land/floorspace is proposed as part of a development proposal marketing evidence is required to demonstrate there is no realistic prospect of the land/floorspace being used/re-used for its existing purposes, or for continued operation in its current lawful use.
  - Thirdly to justify the loss of a designated heritage asset.

## Employment land and floorspace

- 1.3 For employment land and floorspace located within POAs, and where a scheme is not proposed as being employment led in accordance with relevant policies, applicants will need to provide marketing evidence demonstrating that an employment led scheme is not viable for the subject site and that what is proposed is the maximum quantum the site can accommodate. For other employment sites outside of POAs marketing evidence should again demonstrate that the quantum of employment floorspace proposed is the maximum amount the site can viably deliver.
- 1.4 For all schemes affecting employment land and floorspace it will be expected, in addition to the marketing evidence specified under paragraphs 1.8 to 1.10 below, that evidence is provided which demonstrates that the site has been marketed for policy compliant uses in the first instance and if found not to be possible then for alternative generating employment uses (refer to policies LP26, LP27 and LP28). A site's 'existing use value' should accurately reflect the site's existing use so as to assist the Council in the robust assessment of financial viability information submitted (as required by policies LP26, LP27 and LP28). For instance the purchase of an employment site based on generally higher non employment values will not be considered adequate justification to reduce employment land and floorspace within any proposed development. Furthermore, applicants are required

to demonstrate market testing of a number of policy compliant land use scenarios (i.e. looking at a range of commercial uses) as part of clearly demonstrating that the proposed land use mix incorporates the maximum amount of employment floorspace possible on a site. Where the above cannot be demonstrated, proposed schemes will not be considered to have met policies LP27 and LP28.

- 1.5 For all employment floorspace, it must also be shown that the site/land has been both adequately marketed through a commercial agent at a price that reflects market value for employment use for a minimum of two years, with no realistic prospect of employment generating use/re-use, including provision for smaller flexible units.

## **Retail, social and community land and floorspace**

- 1.6 For all retail, social and community land and floorspace, it must also be shown that the site/land has been both adequately marketed through a commercial agent at a price that reflects market value for either the retail, social and/or community use. In these instances, there is a reduced marketing period of one year. Marketing evidence is to be in accordance with paragraphs 1.8 to 1.10.

## **Designated heritage assets**

- 1.7 Any application involving significant alterations to, or the partial or full loss of, a designated heritage asset must be supported by robust evidence. Firstly that the cost of retaining or restoring the heritage asset, or reusing it for other purposes/uses, is unviable. Where it is considered that a heritage asset is redundant and cannot be reused or restored and retained viably, this must be substantiated by a suitably qualified person. The site should also be marketed for a minimum of two years demonstrating that there is no realistic prospect of the asset being re-used following any necessary remedial work. Sites should not be allowed to fall into a state of disrepair and then marketed in this condition as they are obviously unlikely to be let. Marketing evidence is to be in accordance with paragraphs 1.8 to 1.10, together with technical details on the works required and the costs involved in restoring, retaining and reusing the asset.

## **Components of Active Marketing**

- 1.8 The following requirements for marketing evidence are applicable to all employment land, retail, social and community land and floorspace as well as designated heritage assets as described above. It must be shown to the Council's satisfaction that marketing has been unsuccessful for all relevant floorspace proposed to be lost through redevelopment or change of use.
- 1.9 Where marketing information is required, the following details will be used to assess the acceptability, or otherwise, of the information submitted and marketing undertaken.
- 1.10 Active marketing should include evidence of all of the following, subject to specific circumstances:
  1. Registration of the property with at least two reputable commercial property agents.

2. Contact information posted in a prominent location on site in the form of an advertising board for the duration of the marketing period.
3. The property and marketing information was posted on the internet in popular areas such as commercial property selling / letting websites (including dates and duration of posting).
4. The property and marketing details were posted in local newspapers (not an obligatory requirement if evidence of marketing on wide audience property websites has been demonstrated, but obligatory if not the case).
5. The property details / particulars were available to inquirers on request.
6. The property was registered with the Council's Economic Regeneration Team.
7. The property was marketed in terms of redevelopment opportunities for a range of policy compliant uses as well as the proposed use.
8. The property was marketed at a reasonable price based on the agents professional advice (details to be supplied), including in relation to use, condition, quality and location of floorspace (see bullet 10). For heritage assets, particularly those in need of remedial work, the market price may need to be low or even zero.
9. Where appropriate, action was taken to refurbish or reconfigure the existing vacant stock in order to meet the identified needs of local businesses or community groups (where relating to social and community facilities) subject to financial viability.
10. A professional valuation from at least three agents to confirm the value of the site and / or existing rental levels, rental levels of the last four years, and future rental levels sought, if appropriate (including dates of valuation).
11. Advertisements should include basic information such as site location, size in sq.ft or sq.m, site description, property type, specifications and costs (including rent per sq ft., service charge per sq ft., and any other charges).
12. The property details / particulars available to inquirers on request and details of any offers received, reasons for refusal and / or reasons why offers fell through.
13. If it is the case that the existing tenant of the site intended to move out, evidence that efforts were made to retain tenants/occupiers within the scheme, as well as reasons why the existing tenant moved out.
14. Marketing must be for all relevant floorspace intended to be redeveloped or subject to a change of use.
15. Existing rental levels, rental levels of the last four years, and future rental levels sought, if appropriate.

## Marketing Strategy

- 1.11 A marketing strategy is required in support of draft policies LP26 New Employment Floorspace, LP27 Protecting and Promoting Office floorspace in the Borough, LP28 Protecting and Promoting Industrial land and floorspace in the Borough, LP33 Hackney Central and Dalston, and LP34 Stoke Newington, Stamford Hill and Finsbury Park.



- 1.12 The marketing strategy must demonstrate to the Council that the applicant has potential occupiers for the proposed floorspace, and provide details of occupiers and letters of agreement.
- 1.13 If occupiers are not lined up, a marketing strategy is required and should include details of all of the following subject to specific circumstances:
  1. Demonstrate how the new space has been or will be advertised and given full exposure to the general market, and in particular to the types of operator that would be interested in the type of space, style and location of the building.
  2. State whether the floor/s has been or would be marketed individually and as a whole and the flexibility to be given to the marketing (e.g. ability to offer individual space sizes from the smaller to the largest space size to accommodate different unit size requirements).
  3. State when and for how long marketing has/will commence and end.
  4. State the channels of marketing used.
  5. State the commercial agents used.
  6. State whether the current tenant/occupiers have been considered for re-occupation of the floorspace in the development.



## Appendix 2: Cycle Parking Standards

- 1.1 The current cycle parking standards for new developments are shown below. All standards are minimum standards. A minimum of 2 spaces are required for all developments.

*Note: These standards will be periodically reviewed.*

Land Use Category	Land Use	Cycle parking standard
A1	Food Retail	First 1,000 sqm - 1 space per 75 sqm for staff with minimum 2 spaces, 1 space per 100 sqm for visitors with minimum 2 spaces. Thereafter - 1 space per 300 sqm for staff and 1 space per 300 sqm for visitors.
A1	Non-food retail	
A2	Financial / professional services	
A3	Cafes and restaurants	
A4	Drinking establishments	
A5	Take-aways	
B1	Employment	1 space per 50 sqm for staff with minimum 2 spaces plus 1 space per 500 sqm for visitors with minimum 2 spaces
B2/B8	Storage or distribution	1 space per 300 sqm for staff and visitors
C1	Hotels	1 space per 8 bedrooms for staff plus 1 space per 20 bedrooms for visitors
C2	Hospitals	1 space per 3 staff (for staff and visitors)
C2	Care homes / secure accommodation	1 space per 3 staff with minimum 2 spaces for visitors
C2	Student accommodation	2 spaces per 3 bed spaces for residents plus 1 space per 10 bed spaces for visitors
C3/C4	All dwellings	1 space per dwelling up to 45 sqm
		2 spaces per dwelling above 45 sqm plus 1 space per 10 bed spaces for visitors with 1 space per 25 units for visitors (minimum 2 spaces)

D1	Nurseries / schools (primary and secondary)	1 space per 4 staff plus 1 space per 7 students
D1	Universities and colleges	1 space per 4 staff plus 1 space per 3 peak time students
D1	Health centre / dentist	1 space per 3 staff (for staff and visitors)
D1	Other (e.g. Library, church, etc.)	1 space per 4 staff plus 1 space per 10 staff for visitors
D2	Other (e.g. Cinema, bingo, etc.)	1 space per 5 staff plus 1 space per 50 seats for visitors
D2	Sports (e.g. Sports hall, swimming, gymnasium, etc.)	1 space per 3 staff plus 1 space per 3 peak time visitors
Sui generis		As per most relevant other standard

## Appendix 3: Site Allocations

Site reference	Site name
MH1	Woodberry Down Estate
MH2	Yard Buildings, 318 Green Lanes
MH3	Boys Club and Deaf Centre
HC1	Clapton Bus Garage
HC2	55 Morning Lane
HC3	Hackney Central Overground Station and Car Park
HC4	333-337 Mare Street (Iceland Foods) and 231-237 Graham Road
HC5	339-357 Mare Street, 6-18 Amhurst Road (Marks and Spencer)
HC6	Florfield Road Cluster
HC7	182 Mare Street (London College of Fashion)
HC8	27-38 Well Street (Lidl)
HC9	51-61 Mare Street
HC10	40-43 Andrews Road
HC11	Travis Perkins, 111 Dalston Lane
HC12	230 Dalston Lane and Hackney Downs Station Entrance
HC13	Lower Clapton Health Centre
HC14	164-170 Mare Street
HC15	Tesco Metro, Well Street

D1	130 Kingsland Road and site to the rear 130A Kingsland Road
D2	Dalston Kingsland Station and associated works
D3	1, 3, 5, 7 Dalston Lane, (Dalston Western Curve), & 1-7 Ashwin Street
D4	36-42 Kingsland High Street (currently McDonalds)
D5	Kingsland Shopping Centre
D6	Ridley Road
D7	Birkbeck Mews
D8	2-16 Ashwin St, 11 - 15 Dalston Lane, southern end of 'eastern curve'
D9	Stamford Works and Gillett Sq Phase 2
D10	Former CLR James Library, 16-22 Dalston Lane, 62 Beechwood Road
CL1	Tram Depot, 38-40 Upper Clapton Road
SH1	71-73 Lordship Road (St Mary's Lodge)
SHX1	Former Rose Lipman Library and Environs, Downham Road
SHX2	St Leonards Hospital. Hoxton Street, London
SHX3	Eagle Wharf Road

## MH1 - Woodberry Down, Seven Sisters Road N4 1DH

**Ward:** Woodberry Down



**Ownership:** Mixed - Private and London Borough of Hackney

**Area in Hectares:** 52.50

**Existing Use:** Housing estate and supporting uses including retail, public space and community facilities.

### Planning Considerations:

- Statutory Listed buildings on the site (St Olave's Church, the John Scott Health Centre and Woodberry Down Early Years Centre and the Woodberry Down Primary School)
- PTAL 6a
- Metropolitan Open Land
- Stoke Newington Reservoir, Filter Beds and New River Conservation Area (encloses the northern, southern, eastern boundary of the estate)
- Site of Importance for Nature Conservation (SINC) (East and West Reservoir and New River)
- Green Corridor.

### How was the site identified?

This large Estate is part of the Council's Estate Regeneration Programme and was allocated in the Sites Allocation Local Plan (2016).

**Timescale:** Short, Medium, Long Terms

### Allocation:

Residential and supporting uses including retail, employment, education, other community and leisure facilities.

## Development Principles:

- A Robust Urban Design Framework - Improving the quality of the surroundings, including amenity, views, ecology and character, which can benefit existing and future residents. Improving connections through the site to link the Northern and Southern side of Seven Sisters Road and extend the relationship to landscape context including the New River, the Reservoirs and Finsbury Park.
- Transform Community Facilities - Provide new retail and community uses including affordable workspace and flexible space to allow for facilities to come forward to meet the needs of existing and future residents.
- Efficient Public Transport - Improve the footpath and cycle network in accordance with TfL's Healthy Street Indicators. Improve public transport facilities to integrate with Manor House underground station and future Crossrail 2 links.
- Streets that Put People First - Introduce attractive landscaping, parks and safe pedestrian crossings and improved cycling and pedestrian routes. Minimise on street and off street car parking. Reduce the dominance of Seven Sisters Road to make it an attractive landscaped street.
- Homes for a Diverse and Balanced Population - Creating a balanced mix of new social rented homes to be mixed with private and intermediate homes creating a 'tenure blind' development and genuinely affordable homes. Provide a range of homes from 1 to 5 bedrooms reflecting housing needs of the area with generous proportions and private amenity space provision.
- A Low Carbon Community - Provision of a new Energy centre in line with the new London Plan.
- Making the Most of Water - Ensure that buildings open out to the New River and reservoirs, and waterside parkland is introduced for recreational enjoyment. Continue to improve the waterside environment. Deliver a Sustainable Urban Drainage system throughout the site maximising water recycling.
- A Range of Open Space and Play Facilities - New parks and open space to be distributed throughout the area with a variety of play and sports facilities to suit children of different ages.
- An Ecological Network - Preserve existing trees and plant additional trees so that Woodberry Down keeps a green feel and thrives as a place for wildlife as well as people. Enhance the nature conservation value of the New River, particularly next to the reservoirs.
- A Framework for Inspirational Design - Provide clear connections between the north and south of the site as well as well defined links and green fingers to



break down the barrier of Seven Sisters Road, and a clear network of open spaces. . Provide exceptional design standards, with well proportioned, attractive buildings that incorporate high quality materials.

### Capacities:

Residential units: 4046 (gross) 2913 (net) to 2033 and beyond<sup>13</sup>.

Non-residential (Commercial and community uses): 10,852m<sup>2</sup> to 2033 and beyond<sup>14</sup>.

### Planning Status

This is a major regeneration scheme, being carried out in a number of phases.

The original outline planning permission (ref 2008/1050) for the redevelopment of the housing estate was approved in July 2009, under which the initial kick start phases on the development were constructed.

A hybrid application (2013/3223) (an outline application for all future - phases 2-8 - and details for phase 2) was subsequently approved in August 2014. This was:

*'To provide up to 275,604sqm floorspace GEA (excluding car parking); comprising up to 3,242 residential units and a maximum of 10,921sqm non-residential floorspace within Classes A1 (Retail), A2 (Financial Services), A3 (Restaurants and Cafes), A4 (Drinking Establishments), Class B1 (Offices), Class D1(Non Residential Institutions), and D2 use and Energy Centres; along with provision of new open space and public realm and associated car parking.'*

Construction has started on several sites and the final phase of work will not be completed until beyond the end of the plan period (2033). A total of 1452 (gross) – 1,236 units (net) have been built under the original outline permission and a further 216 units (gross) have been completed for phase 2 under the 2014 permission. As of March 2018 there were a further 563 units (gross) under construction. A new school was completed in June 2011.

Details for Phase 3 were approved by the Council in December 2015.

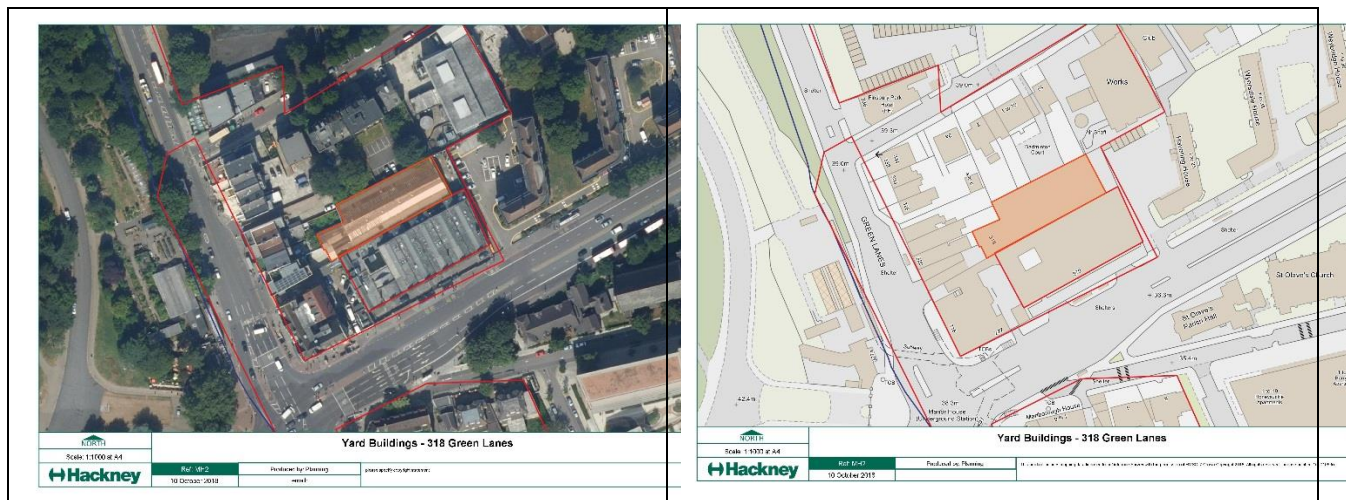
More information regarding the regeneration of the estate can be viewed at <http://www.hackney.gov.uk/woodberry-down>

<sup>13</sup> The total capacity of the site including development already completed as of March 2018 is 5498 (gross) 3608 (net)

<sup>14</sup> The total capacity of the site including development already completed as of March 2018 is 16,535m<sup>2</sup>

## MH2 - Yard Buildings, 318 Green Lanes

**Ward:** Woodberry Down



**Ownership:** Private (Multiple ownership)

**Area:** 0.13ha

**Existing use:** Furniture warehouse

### Planning Considerations:

- Manor House Local Shopping Centre
- PTAL 6a

**How was the site identified?** Manor House AAP (2012)

**Timescale:** Long term

**Allocation:** Mixed use development.

### Development Principles:

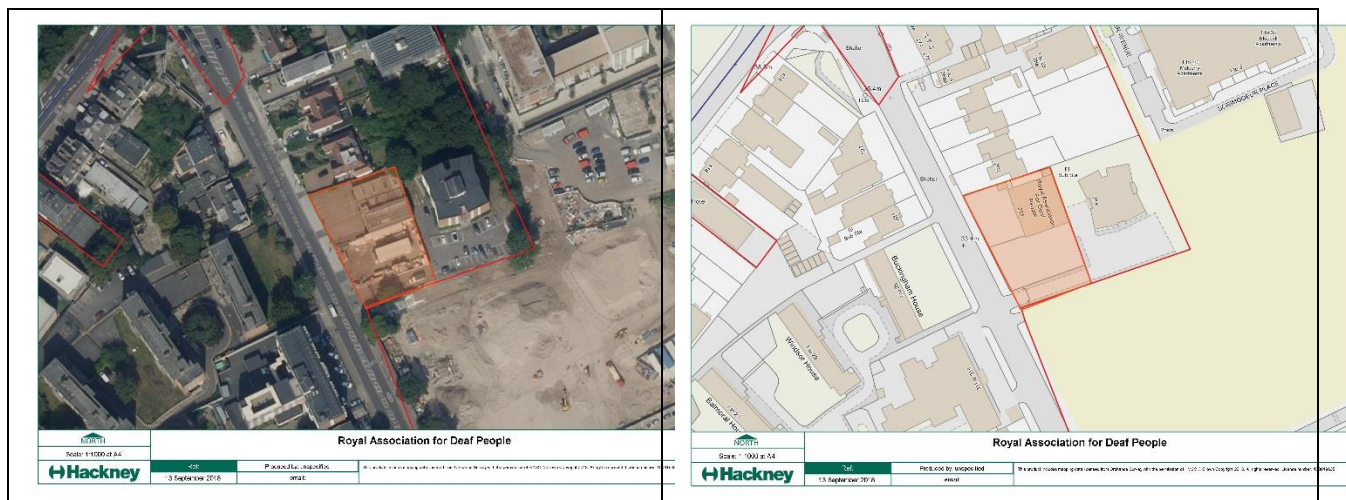
This is a backland site located to the rear of Ivy House and 320 Green Lanes, with access off Green Lanes. Any redevelopment should respond to the locally listed Ivy House. An indicative appropriate building height for the development is 4-5 storeys. The new development should re-provide the industrial accommodation on site and maximising the delivery of genuinely affordable new homes.

**Indicative Capacity:** Re-provided industrial floorspace and approximately 30 residential units.

**Planning Status:** Current pre-application for commercial / residential building

## MH3 - Boys Club and Deaf Centre, 258 Green Lanes

**Ward:** Woodberry Down



**Ownership:** Private

**Area:** 0.16ha

**Existing Use:** Community Use (D1)

**Planning Considerations:**

- Close proximity to the Manor House Local Shopping Centre
- PTAL 6a

**How was the site identified?** Manor House AAP (2012)

**Timescale:** Mid to long term

**Allocation:** Retention of community use with residential

**Development Principles:**

The site is constrained by a deep building line and proximity of Nathaniel Court. There is potential for residential development, including maximising the delivery of genuinely affordable new homes, above re-provided community uses. An indicative appropriate building height for the development is 5-6 storeys.

The site could be extended to include the site at 256 Green Lanes which is currently used as storage space during the residential development of Woodberry Down. There is an opportunity to make a new connection to the development at Woodberry Down which could create a reoriented frontage to the site.

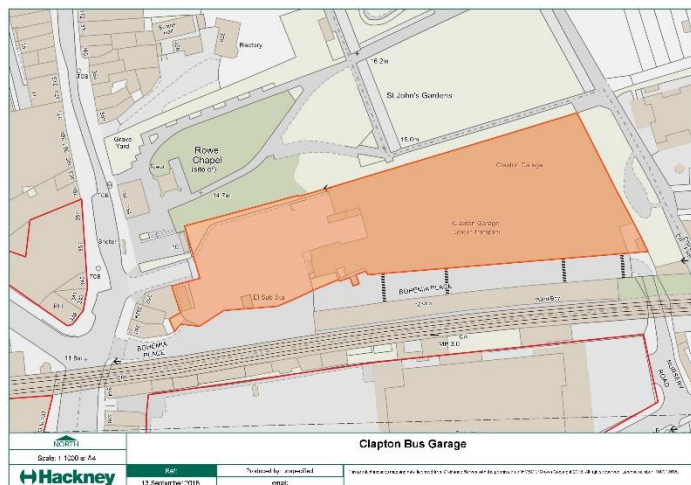
**Indicative Capacity:** Approximately 50 residential units and reprovided community use.

**Planning Status:** No planning activity



## HC1 - Clapton Bus Garage

**Ward:** Hackney Central



**Ownership:** Mixed

**Area:** 0.8ha

**Existing use:** Bus depot

**Planning considerations:**

- Hackney Central and Surrounds Masterplan SPD (2017)
- Hackney Central Major Town Centre (Secondary Shopping Area)
- Clapton Square Conservation Area (Adjacent and partially located within)
- Setting of Grade I Listed building - Augustine Tower and Grade II\* St Johns Church
- Strategic Transport Infrastructure Designation (Including Crossrail safeguarding)
- Commercial Core of City Fringe (Tech City)
- PTAL 6b / 6a

**How was the site identified?** Hackney Central AAP (2012)

**Timescale:** Medium Term

**Allocation:** Mixed use

**Development principles:**

This is a key town centre site to be developed for the provision of new commercial floorspace and housing, including genuinely affordable homes. Development should improve permeability through the Town Centre, making a much improved contribution to this key town centre location.

There is potential to relocate Clapton Bus Garage site (without compromising TfL's ongoing bus operations, including existing bus stand provision) to an alternative location, or reconfigure the site to facilitate the continued use of existing operations whilst achieving redevelopment aspirations. There is potential to utilise Bohemia Place as a pedestrian route and open up the railway arches to improve movement through the site for a new, east-west route and the creation of a new north-south route from St John-at-Hackney Churchyard Gardens through the railway arches on to the Tesco site and beyond. This will

help to enable movement to and from the Fashion Hub and the Town Centre. There is also potential to create an enlarged public square at the bottom of the Narrow Way (with the potential for a pavilion building to activate the space).

Any proposed mixed use development must preserve the historic setting and key views of St John-at-Hackney Church and Churchyard, St Augustine's Tower and the Old Town Hall, and maintain the churchyard's unique sense of enclosure. A heritage assessment of buildings on site and a recording condition may be required.

#### **Option 1 – Courtyard Block**

A comprehensive, mixed use development providing commercial (retail / workspace) and residential floorspace, including genuinely affordable homes, with new route to St John-at-Hackney Churchyard Gardens.

#### **Option 2 – Courtyard Block with Enlarged Square**

A comprehensive, mixed use development, providing commercial (retail / workspace) and residential floorspace, including genuinely affordable homes, with a new route to St John-at-Hackney Churchyard Gardens and an enlarged square at the bottom of the Narrow Way.

#### **Option 3 – Perimeter Block with Enlarged Square**

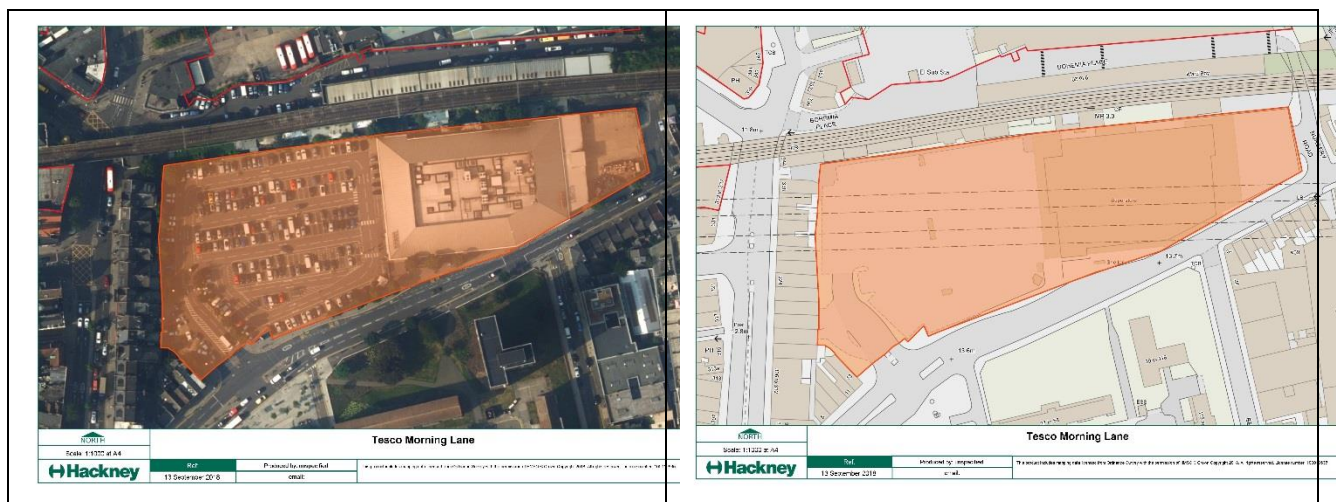
A comprehensive, mixed use development, providing commercial (retail / workspace) and residential floorspace, including genuinely affordable homes, with a new route to St John-at-Hackney Churchyard Gardens, and an enlarged square at the bottom of the Narrow Way.

**Indicative Capacity:** 140 residential units and 2,350sqm of commercial floorspace

**Planning Status:** No planning activity.

## HC2 - 55 Morning Lane (Tesco Site)

**Ward:** Homerton



**Ownership:** Mixed

**Area:** 1.39ha

**Existing use:** Retail

**Planning considerations:**

- Hackney Central and Surrounds Masterplan SPD (2017)
- Hackney Central Major town centre (Secondary Shopping Area)
- Mare Street/ Westgate Triangle Archaeological Priority Area
- Setting of listed buildings and conservation areas
- Strategic Transport Infrastructure (Channel Tunnel Railway Link)
- Commercial Core of the City Fringe (Tech City)
- PTAL 6b/a

**How was the site identified?** Hackney Central AAP (2012)

**Timescale:** Short Term

**Allocation:** Mixed use

**Development principles:**

There is potential for redevelopment of the existing Tesco superstore and car park for the provision of new commercial (retail / workspace) floorspace, including a potential new Tesco store and residential development, including genuinely affordable homes, with taller building elements to facilitate legibility and wayfinding. This provides opportunity to create improved permeability through the Town Centre by the creation of pedestrian routes through the site and the through the railway arches at Bohemia Place, including new uses in the arches on the Tesco site, creating active frontages.

Consideration will need to be given to transport infrastructure improvements, including to Hackney Central Overground Station and improvements to bus stop facilities, and to CCTV provision to increase surveillance and safety.

### **Option 1 – Phased Approach for Mixed Use Development**

A phased development which considers the redevelopment of the car park portion of the site for a mixed use development, commercial (retail, including a potential new Tesco store / workspace) and residential, including genuinely affordable homes, to allow the existing Tesco store to remain operational during construction, and then redevelopment of the existing store for mixed use development commercial (retail / workspace) floorspace and residential.

### **Option 2 – Comprehensive Approach for Mixed Use Development**

A comprehensive development of the entire site, with the Tesco store closed during the construction period, for the provision of a potential new Tesco store, commercial (retail / workspace) floorspace and residential, including genuinely affordable homes.

Existing underground infrastructure includes:

- The Channel Tunnel Railway Link which run east-west across the site, whose tunnel crown level is estimated at approx. 32m below ground
- The North London Flood Relief Sewer which runs diagonally across the site at a depth of approx. 18m
- A Thames Water combined sewer which runs across the site whose crown level is estimated at approx. 3.3m below ground level.

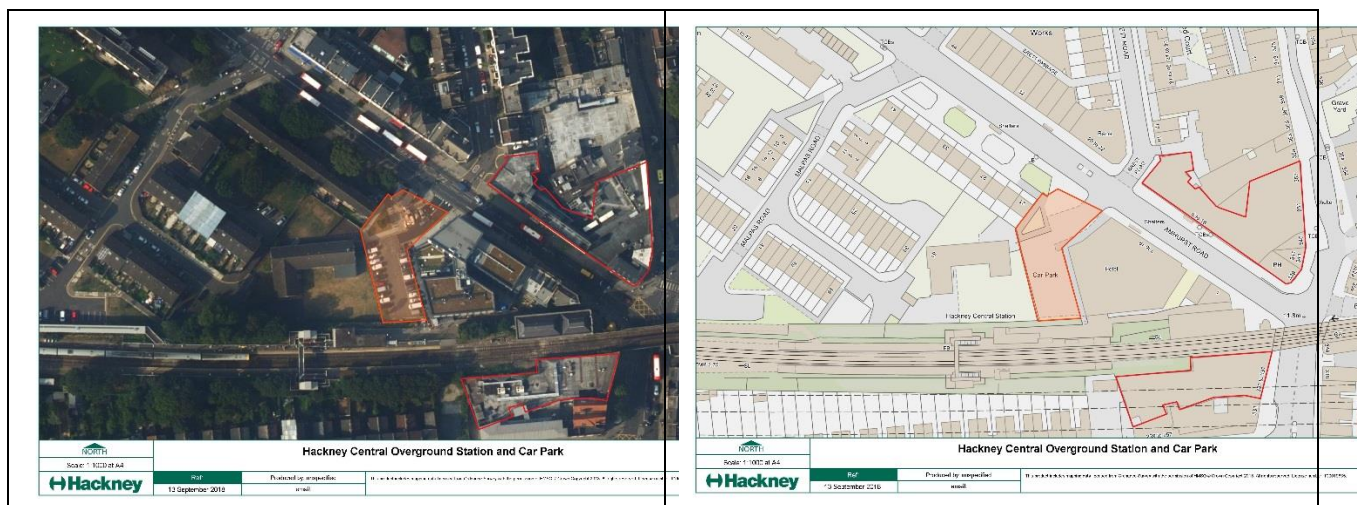
**Indicative Capacity:** 420 residential units and 15,550sqm of commercial floorspace

**Planning Status:** Pre-Application discussion for the redevelopment of the site to include the re-provision of Tesco with new retail, commercial and residential use.



## HC3 - Hackney Central Overground Station and Car Park

**Ward:** Hackney Central



**Ownership:** Public including London Borough of Hackney

**Area:** 0.13ha

**Existing use:** Station and Car Park

**Planning considerations:**

- Hackney Central and Surrounds masterplan SPD
- Hackney Central Major Centre (Mare Street and Amhurst Road)
- Commercial Core of the City Fringe (Tech City)
- Clapton Square Conservation Area (adjacent)
- Strategic Transport Infrastructure Designation (including Crossrail 2 Safeguarding)
- PTAL 6a-b

**How was the site identified?** Hackney Central AAP (2012)

**Timescale:** Medium / Long Term

**Allocation:** Commercial - retail and employment workspace

**Development Principles:**

The Council has an aspiration to reuse the former Hackney Central ticket office building (which is Locally Listed along with 1-5 Amhurst Road) as a station entrance. There is the potential for redevelopment of the car park for the provision of commercial (retail / leisure / workspace) floorspace, improved public realm facilitating connectivity and wayfinding and the retention of some car parking (for further details see Hackney Central and Surrounds Masterplan SPD). New development should deliver an improved station with mixed use, commercial development on the car park, and a new station entrance from Amhurst road, with the retention of some car parking spaces and an improved public realm.

There is an opportunity to work with TfL and Network Rail to deliver station improvements for the short, medium and long term, including consideration of optimum transport



infrastructure delivery to meet long term need (including as part of the potential delivery of a Crossrail 2 station).

Development proposals should have regard to the following development principles:

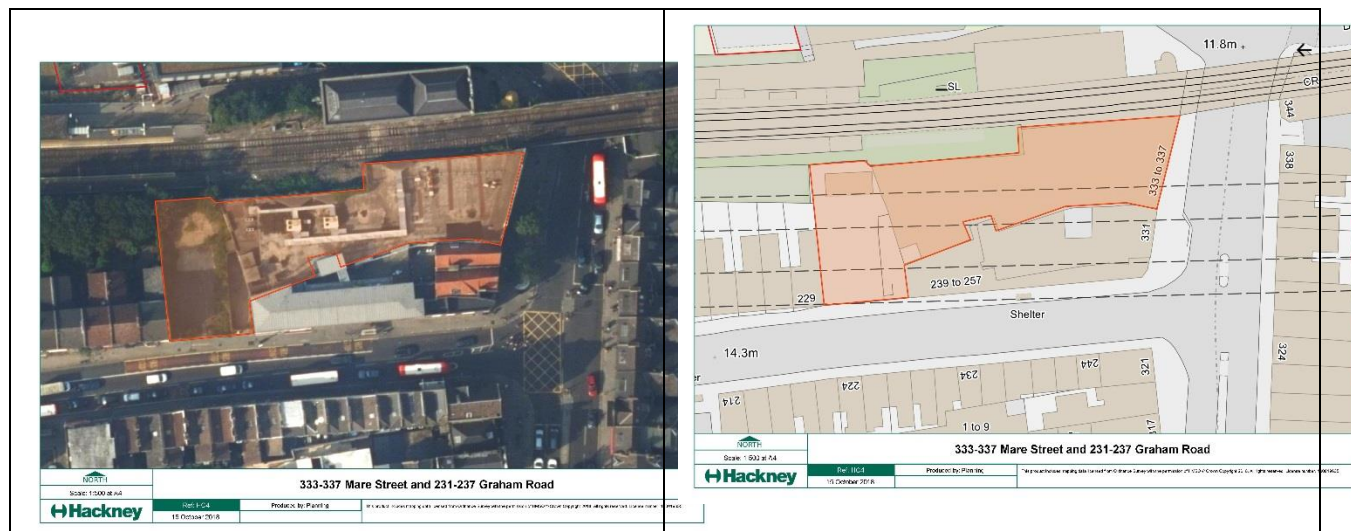
- Create an active frontage at ground floor and ticket hall level, including through the introduction of commercial (retail / workspace) uses to animate the new route towards the station and increase surveillance and safety, within an indicative building height of between 2 – 3 storeys.
- Create a new access to Hackney Central Overground Station from Amhurst Road with DDA compliant lift and stairs.
- Create new public space as a forecourt to the station and bus interchange on Amhurst Road to draw people out of the station via a new route.
- Create clear sight lines to the station entrance from Amhurst Road to aid legibility and wayfinding to the station, encouraging use of the new route.
- Retain existing service access to adjoining development.
- Set back development to align with the existing building line on Amhurst road.
- Provide continuous, active frontages along Amhurst Road.

**Indicative Capacity:** 1,350 sqm of commercial floorspace

**Planning Status:** No planning activity.

## HC4 - 333-337 Mare Street (Iceland Foods) & 231-237 Graham Road

**Ward:** Hackney Central



**Ownership:** London Borough of Hackney (Iceland Site) & Private (site to the rear)

**Area:** 0.148ha

**Existing use:** Retail, vacant on upper floors and to the rear

### Planning considerations:

- Hackney Central Major Centre (Primary Shopping Frontage)
- Hackney Central and surrounds masterplan SPD (2017)
- Town Hall Square Conservation Area
- Mare Street / Westgate Triangle Archaeological Priority Area.
- Commercial Core of the City Fringe (Tech City)
- PTAL 6b

**How was the site identified?** Hackney Central and Surrounds Masterplan Supplementary Planning Document (2017)

**Timescale:** Medium Term

**Allocation:** Commercial / residential mixed use

### Development principles:

To make more efficient use of the site for mixed use development of 333-337 Mare Street (Iceland site) and 231-237 Graham Road (site to the rear) to create active, commercial (retail) frontages on to Graham Road and Mare Street. There is also potential for residential development on the site including maximising the delivery of genuinely affordable homes.

**Option 1 – Refurbishment of Iceland Site**

Refurbishment of existing building with the introduction of new commercial uses (workspace) on the first floor.

**Option 2 – Individual Development of Iceland site and site to the rear** Redevelopment of the sites providing commercial (retail / workspace) and residential uses, including genuinely affordable homes.

**Option 3 - Comprehensive Development**

A combination of options 1 and 2

**Indicative capacity:** 30 residential units and 1,850sqm of commercial floorspace (Option 3)

**Planning Status:** No recent activity

## HC5 - 339-357 Mare Street, 6-18 Amhurst Road (including Marks & Spencer)

**Ward:** Hackney Central



**Ownership:** Private, Multiple Owners

**Area:** 0.18ha

**Existing use:** 339-345 Mare St: retail, betting shop, residential, office  
347-357 Mare St / 6-18 Amhurst Road: retail occupied by M&S, vacant underutilised space above

### Planning considerations:

- Hackney Central and Surrounds Masterplan SPD (2017)
- Clapton Square Conservation Area
- Building of Townscape merit
- Hackney Central Major Town Centre (Primary Shopping Frontage)
- Mare St/Westgate Triangle Archaeological Priority Area
- Commercial Core of the City Fringe (Tech City)
- PTAL 6b

**How was the site identified?** Hackney Central and Surrounds Masterplan Supplementary Planning Document (2017)

**Timescale:** Short Term

**Allocation:** Mixed use

### Development principles:

There is potential to make more efficient use of the site. Development should result in a net gain of retail floorspace and create an active frontage on to Amhurst Road and the Narrow Way.

There is potential for the retention and refurbishment of buildings, whilst respecting existing heritage assets, with the creation of additional floorspace from a mansard roof extension and infill development.

There is also potential for the redevelopment of 339-345 Mare Street (corner site).

The deliverability of the options is subject to detailed structural surveys and heritage assessment of the existing buildings. The two options are:

**Option 1**

Retention with infill development which retains all existing buildings, with infill and mansard development above the existing buildings for commercial (retail / workspace) and residential uses including genuinely affordable homes.

**Option 2 – Retention, Infill and Redevelopment of Corner Site**

An infill and mansard development which retains 347-357 Mare Street / 6-18 Amhurst Road (M&S) and redevelopment of 339-345 Mare Street (corner site), for commercial (retail / workspace) and residential uses including genuinely affordable homes.

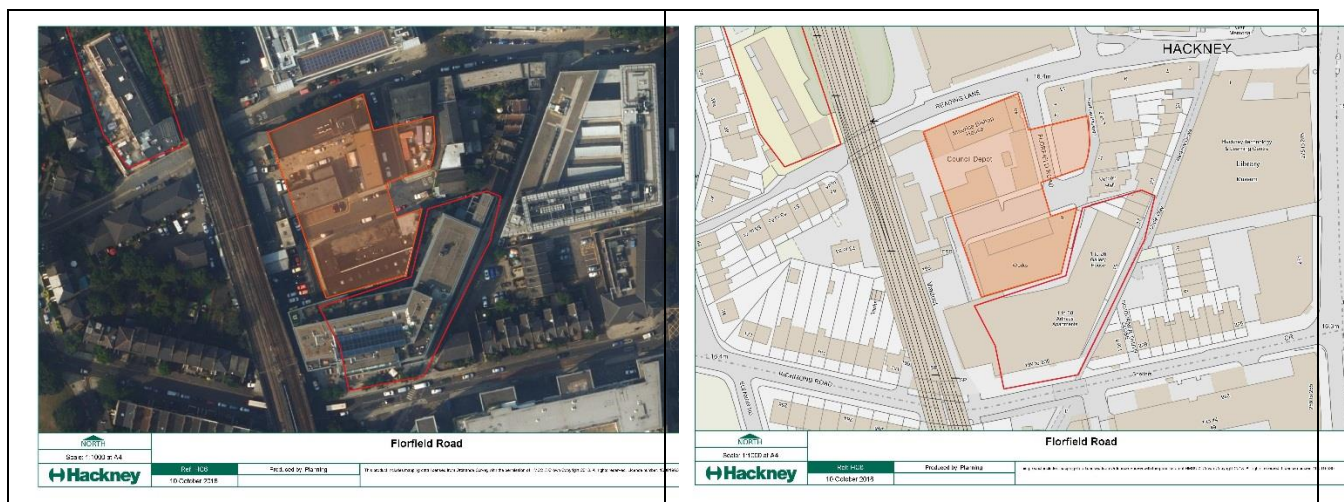
**Indicative Capacity:** 20 residential units and 180 sqm of new commercial floorspace

**Planning Status:** Pre-app discussions ongoing for redevelopment and re-provision of retail floorspace which includes the provision of the M&S site with a new retail frontage on Amhurst Road.



## HC6 - Florfield Road

**Ward:** Hackney Central



**Ownership:** London Borough of Hackney

**Area:** 0.47ha

**Existing use:** Office

**Planning considerations:**

- Hackney Central and Surrounds masterplan SPD
- Hackney Central Major Centre (Secondary Shopping Area)
- Mare Street Conservation Area
- Mare Street Priority Office Area (Robert House only)
- PTAL 5/6a

**Timescale:** Short to Medium Term

**Allocation:** Commercial / residential mixed use

**Development principles**

There is potential to for a comprehensive redevelopment of this site to make more efficient use of the site and provide a high quality mixed use development including commercial (workspace) and residential use, including maximising the provision of genuinely affordable homes, and a potential taller building element. The Hackney Housing depot and Council services will be relocated elsewhere (including to 51-61 Mare Street).

Development within the Priority Office Area should be employment-led.

Development proposals should:

- Provide high quality mixed use development providing commercial (workspace) and residential floorspace including maximising the delivery of genuinely affordable homes.
- Create a consistent building alignment and parapet height along Reading lane. Indicative appropriate building heights is 4-6 storeys (except for a taller building of up to 15 storeys to act as a landmark to and from the civic and cultural hub, set back

from Reading Lane to minimise overshadowing of existing buildings). Taller building elements must adequately address the eleven codes of the Hackney Tall Buildings Strategy and design-related criteria contained in the London Plan and Hackney's Local Plan.

- Create an active, commercial frontage on to Reading Lane and Florfield Road.
- Create an active frontage and pedestrian route along eastern side of the railway with new uses (workspace) in the railway arches.
- Close Florfield Road to allow comprehensive development of the site and to create a courtyard with pedestrian route. Direct vehicular access along the west side of the refurbished railway arches to maintain servicing to Arthaus development located to the south on Richmond Road (Option 2).

### **Option 1 – Mixed Use Development**

A mixed use, commercial (workspace / retail) and residential development, including maximising the provision of genuinely affordable homes, which maintains existing vehicular access to adjacent sites, including a potential taller building element.

### **Option 2 – Closure of Florfield Road for Mixed Use Development**

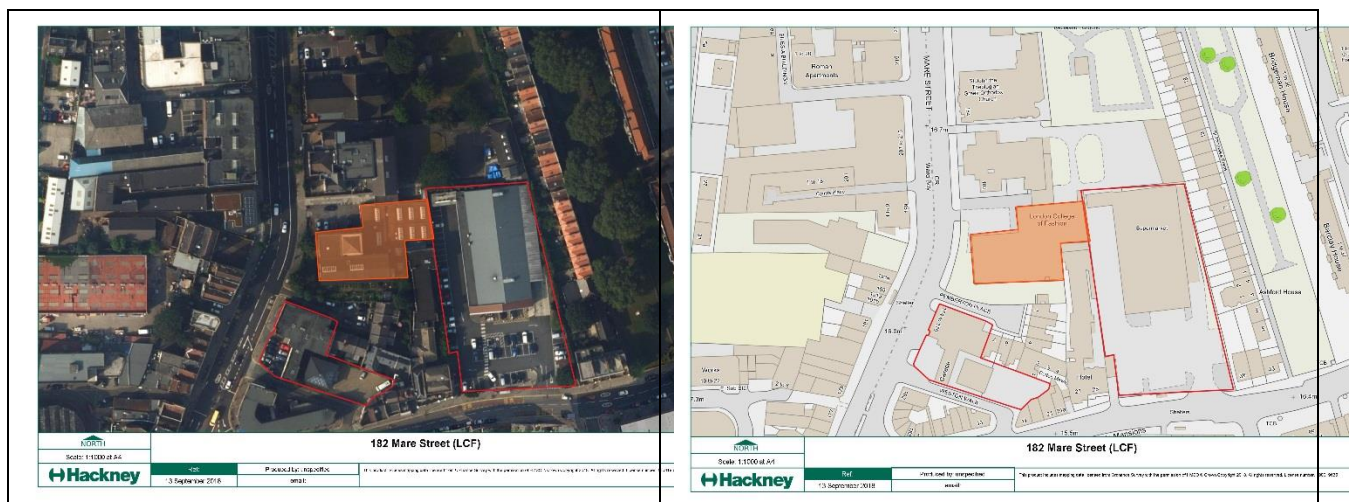
A mixed use, commercial (workspace / retail) and residential development, including maximising the provision of genuinely affordable homes, which involves the closure of Florfield Road, including a potential taller building element.

**Indicative capacity:** 120 Residential Units and 6,900sqm of commercial floorspace

**Planning Status:** No planning activity.

## HC7 - London College of Fashion, 182 Mare Street E8 3RF

**Ward:** Victoria



**Ownership:** Private

**Area:** 0.49ha

**Existing use:** Education use.

### Planning Considerations:

- Mare Street Conservation Area
- Locally listed buildings - 182 Mare Street and 184 Greek Orthodox Church of ST John the Theologian (adjacent)
- Mare Street / Westgate St Triangle Archaeological Priority Area
- Commercial Core of the City Fringe (Tech City)
- PTAL 6a

**How was the site identified?** Hackney Central AAP (2012)

**Timescale:** Medium Term

**Allocation:** Education or mixed use including education, other community, retail, leisure and residential uses

### Development Principles and Issues

Any redevelopment of this site must be in association with the College's plans for its Curtain Road site and other education sites in the London area. There is potential for development to the rear and to the south of the site. The site may be appropriate for residential accommodation associated with University Arts London, including maximising the provision of genuinely affordable homes, and education uses associated with London College of Fashion including industry focused incubator space and community uses

### Option1 – Part Retention with Mixed Use Development



Part retention and part development for mixed use development including education, workspace, retail and residential, including genuinely affordable homes, with active frontages on Mare Street.

**Option 2 - Comprehensive Development with 27 – 37 Well Street (Lidl site)**

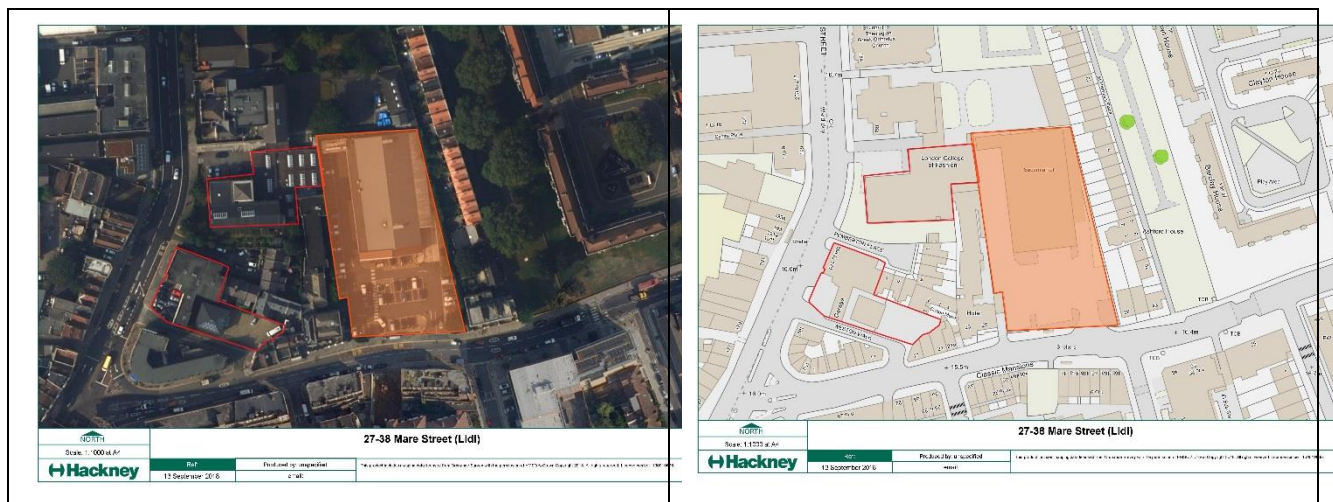
Refer to Site Allocation HC8 27-37 Well Street (Lidl) for this option.

**Indicative Capacity:** 45 residential units and 2,200sqm of commercial floorspace alongside retention of community (D class – educational / institutional) use.

**Planning Status:** Pre-application discussions between the Council and the College ongoing regarding the College's plans for its various sites in London including the Curtain Road site.

## HC8 - 27-37 Well Street (Lidl), London E9 7QX

Ward: Victoria



**Ownership:** Private

**Area:** 0.4ha

**Existing use:** Single storey retail store and off street parking.

### Planning Considerations:

- Mare Street Conservation Area
- Locally listed buildings adjoin the site; 23- 25, Well Street
- Mare Street / Westgate Street Triangle Archaeological Priority Area
- PTAL 5
- Hackney (Central) CPZ

**How was the site identified?** Hackney Central and Surrounds Masterplan (2017)

**Timescale:** Medium Term

**Allocation:** Mixed use retail and residential

### Development Principles and Issues

There is potential for intensification of the site and introduction of other uses, mainly towards the Well Street frontage, including mixed use development above the existing store incorporating commercial and residential development, including the maximising the provision of genuinely affordable homes, with indicative appropriate building heights of 3-4 storeys. The existing quantum of retail floorspace must be retained.

Any new development must be in keeping with the scale of existing buildings to the east and west, and appropriate distances especially privacy, outlook and daylight/sunlight of existing occupiers maintained.

The rear of the site adjoins the London College of Fashion Mare Street site, (site allocation HC7).

**Indicative Capacity:** 140 residential units and 4,700sqm of commercial floorspace

**Planning Status:** Variation of condition planning application in relation to planning approval 2010 / 0388 was granted in 2015.

## HC9 - 51-61 Mare Street, London, E8 4RG

**Ward:** London Fields



51-61 Mare Street  
Scale 1:1250 or 1:4  
11 October 2018  
Hackney



51-61 Mare Street  
Scale 1:1250 or 1:4  
11 October 2018  
Hackney

**Ownership:** London Borough of Hackney

**Area:** 0.35ha

**Existing use:** Light Industrial / Warehouse uses

**Planning considerations:**

- Mare Street Priority Office Area (POA)
- Mare Street/Westgate Street Triangle Archaeological Priority Area.
- Commercial Core of the City Fringe (Tech City)
- PTAL 6a

**How was the site identified?** Hackney Central AAP (2012)

**Timescale:** Medium Term

**Allocation:** Mixed use employment-led scheme

**Development Principles:**

This site forms part of the Andrew's Road cluster which includes 51-61 Mare Street (HSS Tool Hire / Five Point Brewery – Site Allocation HC9) and 40-43 Andrews Road (London Borough of Hackney Car Pound - Site Allocation HC10). The wider cluster accommodates key transport infrastructure which includes an operational bus garage at Ash Grove.

An opportunity exists to renovate this site as part of the wider cluster through the relocation of the Hackney Housing Depot to the site, creating a new active frontage along Mare Street. Should the relocation of the Hackney Housing depot to this site not be possible, there is potential for mixed use, commercial (workspace) and residential development, including maximising the provision of genuinely affordable new homes.

### **Option 1– Refurbishment for Hackney Housing Depot**

Refurbishment and reconfiguration of the existing building for a rationalised Hackney Housing depot.

### **Option 2 – Mixed Use Development for Hackney Housing Depot**

A mixed use development which provides a purpose built Hackney Housing depot, providing a material store with mezzanine level, associated office space, yard for loading of vans and workshops. Mixed use, commercial (workspace) and residential development including maximising the provision of genuinely affordable new homes on the southern part of the site.

### **Option 3 – Mixed Use Development**

A mixed use development providing residential, including maximising the provision of genuinely affordable new homes, and commercial (workspace) floorspace, whilst utilising the adjacent railway arches for commercial use.

**Indicative capacity:** 80 residential units and 7,000sqm of commercial floorspace

**Planning Status:** 2016/2026: 61 Mare Street London E8 4RG - Proposed change of use of part of ground floor and part of first floor from storage and distribution (Use Class B8) to office (Use Class B1). Decision: Granted

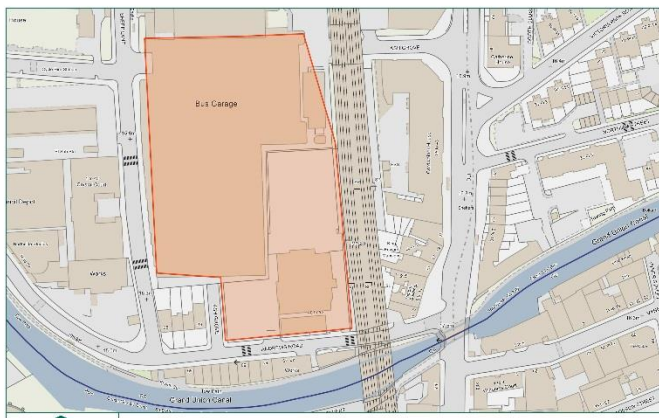


## HC10 - 40-43 Andrews Road and Ash Road Bus Garage

**Ward:** London Fields



40-43 Andrews Road  
Scale: 1:1250 at A4  
North  
Hackney  
10 October 2018



40-43 Andrews Road  
Scale: 1:1250 at A4  
North  
Hackney  
10 October 2018

**Ownership:** London Borough of Hackney

**Area:** 0.49ha

**Existing use:** B8 occupied by Hackney Council Car Pound and Hackney Council's Meal on Wheels Service, and bus garage.

### Planning considerations:

- Mare Street Priority Office Area
- Mare Street / Westgate Street Triangle Archaeological Priority Area
- Commercial Core of the City Fringe (Tech City)
- Adjacent locally Listed buildings (35-38 Andrews Road)
- Recording condition required prior to demolition of existing building (non-designated heritage asset)
- Regents Canal Green Corridor (towards southern part of site)
- PTAL 5

**How was the site identified?** Hackney Central AAP (2012)

**Timescale:** Medium Term

**Allocation:** Mixed use employment-led development

### Development Principles:

The site is underused and currently temporarily used as a car pound. There is potential for joint development with the adjacent Ash Grove Bus Garage site (located to the north) to maximise the performance of both sites and to create a larger bus garage at Ash Grove to accommodate the relocation of Clapton Bus Garage.

Should the site not be needed to accommodate the relocation of the Clapton Bus Garage, there is potential for mixed use, employment led development alongside residential, including maximising the provision of genuinely affordable homes, and conversion of the adjacent railway arches for employment (workspace) use. Any development should

consider public realm improvements along Andrews Road towards Broadway Market (including along the towpath and The Regent's Canal).

Development will need to address any environmental pollution and land contamination caused by the Bethnal Green Gas Holder Station (located to the south of The Regent's Canal). Any rationalisation of the site as a depot, either individually or with the Ash Grove Garage, would require the closure of Bush Road. Underground utility apparatus have been identified on this site, and thus any development needs to take this into consideration.

#### **Option 1 – Mixed Use Development**

A mixed use development on 40-43 Andrews Road to provide employment led development with residential, whilst converting the adjacent railway arches for employment (workspace) use.

#### **Option 2 - Bus Depot site**

Utilise 40-43 Andrews Road to create a larger bus garage at Ash Grove to accommodate the relocation of Clapton Bus Garage. The adjacent railway arches should be converted for employment (workspace use).

#### **Indicative Capacities:**

Option 1 - 100 residential units and 8,700sqm of commercial floorspace

Option 2 - Bus garage plus a small proportion of employment (workspace use).

**Planning Status:** Recent planning activity on the site relates to the temporary use of the site as the Council car pound and the Councils' Passenger Transport and Meals on Wheels services.

## HC11 - Travis Perkins, 111 Dalston Lane E8 1NH

**Ward:** Hackney Central



**Ownership:** Private

**Area:** 0.33ha

**Existing Use:** Builders Yard

**Planning Considerations:**

- Archaeological Priority Area
- Located between two Conservation Areas (St Mark's CA and Graham Road and Mapledene)
- Site is adjacent to Grade II listed building - (113 Dalston Lane)
- PTAL 6a

**How was the site identified?** Strategic Land Availability Assessment (2017)

**Timescale:** Long term

**Allocation:** Employment led mixed use development

**Development Principles:**

The site comprises a builder's merchant with ancillary retail facing Dalston Lane. Existing buildings are one and two storeys and the rest of the operation is external. The historic house surrounded by the site is prominent because of the low-rise surroundings. Adjacent to the site is a residential tower which somewhat detracts from the setting of the house.

There is opportunity for an employment led development including retention of the storage, light industrial / commercial mix with residential, including maximising the delivery of genuinely affordable homes.

The historic house should be given ample space. The land to the east of the house and the backdrop of the house should remain unbuilt. The front garden of the house should be restored to original proportions. The site has development potential on the Dalston Lane frontage, where ancillary retail should be retained. There is also potential to the west and north-west of the site, and adjacent to the neighbouring tower where development could



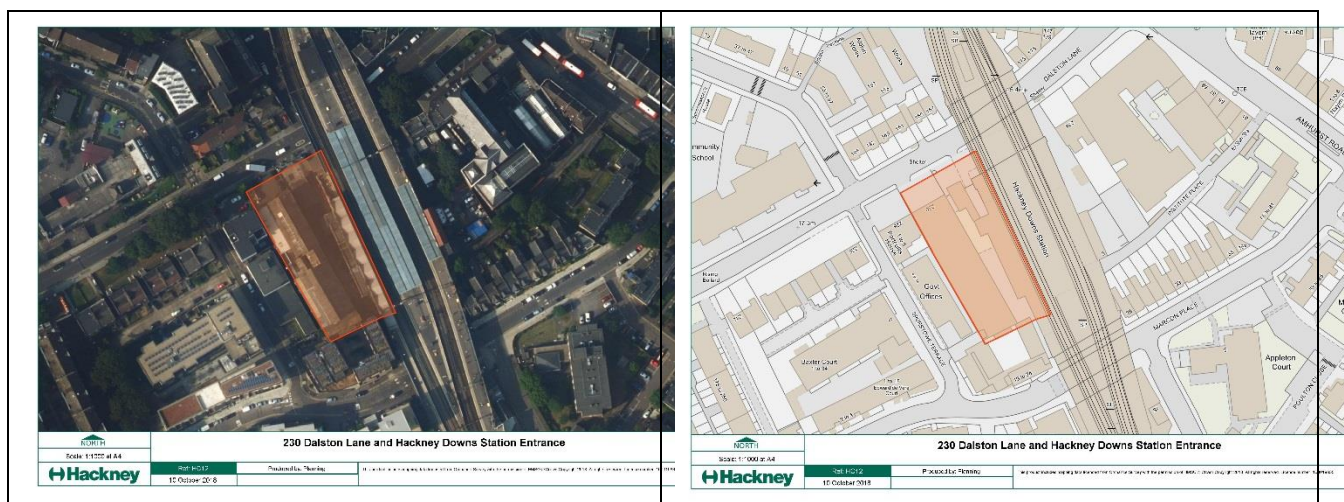
help mediate between scales. The historic plot grain and commercial building frontage position should be maintained on Dalston Lane.

**Indicative Capacity:** 40 residential units and provision of industrial / warehouse floorspace

**Planning Status:** Pre-application discussions June 2018

## HC12 - 230 Dalston Lane and Hackney Downs Station Entrance

**Ward:** Hackney Central



**Ownership:** Public ownership

**Area:** 0.30ha

**Existing Use:** Overground station and retail

**Planning Considerations:**

- Strategic Transport Infrastructure
- Locally Listed Building - Hackney Downs Station
- Adjacent to Grade II listed buildings at 212-226 Dalston Lane
- PTAL 6a

**How was the site identified?** Strategic Land Availability Study (2017)

**Timescale:** Long

**Allocation:** Mixed use

**Development Principles:**

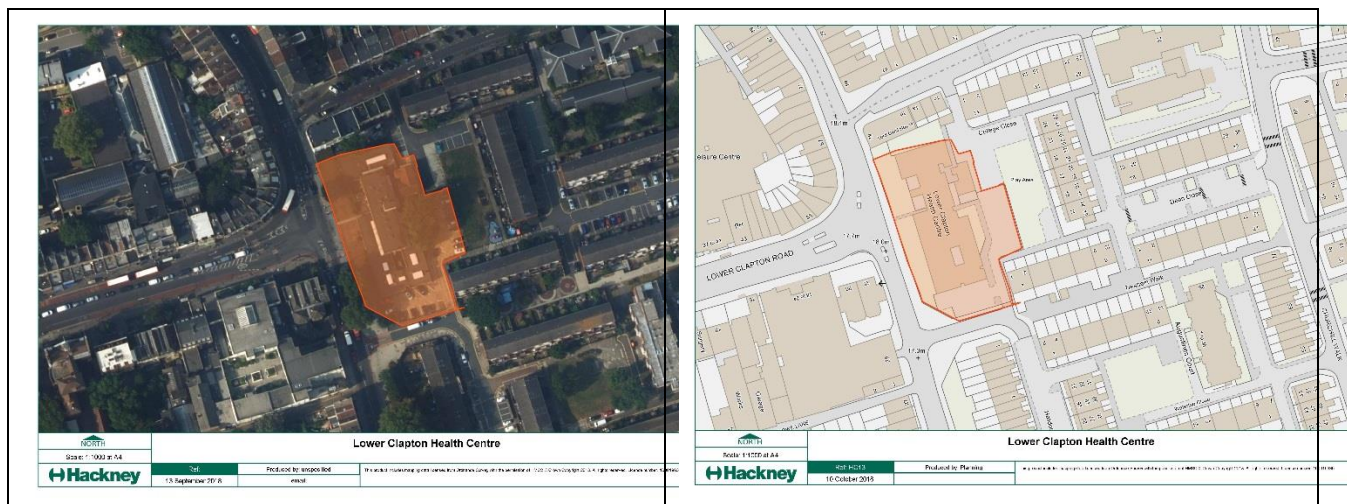
There is potential for mixed use development on this site incorporating residential, including the maximising the provision of genuinely affordable homes, and commercial floorspace. Development should respond to the current scale of enclosure of Dalston Lane. The tallest element of the scheme should be set back from Dalston Lane. Indicative appropriate heights on this site is in the range of 4 to 6 storeys. Development should take opportunities to improve the public realm and quality of pedestrian arrival at Hackney Downs Station. Existing buildings nearby serve a role landmarking the location of the station and are of a scale commensurate to the importance of the station. As such there is no justification for an additional landmark tall building on this site.

**Indicative capacity:** 45 residential units and 800sqm of commercial floorspace

**Planning Status:** Pre-app discussions in 2017 for development of residential retail and business floorspace and improvements to the entrance to Hackney Downs rail station.

## HC13 - Lower Clapton Health Centre

**Ward:** Homerton



**Ownership:** Public ownership

**Area:** 0.34 Hectares

**Existing use:** Health Care facility / GP Surgery

**Planning considerations:**

- Hackney Central Major Centre
- Critical Drainage Area (South of site)
- Clapton Square Conservation Area (Adjacent)
- PTAL 6a

**How was the site identified?** Strategic Land Availability Assessment (2017)

**Timescale:** Medium

**Allocation:** Mixed use; community and residential

**Development principles:**

The existing building is a two storey Health Clinic incorporating a GP surgery and facilities used by Homerton Trust. There is an opportunity for intensification of uses on the site for a residential-led mixed use development, re-providing a health facility and maximising the delivery of genuinely affordable homes.

Any development on site should retain an element of community / leisure uses on the ground floor with a residential element on upper floors. Development should be responsive to the prevailing height, scale and character of the area which is within a conservation area. An indicative appropriate building height is in the region of 4 to 5 storeys. Opportunity should be taken to reinstate the street connection which historically ran through the centre of the site.

**Indicative Capacity:** 75 residential units and re-provided community D1 use

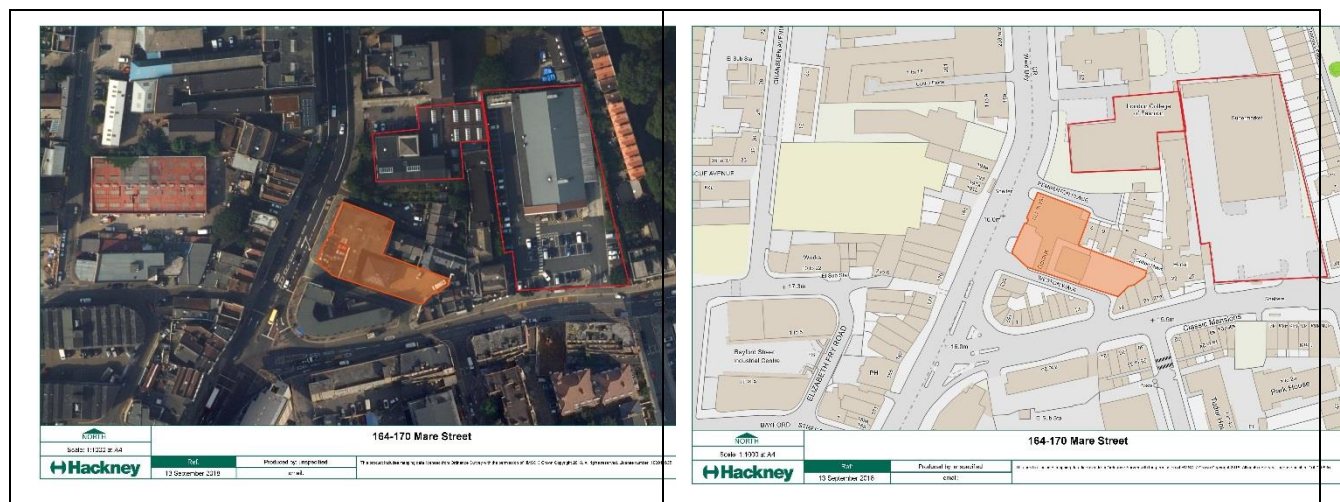
**Planning Status:** No planning activity Page 380

**Proposed Submission Local Plan 2033 –Draft for Cabinet and Council 2018**



## HC14 - 164-170 Mare Street, E8 3RH

**Ward:** Victoria



**Ownership:** Private

**Area:** 0.12ha

**Existing Use:** Currently occupied by a number of businesses including Hackney Car Centre, a gym, and an Army Cadet building.

### Consideration:

- Mare Street Priority Office Area
- Mare Street Conservation Area
- Adjacent to Locally Listed Building (1-7 Pemberton Place, 23-25 Well Street)
- Mare Street / Westgate Street Triangle Archaeological Priority Area
- PTAL 6

**How was the site identified?** Site Allocation Local Plan (2016)

**Timescale:** Medium to Long Term

**Allocation:** Employment or employment-led mixed use, including re-provided community uses.

### Development Principles

There is potential to intensify the use of this site for employment or employment-led development incorporating residential, including maximising the provision of genuinely affordable new homes, and re-provision of the community use. The site lies within Mare Street Priority Office Area so any redevelopment should be for employment uses, or employment-led alongside community use. The existing buildings have limited architectural merit, however the site lies within Mare Street Conservation Area and 1-8 Pemberton Place which abuts the site are locally listed. Indicatively, heights should follow

the prevailing context of 3-4 storeys.

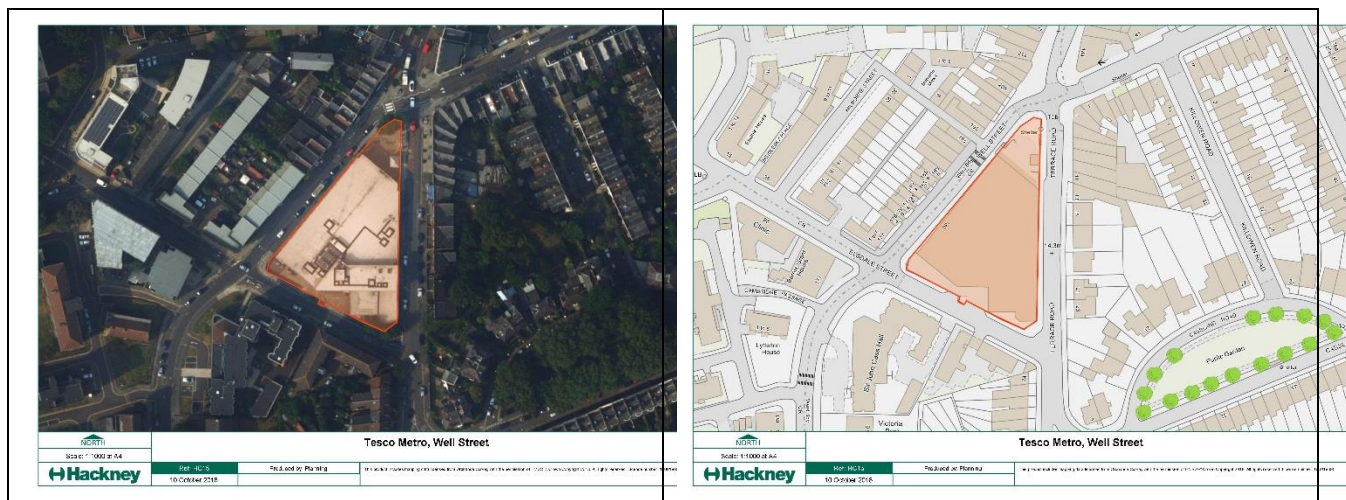
There may be an opportunity for a larger comprehensive redevelopment scheme as two other potential sites - 182 Mare Street (London College of Fashion) and 27-38 Well Street (Lidl) - are in the immediate vicinity.

**Indicative Capacity:** 20 residential units and a minimum of 1,400sqm employment floorspace

**Planning Status:** 2018/2389 - Demolition of existing building and erection of a new part 3, part 4 storey building to provide 885sqm of employment floorspace (Use Class B1) at ground and first floor level and 9 residential units (Use Class C3) at second and third floor level, together with the provision of balconies/terraces, secure cycle and refuse/recycling provision – undetermined.

## HC15 - Tesco Metro, Well Street (180 Well Street, E9 6QU)

**Ward:** Hackney Wick



**Ownership:** Private

**Area:** 0.258ha

**Existing Use:** Single storey retail unit

**Planning Considerations:**

- Well Street Local Shopping Centre
- Well Street Market (adjacent)
- Victoria Park Conservation Area (Adjacent)
- Critical Drainage Area
- Green Link to the south

**How was the site identified?** Strategic Land Availability Assessment (2017)

**Timescale:** Long term

**Allocation:** Mixed use; residential with retail at ground floor level

**Development Principles:**

The site currently comprises a single storey retail space (Tesco) fronting onto Well Street and Terrace Road. There is potential for the intensification of the site and the introduction of other uses. The air space above the store would be suitable for residential use, including maximising the provision of genuinely affordable new homes. The existing quantum of retail floorspace must be retained. Any new development needs to be in keeping with the scale of existing buildings to the east and west, and appropriate distances especially privacy, outlook and daylight/sunlight of existing occupiers maintained. The civic space to the north apex should be maintained and improved.

The southern side of the site faces a designated green link and development should contribute towards the setting of the green link for example through vertical greening.

**Indicative capacity:** 50 residential units and retention of retail



**Planning Status:** No recent planning activity

## D1 - 130 Kingsland High Street and site to the rear 130A Kingsland High Street

Ward: Dalston



**Ownership:** Private

**Area:** 0.192ha

**Existing use:** Retail

**Planning considerations:**

- Dalston Major Town Centre (Primary Shopping Frontage)
- Dalston Conservation Area and St Marks Conservation Area (adjacent)
- Special Policy Area (Licensing)
- PTAL 6a

**How was the site identified?** Dalston Area Action Plan (2013)

**Timescale:** Medium Term

**Allocation:** Mixed use - retail at ground floor with residential / employment above.

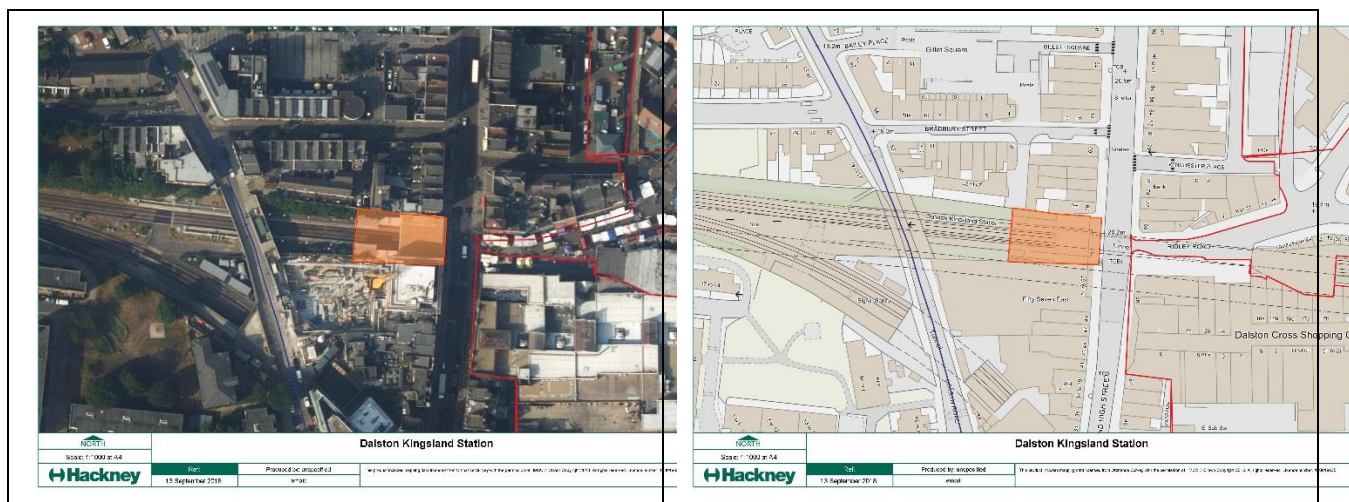
**Development Principles:**

This site is suitable for retail uses at ground floor level facing onto the Kingsland Road Primary Shopping Frontage with residential, including genuinely affordable homes, or employment uses above. Development should have regard to development plans for Birkbeck Mews Site Allocation D7. Further guidance to be set out in a Supplementary Planning Document.

**Planning Status:** 2017/3600 - Demolition of existing building and redevelopment to provide a ground floor retail unit (Class A1) and a Hotel (C1 use) with ancillary reception at ground floor level and co-working and cafe floorspace at lower ground floor level in a building ranging from 3 to 6 storeys. Granted.

## D2 - Dalston Kingsland Station and associated works

**Ward:** Dalston



**Ownership:** Network Rail

**Area:** 0.06ha

**Existing use:** London Overground Station

**Planning considerations:**

- Critical Drainage Area
- Dalston Conservation Area
- Special Policy Area (Licencing)
- Crossrail 2 safeguarded site
- Dalston Town Centre (Primary Shopping Area)
- PTAL 6a

**How was the site identified?** Dalston Area Action Plan (2013)

**Timescale:** Medium/ Long Term

**Allocation:** Improvements to station plus retail / employment on ground floor

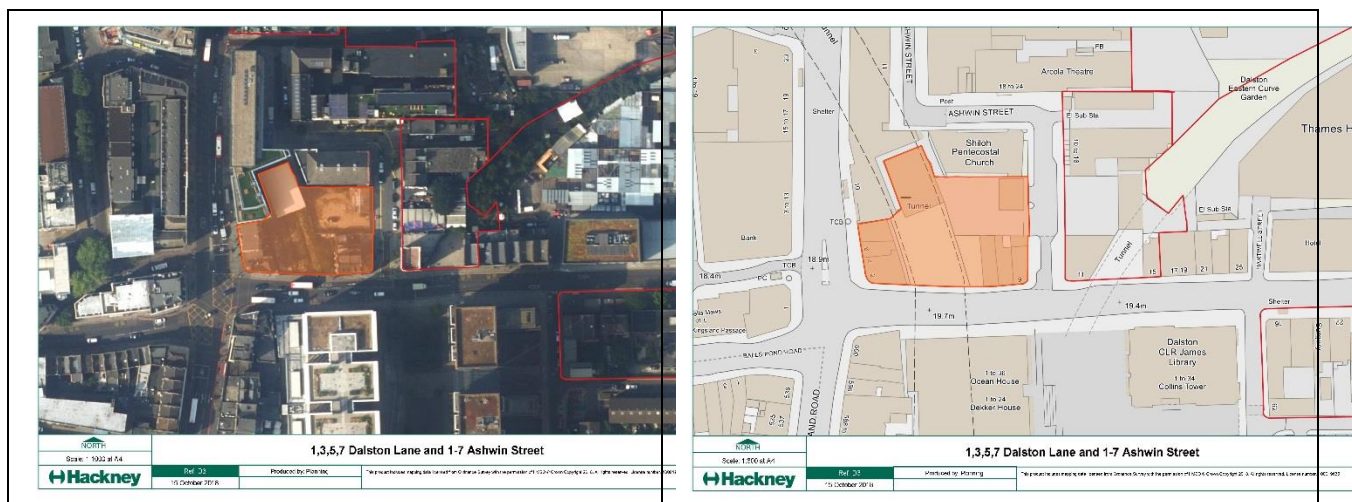
**Development Principles:**

Guidance to be set out in a Supplementary Planning Document.

**Planning Status:** No recent planning activity.

## D3 - 1-7 Dalston Lane and 1-7 Ashwin Street

**Ward:** Dalston



**Ownership:** Mixed - London Borough of Hackney and Private

**Area:** 0.22ha

**Existing use:** Retail, residential and temporary uses

**Planning considerations:**

- Dalston Lane Conservation area
- Dalston Town Centre (Secondary Shopping Area)
- Critical Drainage Area
- Special policy area (Licensing)
- PTAL 6a

**How was the site identified?** Dalston Area Action Plan (2013)

**Delivery Timescale:** Medium Term

**Allocation:** Mixed use including residential

**Development Principles:**

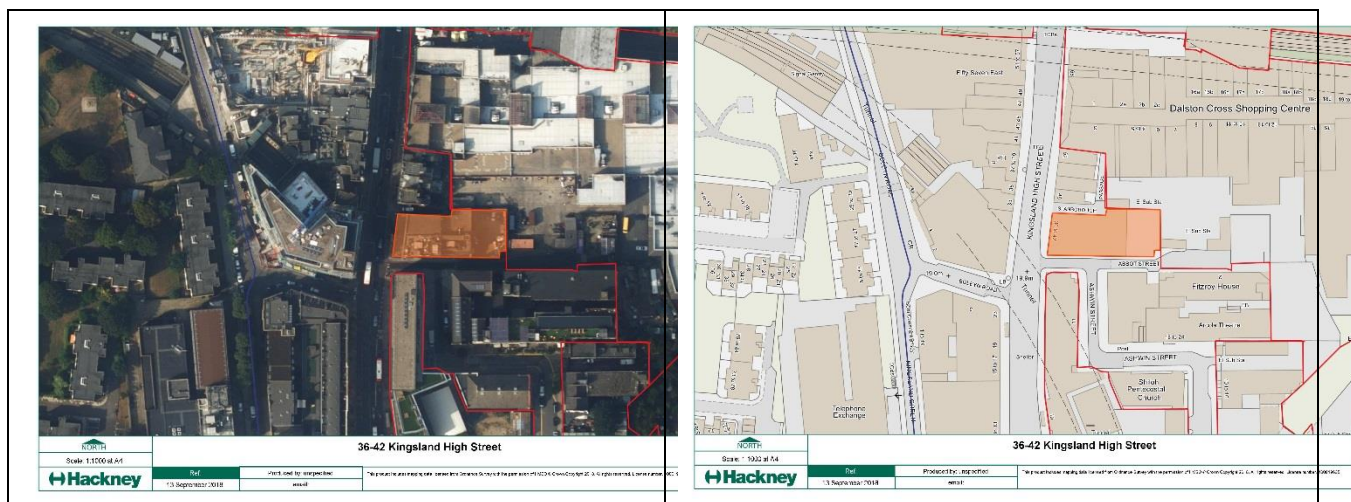
This site is appropriate for retail, community, cultural and employment uses at ground floor level with residential above, including maximising the provision of genuinely affordable new homes. Further guidance to be set out in a Supplementary Planning Document.

**Planning Status:** No recent planning activity



## D4 - 36-42 Kingsland High Street

**Ward:** Dalston



**Ownership:** Private

**Area:** 0.078 hectares

**Existing use:** Retail

**Planning considerations:**

- Dalston Town Centre - Primary Shopping Frontage
- Critical Drainage Area
- Adjacent to Dalston and Dalston Lane West Conservation Areas.
- Special policy area (Licensing)
- PTAL 6a

**How was the site identified?** Dalston Area Action Plan (2013)

**Timescale:** Medium Term

**Allocation:** Mixed use including residential

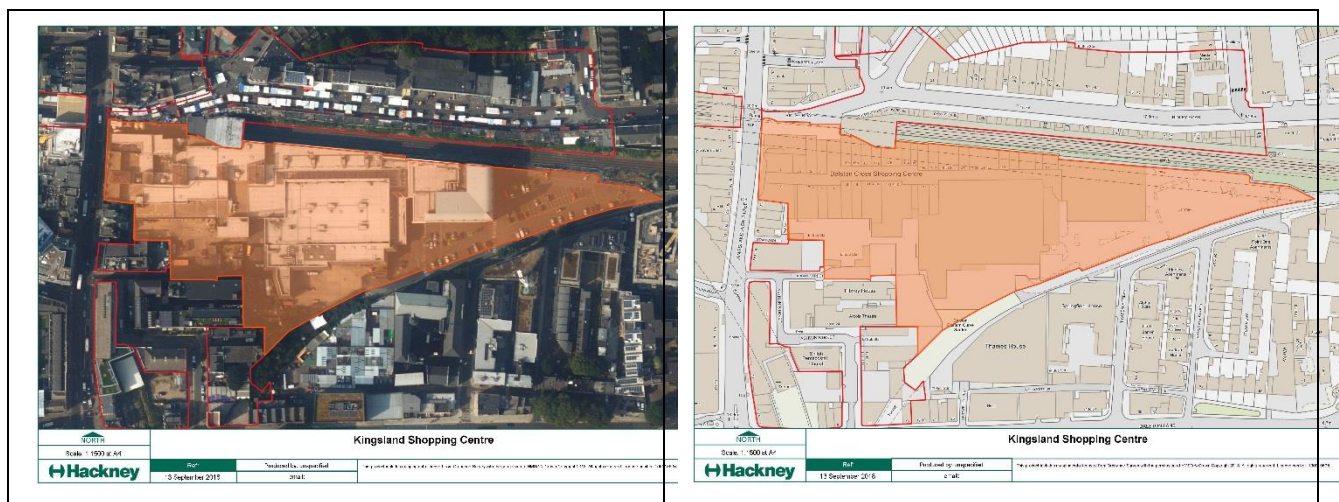
**Development principles:**

This site is appropriate for residential or commercial uses on the upper floors, including maximising the provision of genuinely affordable homes, whilst retaining retail and active frontage at ground floor level. New development should respect the building line and architectural context of adjacent buildings on Kingsland High Street. Further guidance to be set out in a Supplementary Planning Document.

**Planning status:** No planning activity.

## D5 - Kingsland Shopping Centre

**Ward:** Dalston



**Ownership:** Private

**Area:** 2.6ha

**Existing use:** Retail

**Planning considerations:**

- Dalston Major Town Centre - Primary Shopping Area
- Special Policy Area (Licensing) - Partial
- Crossrail 2 Safeguarding
- Adjacent to the Dalston Conservation Area
- PTAL 6a

**How was the site identified?** Dalston Area Action Plan (2013)

**Timescale:** Medium Term

**Allocation:** Mixed use development with retail, commercial and residential

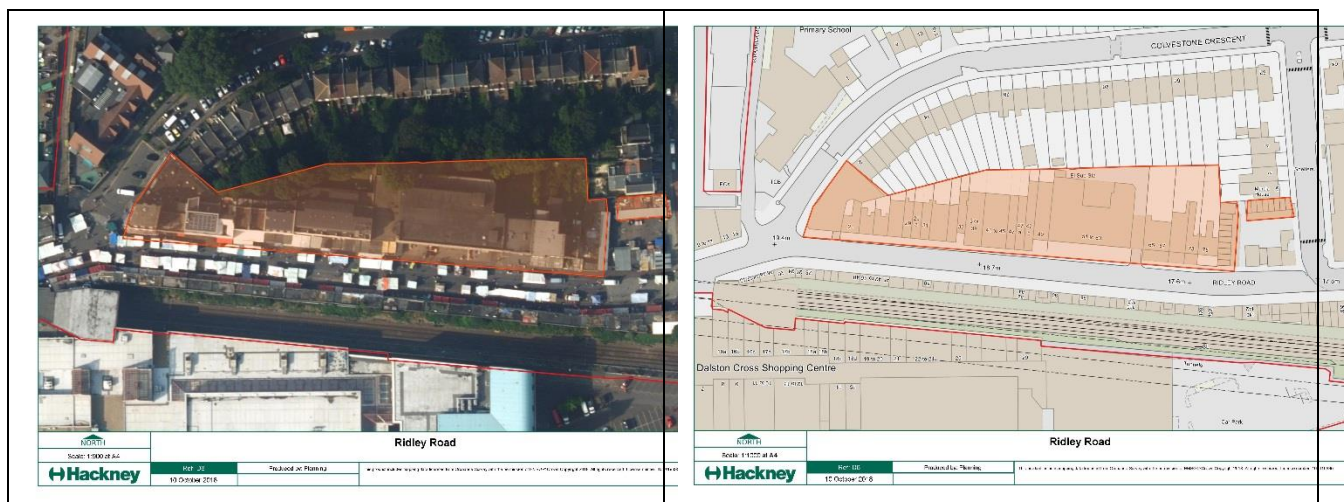
**Development Principles:**

Comprehensive redevelopment of the Kingsland Shopping Centre will be encouraged and must re-provide the equivalent or greater quantum of A1 retail floor space. Further guidance to be set out in a Supplementary Planning Document.

**Planning Status:** No recent planning activity.

## D6 - Ridley Road

**Ward:** Dalston



**Ownership:** Mixed Private

**Area:** 0.2ha

**Existing use:** Retail - predominantly A1

**Planning considerations:**

- Dalston town centre - Primary Shopping Area
- Special Policy Area (Licensing) - Partial
- St Marks Conservation Area (Adjacent)
- Street Market
- PTAL 6a

**How was the site identified?** Dalston Area Action Plan (2013)

**Timescale:** Short Term

**Allocation:** Retail / market uses

**Development Principles:**

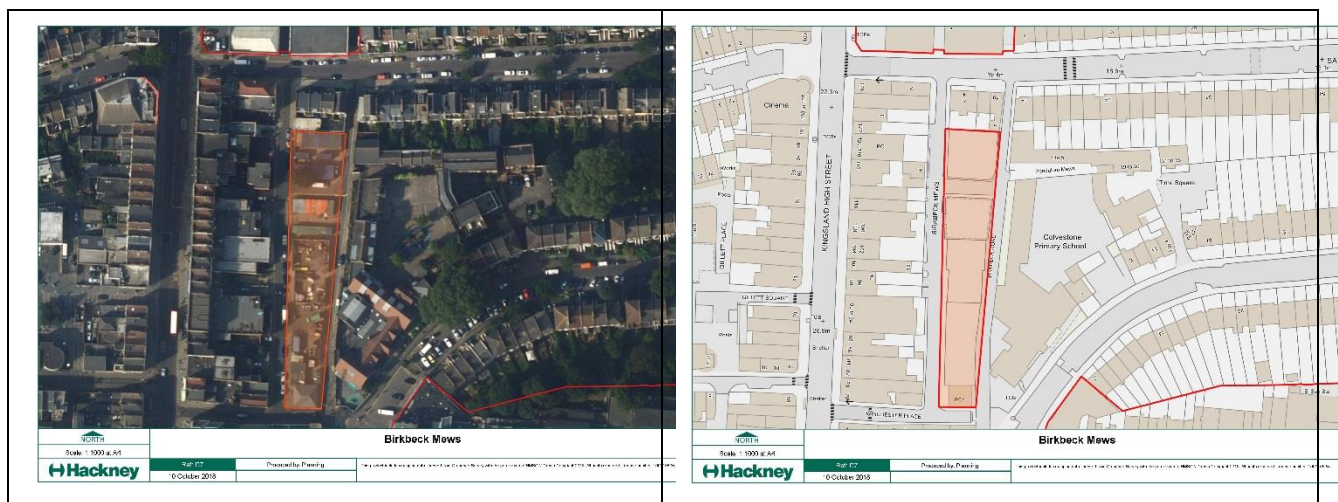
The Ridley Road Market must be retained but there are infill development opportunities to further enhance the retail offer. Further guidance to be set out in a Supplementary Planning Document.

**Planning Status:** No planning activity



## D7 - Birkbeck Mews, E8 2LE

**Ward:** Dalston



**Ownership:** London Borough of Hackney

**Area:** 0.21ha

**Existing use:** Storage / Office/ Public toilet for Ridley Road market

**Planning considerations:**

- Dalston Town Centre (secondary shopping area)
- PTAL 6a
- Adjacent to Dalston and St Marks Conservation Areas
- Adjacent to Colvestone Primary School - Grade II Listed

**How was the site identified?** Dalston Area Action Plan (2013)

**Timescale:** Short Term

**Allocation:** Retail, Community, Cultural uses, Storage, Commercial or Residential

**Development Principles:**

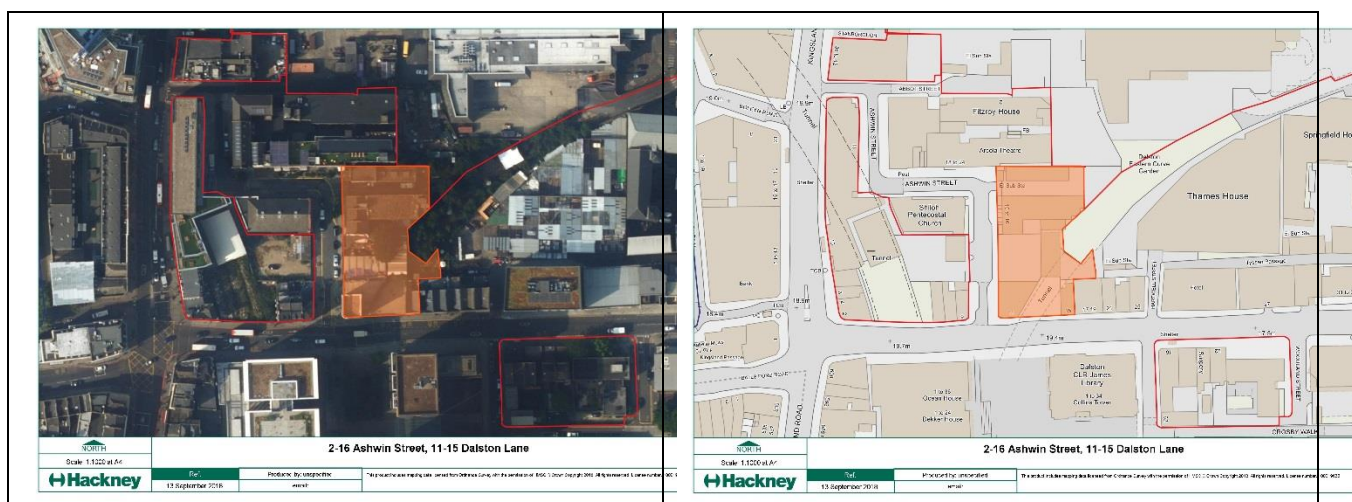
Birkbeck Mews is a council-owned site currently used to store market waste, stalls, the market manager's office and a public toilet associated with Ridley Road Market. The site is under developed with the potential for intensification.

There are opportunities for new commercial or residential use, including provision of genuinely affordable new homes, with ground floor uses retained to provide public toilets and support Ridley Road market. Further guidance to be set out in a Supplementary Planning Document.

**Planning Status:** Jan 2018 - Pre app discussions for the demolition of existing buildings and the erection of mixed use buildings comprising B1 studio units, Retail (A1), Cafe (A3), Gym (D2) and reprovision of existing market storage and office facilities.

## D8 - 2-16 Ashwin Street, 11-15 Dalston Lane

**Ward:** Dalston



**Ownership:** London Borough of Hackney

**Area:** 0.18ha

**Existing use:** Mix of buildings with commercial and residential, community garden, storage and temporary uses

### Planning considerations:

- Dalston Town Centre
- Special Policy Area (Licensing)
- Local Open Space
- Dalston Lane (West) Conservation Area
- Locally Listed buildings - 16 Ashwin Street and 11 Dalston Lane
- PTAL 6a

**How was the site identified?** Dalston Area Action Plan (2013)

**Timescale:** Medium Term

**Allocation:** Open space and mixed use development including residential

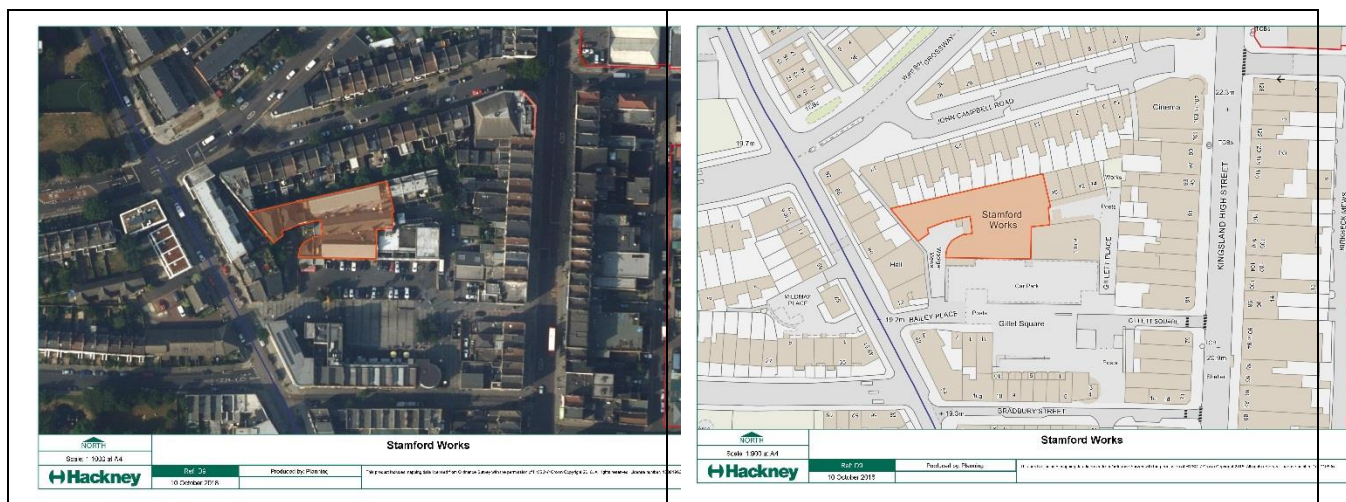
### Development principles:

The designated open space should be protected and retained in this area which is deficient in access to public open space. There are opportunities for mixed use development including residential, incorporating maximising the provision of genuinely affordable new homes. Further guidance to be set out in a Supplementary Planning Document.

**Planning Status:** No recent planning activity.

## D9 - Stamford Works

**Ward:** Dalston



**Ownership:** Private

**Area:** 0.1ha

**Existing use:** Part car park, part mix of commercial - restaurant and workspaces.

**Planning considerations:**

- Special Policy Area (Licensing)
- Dalston Town Centre (Secondary Shopping Area)
- Dalston Conservation Area
- PTAL 6a

**How was the site identified?** Dalston Area Action Plan (2013)

**Timescale:** Medium Term

**Allocation:** Retail, Cultural / Creative, Community and third sector uses alongside residential or commercial at upper levels.

**Development Principles:**

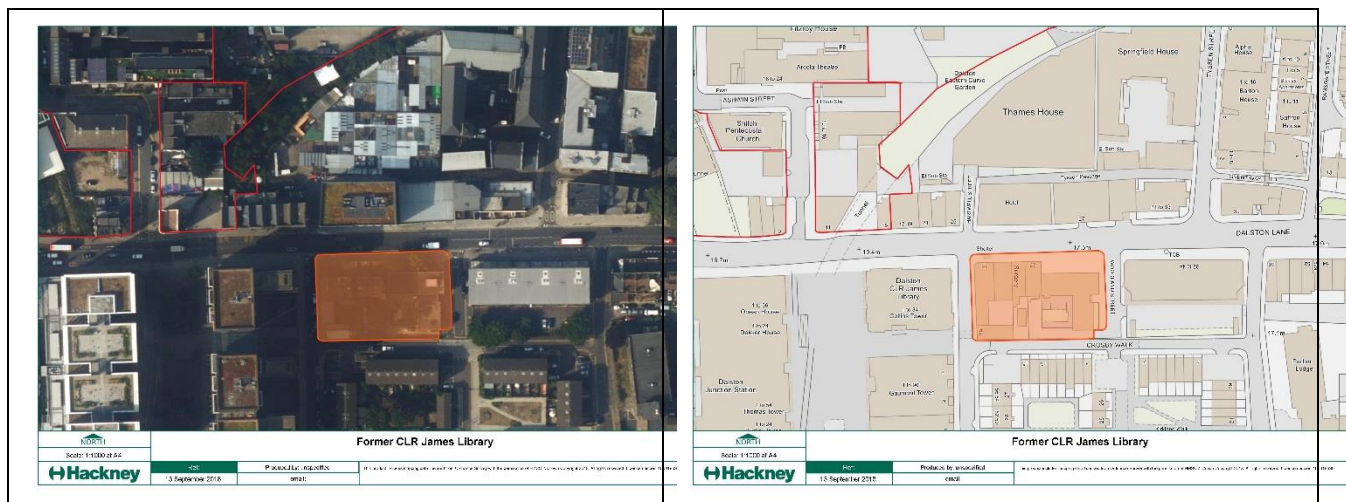
There is opportunity for a mixed use development incorporating employment, retail, cultural, creative and community uses with active frontage facing onto Gillett Square. Further guidance to be set out in a Supplementary Planning Document.

**Planning Status:** No recent planning activity.



## D10 - Former CLR James Library, 16-22 Dalston Lane, 62 Beechwood Road

Ward: Dalston



**Ownership:** London Borough of Hackney

**Area:** 0.19ha

**Existing use:** D1 (former Library) with retail frontage

**Planning considerations:**

- Dalston Town Centre (Secondary Shopping Area)
- Dalston Lane (West) Conservation Area
- Locally Listed Building (16 -22 Dalston Lane)

**How was the site identified?** Dalston Area Action Plan (2013)

**Timescale:** Short Term

**Allocation:** Mixed use - retail, cultural / creative, third sector and / or community uses with employment and / or residential above.

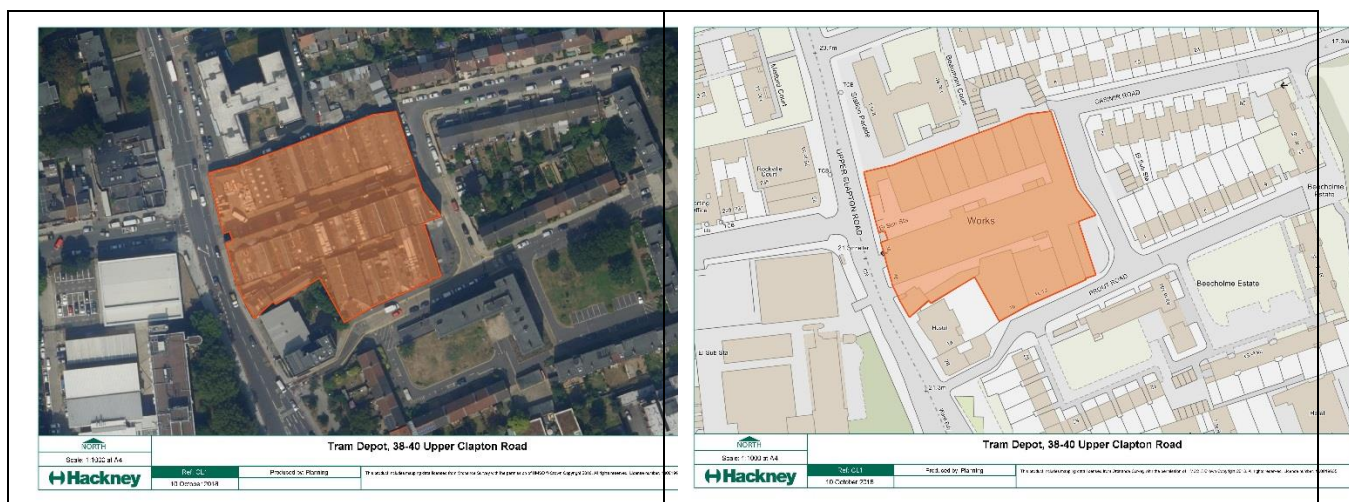
**Development Principles:**

A community use should be retained at ground floor level and the retail frontage should be retained along Dalston Lane. There is opportunity to incorporate cultural / creative / third sector uses on the site and potential for employment or residential above, including the maximising the provision of genuinely affordable homes. Further guidance to be set out in a Supplementary Planning Document.

**Planning Status:** No recent planning activity

## CL1 - Tram Depot, 38-40 Upper Clapton Road E5 8BQ

**Ward:** Leabridge



**Ownership:** Private

**Area in Hectares:** 2.9ha

**Existing Use:** Retail, workshops and storage yard

**Planning Considerations:**

- Prout Street Priority Industrial Area
- Locally Listed buildings on the site
- Clapton and Leabridge roundabout place policy area
- PTAL 6a

**How was the site identified?** Site Allocation Local Plan (July 2016)

**Timescale:** Short to Medium Term

**Allocation:** Employment or employment-led mixed use including residential use.

### Development Principles and Issues

This allocation makes up the entire Prout Street Priority Industrial Area; as a result any redevelopment must re-provide the existing quantum of employment floorspace. New industrial uses are encouraged on the site.

38 - 40 Upper Clapton Road, also known as the Tram Depot, covers much of the site and is locally listed so should be retained and its setting enhanced.

The introduction of residential uses will only be acceptable if the existing industrial and employment floorspace is re-provided and the provision of genuinely affordable homes is maximised. The southern portion of the site, facing residential uses on Prout Road, may provide the best opportunity on the site for residential development.

The garages to the north of the site could provide an opportunity to extend a terrace and provide a new access route between Casimir Road and Cleveleys Road.

**Indicative Capacity:** 25 residential units and retention of the existing quantum of employment floorspace.

**Planning Status:** No recent planning permission

## SH1 - 71-73 Lordship Road (St Mary's Lodge)

Ward: Clissold



**Ownership:** Private ownership

**Area:** 0.14ha

**Existing use:** Previously a community use, currently vacant and in a state of disrepair.

### Planning considerations:

- Locally listed building
- Lordship Park Conservation Area
- PTAL 2
- Brownswood & Manor House Controlled Parking Zone (CPZ).
- Critical Drainage Area
- St Mary's Lodge Planning Brief has been adopted: <https://www.hackney.gov.uk/spd>

**How was the site identified?** Site Allocation Local Plan (2016).

**Timescale:** Medium term

**Allocation:** Community / education and residential use

### Development principles:

The priority is to restore St Mary's Lodge and bring the building back into viable use. A comprehensive redevelopment scheme for a mixed use community (educational) and residential scheme, including genuinely affordable new homes, is encouraged. Any proposal would be considered in line with the adopted St Mary's Lodge Supplementary Planning Document (SPD).

Any residential development on the site should prioritise family-sized accommodation as there is demand for large family-sized homes in this location. Any residential development should be developed concurrently with the community use.



Proposals on this site will need to adopt a conservation sensitive approach that is driven by the setting issues to St Mary's Lodge and its context in the conservation area. There are two main scenarios for development on the site:

- Scenario 1: Development of St Mary's Lodge, 73 Lordship Road (land parcel A); or
- Scenario 2: Comprehensive redevelopment of the three plots 69-73 Lordship Road (land parcels A and B).
- There is also a possible Scenario 2a for the development of the two plots of land at 71 and 73 Lordship Road, i.e. St Mary's Lodge and the adjacent car park but excluding the synagogue. This option would be very similar in building footprint and height to Scenario 2, but with different boundary conditions/treatments and access arrangements.

High level viability discussions indicate that it should be viable for a developer to include a proportion of affordable housing as part of a comprehensive mixed use redevelopment scheme in accordance with Hackney's affordable housing policy. Any departure from the uses put forward in the Site Allocations and Planning Brief or a non-compliant affordable housing offer would be subject to a full viability review.

**Indicative Capacity:** 10 family sized homes and 1,000sqm of community use.

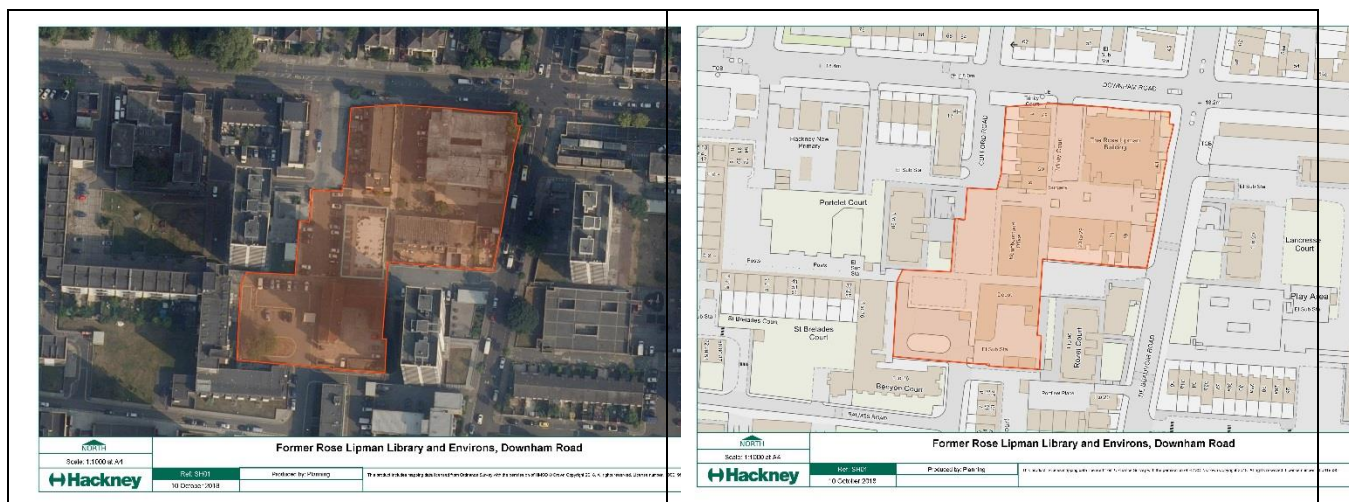
**Planning Status:**

Pre-app discussions ongoing.

2016/1003 - Erection of part two-storey, part three storey rear extension with hipped roof form above; erection of part two-storey, part three-storey side extension with hipped roof form above; including excavation to establish additional floorspace at partial basement level below (all floorspace for synagogue and ancillary purposes falling within Use Class D1); alterations to configuration of on-site car parking in front portion of site. Decision: Granted

## SHX1 - Former Rose Lipman Library, Downham Road N1 5TH

**Ward:** De Beauvoir



**Ownership:** London Borough of Hackney

**Area:** 0.68ha

**Existing Use:** Archive Library, community, retail, residential and commercial uses.

### Planning considerations:

- PTAL 3/4
- De Beauvoir Conservation Area (Adjacent)

**How was the site identified?** Site Allocation Local Plan (2016)

**Timescale:** Short to Medium Term

**Allocation:** Mixed use including residential, and supporting retail, and community facilities.

### Development Principles:

The former Rose Lipman Library is part of a housing estate and previously housed the Archive Library before it was relocated to the new Dalston Library. The re-provision of community facilities for the local area is required on this site, which may be achieved through the retention and refurbishment of the former Rose Lipman Library as part of a wider redevelopment scheme incorporating residential uses including the maximising the provision of genuinely affordable new homes.

Development on this site should help to re-establish a block layout with clear fronts facing the street and private courtyards / gardens for residents at the rear. Development should aim to repair and clarify the street network through the site. And should re-establish a consistent scale of built frontage and enclosure to the street.

An indicative appropriate building height for the site is in the range of 4 to 6 storeys. The Downham Road frontage will need to have respect to the low scale of existing buildings opposite. The site is flanked on three sides by three 18 storey tower blocks. Additional

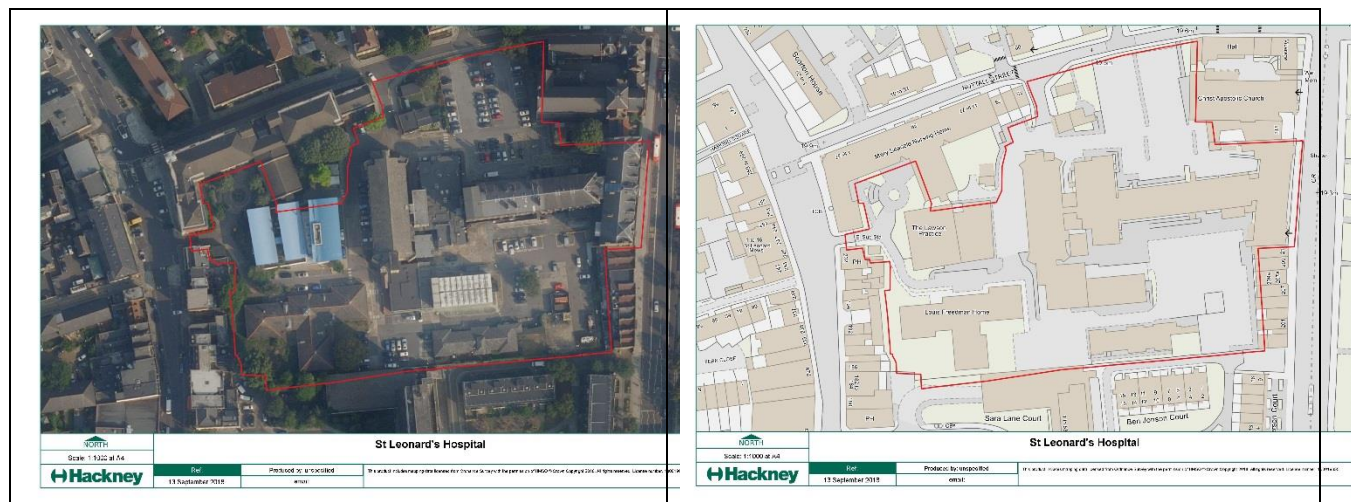
tower developments will not be justified on the basis that there are already tall buildings nearby and there is no strategic reason to mark the site with additional tall buildings.

**Indicative capacity:** 200 Residential units and 1,650sqm of community use

**Planning Status:** No recent planning activities.

## SHX2 - St Leonard's Hospital, Hoxton Street, Shoreditch, London

**Ward:** Hoxton East and Shoreditch



**Ownership:** Public

**Area:** 2.03ha

**Existing use:** Hospital / Health facility

**Planning considerations:**

- Kingsland Conservation Area
- Statutory and Local Listed buildings - Adjacent Church is Grade I listed and St Leonards Hospital is Grade II listed
- PTAL 4/5

**How was the site identified?** Strategic Land Availability Assessment (2017)

**Timescale:** Long Term

**Allocation:** Mixed use community and residential

**Development principles:**

This site occupies a block between Hoxton High Street and Kingsland Road. It has the potential to accommodate a more intensive mixed-use development to support Hoxton High Street as a commercial and employment destination. The site potentially has the capacity to accommodate significant community infrastructure, (which could include health and education uses), space for a range of businesses and a mix of housing types and tenures, including genuinely affordable new homes.

Publicly accessible open space should be provided on the site for use by new and existing residents and to support local biodiversity. Development should have a clear and legible, street-based layout and buildings should have clear fronts and backs. Connections should be made across and through the site to improve links between Hoxton Street and Kingsland Road.

Historic hospital buildings should be re-used and reconfigured and development should enhance the setting of Christ Apostolic Church. Development should respond to the predominant scale, materiality and character of the local area.

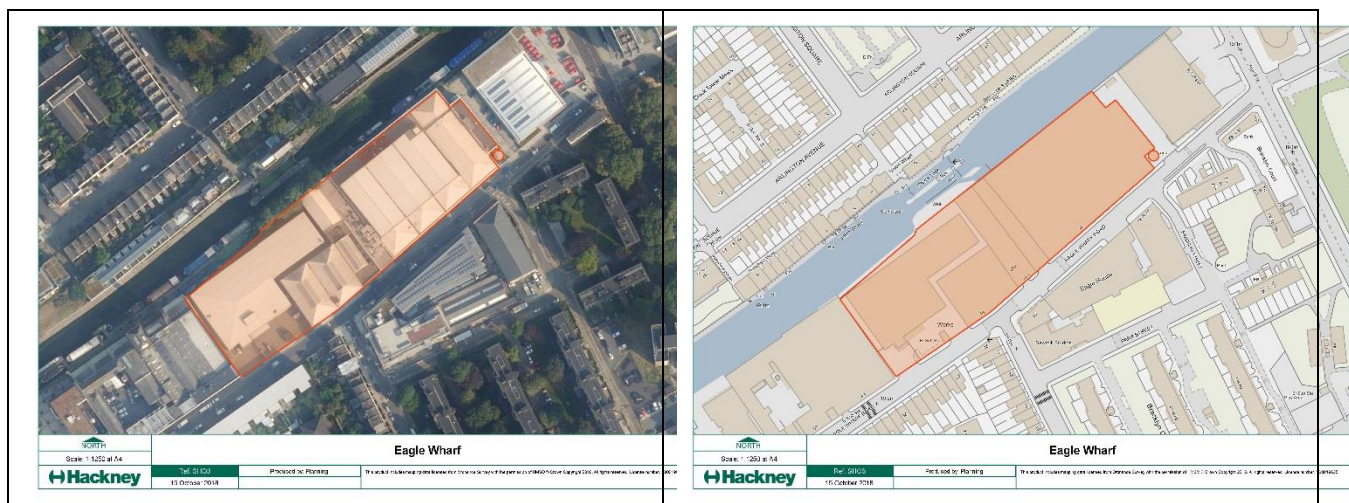
**Indicative capacity:** Site capacities will be obtained through detailed masterplanning and an associated development brief for the site.

**Planning Status:** No recent planning applications



## SHX3 - 48 Eagle Wharf Road, Hackney, London, N1 7ED

**Ward:** Hoxton West



**Ownership:** Private

**Area:** 0.52ha

**Existing use:** B8 storage

**Planning considerations:**

- Priority Office Area - Wenlock
- Regents Canal Conservation Area
- City Fringe OAPF
- Crossrail 2 Safeguarding Area
- Green Links (Regents Canal)
- SINC (Regents Canal)
- PTAL 2

**How was the site identified?** As part of the Crossrail 2 consultation process the site has been identified as an option for a ventilation shaft

**Timescale:** Long term

**Allocation:** Commercial led development with adjoining Museum of London Archaeology (MOLA) site to accommodate Crossrail 2 ventilation shaft

**Development Principles:** The site currently contains a double-height single storey B8 storage warehouse. There is potential for intensification of the site, along with the adjoining MOLA storage site, to accommodate a employment led development with replacement B8 uses, Crossrail 2 ventilation shaft and associated enabling development. A net loss of B8 floorspace may be necessary to support the delivery of the Crossrail 2 ventilation shaft and will only acceptable in these circumstances. The site is suitable for employment development (including ventilation shaft) or employment led mix use development (incorporating a ventilation shaft) with residential and maximising the delivery of genuinely affordable new homes. A public route through to (and along) Regents Canal should be provided.

## Indicative Capacity:

### **Option 1 – Employment only scheme**

20,000 sqm of Employment floorspace and ventilation shaft

### **Option 2 – Employment led mix use scheme**

110 Residential units and 12,100sqm of commercial floorspace and ventilation shaft

**Planning Status:** 2018/3517 - Redevelopment of existing self-storage site (B8 use) to provide a mixed use scheme comprising blocks of 2-9 storeys and accommodating a self-storage facility (B8 use) at lower basement, basement and ground floor level, office accommodation (B1 use) at basement, ground and first floor level, 141 residential units (C3 use) at second to eighth floor and cafe (A3 use) at ground and first floor level, along with landscaping, pedestrian link to Regents Canal and other associated works – Undetermined





## Appendix 4: Replacement Site Allocations

The table below shows the sites allocated in the Site Allocations Local Plan (2016) and where applicable how they have been replaced by this Local Plan 2033.

Ward	SALP ref	Site Name SALP (2016)	Replacement Site Allocation in LP33	LP33 ref
Woodberry Down	286	Woodberry Down Est, Seven Sisters Road N4 1DH	To be replaced by site allocation MH1 in LP33.	MH1
Brownswood	7	Kings Crescent, Green Lanes N4 2XG	N/A - Site has planning permission and is at an advance stage of construction.	-
Cazenove	273	92-94, Stamford Hill, N16 6XS	N/A - Development completed.	-
Homerton	190	Arches 189 – 222 Morning Lane E9 6JU	N/A - Development completed.	-
Homerton	10	Bridge House, Homerton High Street E9 6JL	N/A - Site has planning permission and has commenced.	-
Homerton	9	Marian Court, Homerton High Street E9 6BT	N/A - Site has planning permission	-
Homerton	134	Former Hackney Police Station, 2 Lower Clapton Road E5	N/A - Site has planning permission.	-
Clissold	136	Anvil House, 8-32 Matthias Road N16 8NU	N/A - Building appropriate for conversion and extension rather than demolition and redevelopment.	-
De Beauvoir	84	337 Kingsland Road Adjacent Car Park E8 4DA	N/A - Planning application submitted decision pending.	-
Hoxton East	268	Britannia Leisure, Hyde	N/A - Site at an advance	-

Ward	SALP ref	Site Name SALP (2016)	Replacement Site Allocation in LP33	LP33 ref
and Shoreditch		Road N1 5JU	planning application stage.	
De Beauvoir	270	Rose Lipman Library, Downham Road N1 5TH	To be replaced by site allocation SHO1 in LP33.	SH01
Hoxton East and Shoreditch	6	Colville Estate, Hyde Road N1 5PT	N/A - Site has planning permission and is under construction.	-
Hackney Downs	283	Nightingale Estate, Downs Road E5 8LB	N/A - Site has been completed.	-
Hoxton East and Shoreditch	103	35 – 45 Great Eastern Street EC2A 3ER	To be replaced by Future Shoreditch AAP	-
Hoxton East and Shoreditch	128	Land bounded by Curtain Road EC2A 3LP	N/A - Site has planning permission and has commenced.	-
Hoxton East and Shoreditch	125	Street block bounded Curtain Road, EC2A 2BF	To be replaced by Future Shoreditch AAP	-
Hoxton East and Shoreditch	121	Telephone House, 110 Tabernacle Street, EC2A 4LE	To be replaced by Future Shoreditch AAP	-
Hoxton East and Shoreditch	115	EDF Energy, 10 Appold Street EC2N 2BN	To be replaced by Future Shoreditch AAP	-
Hoxton East and Shoreditch	95	12 – 20 Paul Street EC2A 4JH	N/A - Development completed	-
Hoxton East and Shoreditch	107	Telephone Exchange, Shoreditch High Street E2 7DJ	To be replaced by Future Shoreditch AAP	-
Hoxton East and Shoreditch	101	Holywell Lane at Junction of King John's Ct EC2A 3NT	To be replaced by Future Shoreditch AAP	-

Ward	SALP ref	Site Name SALP (2016)	Replacement Site Allocation in LP33	LP33 ref
Hoxton East and Shoreditch	100	64 - 80 Clifton Street, 4 - 8 Holywell Row EC2A 4HB	To be replaced by Future Shoreditch AAP	-
Hoxton East and Shoreditch	99	110 Clifton Street EC2A 4HT	To be replaced by Future Shoreditch AAP	-
Haggerston	233	113-137 Hackney Road E2 8ET	N/A - Site has planning permission and development commenced	-
Hoxton East and Shoreditch	29	London College of 100-102 Curtain Road EC2A 3AE	To be replaced by Future Shoreditch AAP	-
Haggerston	244	1-13 Long Street E2 8HN	N/A – Site has planning permission, development commenced.	-
Hoxton East and Shoreditch	108	Bishopsgate Goodsyards, Shoreditch High Street E1 6JU	To be replaced by Future Shoreditch AAP	-
Hoxton East and Shoreditch	130	Site at Junction of Shoreditch High St E1 6PG	To be replaced by Future Shoreditch AAP	-
Hoxton East and Shoreditch	137	84-90 Great Eastern Street EC2A 3DA	To be replaced by Future Shoreditch AAP	-
Hoxton East and Shoreditch	138	Site bounded by Tabernacle Street EC2A 4EA	To be replaced by Future Shoreditch AAP	-
Hoxton East and Shoreditch	139	Land bounded by Shoreditch High Street; Holywell Lane and King John Court London E1 6HU	N/A - Has planning permission, development commenced.	-
Hoxton East	204	10-50 Willow Street EC2A	N/A - Development	-

Ward	SALP ref	Site Name SALP (2016)	Replacement Site Allocation in LP33	LP33 ref
and Shoreditch		4BH	completed	
Hoxton East and Shoreditch	124	Land Bounded by Sun Street, Crown Place EC2A 2AL	N/A - Site has planning permission, development commenced.	-
Hoxton West	206	Wakefield House, Chart Street, N1 6DD	To be replaced by Future Shoreditch AAP	-
Hoxton West	127	Crown House, 145 City Road and 37 East Rd EC1V	N/A - Completed	-
Hoxton West	27	213-215 New North Road N1 6SU	N/A - Completed	-
Hoxton West	16	St Leonard's Court, New North Road N1 6JA	N/A - Site has planning permission, development commenced.	-
Hoxton West	126	225 City Road EC1V 1LP	To be replaced by Future Shoreditch AAP	-
Leabridge	256	Tram Depot, 38-40 Upper Clapton Road E5 8BQ	To be replaced by site allocation CL1 in LP33.	CL1
Clissold	279	71-73 Lordship Road N16 0QX	To be replaced by site allocation SH1 in LP33.	SH1
Stamford Hill West	272	41-45 Stamford Hill N16 5SR	To be replaced by Stamford Hill AAP	-
Springfield	285	151 Stamford Hill N16 5LG	To be replaced by Stamford Hill AAP	-
London Fields	225	Works Andrews Road E8 4RL	To be replaced by site allocation HC10 in LP33. Potential to merge with the Ash Grove Bus Depot site.	HC10
London Fields	143	Ash Grove Bus Andrew Road E8 4RH	To be replaced by site allocation HC10 in LP33. Potential to merge with the Works on Andrew Road	HC10

Ward	SALP ref	Site Name SALP (2016)	Replacement Site Allocation in LP33	LP33 ref
			site	
London Fields	166	Land bounded by Warburton Rd E8 3RH	N/A - Development substantially completed.	-
Springfield	12	Tower Court Clapton Common E5 9AJ	N/A - Site has planning permission.	-
Springfield	51	ARRIVA / Stamford Rookwood Road N16 6SS	To be replaced by Stamford Hill AAP	-
Springfield	281	Telephone Exchange, Upper Clapton Road E5 9JZ	To be replaced by Stamford Hill AAP	-
Stoke Newington	135	Wilmer Place, Stoke Newington N16 0LH	N/A - Development substantially completed.	-
Victoria	15	King Edwards' Road E9 7SL	N/A - Development completed.	-
Victoria	133	London College of Fashion, 182 Mare Street E8 3RF	To be replaced by site allocation HC7 in LP33.	-
Victoria	271	164-170 Mare Street E8 3RH	To be replaced by site allocation HC14 in LP33.	HC14
Victoria	223	27-37 Well Street London E9 7QX	To be replaced by site allocation HC8 in LP33.	HC8







# Glossary

**Accessibility** - the ability of people to move around an area and to reach places and facilities, including pensioners and disabled people, those with young children and those encumbered with luggage or shopping.

**Active design** involves urban planners, architects, transportation engineers, public health professionals, community leaders and other professionals in building places that encourage physical activity as an integral part of life

**Adoption** - the formal decision by the Council to approve the final version of a document, at the end of all the preparation stages, bringing it into effect.

**Affordable Homes Programme** - The Mayor of London's way of funding housing providers to build new affordable homes until 2021.

**Affordable Housing** - housing provided at a cost considered affordable in relation to incomes that are average or below average, or in relation to the price of general market housing. Social rented housing includes housing rented from the Council and or registered social landlords (RSL). The rents on these properties are significantly lower than market housing rents. Genuinely affordable housing is housing affordable to people on low and medium incomes, with social and intermediate tenure housing that meets the needs of Hackney residents.

**Affordable Workspace** - New-build employment floorspace, providing affordable space for small businesses, predominantly within the B1 use class, to occupy, often operated and managed by a workspace provider.

**Air Quality Management Area (AQMA)** - an area declared by a local authority where it has predicted that national air quality objectives will not be met. Most of Inner London has AQMA status, designated by the various authorities.

**Amenity** - a general term used to describe the tangible and intangible benefits or features associated with a property or location that contributes to its character, comfort, convenience or attractiveness.

**Area Action Plan (AAP)** - a particular type of Development Plan Document/Local Plan which provides a planning framework for any area where significant change and/or conservation is needed.

**Areas for Regeneration** - Areas for Regeneration are identified in the London Plan and are located in the wards in greatest socioeconomic need, defined on the basis of the 20 per cent most deprived wards in the London Index.

**Article 4 Directions** - Article 4 directions remove some or all permitted development rights, for example within a conservation area or curtilage of a listed building. Article 4 directions are issued by the local planning authority.

**Authority Monitoring Report (AMR)** - a document produced by the Local Planning Authority to report on the progress of producing development plan documents (DPDs) and the implementation of policies. Formally known as the Annual Monitoring Report.

**Biodiversity** - all species of life on earth including plants and animals and the ecosystem of which we are all part.

**Blue Ribbon Network** - A spatial policy covering London's waterways and water spaces and the land alongside them.

**Brownfield Land** - Brownfield land or previously developed land is that which is or was occupied by a permanent structure (excluding agricultural or forestry buildings), and associated fixed-surface infrastructure and is not currently fully in use, although it may be partially occupied or utilised. It may also be vacant, derelict or contaminated. This excludes open spaces and land where the remains of previous use have blended into the landscape, or have been overtaken by nature conservation value or amenity use and cannot be regarded as requiring development. The definition covers the curtilage of the development.

**Business Improvement Districts (BIDs)** - Partnership between a local authority and the local business community within a designated town centre or other defined geographical areas where businesses agree to pay additional business rates to fund improvements to the general environment. The Local Government Act 2003 provides framing legislation for the formation of BIDs.

**Car Clubs** - Clubs where a number of people share a pool car(s) for rent or otherwise for personal use.

**Car-capped developments** - limited amount of on-site car parking, but no access to on-street parking permits in order to avoid any impact on on-street parking.

**Car-free development** - no parking provision will be allowed on-site and the occupiers will have no ability to obtain car parking permits, except for parking needed to meet the needs of disabled people.

**Central Activities Zone (CAZ)** - An area in central and east London where planning policy promotes finance, specialist retail, tourist and cultural uses and activities.

**Channel Tunnel Rail Link** - The Channel Tunnel Rail Link is a high speed rail link for international and domestic trains, from the second international passenger terminal at St Pancras, through twin tunnels beneath Hackney, along the North London Line corridor.

**City Fringe (OAPF)** - The City Fringe is the area to the north and east of the City of London located on the boundary between the Central and Eastern London Sub Region. Four local authorities straddle the eastern City Fringe Area: The Corporation of London, and the London Boroughs of Islington, Hackney and Tower Hamlets. This area includes two London Plan Opportunity Areas: Bishopsgate / Shoreditch and Whitechapel / Aldgate.

**Communal Open Space** –Open space that is for shared use by the occupants of a number of dwellings and/or business. The term is used to distinguish such space from private open space i.e. gardens or balconies attached to an individual dwelling or business premises, and ‘public’ open space i.e. parks, public squares where there is a degree of freedom about who can use the space and for what purposes.

**Community Facilities (also see social infrastructure)** - Community facilities can be broadly defined as including children’s play and recreation facilities, services for young people, older people and disabled people, as well as health facilities, education facilities, libraries, community halls, meeting rooms, places of worship and public toilets. Adequate provision for these facilities is particularly important in major areas of new development and regeneration. The definition also includes statutory undertakers, emergency services, indoor recreation serving local catchments (especially dual use) and welfare or meeting halls.

**Community Strategy** - Under the Local Government Act 2000 all local authorities are required to prepare a Community Strategy. These are practical tools for promoting or improving the economic, social and environmental wellbeing of the area of jurisdiction of a local authority. Through the Community Strategy, authorities are expected to co-ordinate the actions of local public, private, voluntary and community sectors. Responsibility for producing Community Strategies may be passed to Local Strategic Partnerships, which include local authority representatives.

**Commuted Sums** - For all housing developments of more than 10 homes, a legal agreement is normally placed on a developer to provide an affordable housing contribution in return for the Council granting planning consent. These contributions must normally be in the form of funding towards the construction of new affordable housing on-site. In exceptional circumstances, the contributions can be in the form of money – commuted sums – to contribute towards building new affordable homes on another site within the Borough.

**Conservation Area** – A formally designated area of special historic or architectural interest whose character must be preserved or enhanced.

**Core Strategy** - The Core strategy is a Development Plan Document setting out the long-term spatial vision for the local planning authority area and the spatial objectives and strategic policies to deliver that vision.

**Crossrail 2** - Crossrail 2 – Crossrail 2 is a proposed new railway that links National Rail networks in Surrey and Hertfordshire via an underground railway tunnel through London including new station at Dalston. A detailed business case has been submitted to the Secretary of State for Transport and the project is awaiting Government approval

**Design out Crime Principles**- The planning and design of street layouts, open space, and buildings so as to reduce the actual likelihood or fear of crime, for example by creating natural surveillance.

**Designated centre** - Applies to major centres, district centres and local centres

**Designated open space** - Applies to all open space shown on the Proposals map, including designated waterways, Metropolitan Open Land and playing pitches.

**Development Plan** - this includes adopted Local Plans, Neighbourhood Plans and the London Plan, and is defined in section 38 of the Planning and Compulsory Purchase Act 2004.

**Development Plan Documents** - Spatial planning documents that are subject to independent examination, and together with the relevant Regional Spatial Strategy, form the development plan for a local authority. Development Plan Documents include the Core Strategy (and the associated proposals map), Site Allocations of Land and Area Action Plans.

**Development** - This refers to development in its widest sense, including buildings, and in streets, spaces and places. It also refers to both redevelopment, including refurbishment, as well as new development.

**Disabled people** - A disabled person is someone who has an impairment, experiences externally imposed barriers and self-identifies as a disabled person.

**District Centre** - District centres are smaller than Major centres and generally comprise groups of shops and services for local communities including at least one supermarket or superstore, fewer clothes shops compared to Major centres, as well as a range of non-retail services, such as banks, building societies and restaurants, as well as community facilities such as libraries.

**Emergency Services** – are the land holding emergency services in Hackney and they include the Mayor's Office for Police and Crime (MOPAC), the City and Hackney CCG and London Fire Brigade.

**Employment generating use / floor space** - Employment generating floor space is defined as development for business (Class B1), industrial (Class B2) and storage/distribution (Class B8) purposes.

**Environmental Impact Assessment (EIA)** - In these assessments, information about the environmental effects of a project is collected, assessed and taken into account in reaching a decision on whether the project should go ahead or not. Applicants for certain types of development, usually more significant schemes, are required to submit an "environmental statement" accompanying a planning application. This evaluates the likely environmental impacts of the development, together with an assessment of how the severity of the impacts could be reduced.

**Estate Regeneration Programme** - This Council programme is replacing existing, poor-quality homes across the Borough that are uneconomical to repair, one on five of which are bedsits, with new homes for social renting, shared ownership and private sale.

**Examination** - a form of independent public inquiry into the soundness of a submitted LP, which is chaired by an Inspector appointed by the Secretary of State. After the examination has ended the Inspector produces a report with recommendations which are binding on the Council.

**Family housing** - Generally defined as having three or more bedrooms.

**Family Units** - Family Units consist of accommodation suitable for households including children, consisting of three or more bedrooms and normally including private garden space.

**Floorspace** - For all developments, the site area is that directly involved in some aspect of the development. Floor space is defined as the sum of the floor area within the building measured externally to the external wall faces at each level. Basement car parks, rooftop plant rooms, caretakers' flats etc. should be included in the floor space figure.

**Major development** - For dwellings: where 10 or more are to be constructed (or if area is not given, area is more than 0.5 hectares).

For all other uses: where the floorspace will be 1000 sq metres or more (or the site area is 1 hectare or more). The site area is that directly involved in some aspect of the development.

**Greater London Authority (GLA)** - The GLA is made up of a directly elected Mayor and a separately elected London Assembly. The organisation assists the Mayor of London fulfil his statutory responsibilities which includes strategic planning in London. In this regard, the main responsibilities of the Mayor are to: produce a spatial development strategy – the London Plan - which covers the type of development and land use that the Mayor wants to see in London; ensure that, as they are revised, London boroughs' UDPs

conform generally with The London Plan; be consulted on planning applications of strategic importance, with the power to refuse planning permission on strategic grounds; and monitor and collect information on the implementation of The London Plan.

**Green / brown roofs** - Intensive ornamental roof gardens and extensive roofs with more naturalistic plantings or self-established vegetation, climbing plants and other natural features of greening on, or adjacent to buildings. On brown roofs the intention is to allow ruderal vegetation (vegetation associated with disturbed sites) to colonise low fertility substrates like those found in the rubble of demolished buildings. Can create or improve biodiversity, contribute minimising flood risk, improve thermal efficiency and improve the microclimate. Examples are reducing air conditioning costs by providing summer shade, reducing wind-chill, and incorporating insulating layers to improve insulation.

**Green Space (or Open Space)** - Urban green space within Hackney includes: public parks, provision for children and teenagers; amenity green space; outdoor sports facilities / playing fields; allotments / community gardens / urban farms; cemeteries and churchyards; natural or semi-natural urban green spaces; civic spaces / pedestrianised areas; and green spaces within grounds of institution.

**Gypsy and Travellers' sites**-These are sites either for settled occupation, temporary stopping places, or transit sites for people of nomadic habit of life, such as travellers and gypsies.

**Habitable Room** - A Habitable Room is a room within a residential dwelling considered appropriate for occupation. Habitable rooms exclude bathrooms, and kitchens under 13 sqm. (140 sq. ft).

**Hackney Living Rent** - A housing product with rent levels set at one third of average local household earnings. This differs to London Living Rent as the homes should remain at the specified rent levels in perpetuity, i.e. tenants are not expected to purchase their homes on shared ownership terms within 10 years. Further detail will be provided in the Housing SPD.

**Hackney Strategic Housing Market Assessment** - An assessment of housing need and demand in Hackney's housing market area which informs the local plan.

**Heritage Assets** - a building, monument, site or landscape of historic, archaeological, architectural or artistic interest whether designated or not designated. Heritage assets in Hackney include statutorily listed Buildings, Conservation Areas, London Squares, Historic Parks and Gardens, Scheduled Ancient Monuments, Archaeological Remains, Archaeological Priority Areas, Locally Listed Buildings, Local Landmarks, Buildings of Townscape Merit and Area of Townscape Interest.



**Historic Significance** - the value of a heritage asset, because of its heritage interest which may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.

**Houses in Multiple Occupation (C4 Use Class)**-Small shared houses occupied by between three and six unrelated individuals, as their only or main residence, who share basic amenities such as a kitchen or bathroom.

**Houses in Multiple Occupation (SG Use Class)**-Shared houses occupied by more than six unrelated individuals, as their only or main residence, who share basic amenities such as a kitchen or bathroom.

**Implementation Policy** - Necessary actions by the Council, its partners and key stakeholders required to promote and enable the achievement of the Spatial and Development Control Policies of the Core Strategy and the objectives of The Council.

**Intermediate Housing** - Housing that is affordable to households on middle incomes, which includes a wide range of housing for rent, ownership, or part-buy, part-rent. It may include shared ownership, London Living Rent and other sub-market housing for rent or purchase. The household income thresholds for intermediate housing are set by the GLA and are £90k per annum for shared ownership and £60k per annum for London Living Rent.

**Key Diagram** - Diagram that illustrates broad locations of future development in the borough.

**Key worker** - The Government's definition of key workers only includes those groups eligible for the Housing Corporation funded Key Worker Living programme and others employed within the public sector (i.e. outside of this programme) identified by the Regional Housing Board for assistance.

**Lee Valley Regional Park Authority** - The Park Authority and boundary of the regional park were established under the Lee Valley Regional Park Act 1966. The broad remit of the Authority is to manage, innovate, lead and enable the Park to be a place for leisure, recreation and nature conservation. Hackney's section of the Park includes Hackney Marshes, the River Lea and Lee Navigation. The Park Authority has a statutory duty to produce a plan(s) of proposals for the future and development of the Park. Its adopted Park Development Framework sets out the vision, aims, objectives and six thematic proposals. It also has a series of Area Proposals including Area 2 which covers The Three Marshes: Walthamstow, Leyton and Hackney. The plans and proposals can be viewed at: <http://www.leevalleypark.org.uk> .

**Listed Building** - a building or structure designated by the Secretary of State under the Planning (Listed Buildings and Conservation Areas) Act 1990 for its special architectural

or historic interest, and therefore included in a 'list' of such buildings and structures. Statutory listed buildings are buildings of special architectural or historic interest, they are graded as I, II\* or II with grade I being the highest. Statutory listing includes the interior as well as the exterior of the building, and any buildings or permanent structures (e.g. walls within its curtilage). English Heritage is responsible for designating buildings for the statutory listing in England.

**Locally Listed Buildings** - Locally listed buildings are those that satisfy one or more of the following local criteria: historic interest, architectural interest or environmental significance.

**Living roofs** (also known as green / brown roofs) - living roofs can create or improve biodiversity, contribute to minimising flood risk, improve flood risks, improve thermal efficiency and improve microclimate. The substrate depth of living roofs should vary between 80mm and 150mm with peaks and trough, but should average at least 130mm unless it can be demonstrated that this is not reasonably possible. Extensive living roofs should be planted with 16 plugs per m<sup>2</sup>.

**Local Centre** - Local centres include a range of small shops of a local nature, providing services for local communities (a small catchment) and are of cumulative strategic significance. Typically, local centres include a small supermarket, a newsagent, a sub-post office and a pharmacy.

**Local Development Document (LDD)** - a set of documents specified in United Kingdom planning law which a Local Planning Authority creates to describe their strategy for development and use of land in their area of authority.

**Local Development Scheme (LDS)** - a document which sets out the Local Planning Authority's intentions and timetable for the preparation of new LDDs (including LPs, SPDs and the SCI).

**Local Green Space** – The National Planning Policy Framework (NPPF) introduced a new concept of a Local Green Space designation. This is a discretionary designation to be made by inclusion within a local development plan or neighbourhood development plan. The designation should only be used where the land is not extensive, is local in character and reasonably close to the community; and, where it is demonstrably special, for example, because of its beauty, historic significance, recreational value (including as a playing field), tranquillity or richness of its wildlife. Policies within the local development plan or neighbourhood development plan for managing development within a Local Green Space should be consistent with the policies protecting green belts within the NPPF.

**Local Plan (LP)** - the plan for the future development of the local area, drawn up by the Local Planning Authority in consultation with the community. In law this is described as the

development plan documents adopted under the Planning and Compulsory Purchase Act 2004. Current core strategies or other planning policies, which under the regulations would be considered to be development plan documents, form part of the Local Plan. The term includes old policies which have been saved under the 2004 Act.

**Local Planning Authority (LPA)** - the local authority which has duties and powers under the Planning and Compulsory Purchase Act.

**Locally Significant Industrial Sites-** Locally Significant Industrial Sites are particularly important for industrial uses. They are the preferred locations for B1c, B2 and B8 uses.

**London Affordable Rent** – A new housing tenure introduced by the Mayor of London as an alternative London specific tenure to Affordable Rent, with rent levels set by the GLA and to be substantially less than 80% below market rent.

**London Living Rent** - A new housing product introduced by the Mayor of London, with rent levels set at one third of average local household earnings. Existing private or social renters with incomes of up to £60,000 will be able to apply. For homes that are built using funding from the Mayor of London, tenants will be expected to purchase their homes on shared ownership terms with 10 years.

**London Plan (Regional Spatial Strategy)** - The London Plan is the name given to the Mayor's spatial development strategy for London. Together with Development Plan Documents it forms the Development Plan for the Borough.

**London Strategic Housing Market Assessment-**An assessment of housing need and demand which informs the London Plan and borough local development documents.

**Low cost employment floorspace** - Employment floorspace which may be secondary or tertiary in nature, of a lower quality or specification, with cheaper rents or leases, often providing space for start-ups, creative or light industrial occupiers such as artists or makers spaces.

**Main Town Centre Uses** – retail development (including warehouse clubs and factory outlet centres); leisure, entertainment facilities, the more intensive sport and recreation uses (including cinemas, restaurant, drive-through restaurants, bars and pubs, night-clubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).

**Major Centre** - As categorised by the London Plan Major Centres normally serve the whole of the borough and beyond. They generally contain over 50,000sqm of retail, leisure and service floor space with a high amount of shops for items such as clothes compared to food shopping. They may also have significant employment, leisure, service and civic functions.

**Major Development** – for residential development, where the scheme provides for more than ten dwellings or where the site area is more than 1,000 square metres. For other developments, where the floor space will be more than 1,000 square metres or the site areas is more than 1 hectare.

**Major Development** - Major development is development which does not fall under Paragraph (2) applications of the General Permitted Development Order (1995) and which involves the following:

- (a) The winning and working of minerals or the uses of the land for mineral working deposits;
- (b) Waste development, ie development involving the treating, storing, processing or disposing of refuse or waste materials;
- (c) The provision of dwelling houses where the number of houses is ten or more, or where the site has an area of 0.5 hectares or more and the number of houses is not known;
- (d) The provision of a building or buildings where the floor space to be created by the development is 1,000 square metres or more; or
- (e) Development carried out on a site having an area of one hectare or more.

[para 2, art 8, GDPO, 1995]

**Mayor of London's Housing Strategy**-The Mayor's statutory strategy, which sets out the Mayor's objectives and policies for housing in London.

**Metropolitan Open Land** - Metropolitan Open Land is strategic open land within the urban area that contributes to the structure of London.

**Mitigation measures** - actions necessary to restrict or remedy the negative impacts of a particular development.

**Movement Hierarchy** - A hierarchy of roads, streets and other routes including pedestrian, cycleway, and bus corridors.

**National Planning Policy Framework (NPPF)** – a national planning policy document which sets out the Government's planning policies for England and how these are expected to be applied. It sets out the Government's requirements for the planning system only to the extent that it is relevant, proportionate and necessary to do so. It provides a framework within which local people and their accountable councils can produce their own distinctive local and neighbourhood plans, which reflect the needs and priorities of their communities.

**Natura 2000 Site** - a site of international importance for nature conservation established under the EC Birds and Habitats Directives, comprising (in the UK) designated Special Protection Areas and Special Areas of Conservation.

**Neighbourhoods and Communities** - Sustainable communities are places where people want to live and work, now and in the future. They meet the diverse needs of existing and future residents, are sensitive to their environment, and contribute to a high quality of life. They are safe and inclusive, well planned, built and run, and offer equality of opportunity and good services for all.

**Night time economy uses (also see Visitor economy)** - Alcohol and non-alcohol related evening and late night economy entertainment activities. Such activities can be broadly defined to include cultural facilities such as galleries, cafés, restaurants, pubs and bars. The night time economy can form a key component of the visitor economy.

**North London Waste Authority (NLWA)** - NLWA, established in 1986, is a statutory waste disposal authority with the prime function for arranging the disposal of waste collected by its seven constituent boroughs: the London Boroughs of Barnet, Camden, Enfield, Hackney, Haringey, Islington, and Waltham Forest.

**Olympic Legacy** - The 2012 Olympic and Paralympic Games Legacy comprises a raft of benefits such as the regeneration of east London, cross-city transport improvements in London, more training and job opportunities for the UK and, opportunities for a vast array of businesses, which are expected to be achieved following the Games.

**Open Space and Recreational Land** - areas of undeveloped or largely undeveloped land for leisure purposes - including village greens, allotments, children's playgrounds, sports pitches and municipal parks.

Opportunities to protect and develop sporting and recreational use and activity within the area, in particular water based activity and opportunities for a canoe trail down the Lee Navigation;

**Opportunity Area Planning Framework (OAPF)** - Opportunity Area Planning Frameworks provides strategic planning guidance for development within Opportunity Areas. OAPF's are non statutory documents which are intended to assist boroughs implement the London Plan policies. It is up to boroughs to decide how to reflect OAPF guidance within local development plans.

**Opportunity Areas** - Opportunity Areas, identified in the London Plan, are the areas containing London's few opportunities for accommodating large scale development to provide substantial numbers of new employment and housing, each typically more than 5,000 jobs and/or 2,500 homes, with a mixed and intensive use of land and assisted by good public transport accessibility.

**Other Shared Accommodation**-Other forms of purpose-built long-term accommodation with shared facilities occupied by a large number of unrelated individuals, usually modelled in student accommodation. This type of accommodation would not be built for

any particular group, as student or specialist housing is. “Co-living” developments are an example of shared accommodation that would fall under this category. “Co-living” rooms are more self-contained in nature, offering a kitchenette and bathroom for each occupant with more emphasis on sharing of living spaces.

**Permeability** - The ability to move freely through a site, area or region via a choice of routes.

**Planning and Compulsory Purchase Act 2004** - This Act updates elements of the 1990 Town & Country Planning Act and introduces: a statutory system for regional planning; a new system for local planning; reforms to the development control and compulsory purchase and compensation systems; and removal of crown immunity from planning controls.

**Planning Contributions (s.106)** - Planning contributions, also known as section 106 agreements, are legally binding agreements typically negotiated between local authorities and developers in the context of planning applications. They are a mechanism by which measures are secured to make acceptable, development which would otherwise be unacceptable in planning terms.

**Planning Inspectorate** - The Planning Inspectorate is an executive agency of the Department for Communities and Local Government (DCLG). It is the government body responsible for: the processing of planning and enforcement appeals; holding inquiries into local development plans; listed building consent appeals; advertisement appeals; reporting on planning applications called in for decision by DCLG; examinations of development plan documents and statements of community involvement; various compulsory purchase orders, rights of way cases; and cases arising from the Environmental Protection and Water Acts and the Transport and Works Act and other highways legislation are also dealt with.

**Planning Inspectorate (PINS)** - an agency of the Department for Communities and Local Government (DCLG) which provides independent adjudication on planning issues, typically through an Inspector with responsibility for "examination".

**Planning Policy Guidance Note** - Issued by central government setting out its national land use policies for England on different areas of planning. These are gradually being replaced by Planning Policy Statements.

**Policies Map** - a map on an Ordnance Survey base map which shows where policies in LPs apply. For an interim period it will also show where saved policies from Local Plans apply. It needs to be revised as each different LP is adopted.

**Pollution** - The main types of pollution include -



- Air Pollution (Indoor air quality and Ambient air quality) - Noxious gases in the air causing any harmful effects to human health or to buildings or to environment known as air pollution.
- Land pollution - Contamination of land usually occurs from harmful industrial or development activities that penetrate in to soil and further cause damage to human health or ecosystem or water sources.
- Noise pollution - Any unwanted sound coming from different kind of sources such as transportation, any industrial activity, construction work, neighbourhood activities that irritates one's ear refers to noise pollution.
- Water pollution (It includes river water quality and ground water quality) - Any intrusion of unwanted substance that changes the chemical, physical or biological characteristics of water to such extent which leads to a failure of meeting any good standards of water quality and therefore reducing the usefulness of it for any human or other natural activity.

**Priority Growth Areas** - In developing the Framework for Regional Employment and Skills Action (FRESA), a number of priority sectors are highlighted as being critical to improving and maintaining the capital's competitive position within the UK, EU and global economy. The priority sectors are Biotechnology and Life Sciences; Construction, Cultural and Creative Industries; Finance and Business Services; Green Economy; Information Communications Technology; Manufacturing; Public Services, including Government, Education, Health and Social Care; Retail; Tourism and Allied Industries; Transport and Logistics; and Voluntary and Community.

**Priority Industrial Areas** - Priority Industrial Areas are suitable for industrial mixed used development. These areas are important for the retention and intensification of industrial land/floorspace (B1c B2 B8 and sui generis of an industrial nature).

**Priority Office Areas** – Areas designated because of their particular importance for office employment floorspace. They are areas of high accessibility that can provide significant capacity for employment floorspace, particularly office.

**Private rented sector**-All non-owner occupied self-contained dwellings that are being rented out as housing (not including forms of affordable housing).

**Proposals Map** - The adopted proposals map is an Ordinance Survey based map illustrating all the policies contained in Development Plan Documents, together with any saved policies. It must be revised as each new Development Plan Document is adopted, and it should always reflect the up-to-date planning strategy for the area.



Protection and enhancement of ecological value of the area and improvements to access to nature particularly at Springfield Park, Middlesex Filter Beds, Hackney Marshes and alongside the waterways; and

Provision of new and enhanced visitor facilities at Springhill, Springfield Park, and Hackney Marshes available to general Park visitors as part of the visitor infrastructure within the wider area;

**Public Realm** - This is the space between and within buildings that are publicly accessible, including streets, squares, forecourts, parks and open spaces.

**Public Transport Accessibility Level (PTAL)** - Public Transport Accessibility Levels are a measure of the extent and ease of access to the public transport network. They range from 6 (excellent) through to 1 (very poor).

**Ramsar Site** - a wetland site of international importance especially as waterfowl habitat, listed under the provisions of the Ramsar Convention on Wetlands of International Importance (Ramsar Convention, 1971).

**Reasoned Justification** - The supporting text in a Development Plan or Local Development Document explaining and justifying the approach set out in the policies contained in the document.

**Regeneration** - The economic, social and environmental renewal and improvement of rural and urban areas.

**Regionally Important Geological/Geomorphological Sites (RIGS)** – RIGs are important designated places for geology and geomorphology outside statutorily protected land such as SSSIs. In London RIGs are considered to be worthy for protection for their geodiversity importance at the London-wide level. They are important as an educational, historical and recreational resource. In Hackney the GLA's Green Infrastructure and Open Environment: London's Foundries: Protecting the Geodiversity of the Capital London Foundation SPG (March 2012) identifies Springfield Park (ref GLA 43) as a site Recommended or Potential Regionally Important Geological/Geomorphological Sites. It is described as "only London Geological Nature Reserve, designated for spring lines associated with junctions of Pleistocene Langley Silt (brickearth) on top of Hackney Gravel overlaying Eocene London Clay Formation. Villas on site built from the brickearth.

**Registered Social Landlords (RSLs)** - Not-for-profit housing providers approved and regulated by Government through the Housing Corporation.

**Retail** - Includes both comparison goods (or consumer durables), which are retail goods such as clothes, shoes, homeware, jewellery, sportswear, games/toys, books, music, electricals and furniture, and convenience goods such as food, drink, tobacco and non-durable household goods commonly used to clean and maintain the home.

**Scheduled Monument** - a nationally important archaeological site that has been designated by the Secretary of State under the Ancient Monuments and Archaeological Areas Act 1979, and therefore included in a 'schedule' of such monuments.

**Shared Ownership** - Intermediate housing available from the Council or housing associations for part-buy, part-rent. Applicants must normally purchase between 25-75% of the value of the homes, and pay rent on the remainder.

**Sites of Nature Conservation** - Locally important sites of nature conservation adopted by the Council authorities that include Metropolitan; Borough Grade I; Borough Grade II; and Local.

**Small and Medium Enterprise** - An independent business managed by its owner or part owners and having a small market share either by number of employees or turnover. Special Planning Area (outlined on the proposals map).

**Social Infrastructure (also see Community Facilities)** - Social infrastructure can be broadly defined as comprising: the voluntary organisations and community groups that operate in communities; the communities of interest, place and culture that exist in and across localities; networks of people and organisations that provide contacts, links and association with one another; social interaction between people, neighbours and communities; the recruitment, development and support of community leaders; opportunities for social inclusion, lifelong learning and community development.

**Social infrastructure**-Covers facilities such as health provision, early years provision, schools, colleges and universities, community, cultural, recreation and sports facilities, places of worship, policing and other criminal justice or community safety facilities, children and young people's play and informal recreation facilities. This list is not intended to be exhaustive and other facilities can be included as social infrastructure.

**Spatial Policy** - Spatial representations of Hackney's Community Strategy and the strategic policies for delivering the spatial vision and objectives of The Council and its partners. These guide the broad patterns of development within Hackney and reflect the Regional Spatial Strategy (the London Plan).

**Special Policy Area** – where a high concentration of licensed premises has been identified as causing a negative impact on the licensing objectives in an area. The Council may consider the refusal of any application and/or additional measures to address any such concerns. There are two Special Policy Areas in Hackney; Shoreditch and Dalston. See Hackney's Statement of Licensing Policy for further information.

**Starter Homes** - A Government-sponsored housing product, where homes are offered for sale at 80% of local market values, up to a maximum value of £450,000 in London.

**Statement of Community Involvement (SCI)** - one of the types of LDD; it sets out the council's approach to how and when it will consult with the community in the preparation of planning documents, and making decisions on planning applications.

**Statement of Community Involvement (SCI)** - The Statement of Community Involvement sets out the processes to be used by the local authority in involving the community in the preparation, alteration and continuing review of all local development documents and development control decisions. The statement of community Involvement is not a development plan document but is subject to independent examination.

**Statutory Development Plan** - the overall term for a number of documents which, together, have a particular status under the planning legislation in decision-making. The Development Plan includes all adopted LPs for the area. For an interim period it may include all or part of certain structure plans and Local Plans.

**Strategic cultural areas**-These are areas within internationally important cultural institutions, which are also major tourist attractions, and include West End, South Bank/Bankside/London Bridge, Barbican, Wembley, the South Kensington museum complex/Royal Albert Hall, London's Arcadia, Olympic Park and Lee Valley Regional Park.

**Strategic Housing Land Availability Assessment**-An assessment of land availability for housing which informs the London Plan and borough housing targets.

**Submission stage** - the stage at which a LP or SCI is sent to the Secretary of State as a prelude to its examination, having previously been published for public inspection and formal representations.

**Sub-Regional Development Framework** - Sub-Regional Development Frameworks, produced by the Mayor of London and currently in draft form will provide guidance on Opportunity, Intensification and Regeneration Areas, town centres, suburbs and Strategic Employment Locations. The frameworks will be consistent with, and provide further guidance on, the policies in this plan. Sub-Regional Development Frameworks will be non-statutory documents.

**Supplementary Planning Document (SPD)** - Supplementary Planning Documents provide supplementary information to support the policies in Development Plan Documents. They do not form part of the Development Plan and are not subject to independent examination.

**Supplementary Planning Guidance (SPG)** - Supplementary Planning Guidance may cover a range of issues, both thematic and site specific and provide further detail of policies and proposals in a development plan.

Support for events and community use of the open parkland.

**Sustainability Appraisal (SA)** - a formal, systematic process to assess the environmental, economic and social effects of strategies and policies from the start of preparation onwards. The process includes the production of reports to explain the outcomes of the appraisal.

**Sustainable Community Strategy** - a document which plans for the future of Hackney across a wide range of topics, and sets out a vision and a series of aspirations. The local strategic partnership (Team Hackney) has responsibility for producing the document which sets out four main priorities that all partners work towards. It is part of the evidence base for the Local Plan, but not part of the Local Plan itself.

**Sustainable Construction Techniques** - Key themes for action to achieve sustainable construction include: design for minimum waste; lean construction & minimise waste; minimise energy in construction and use; do not pollute; preserve & enhance biodiversity; conserve water resources; respect people & local environment; monitor & report, (ie use benchmarks).

**Sustainable Development** - usually referred to as “development which meets the needs of the present without compromising the ability of future generations to meet their own needs” (Brundtland, 1987).

**Sustainable Drainage Systems (SuDS)** - an overall term for systems of surface water drainage management that take into account the quantity and quality of runoff, and the amenity value of surface water in the urban environment. The main focus is on source control and the mimicking of natural processes to enable infiltration and gradual discharge into watercourses.

**Tall Building** - Buildings or structures that are significantly taller than surrounding development. This definition allows for the fact that areas of different character within the borough have different sensitivities and that a five story building in a two storey context is equally as prominent as a much taller building in a more built up context.

**Temporary Accommodation** - A place where homeless people the Council has a statutory duty to provide housing for are placed while waiting to be allocated permanent housing. Council can provide temporary accommodation in a range of different types of housing, such as a bedsit, a flat, a house, a place in a hostel or in a bed and breakfast.

**Tenure** - The conditions under which land or buildings are held or occupied. In terms of housing, for example, homes may be social, private-rented or owner-occupied.

**The Act** - the Planning and Compulsory Purchase Act 2004, which put in place the statutory framework for preparing the LDF (now the Local Plan).

**The Regulations** - the Town and Country Planning (Local Development) (England) Regulations 2004, as amended by the Town and Country Planning (Local Development)

(England) (Amendment) Regulations 2008 and the Town and Country Planning (Local Development) (England) (Amendment) Regulations 2009; and the Town and Country Planning (Transitional Arrangements) Regulations 2004.

**Town Centre** - Town centres will usually be the second level of centres after city centres and, in many cases, they will be the principal centre or centres in a local authority's area. In London the 'major' and many of the 'district' centres identified in the Mayor's Spatial Development Strategy typically perform the role of town centres.

**Town Centre Management** - Activities associated with town centre management are generally operational and result in improvements to the appearance of town centres. In some instances such activities include works such as installation of lighting, CCTV, minimising fly tipping, enforcement activities and public realm / highways improvements.

**Transport Assessment** - A process that sets out transport issues relating to development proposals.

**Travel Plan** - A long-term management strategy that encourages active, efficient and sustainable travel for new and existing developments. It sets out transport impacts, establishes targets and identifies the package of measures needed for improvement.

**Transport Statement / Local Level Transport Threshold** A transport statement for a smaller development, Threshold details are contained in the Hackney Transport Strategy.

**Tree Preservation Order** - A mechanism for securing the preservation of single or groups of trees of acknowledged amenity value. A tree subject to a tree preservation order may not normally be topped, lopped or felled without the consent of the local planning authority.

**Unitary Development Plan** - An old-style statutory development plan prepared by a metropolitan district and some unitary local authorities, which contains policies equivalent to those in both a structure plan and local plan. These plans will continue to operate for a time after the commencement of the new development plan system, by virtue of specific transitional provisions.

**Urban Greening Factor** - A planning tool to identify the appropriate amount of urban greening required in new major developments.

**Use Classes** - The Town and Country Planning (Use Classes) Order 1987 puts uses of land and buildings into various categories. Planning permission is not needed for changes of use within the same use class.

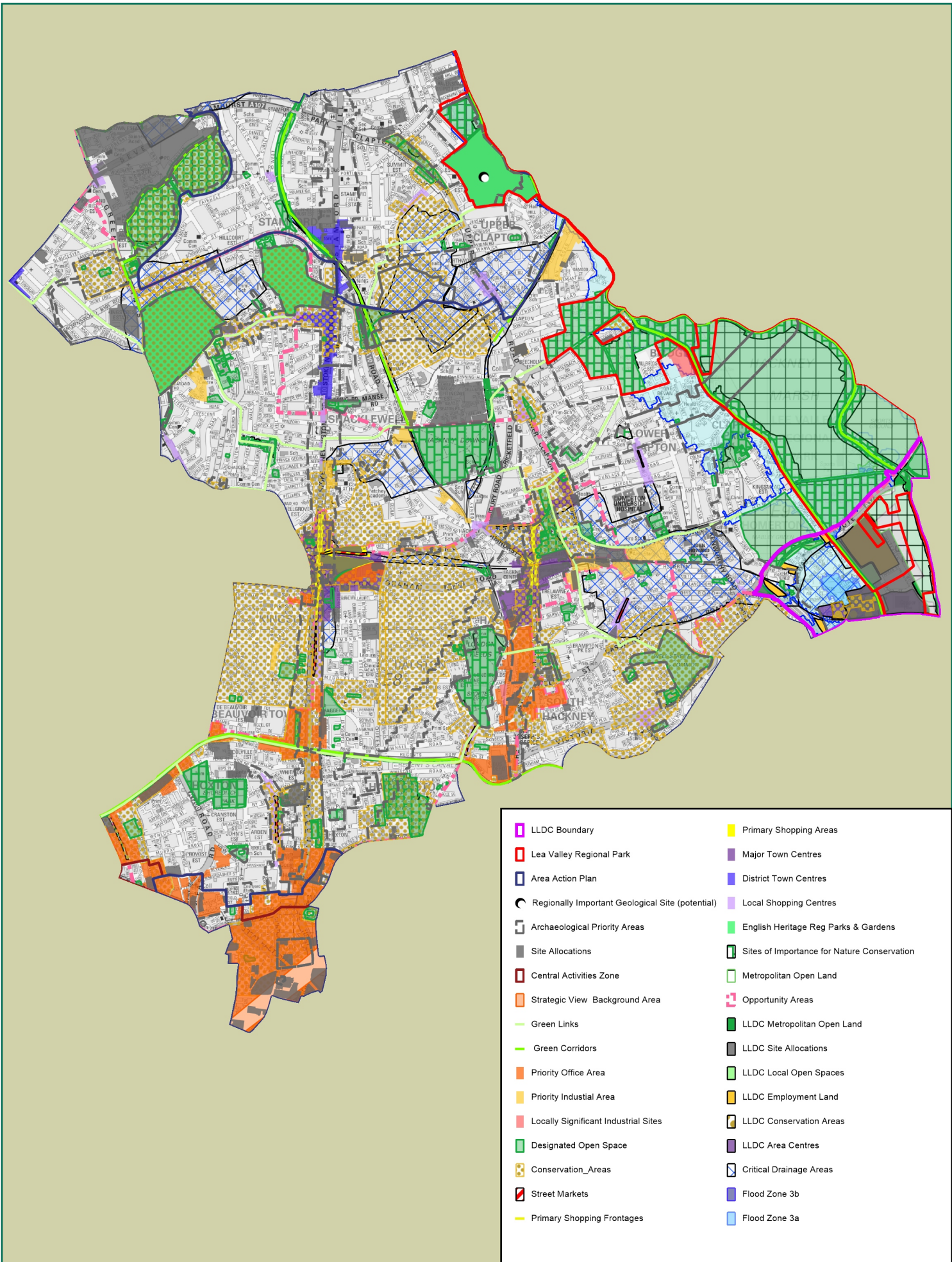
**Use Classes Order** - a piece of national secondary legislation which groups types of use of premises into classes, so that no development is involved if a building is changed from one use to another within the same class. The Use Classes Order can be viewed at the Planning Portal website:

**Vertical gardens** - Vertical gardens encompass balconies, roofs and walls planted with greenery, which mitigate against climate change by reducing air pollution and soaking up excess rain water. They improve energy efficiency within buildings by limiting wind impact and heat loss, while providing green biodiversity links across the urban space.

**Visitor Economy (also see Night Time Economy)** - The visitor economy involves those activities of persons travelling to and staying in places outside their usual environment over the short term for leisure, business or other purposes.

**Vision Zero** - The Mayor of London has published a Vision Zero Action Plan for London. The actions in the plan will reduce road danger for everyone and create streets safe for walking and cycling. The Mayor's aim is for no one to be killed in or by a London bus by 2030, and for all deaths and serious injuries from road collisions to be eliminated from London's streets by 2041.





NORTH

Scale: 1:32000 at A4

**Hackney**

15 October 2018

## Policies Map

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Hackney Planning

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## Get in touch:

Visit our website at: [hackney.gov.uk/LP33](https://hackney.gov.uk/LP33)

Write to us at: London Borough of Hackney Strategic Policy,  
3rd Floor, 2 Hillman Street London E8 1FB

Email your comments to: [Planmaking@hackney.gov.uk](mailto:Planmaking@hackney.gov.uk)



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## Children and Families Service 2017-18 Full Year Report to Members

**Key Decision No. CACH P33**

### CABINET MEETING DATE (2018/19)

**29 October 2018**

### CLASSIFICATION:

**Open**

### WARD(S) AFFECTED

**All Wards**

### CABINET MEMBER

**Cllr Bramble**

**Deputy Mayor**

### KEY DECISION

**Yes**

### REASON

**Affects Two or More Wards**

### GROUP DIRECTOR

**[Click Here](#) Group Director Children Adults & Community Health**

## **1. CABINET MEMBER'S INTRODUCTION**

- 1.1** I have requested this report from the Group Director for Children, Adults and Community Health Directorate. My role as Lead Member for Children's Services requires me to ensure that the Local Authority fulfils its legal responsibility for safeguarding and promoting the welfare of children and young people in Hackney. As such, I wish to ensure that services with the important mandate of protecting Hackney's most vulnerable children and young people from risk of harm are understood across all areas of the Council. Case studies and direct quotes from children and young people are included in the report to help Members get a better picture of the services provided.

## **2. GROUP DIRECTOR'S INTRODUCTION**

Children's services in Hackney work in partnership to protect children and keep them safe from harm and help them thrive. The Children and Families' Service is the key service designed to protect children by working with families to support safe and effective parenting where children are at risk of significant harm. Where it is not possible for children to be safely cared for within their family network, the local authority will look after those children. This full year report provides Members with oversight of activities within the Children and Families' Service including performance updates and information about key service developments and information about vulnerable adolescents and adoption. The report also includes information on Young Hackney, the Council's early help, prevention and diversion service for children and young people aged 6-19 years old and up to 25 years if the young person has a special education need or disability. Information on the Service's work with children and young people through Hackney Youth Care Council (Hackney's Children in Care Council) is included in the report as well as feedback from children and young people throughout the report.

## **3. RECOMMENDATION(S)**

### **Cabinet is asked to:**

- Endorse the report.
- Take note of information held within the report.
- Recommend this report to Council.

### **Council is recommended to:**

- Note the report.

#### **4. REASONS FOR DECISION**

The report is for information and endorsement only

#### **5. DETAILS OF ALTERNATIVE OPTIONS CONSIDERED AND REJECTED**

Not applicable.

#### **6. BACKGROUND**

This report summarises progress against priority areas for the service.

##### **6.1 Policy Context**

This report summarises progress against priority areas for the service.

##### **6.2 Equality Impact Assessment**

There are no new decisions within the report that require an Equality Impact Assessment.

##### **6.3 Sustainability**

There are no issues within the report that impact on the physical and social environment.

##### **6.4 Consultations**

The report does not contain any issues or decisions that require consultation.

##### **6.5 Risk Assessment**

There are no proposals for action that require a risk assessment.

#### **7. COMMENTS OF THE GROUP DIRECTOR OF FINANCE AND CORPORATE RESOURCES**

This annual report covers the period 2017/18. The outturn for 2017/18 for Children and Families Service on a net budget of £56m was a breakeven position after use of grants and reserves of £4.3m including a drawdown on the Commissioning Reserve of £1.8m. There has been a requirement to draw down from the Commissioning Reserve since 2012/13 due to the increased number of children in care and a shortage of in-house foster carers.

Bringing the financial position up to date, for 2018/19, against a net budget of £58m the Children and Families Service is forecasting an overspend of £474k

(as at August 2018) after an assumed use of reserves and drawdown of grant of £5.8m, including full use of the Commissioning Activity Reserve of £3m.

The sustained pressure on Children's Services budgets is a position that is not unique to Hackney, as shown by the results of a recent survey on Children's Social Care spend carried out jointly by the Society of London Treasurers (SLT) and the Association of Directors of Children's Services (ADCS).

The increase in commissioning costs has been driven by an increase in the number of looked after children since 2011/12, and this trend looks to continue through 2018/19. There is a continuation of a large proportion of children being placed with independent foster agencies (IFAs) due to a lack of suitable in-house foster carers. The marginal cost of an IFA placement is significantly greater than that of an in-house placement.

There has been a significant increase in residential placements since 2015 adding considerable budget pressures with an average weekly unit cost of £3.6k. We are also seeing a rise in the number of under 18s in high-cost semi-independent placements. Where children in their late teens are deemed to be vulnerable, and in many cases are transitioning from residential to semi-independent placements, they may still require a high-level of support and in extreme circumstances bespoke crisis packages. These pressures have been recognised by the Group Director - Finance & Corporate Resources with a total growth of £5.3m included in the base budget between 2012/13 to 2018/19.

The Children and Families Service has continued to make significant contributions to the efficiency agenda of the Council. Over the previous eight years the services have delivered £11m savings with further £0.3m being delivered in 2018/19.

## **8. VAT Implications on Land & Property Transactions**

There are no VAT implications in this report.

## **9. COMMENTS OF THE DIRECTOR, LEGAL & GOVERNANCE SERVICES**

This is a statutory report updating Members of the developments and key performance trends within the Children and Families Service in Hackney for 2017/2018.

The report to Members sets out how Children and Families Service in Hackney is undertaking its statutory functions towards children, young people and their families in the local authority area.

There continues to be a number of external challenges which face local authority Children and Young People's Services nationwide, however the

report clearly sets out the challenges and how they have been addressed in the London Borough of Hackney.

Further challenges to note could be the potential implications of the implementation of the Immigration Act 2016 which may result in an increased number of families approaching Children's Services for services where they are excluded from mainstream support. A number of families who may not have immigration status and have children may be affected and in turn approach Children's Services for financial assistance.

The use of section 20 accommodation in place of issuing care proceedings remains contentious and the service will need to monitor it in light of recent judgments in the courts.

Consideration should continue to be given to the Childcare Act 2016 which is an Act to make provision about free childcare for young children of working parents and about the publication of information about childcare and related matters by local authorities in England. The Secretary of State may make regulations affecting local authorities relating to the provision and terms of any free childcare and other duties under the Act. The Act also amends the Childcare Act 2006 and requires local authorities to publish information about childcare and related matters.

The report raises no specific legal issues, but Legal Services will assist in providing advice, should specific issues arise.

## **APPENDICES**

The Children and Families Service 2017-18 Full Year Report to Members.

## **EXEMPT**

Open.

## **BACKGROUND PAPERS**

**In accordance with The Local Authorities (Executive Arrangements) (Meetings and Access to Information) England Regulations 2012 publication of Background Papers used in the preparation of reports is required**

### **Description of document (or None)**

None.

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<b>Comments of Director of Legal</b>	Dawn Carter-McDonald, Solicitor 020 8356 4817 <a href="mailto:dawn.carter-mcdonald@hackney.gov.uk">dawn.carter-mcdonald@hackney.gov.uk</a>

**October 2018**

# Children and Families Service

Full Year Report to Members 2017/18

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## Legend



**Progress on service priorities**



**Feedback**



**Strengths**



**For information**



**Service description**



**Case studies**



**Areas for development**

*A number of case studies and direct quotes from children and young people are included within this report. All names and identifying details are anonymised.*

# Foreword



**Councillor Anntoinette Bramble**

***Deputy Mayor and Cabinet Member for Education, Young People and Children's Social Care***

It gives me great pleasure to introduce the Children and Families Service 2017-18 Report to Members. Over the past year, our highly skilled and committed workforce has continued to strive for excellent outcomes for our children and families and maintain their commitment to continuous learning and development in response to changing needs.

Our social care workforce is one of the most stable in London, and the quality of the practice they deliver has been recognised by the Department for Education who selected Hackney to become a Partners in Practice authority. This will mean that we can further enhance our systemic approach to improve outcomes for families, as well as sharing our learning with other local authorities that are on an improvement journey.

The Children and Families Service (CFS) has continued its long tradition of innovation and this year became the first local authority children services in the country to receive accreditation from the Association of Family Therapy and Systemic Practice for its postgraduate training in Systemic Theory and Practice. This training is run and facilitated by our in-house CFS Clinical Service.

The Contextual Safeguarding Project, funded by the Department for Education Children's Social Care Innovation Programme, is focused on reducing the risks that young people face in extra-familial contexts including risks associated with peer abuse and sexual or criminal exploitation. Hackney is working in partnership with the University of Bedfordshire to develop new approaches and systems to change contexts of concern for young people. This is a high profile project and has received interest nationally and internationally.

The Children and Families Service cannot operate in isolation and we have great support from our multi-agency partners to improve outcomes for children and families in Hackney.

This includes Hackney Learning Trust, for example through the Virtual School for Looked After Children, which continues to support our looked after children and care leavers to achieve some of the strongest academic results in England. The Young Hackney Service through strong partnerships with local schools is working to strengthen resilience in our families through our early help offer. Increasing numbers of children and young people are also accessing our universal youth provision across the borough.

We continue to strengthen the voice of children and families in the services we deliver, with advocacy provided by our Children's Rights Service, our revised child-centred Looked after Child Review process, and the recently renamed Hackney Youth Care Council (our Children in Care Council) who will be inspecting our services and feeding back about what we can do better.

As we reflect on the past year, we are also aware of the challenges that increasing demand for our services brings. We will continue to evolve our approach and explore how we can further improve outcomes for children and families in Hackney.

# Overview of Performance



**4,563 referrals** were received in 2017/18 – a 16% increase compared to last year when 3,940 were received.



**15.5% re-referrals** were made within 12 months of a referral during 2017/18 – an increase compared to 13.4% in 2016/17.



**4,456 assessments were completed** in 2017/18 – a 22% increase compared to 3,667 in 2016/17.



**200 children were on Child Protection Plans** as at 31<sup>st</sup> March 2018 – a 39% decrease compared to 330 as at 31<sup>st</sup> March 2017.



**13% of children became the subject of a Child Protection Plan for a second or subsequent time** during 2017/18 – a decrease compared to 16% in 2016/17.



**165,283 attendances at Young Hackney** provision, including commissioned services, by children and young people during 2017/18 – an 11% increase compared to 149,527 in 2016/17.



**381 children were looked after** as at 31<sup>st</sup> March 2018 – a 3% increase compared to 371 children in care as at 31<sup>st</sup> March 2017.



**217 children entered care** in 2017/18 – a 12% decrease compared to 246 entering care during 2016/17.



**106 young people aged 14-17 entered care** in 2017/18 – a 14% decrease compared to 123 young people aged 14-17 entering care in 2016/17. The 14-17 year old cohort still represented 49% of the total number of children that entered care in 2017/18, compared to 50% in 2016/17.



**11% of looked after children had three or more placements** in 2017/18 – a decrease compared to 18% in 2016/17.



**62% looked after children had long-term placement stability** in 2017/18 – a decrease compared to 69% in 2016/17.



**301 care leavers aged 17-21** were being supported at the end of March 2018 – a 14% increase compared the end of March 2017, when 265 were being supported.

# Priorities for the Children and Families Service in 2018/19

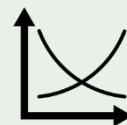
Our identified priorities for the year ahead include to:



Continue to invest in the workforce across the Children and Families Service, recruiting people of the highest calibre, supporting their development and progression, and promoting leadership at all levels. As a DfE Partner in Practice, continue to develop and share our systemic practice.



Continue to deliver a comprehensive range of integrated, targeted early help interventions through our Family Support services and Young Hackney to ensure that young people can access the support they need when they need it



Monitor, manage and understand the increasing demand for services, including careful analysis of demand at the front door and pathways to appropriate services



Ensure that our care leavers are well supported in all aspects of their lives, that there are clear plans in place to support each young person's progression and independence, and that we have an appropriate range of creative, dynamic and high quality resources in place to support our care leavers

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Through our Contextual Safeguarding project, continue to develop our response to adolescents in different contexts outside the home, including in their peer group relationships, school environments and the community



Continue our drive to recruit and retain more in-house foster carers, and provide them with the skills to support our more complex adolescents



Further strengthen the coordination of domestic abuse services to ensure there is a comprehensive support offer available and early intervention is prioritised – including for perpetrators and for children who have witnessed domestic abuse



Develop our understanding of the communities with which we work, ensuring that our interventions are well-targeted to respond to need and build on strengths and resources available with localities.



Ensure that issues relating to identity, diversity, inequality and discrimination are considered and addressed in all aspects of our work



Ensure that we have the right placements to provide stability for our more complex adolescents who are looked after



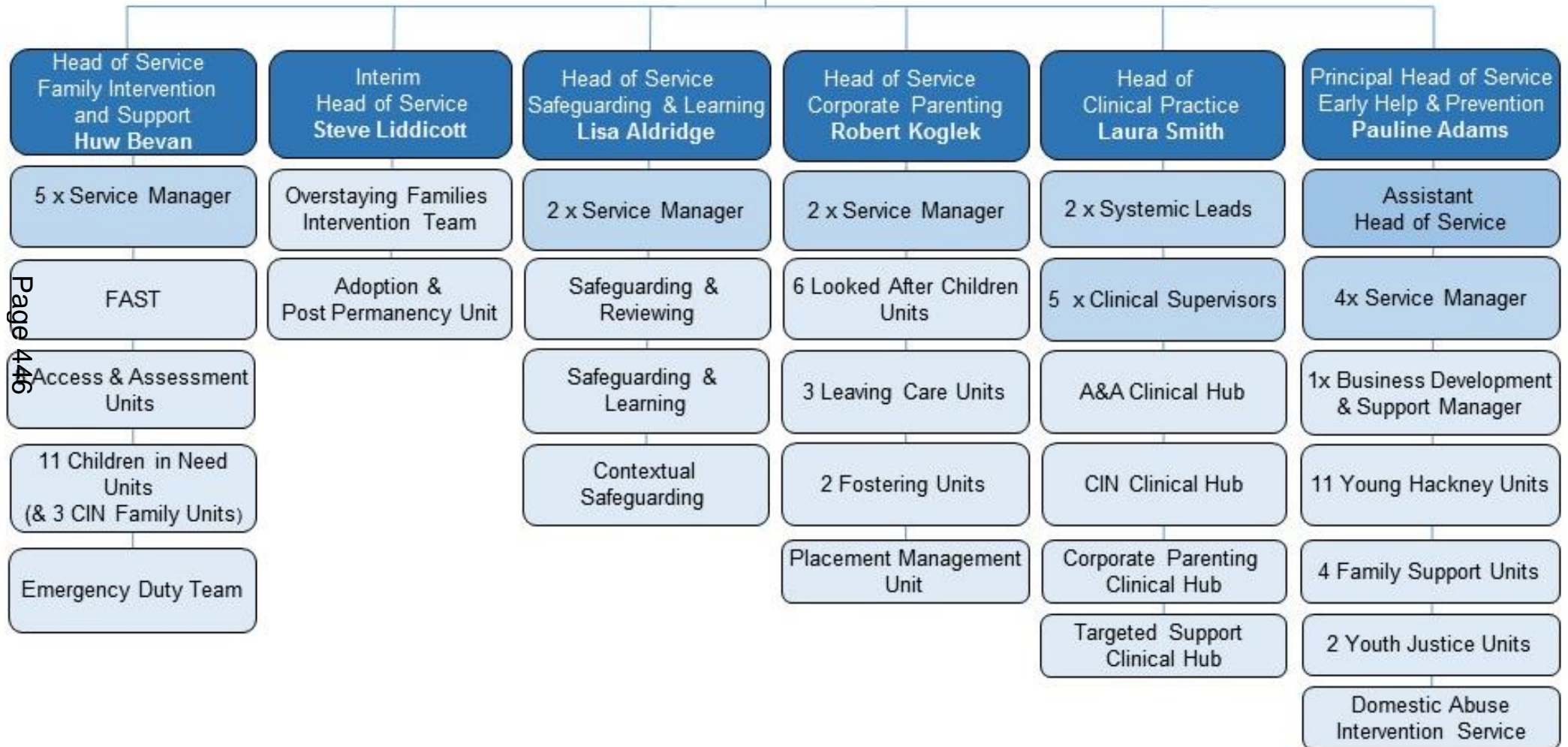
***Our service priorities shape and drive our improvement work. These are deeply embedded in all aspects of our everyday practice and have been highlighted throughout the report with the stars symbol.***





# Children and Families Service Structure Chart

Director – Children and Families  
**Sarah Wright**





# Ofsted Inspection – *Update following July 2016 inspection*

Ofsted inspected the Children and Families Service in July 2016 and judged Hackney's overall effectiveness to be '**good**', with the experiences and progress of care leavers judged to be '**outstanding**'. Following the inspection, 9 recommendations were made to further improve the Children and Families Service. In this section we set out our progress in responding to them:

**1. Revise the local authority protocol for 16- and 17-year-old homeless young people to ensure that it is consistent with statutory guidance. The revised protocol should ensure that young people are advised of their rights and entitlements as soon as possible and that s20 status is applied appropriately and within the young people's timescales.**

The revised protocol was introduced in December 2016. Information about all new homeless young people is reviewed at the Children's Resources Panel with legal advice provided. An audit of cases in September 2017 confirmed that the revised protocol was being followed consistently.

**2. Ensure that assessment timescales are effectively planned for, overseen by managers and completed within a timeframe appropriate to individual children's needs.**

Plans and timescales for assessments are now set at the start of an assessment and are reviewed at unit meetings to ensure that assessments take place within a timeframe to meet the child's needs. Assessments open for longer than average are audited by a Service Manager. Average assessment timescales have decreased year on year since the inspection.

**3. Involve health and other relevant professionals in initial strategy discussions to ensure that decisions are informed by their knowledge, perspective and insight of the child and their family.**

Revised guidance relating to strategy discussions was shared with all CFS staff in February 2017. Recording and reporting processes have been updated to allow regular management oversight of professionals invited to strategy discussions. 100% of strategy discussions held in July 2018 included the Police and 75% included Health colleagues. This is an improvement compared to performance in October 2017 (when regular reporting on this indicator was introduced) which showed that 42% of strategy discussions held included Health colleagues.

**4. Ensure that child in need plans and child protection plans focus on what needs to change to improve outcomes for children, and include timescales for completion of all actions.**

A programme of improvement work took place in 2017 and a themed audit of children's plans took place in March 2018. Auditors found that the vast majority of plans were clear, concise and actions were time-limited. Practice in this area will continue to be developed and monitored.

**5. Further develop processes to provide assurance that all children are offered an independent return home interview after an incident of going missing, that these occur within 72 hours of the child's return and they are recorded appropriately within the child's file.**

Missing children recording guidance has been updated and was shared with practitioners in November 2017. Improved missing children reporting processes have been implemented that now allow clear management oversight of missing episodes and return home interviews. There has been an overall improvement in the uptake of return home interviews by young people in 2017/18 with 55 (81%) of children/young people who went missing from home accepting a Return Home Interview (compared to 72% in 2016/17) and 51 (82%) children/young people who went missing from care accepting a Return Home Interview (compared to 32% in 2016/17).

# Ofsted Inspection – *Update following July 2016 inspection*

## **6. Ensure that the health needs of children looked after are fully understood and met through timely health assessments.**

The staffing group responsible for health assessments has been stabilised and performance against timescales has significantly improved.

## **8. Ensure that a full understanding of the child's journey is achieved within case records through good-quality, accurate and timely case recording. This is to include consideration of the impact of diversity for children within all assessments and plans.**

Guidance and mandatory training has been provided to all staff in 2017, supported by regular bulletins on best practice in recording.

The case recording system is currently being improved to include 'group recording' to avoid practitioners having to duplicate records. Additional diversity prompts have also been added to the system.

Case audit templates have been updated to include a specific section on case recording, including a score for this section. Audits undertaken show an improvement in case recording with an average score of 3.7 at the end of 2017/18 compared to an average score of 2.6 at the beginning of 2017/18 (where 1 is ineffective and 5 is highly effective). Auditors found evidence of clear and timely case recordings, including correspondence with families, chronologies and genograms.

A service-wide Practice Development Day on identity and diversity was held in February 2018. Racial identity training was provided to all managers across CFS in June 2018. Further work to embed awareness and informal responses to diversity are being pursued through the Council's Young Black Men programme.

## **7. Improve the oversight of outcomes and the timeliness of investigations of allegations against professionals to ensure that there is a clear understanding regarding the effectiveness of this role.**

An improved manual tracking system was introduced in August 2016 and a tracking system was introduced in the case recording system in December 2016 - this is monitored at monthly LADO team meetings

## **9. Ensure that operational managers are held to account for providing effective management oversight of day-to-day decision making, assessment and service provision for children. This to include operational managers recording case discussion from both unit meetings and case supervision, to inform planning and decision making for children.**

Service Managers, Heads of Service and the Director regularly attend unit meetings and this is now monitored on a monthly basis. Managers continue to reflect on the quality of unit meetings and share learning from their attendance. Audits have shown improved evidence of management oversight in case recording.

Peer observations of unit meetings took place in March and April 2017. Reflective discussions have taken place about effective unit meetings and this learning is being included in the plans to further develop systemic practice in our work through Hackney's Partners in Practice project.

# Developments and Innovation

## Partners in Practice

In March 2018 Hackney was selected to join the Department for Education's Partners in Practice (PiP) programme; these are among the strongest local authorities in the country and through the programme PiP authorities are expected to:

- Demonstrate what works and drive innovation to build understanding of the conditions needed for excellent practice to flourish
- Drive sector led improvement through peer support to authorities who need to improve
- Support the DfE to shape and test policy on wider programmes and reforms

Hackney's project will deliver a programme of work focused on enhancing our systemic social work practice, including the development and delivery of systemic leadership training and support to all levels of management in CFS. The project will further strengthen our systemic practice internally by re-looking at those parts of the system where there are currently constraints in place to practicing in a systemic way, in particular meeting formats and decision-making processes. We will also use Hackney's experience to share systemic practice more widely across the sector using methods that proved successful in our own system change journey.

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## Family Learning Intervention Programme

In 2014, Hackney successfully applied to the Department for Education's Children's Social Care Innovation Programme for funding for the Family Learning Intervention Programme (FLIP). The ambition behind FLIP is to improve outcomes for young people on the edge of care, through supporting them to remain with their families or within a stable foster placement. FLIP is a model for a radically different residential facility (located outside of London) which provides preventative and responsive interventions for young people on the edge of care and their families. FLIP is staffed flexibly by our own expert practitioners who have the skills and existing relationships to best support our edge of care cohort. It is anticipated that over time costs will be avoided as a result of reduced residential placements either because young people are able to return home or are placed in appropriate foster care supported by FLIP. Each intervention is developed with, and tailored to, the needs of the family, with family members usually attending the property together, alongside key professionals involved in their support as appropriate, undertaking a range of interventions and activities.



## Edge of Care – trialling a Rapid Response Service

The Rapid Support Service went live at the end of January 2018. The service provides rapid, intense interventions with young people and families at the point of crisis with the clear aim of keeping vulnerable adolescents safe while they remain in their family context and preventing them entering the care system. The team does not hold cases but works alongside other teams in the Children and Families Service to intervene with the family/young person at the point of crisis. The focus of the service is on 15-17 year olds and their families. Fully staffed in May 2018, the team consists of three full-time edge of care workers and is managed as part of the Family Learning and Intervention Programme. The Edge of Care project is a 1 year pilot that is being evaluated to understand the impact for families.



# Developments and Innovation

## Contextual Safeguarding



Hackney Children and Families Service, in partnership with the University of Bedfordshire, received funding from the Department for Education (DfE) Children's Social Care Innovation Programme in March 2017. The Contextual Safeguarding Project is focused on reducing the risks that young people face in extra-familial contexts including risks associated with peer abuse and sexual or criminal exploitation. The project is developing new approaches and systems to support practitioners to appropriately assess risk of harm that comes from beyond a young person's family to develop and implement contextual intervention plans to actively change contexts of concern. A range of training on Contextual Safeguarding has been developed and is being delivered. Contextual Safeguarding processes to support practitioners to think about and respond to contextual risks faced by young people have been developed, and these are being piloted within the Children and Families Service (CFS).



The project's **youth panel** delivered training to the contextual safeguarding project team on 'Using Snapchat and other social media'. The youth panel discussed the functions of the application as well as the benefits and challenges of using social media for young people. It was a very successful and informative session, which was well received by colleagues. The youth panel is now working with the Communications Team to turn this training into a short video for professionals across the borough.

The team has been working with Hackney's Access and Assessment (A&A) service to review the **Child and Family Assessment Framework** to better identify and respond to extra-familial risks (such as considering location observations and the use of a safety mapping tool). The updated guidance has been piloted by A&A practitioners and a new assessment form is currently being drafted. The Hackney Child Wellbeing Framework is also being reviewed to strengthen contextual factors.



An initial framework for **Contextual Safeguarding Conferences** has been piloted in Dalston to address risks in the context of peers, schools and neighbourhoods. This approach moves beyond current Child Protection Plans which focus on risks to individual children in the context of their families. The aim of the 'context conference' is to provide a coordinated multi-agency response that addresses the risks to vulnerable adolescents in a specific location, thereby reducing the risks to a wider cohort of young people and the wider community. The project is now developing and piloting neighbourhood interventions in the Woodberry Down area.

A **peer tracker** for referrals coming into FAST has been developed and the team is working on adapting existing tools to enable peer assessments.

**School pilots** – The Contextual Safeguarding team has piloted a whole school assessment in a local secondary school which focused on extra-familial risks. The assessment identified a cohort of students with high level child sexual exploitation (CSE) concerns, normalised attitudes of students (and possibly staff) towards harmful sexual language, low confidence of students reporting serious concerns to staff, numerous locations in proximity to the school where students were afraid to go to because of either drug dealing, CSE or serious youth violence. A strategic conference was held to bring together key partner agencies including the school, Hackney Learning Trust, Young Hackney, Clinical Services, Police, and Housing. An action plan was agreed with the school to address the factors of harm identified during the assessment.

The Contextual Safeguarding team has been consistently feeding back learning and sharing developing practice through the project's **Local Authority Learning Group** (made up of 14 local authorities from across England and Wales) and the Contextual Safeguarding Network website.



### Next steps for the project

The Contextual Safeguarding Team will be working with the Children in Need, Looked After Children, and Youth Offending services to develop and support practice in all service areas. The team is also planning parental engagement events in order to build resilience in the local community. A learning event is taking place in December 2018 for all local authorities in the country to showcase developments to date and prompt best practice roll-out in other local authorities.

# Workforce Development

## Average number of cases per children and family social worker (based on FTE counts)

	2016	2017
<b>Hackney</b>	<b>21</b>	<b>19</b>
Statistical neighbour average	14	16
London average	13	16
England average	16	18

Comparator data for this performance indicator is only available for the last 2 years as it was introduced in 2016.

While Hackney's published caseload numbers are higher than our statistical neighbours', our unit model provides a high level of administrative support and access to a range of support services, including the in-house Clinical Service, so practitioners can spend more time with the families they are working with. Caseloads across CFS are monitored closely by senior managers, including via the fortnightly Managing Demands Group. This group has driven a decrease in caseloads in the Children in Need (CIN) Service during 2017 through a focus on practice related to Child Protection Plans and Child in Need Plans. Additional internal funding has been secured to recruit additional social workers in the short-term to reduce caseloads across the service whilst work takes place in the Access and Assessment Service where caseloads remained high and longer term options are developed. An increase in the number of care leavers being supported is also placing pressure on caseloads in this part of the service and options for responding to this are currently being explored.



The Children and Families Service is committed to 'growing our own' staff and has developed more opportunities for career progression to meet this commitment. There is a comprehensive workforce development strategy in place which is reviewed annually to further develop our workforce to meet the need for accountable, flexible and highly skilled practitioners and support staff. This strategy covers recruitment and training and is managed via the fortnightly Workforce Development Board, chaired by the Director of Children and Families. There is an extensive training and learning programme which includes a comprehensive ASYE (Assisted and Supported Year in Employment) programme for newly qualified social workers, staff training programme, and service-wide Practice Development Days that all practitioners attend. Practitioners can access multi-agency training through City and Hackney Safeguarding Children Board. Additional development opportunities are also available through the North London Social Work Teaching Partnership.

## North London Social Work Teaching Partnership

Hackney Children and Families Service is the lead partner in the North London Social Work Teaching Partnership (NLSWTP). This is a Department for Education (DfE) funded, collaborative partnership project set up in 2016 with Middlesex University, Haringey, Barnet, Enfield councils and the charity Norwood to support the professional development of adults and children's social workers.

In 2017-18, the partnership expanded to include Camden, Islington (adults and children's social care directorates) and Enfield Children's Services. Extended funding has been awarded to the partnership until March 2019.

The Teaching Partnership has created a range of new opportunities for social work students, qualified social workers and social work academics to engage in professional development activities and learn from practice in one another's organisations. As at 31st March 2018, there were 12 practitioners from the Children and Families Service teaching at Middlesex University as part of this project.

## Percentage rate of social worker turnover

Hackney's excellent social worker turnover rate of 12.7% in 2017 is significantly lower than the London average of 17.8% and national average of 13.6%, showing the service's ability to retain high performing practitioners, in a highly competitive field.

	2015	2016	2017
<b>Hackney</b>	<b>11.0</b>	<b>11.2</b>	<b>12.7</b>
Statistical neighbour average	18.5	24.5	16.4
London average	18.0	22.5	17.8
England average	16.0	15.1	13.6



# Workforce Development



## Feedback from staff

Hackney CFS carried out a Staff Health Check survey in early 2018. The survey has helped to inform service developments and our workforce strategy. Many staff commented on the supportive environment within the service and particularly how much they value their colleagues and having managers that are approachable and accessible. There were also many observations from staff about the learning environment within the service and the appreciation of the culture of innovative practice. Valuable feedback was also received about some of the pressures that staff experience in their day to day jobs and about limited progression opportunities for business support staff, and these are being addressed in 2018/19.

## National Assessment and Accreditation System (NAAS)



The Department for Education (DfE) expect that the introduction of the National Assessment and Accreditation System (NAAS) will ensure a consistent way of providing assurance that child and family social workers, supervisors and leaders have the knowledge and skills required for effective practice.

The DfE approached Hackney at the end of 2017 to ask the Children and Families Service to be part of Phase 2 of the implementation of NAAS. This is an opportunity for Hackney practitioners to be involved with and to influence the implementation of NAAS nationwide, and to feed back to the Government about their experiences.

The assessment stage for social workers is scheduled to start in Spring 2019 for Phase 2 local authorities and the service is working to prepare Hackney social workers to undertake the NAAS next year.

# Early Help and Prevention



## Strengths/Progress

**Strong links with local schools through the Young Hackney Service** – in relation to providing additional targeted support to young people, as well as in relation to PSHE provision and sports activity.

**Young Hackney has continued to extend its reach to more young people** – there has been an 11% increase in attendances by children and young people to Young Hackney provision, including commissioned services.

**Effective Troubled Families programme** - Hackney has met its Troubled Families targets and recent feedback from the Ministry of Housing, Communities & Local Government about the quality of Troubled Families work was very positive, noting that cases seen '*demonstrated the high-quality work that Hackney is carrying out with families across a range of services.*'

**The in-house Domestic Abuse Intervention Service is now integrated and co-located within CFS** - strengthening the coordination of domestic abuse services in Hackney to ensure there is a comprehensive support offer available. This includes a specialist perpetrator programme.

**The rate of first time entrants to the Youth Justice System is lower than comparator authorities** - a focus on crime prevention and diversion activities throughout the year, alongside the extensive Young Hackney and community based provision offer, has helped to divert young people before they enter the youth justice system and has helped to keep the rate of first time entrants (FTE) per 100,000 young people below the rates of Hackney's statistical neighbour authorities.



## Areas for further development and actions to address

**Improve monitoring of the effectiveness of early help support** - particularly in a time of increasing demands for statutory services. Work is currently taking place to review the effectiveness of early help pathways and the interface with statutory services, for example in relation to early help pathways at the front door, and step up/step down processes between early help and statutory social care services to ensure that families are provided with the right level of support to meet their needs.

**We aim to strengthen the support for children who have witnessed domestic abuse** – trauma-informed practice is a major focus for this year and support for children affected by domestic abuse is being developed with the Domestic Abuse Intervention Service. Training has been delivered to a cohort of practitioners and group work interventions with children and non-abusive parents will be embedded across early help and statutory services within CFS by March 2019. The Domestic Abuse Intervention Service is also working in collaboration with a number of local authority partners to explore opportunities for implementing the *Safe and Together* approach. This is an evidence based model that provides a framework for partnering with domestic abuse victims and intervening with domestic abuse perpetrators to enhance the safety and wellbeing of children.

**Serious youth violence, in particular knife crime, is a significant challenge** - This requires a multi-agency response to allow for targeted and well-rounded interventions to effectively support this cohort. In order to address this, Hackney has developed a multi-agency Knife Crime Strategy using a public-health approach aimed at reducing children's exposure to criminal, violent, and anti-social behaviour. This approach treats violence as a preventable public health issue, using data and analysis to identify causes and focusing on prevention through multi-agency systemic approaches.



# Early Help and Prevention

## Young Hackney



Young Hackney is the Council's early help, prevention and diversion service for children and young people aged 6-19 years old and up to 25 years if the young person has a special education need or disability. The service works with young people to support their development and transition to adulthood by intervening early to address adolescent risk, develop pro-social behaviours and build resilience. The service offers outcome-focused, time-limited interventions through universal plus and targeted services designed to reduce or prevent problems from escalating or becoming entrenched and then requiring intervention by Children's Social Care. Young Hackney's approach to early help is based on a systemic understanding of the key relationships in a child or young person's life and, in particular, the critical influence of peers and family members.

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### Work with local schools



Young Hackney works closely with schools to support the delivery of the core Personal, Social and Health Education (PSHE) programme as well as to support behaviour management interventions. A curriculum has been developed that is delivered in schools and focuses on topics such as healthy relationships, substance misuse, e-safety and youth participation and citizenship.



The majority of secondary schools in Hackney have an allocated Young Hackney team who will work with them to identify students who require additional support to participate and achieve. If schools identify students who would benefit from individual support, Young Hackney will create an appropriate intervention with the school.



*Michael was referred to Young Hackney by CAMHS Disability. Michael and his mother were denied entry on applying for a return visa to Canada after a short planned stay in the UK. During this time his mother did not enrol Michael in school as she thought they would return to Canada and Michael had been out of school for over a year. Michael has autism and was nervous about starting back at school as well as making friends. Young Hackney supported Michael's mother to get a school place for Michael. Ahead of starting school, Young Hackney worked on a plan to support Michael to access activities in the community to familiarise himself with the local area and travel independently, to build a structured routine ahead of his start at school and to become exposed to groups of young people and worked on improving his confidence and social skills. Initially the plan had been to show Michael a range of youth hubs to see if he could gradually be encouraged to engage in activities, however he surprised everyone, including himself, and now attends one of the youth hubs every week (Michael has commented that 'I don't deal with loud people but I like it here'). His school has reported that he has settled well into his new routine. Michael's case will soon be closed to the Early Help team, but he will continue to be supported through the universal Young Hackney provision. Michael's mother is delighted with his progress and has commented on how the hub gives them both independence and confidence.*



## Universal Provision delivered through Youth Hubs

In 2017/18, there were 65,672 attendances by named children and young people aged 6-19 years recorded at the 4 Young Hackney Hubs. There were 165,283 attendances by named children and young people aged 6-19 years during 2017/18 at the wider youth provision delivered through Young Hackney and commissioned services for young people. This is an 11% increase compared to 2016/17 when there were 149,527 attendances by named children and young people.

## Substance Misuse Team

The Substance Misuse Team supports children and young people aged 6-25 years who are directly affected by substance misuse, or affected through their parent's misuse. Interventions take a tailored and holistic approach that builds young people's resilience and addresses issues of family and relationships, finances, education and housing, while liaising with other services/partners as necessary. Over 2017/18, the team worked with 202 young people on a targeted basis and delivered outreach sessions to 2,211 anonymous young people, including schools and youth hubs.



The Early Help and Prevention Service also includes:

- Youth and School Sports
- Adventure Playgrounds and play streets
- Prevention and Diversion
- The Health and Wellbeing team

*'I can't tell you how helpful and supportive it is to have had your input this week. You provide a calm, objective adult influence for [the young person], and I know that she hears what you say, and that she respects you. I am very grateful for your advice and input, and that you managed to make so much time for us this week'.*

Parent about their Young Hackney worker



*'Thank you for all you have done with our students and the support you have provided my team. It is greatly appreciated and I look forward to working with you all next year'.*

Teacher from a local school about a Young Hackney intervention

## Individual Support - Universal Plus and Targeted Support



At any one time, Young Hackney are working with approximately 600 young people through the Early Help teams, providing tailored individual support. The most common presenting issues include: risk of sexual exploitation, behaviour, attendance and truanting, risk of offending, risk of becoming not in education, employment or training (NEET), different cultural expectations within the family.

*Jamal, age 13, was referred to Young Hackney by the Access and Assessment Service following an allegation made by his father about his mother's drinking. Jamal's parents had recently split up following incidents of domestic violence and his mother appeared to be using alcohol to cope with difficult feelings. When working with Jamal, Young Hackney aimed to give him space to talk about his experiences of witnessing domestic violence and his mother's use of alcohol. This allowed him to think about how these had affected him, as well as addressing the risks posed by his mother's drinking. Young Hackney also helped Jamal to find activities outside the home which would support him to build his confidence and engage with the wider community. His mother was open to support and was able to have difficult conversations about her use of alcohol and agreed to engage with a counsellor and welfare officer. Young Hackney continued to work with her addressing the impact of her alcohol use on Jamal through consultation with the Young Hackney Substance Misuse Service and created a safety plan together to address the things that Jamal was most worried about. Jamal's and his mother's feedback at case closure was positive: they both found the process to be helpful in allowing them to reflect and voice their concerns. They particularly appreciated the positive, strength-based approach to providing support that Young Hackney uses and have indicated that they would self-refer in future if they thought they needed further support.*



# Early Help and Prevention

## Family Support Service



The Family Support Service Units are primarily social work led delivering targeted support to families in need of additional and/or intensive support, including those identified as 'Troubled Families' meeting a minimum of two of six headline criteria:

- Parents and children involved anti-social behaviour
- Adults out of work or at risk of financial exclusion or young people at risk of worklessness
- Children who are not attending school regularly
- Children who need help: children of all ages, who need help, are identified as in need or are subject to a Child Protection Plan
- Families affected by domestic violence and abuse
- Parents and children with a range of health problems

*'I would like to convey my sincere thanks, appreciation, support and loyalty to my son. He has finished his A level exams today and I could not have done it without your tireless support. It's one of the first days in a long time that I have had a genuine smile'*

– Parent about their Family Support social worker

## Domestic Abuse Intervention Service



The Domestic Abuse Intervention Service (DAIS) joined the Children and Families Service as part of the Early Help and Prevention Service in April 2017 and is co-located with other services in CFS. DAIS works with anyone experiencing domestic abuse who is living in Hackney, aged 16 or over, of any sex and gender, and of any sexual orientation. The service assesses need; provides information and support on legal and housing rights; and supports service users with court attendance and to obtain legal protection. The service also works with perpetrators of domestic abuse to try to reduce risk.



*"I knew there would be help, I didn't expect all this though. I am so so grateful. It's the little things. My Intervention Officer came with me on the journey, she saw how low I was, how vulnerable, and that helped me a lot"*

DAIS service user about her Intervention Officer

DAIS received 1,165 referrals in 2017/18. There has been a year on year increase in the number of referrals the service receives with a 42% increase between 2015/16 and 2017/18.



For those victims of domestic abuse who have been identified and assessed as high risk, Hackney holds a fortnightly Multi Agency Risk Assessment Conference (MARAC), chaired by the police, and scrutinised by the Violence Against Women and Girls (VAWG) lead. 477 cases were heard at MARAC in 2017/18, a decrease of 4% from 2016/17 when 497 cases were heard. 96 (20%) of the total number of cases heard at MARAC were 'repeat' referrals. In 230 of the 477 cases (48%) there were children in the household. A total of 406 children were potentially being impacted by high risk domestic abuse.

The team works closely with professionals across the Council and external partnerships and DAIS provides support through co-location one day per week in the First Access and Screening Team (FAST), where referrals for early help and safeguarding services for children and families are received and processed. DAIS workers provide consultation and expert advice and guidance to other practitioners in the Children and Families Service, and provide training as part of the wider CFS staff training programme.

# Early Help and Prevention

## Youth Justice



The Youth Justice Service works with all young people in Hackney who are arrested or convicted of crimes and undertakes youth justice work including bail and remand supervision and supervising young people who have been given community or custodial sentences.

Young people are supported by a multi-agency team including a Forensic Psychologist, the Virtual School, Speech and Language Therapists, the Police, a Nurse, Probation Services, a Substance Misuse Worker and a Dealing Officer.



*"Helped me sort out my housing situation, and education advice as well as making positive decisions, for example choosing my friends and speech and language"*

Young person about his Youth Justice worker

Overall, Hackney has a relatively low proportion of 10-18 year olds involved in the youth justice system, and a low number of remands and custodial sentences. The number of young people re-offending in Hackney within a 12 month period has increased over the last year, from 59 at the end of March 2017 to 70 at the end of March 2018.

### First time entrants (FTE)

In 2017/18 Hackney witnessed a small decrease in the overall numbers of First-Time Entrants (FTE) with the number decreasing to 111 (from 114 in 2016/17) after three years of growth from a historic low four years ago.

### Education, Employment and/or Training

Education can be a strong protective factor for young people at risk of offending. The Youth Justice Service has a strong focus on securing access to education, training and employment and is supported by the Virtual School. At the end of March 2018, 78% of young people on youth justice orders were attending and engaging in full time education, training or employment.

*Neil, aged 16, attended a screening session with the Speech and Language Therapist (SaLT) as part of his Youth Justice Order. This showed that Neil had some difficulties with his ability to remember and understand information. When this was explored further, Neil's mother reported that he had become a bit withdrawn recently. Neil then disclosed that he would often hear voices in his head that would give him strong migraines. After obtaining his consent, the SaLT worker made a referral to Homerton Safeguarding and the Hackney Clinical Hub. The Clinical Psychologist was then able to meet with Neil, his Speech and Language Therapist and Youth Justice worker to provide specialist input into the support strategy being agreed to support Neil to complete his order and improve his life chances.*





# Family Intervention and Support Service (FISS)

## Access and Assessment



### Strengths/Progress

**Quality of assessments** – Audits found an improvement in the quality of assessments with an average score of 3.9 in 2017/18 compared to a score of 3.5 in 2016/17 (where 1 is ineffective and 5 is highly effective). Auditors found that the majority of assessments were thorough, and identified risks in a timely manner, particularly in complex cases such as those with an element of child sexual exploitation or harmful sexual behaviour. Assessments also demonstrated evidence of strong multi-agency information sharing.

**Swift and effective response at the front door** - 127 brief audits were undertaken in the First Access and Screening Team (FAST) during 2017-18, with auditors agreeing with the decisions made by the team in 98% of cases.

**Response to 16 and 17 year olds who are homeless or at risk of homelessness** – Thematic audits carried out on this topic in September 2017 evidenced good practice. The average score for overall practice was 3.5 (where 1 is ineffective and 5 is highly effective). In all cases where the revised 16/17 year old homelessness protocol applied (developed following the Ofsted inspection in 2016), auditors found that this protocol had been followed correctly.

**Improved consistency for families** - Thematic audits in February 2017 on re-referrals found that for some families the impact of multiple referrals and repeat assessments had not been fully considered for the family, particularly in cases of neglect. In order to improve consistency for families, the Access and Assessment and Children in Need services were brought under the same leadership in November 2017 to form the Family Intervention and Support Service. The service has since implemented a revised process to ensure that families that are re-referred to statutory services are allocated to the unit that previously worked with the family.



### Areas for further development and actions to address

**Assessment timescales** - Following the July 2016 Ofsted inspection findings that some assessments took too long, plans and timescales for assessments are set at the start of an assessment and reviewed at weekly unit meetings, to try to ensure that assessments take place within a timeframe appropriate to the individual child's needs. Assessments open for longer than average are audited by a Service Manager to understand the reasons for any delay. Assessment timescales are also monitored at the fortnightly Managing Demands Group, chaired by the Director of the Children and Families Service.

Whilst there has been some progress in achieving reduced timescales and very good engagement from both managers and practitioners on this issue, rises in demand for services and associated increases in caseloads have made it difficult to achieve the reduced timescales that had been anticipated. The service is supporting staff to undertake briefer assessments, proportionate to children and families' needs, while maintaining the high quality of assessments undertaken. Work is also underway to review the application of thresholds at the front door, for implementation in early 2019, and the effectiveness of the interface with early help services. It is hoped that this will support a reduction in the number of assessments being undertaken and the length of time taken to complete these.

**Information for parents/carers on assessments** - A number of complaints received during 2017-18 showed that parents are not always clear about what a Child and Family Assessment entails. Informed by this feedback, a booklet explaining the process as well as parents'/carers' right to comment on the assessment is being produced, and will be shared with parents/carers from January 2019. This will replace the leaflet currently in use.

**Increase in re-referral rate** - Hackney's re-referral rate increased in 2017/18, following a number of years of steady performance for this indicator. Further analysis is taking place to understand and respond to this increase.

# Access and Assessment

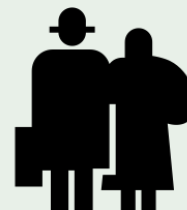


The Access and Assessment Service is part of the Family Intervention and Support Service and undertakes statutory assessments of children in need and child protection investigations for all new referrals to Children's Social Care.



## First Access and Screening Team (FAST)

The First Access and Screening Team (FAST) acts as a single point for contacts and referrals to the Children and Families Service for children in need of support or protection. The multi-agency and co-located team of police, probation, health, social work and research staff work together to share intelligence and jointly assess risk. All contacts with FAST are immediately progressed as a referral to Children's Social Care if the threshold for a statutory assessment is met, otherwise FAST supports children and young people to access universal and targeted early help provision such as the Family Support Service, Young Hackney, or Children's Centres.



## The **Overstaying Families Intervention Team (OFIT)**

The **Overstaying Families Intervention Team (OFIT)** supports families with No Recourse to Public Funds with advice and practical support through the provision of accommodation and subsistence payments. During 2017/18, OFIT has taken on a specialist immigration lawyer, benefitted from close working relationships with immigration services and from the assistance provided by the immigration advisor funded through the "controlling migration" grant. The Service has also developed working relationships with local voluntary groups. During 2017-18, OFIT supported up to 120 families and 240 children at any one time. Towards the end of 2017/18, the number of families successfully resolving their immigration status and obtaining access to public funds increased, reducing the number of families receiving support, a trend that has continued into the current year.



*'Thank you. Such a great social worker. She understood all our needs and respected our opinions.'*  
– Parent about their A&A social worker

## Out of Hours Social Work Service

The Out of Hours Social Work Service, or Emergency Duty Team (EDT), forms part of a 24-hour and seamless front line child protection service delivered by experienced and senior social work staff from across CFS working on a voluntary rota basis. The service meets the local authority's out of hours statutory social care responsibilities in safeguarding the welfare of children.

*'I must also add that this feedback is amazing and I really hope that all social workers could be this thorough. This is the first time I have received this type of feedback on an out of area referral.'*

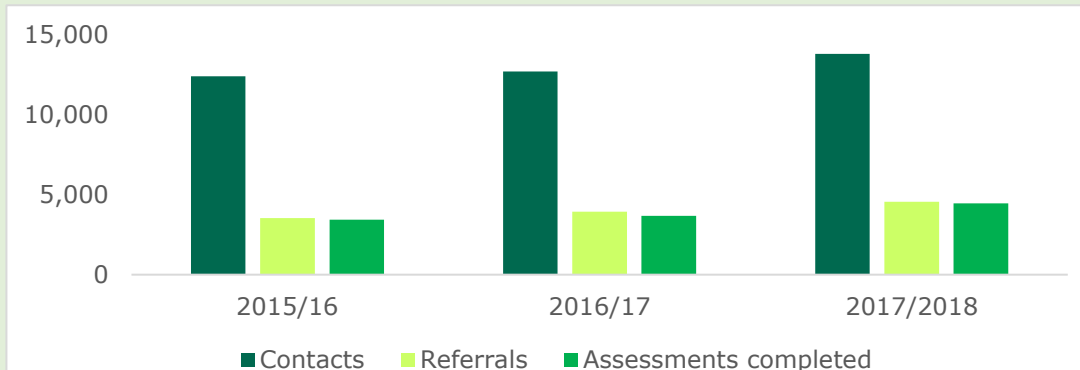
– Health professional about the outcome of their referral



*A referral was received from a local hospital after a mother who presented with chronic substance misuse issues gave birth in the community and discharged herself and went missing following the birth. The baby had significant health needs and initially no one with parental responsibility could be identified. Shortly after going missing, the mother contacted her estranged aunt who made contact with Hackney Children's Services. After contact was made with the wider family, family members immediately started to visit the baby whilst her medical needs were being met at the hospital. It was soon agreed that someone within the family network would look to adopt the baby, who has now been discharged into their care. Care proceedings have been initiated accordingly in a timely way and the baby is reported to have settled in very well with her carers and is thriving in their care.*



## Contacts, Referrals and Assessments



	2015/16	2016/17	2017/18
<b>Contacts</b>	12,386	12,699	13,802
<b>Referrals</b>	3,543	3,940	4,563
<b>Assessments completed</b>	3,434	3,667	4,456

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**Contact:** when an agency or member of the public provides information to our First Access and Screening Team (FAST). This might be a discussion about a child or family, or be for advice about services.

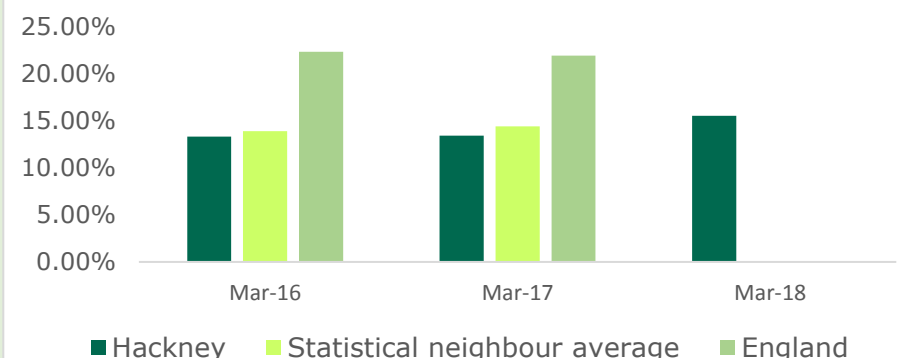
**Referral:** when a contact is about a specific child and this requires further investigation, the FAST team may progress the contact to a referral.

**Assessment:** when a referral has been investigated and it is decided that an assessment is needed to understand more about the child and their family in order to check that they are safe, an assessment is undertaken.

Referrals which do not result in an assessment but indicate that some ongoing support would be beneficial result in families being signposted or referred to Early Help services.

- ↑ 9% increase in the number of contacts received compared to last year
- ↑ 16% increase in the number of contacts accepted as referrals compared to last year
- ↑ 22% increase in the number of completed assessments compared to last year

## Percentage of re-referrals within 12 months of a previous referral



	March 2016	March 2017	March 2018
<b>Hackney</b>	<b>13.3%</b>	<b>13.4%</b>	<b>15.5%</b>
<b>Statistical neighbour average</b>	13.9%	14.4%	Not yet published
<b>England</b>	22.3%	21.9%	Not yet published



There has been an increase in the number of re-referrals since last year

## Average length of assessments

<b>49 days</b>	<b>2015/16</b>
<b>47 days</b>	<b>2016/17</b>
<b>46 days</b>	<b>2017/18</b>

Hackney continues to exercise dispensation agreed by the Department for Education for statutory assessment timescales which has enabled the Children and Families Service to adopt a proportionate and flexible approach with families during assessment.



# Family Intervention and Support Service (FISS)

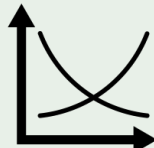
## The Children in Need Service



### Strengths/Progress

#### **Decrease in the number of children subject to Child Protection Plans -**

Considerable work took place in 2017/18, led by the Managing Demands Group that was established in July 2017, to understand and address the increase in Child Protection Plans in 2016/17. This has now decreased significantly to a level in line with the number of plans in the years prior to 2016/17. Extensive audits have taken place and these have led to the re-introduction of a consultation stage allowing practitioners to have conversations with Independent Chairs around the rationale for recommending a Child Protection Plan, and more consideration is given about



whether it is appropriate for all children from a large sibling group to be on a Child Protection Plan and on identifying alternative types of plans and support that may be more appropriate for young people aged over 16.



**Decrease in repeat Child Protection Plans** - Robust management oversight of repeat plans for children is having a positive impact on rates, which, at 13.1%, is now lower than the most recently published statistical neighbour average (15.9%) and most recently published national average (18.7%).

#### **Close tracking of Public Law Order (PLO) processes by senior managers**

– to ensure permanency is secured as quickly as possible for children and young people.

#### **Very positive feedback was received from the Courts and Cafcass in 2018 about Hackney social workers**

– this includes praise from a Judge for the “*excellent and high quality social work*” from a Children in Need social worker to support a child that she was working with and numerous comments about the sensitivity, thoughtfulness and respectful work undertaken with families.

#### **Timely and well-rounded response to neglect**

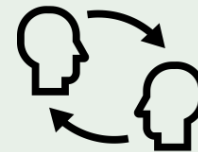
– Thematic audits in June 2017 showed that in seven out of eight cases reviewed where children were experiencing or had previously experienced neglect, the assessments fully explored and addressed the professional concerns and risk factors relating to neglect. Auditors found evidence of timely action being taken when there were immediate concerns about the levels of risk to children, as well as examples of good multi-agency working.



### Areas for further development and actions to address

#### **Communication with families about plans**

– Following the Ofsted inspection in 2016, a programme of improvement work took place across CFS in relation to children’s plans and a themed audit on this topic took place in March 2018. Auditors found that the vast majority of plans reviewed were clear and concise. However the audits highlighted that communication with families about plans could be improved.



This finding was supported by feedback from families as part of this thematic audit round. Families need to be clear about what is expected of them, how they can achieve this and also what support is available to them. This learning has been shared with practitioners and practice in this area will continue to be monitored.



#### **We need to understand why a high number of children remain at home at the end of court proceedings**

– The Service is carrying out more analysis of cases that go to court and result in children remaining/returning home, as well as liaising with other boroughs about their experiences, to ensure that we are not taking families through court proceedings unnecessarily.

#### **Strengthening responses to parental non-engagement for neglect cases**

– Thematic audits in June 2017 identified examples where practitioners could have used stronger strategies to work with parental non-engagement or disguised compliance in relation to neglect. A service-wide Practice Development Day was held in February 2018 for all CFS practitioners on the topic of ‘Working with denial and cognitive dissonance’ and this has been embedded into the wider staff training programme.

# The Children in Need Service



The Children in Need Service is part of the Family Intervention and Support Service and is responsible for the safeguarding of children and young people assessed as being 'at risk'. Work undertaken in the service includes child protection interventions, court proceedings and statutory family support to help children remain at home safely.



## Child Protection Plans

Children thought to be at risk of significant harm are discussed at an Initial Child Protection Conference to determine the need for a Child Protection Plan – a Protection Plan will outline the multi-agency interventions and support that will be put in place with the child and family to reduce the risk of harm and to achieve change within the family. Child Protection Plans are reviewed at regular intervals, and will end when the multi-agency group agrees that the child is no longer at risk of significant harm (in some cases this will be because the child has become looked after by the local authority).



Parent about their Children in Need social worker

*'I'd like to personally thank you, for initially listening and keeping an open mind to the circumstances that surround my family. It is to your great credit how fairly, evenly and rigorously you have understood and interpreted the information you have received. [Many times you have stated that 'this is your job' but I am deeply impressed by your commitment to the future happiness and prosperity of my two children.]'*

Parent about their Children in Need social worker



*'I have done a few cases with Hackney since Christmas and have been so impressed by everyone's commitment. It's so sad this isn't mirrored in all the boroughs'*

– Comment from Cafcass



*'Hackney is one of the most supportive and helpful Boroughs in this court and they have so many resources available to families'*

Comment from a Judge following a court case

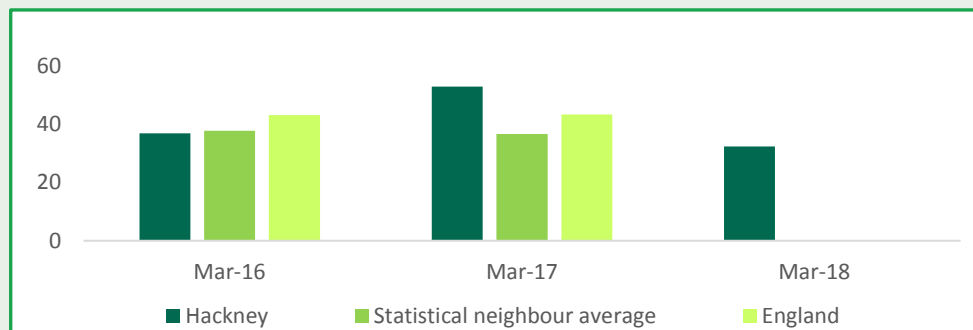
*Omar, aged 8, lived with his mother and came to the attention of CFS following concerns raised by his school in relation to his emotional wellbeing and his behaviour being beyond parental control. He would attack his mother frequently, had stopped attending school and had threatened to hurt himself. His mother struggled to accept the concerns and the need for intervention and he was consequently made subject to a multi-agency Child Protection Plan. However the risk escalated rapidly, leading CFS to attend Court to commence Care Proceedings and a Full Care Order was granted by the Court. Omar's behaviour changed when he came into care. He has an excellent foster carer who has supported him to return to school and he now has 100% school attendance. Omar has received support from the CFS Clinical Service, and he has engaged very well with this support and the concerns in relation to his emotional wellbeing have now decreased. He is enjoying friendships for the first time and likes a wide range of social activities. The social worker undertook ongoing work with Omar's mother to support her to understand the risks to Omar's development and she was able to develop some insight into his behaviour and her parenting. The contact that Omar now has with his mother has become much more enjoyable and safer for both of them.*



## Number of Child Protection Plans at 31<sup>st</sup> Mar

Mar 2016	Mar 2017	Mar 2018
226	330	200

## Rate of Child Protection Plans per 10,000 population aged under 18 (at 31<sup>st</sup> Mar)



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Area	Mar 2016	Mar 2017	Mar 2018
<b>Hackney</b>	<b>36.9</b>	<b>52.9</b>	<b>32.4</b>
<b>Statistical neighbour average</b>	37.7	36.6	Not yet published
<b>England</b>	43.1	43.3	Not yet published



39% decrease in the number of children subject to Child Protection Plans compared to the same point last year

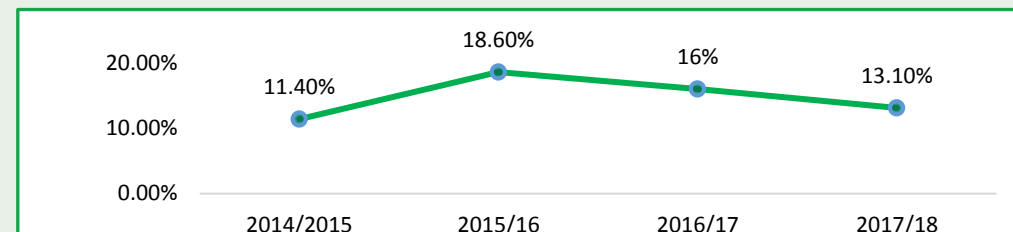


The rate of Child Protection Plans in Hackney at 31<sup>st</sup> March 2018 was 32.4 children per 10,000. This is a decrease from the previous year (52.9 per 10,000 at March 2017)

## Court Proceedings

The overall average length of proceedings in Hackney during 2017/18 was 30 weeks. This is 5 weeks longer than the overall average for 2016/2017 which was 25 weeks, and 4 weeks longer than the target of 26 weeks. This performance is mainly due to a number of long standing cases which were finalised in the final quarter of 2018 which significantly increased the overall average for the year. One family of 6 children were in proceedings for 75 weeks and another family of 3 children were in proceedings for 72 weeks.

## Percentage of children who became the subject of a Child Protection Plan who became the subject of a plan for a second or subsequent time



	2015/16	2016/17	2017/18
<b>Hackney</b>	<b>18.6%</b>	<b>16%</b>	<b>13.1%</b>
<b>Statistical neighbour average</b>	14%	15.9%	Not yet published
<b>England</b>	17.9%	18.7%	Not yet published



The number of children subject to a Child Protection Plan for a second or subsequent time decreased to 13.1% in 2017/18, which is lower than the most recently published statistical neighbour average (15.1%) and most recently published national average (18.7%).

## Percentage of children subject of a Child Protection Plan, by length of time as the subject of a plan

Duration of Child Protection Plan	Mar 2016	Mar 2017	Mar 2018
Under 3 months	28%	36%	32%
3 – 6 months	20%	22%	11%
6 – 12 months	35%	27%	21%
1 – 2 years	14%	12%	33%
Over 2 years	3%	3%	3%

Hackney had fewer children on Child Protection Plans for 3-6 months (11%) during 2017-18 compared to the national average (25%), and had more children on Child Protection Plans for between 1-2 years (33%) compared to the national average (15%).

# Private Fostering



A child under the age of 16 (under 18, if disabled) who is cared for, or proposed to be cared for, and provided with accommodation by someone other than a parent, person with parental responsibility or close relative for 28 days or more is described as being privately fostered.

Local authorities do not approve private foster carers, but are required to assess and say whether or not they agree and accept a private fostering arrangement to ensure that the welfare of privately fostered children is being safeguarded and promoted. To fulfil this duty local authorities must take a pro-active approach in partnership with other agencies and other key professionals in raising public awareness of requirements regarding notifications of private fostering arrangements.

## Age breakdown of total number of children in a private fostering arrangement between (Apr 17 - Mar 18)

As at the end of March 2018 there were 21 children in private fostering arrangements in Hackney. This is an increase from the figure of 18 private fostering arrangements in March 2017.

Of the 21 children in private fostering arrangements, 3 were new arrangements which began in 2017/18.

Age (at Mar 18)	Number of children
Under 1	0
1 - 4	1
5 - 9	8
10 - 15	12
16 and over	0
<b>Total</b>	<b>21</b>

## Total number of children in a private fostering arrangement (Apr 17 - Mar 18) by place of birth

Place of birth	Number of children
UK	9
Africa	7
Europe (other)	2
Asia	2
Middle East	0
Oceania	0
Canada and USA	0
Caribbean, Central and South America	1
Other	0
<b>Total</b>	<b>21</b>

# Young Carers



Young carers are children and young people under 18 who provide regular or ongoing care and emotional support to a family member who is physically or mentally ill, disabled or misuses substances.

A young carer becomes vulnerable when the level of care giving and responsibility to the person in need of care becomes excessive or inappropriate for that child, impacting on his or her emotional or physical well-being or educational achievement and life chances.

The multi-agency Hackney Young Carers Steering Group continues to monitor and support the Hackney Young Carers Project.

At the end of March 2018, Hackney Young Carers Project, funded by the Children and Families Service and delivered by Action for Children, was working with 185 young carers, compared to an average during 2016/17 of 209 young carers.

The project provides a variety of support services which include group work, and one to one work with children in more complex situations. Term time clubs take place such as cooking and homework clubs which take place every week, and one additional term time group that varies by term consisting of drama, sewing or cinema club. Positive activities and fun holiday sessions are well attended by the young people, and there are support groups in four secondary schools in Hackney.

# Disabled Children Service



The Disabled Children Service (DCS) is part of the Special Educational Needs and Disability (SEND) service within Hackney Learning Trust. It operates a social model of disability in offering assessment and intervention in line with the Children Act to families who are experiencing crises due to the disability of their child and or social isolation as a result of their child's disability in accessing universal or targeted services. All referrals for an assessment from DCS are made through the First Access and Screening Team (FAST).

At the end of March 2018, the service was working with **241** children and young people. Of the 241 children, **165 were male and 76 were female**. This is a slight decrease compared to 2017, when the service was working with 248 children and young people.

## Age and disability breakdown for cases open to the Disabled Children Service (as at Mar 2018)

Age	Number of children
5 or under	33
6 - 8	47
9-11	40
12-14	61
15+	60
<b>Total</b>	<b>241</b>

Type of disability	Number of children
Physical disability	46
Learning disability	129
Both learning and physical disability	56
Down's syndrome	10
<b>Total</b>	<b>241</b>

## Transitions

During 2017/18, 58 young people transitioned from children's to adult services as they reached the age of 18. This number is in line with the number of young people last year. Work is underway to strengthen transition processes to ensure that joint planning is effectively managed.

## Short Breaks

Short breaks are defined as any service or activity outside of school hours which gives the family of a disabled child or young person a break from their caring responsibilities, and gives the disabled child or young person an enjoyable experience. There are currently **seven** commissioned short breaks providers in Hackney, including providers offering support specifically within the Orthodox Jewish community. In 2017/18, of **1,257** young people known to Short Breaks, **919** were accessing provision. Letters have been sent to families who are not using the provision to understand the reasons for this and prompt those families who have not selected provision to do so.

	2015/16	2016/17	2017/18
<b>Number of young people accessing Short Breaks provision</b>	1,081	1,193	919

As a result of a complaint from a parent in 2017/18 about information related to Short Breaks provision for children aged under 5, the Service has revised their explanation of the provision and made this clearer on the Council's webpages.





# Clinical Service



The Hackney Children and Families Clinical Service is an integrated and specialist Child and Adolescent Mental Health Services (CAMHS) for children accessing Children's Social Care Services, the Family Support Service, Young Hackney and the Youth Justice Service. It works in partnership with the City and Hackney CAMHS Alliance and is accountable through integrated CAMHS commissioning arrangements. The Clinical Service operates on an outreach basis in order to promote accessibility for families, and does not have a waiting list.



*It was really helpful to have time to discuss what was happening in our family. The team got us to think about various aspects which [otherwise] we might not"*

– Parent about their child's clinician

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## Clinical Service Activity Data Apr 17 – Mar 18

Number of new cases	398
Total number of cases	1,216
% of positive CHI-ESQ* feedback	93%
% of positive SDQ** improvement	79%

\*The Children Experience of Service Questionnaire (CHI-ESQ) was developed by the Health Care Commission as a means of measuring service satisfaction in Child and Adolescent Mental Health Services.

\*\*The Strengths and Difficulties Questionnaire (SDQ) is a brief emotional and behavioural screening questionnaire for children and young people.

The Clinical Service delivers training to social workers, foster carers and other frontline practitioners. This includes topics such as managing self-harm risk, and recognising and responding to the attachment needs of looked after children.

## New Beginnings Parent-Infant Mental Health Programme

The CFS Clinical Service has an active partnership with the Anna Freud Centre to develop and deliver this programme for at-risk babies and their families. The project was recognised at the 2017 national Infant Mental Health Awards.

Since April 2008 all local authorities in England have been required to provide information on the emotional and behavioural health of children and young people in their care. Data is collected through a Strengths and Difficulties Questionnaire (SDQ).

The average **SDQ score** for Hackney's looked after children in 2017/18 was 14. This is in line with the national average score for looked after children and a decrease from last year's average SDQ score of 15.

The scoring range is between 0-40. On an individual basis a score of 13 or below is normal and 17 and above is a cause of concern (14 - 16 is borderline). Every child whose SDQ score was of concern has received additional support from the Clinical Service.



## Association of Family Therapy Accreditation



Hackney Children and Families Service is the first local authority in the country to receive accreditation from the Association of Family Therapy and Systemic Practice (AFT) for its postgraduate training in Systemic Theory and Practice within Children's Social Care (Year 1) and is run and facilitated by the CFS Clinical Service, meaning that practitioners who complete our in-house training receive a post-graduate qualification. Systemic social work practice aims to support families and young people to build their capacity to address their own problems more effectively, using a *collaborative* approach. This involves *working with* key relationships in a child or young person's life and building on these to ensure that they are supportive, helpful and safe.

## Evidence-based practice

The Clinical Service offers a wide-range of evidence based therapeutic support to children and families experiencing emotional and behavioural difficulties; relationship issues and mental health issues. Approaches offered include Systemic Family Therapy, Child Psychotherapy, Cognitive Behavioural Therapy (CBT), Video Interaction Guidance (VIG), Art Therapy and Dyadic Developmental Psychotherapy (DDP).

# Clinical Service

## Systemic approaches

Family Therapy, Multi-Family Group Therapy and Couples Therapy are available to families where there are relationship difficulties, including risks of abuse, neglect and extra-familial risk. Four Family Therapy clinics run each week, including an evening clinic for working parents. Systemic approaches also inform reflective practice groups for Children and Families Service practitioners.

## Trauma-informed practice

The Clinical Service provides training and consultation across Children and Families Services, to support awareness and responses to children and families who have experienced trauma. Clinicians also offer direct trauma-focused therapeutic support to children and young people. As well as addressing symptoms of PTSD, interventions focus on addressing the wider effects of complex and developmental trauma; experienced as a result of abuse and neglect, domestic violence, refugee experiences and community violence.



*"[The clinician] let me talk freely and I stopped being over emotional and because of that I am very pleased".*


Young person about their clinician



## Promoting Secure Attachment Relationships

The Clinical Service supports awareness of the attachment needs of children via consultation to colleagues, foster carers and schools, and offers training in this area to a range of audiences. The service runs a group programme for foster carers to help them meet the attachment-related needs of looked after children, and offers specialist attachment-focused therapies including Dyadic Developmental Psychotherapy (DDP) and Theraplay.

## Partnership and Inter-Agency working

Clinical support within Children and Families Services is highly integrated with the development and delivery of wider support plans, risk assessments and interventions offered by social workers, family support workers and youth workers. Clinicians attend unit meetings on a regular basis so that practitioners have frequent access to clinical support. 

Hackney's clinical offer to young people supported by the Youth Offending Team was highlighted as a case study in the Local Government Association's Youth Justice Resource Park (published in May 2018).

This year, Clinicians have also begun directly contributing to statutory health assessments for looked after children. This has led to improved identification of mental health needs at the initial stage of a child's journey into care.

*Tim, aged 9, was referred to the Clinical Service after disclosing sexual abuse by his father, during an overnight stay. Tim was described as being generally anxious and easily upset at school, but had a close relationship with his teacher. His mother reported having a close relationship with Tim, but there was a difficult relationship between Tim and his mother's new partner, who lived with them along with his own older children.*



*Alongside safeguarding responses from the social work unit, a comprehensive clinical assessment was completed, which established that Tim had some further symptoms of trauma, and that there was a high level of family conflict in the home, which was causing him a lot of worry and distress. Short-term family therapy was offered, which helped the family reduce conflict and build resilience. Clinical consultation helped staff in Tim's school to support Tim in a trauma-informed way. Individual specialist trauma-focused therapy also contributed to Tim feeling better, and able to enjoy home and school life again. The Clinical Service input included consultation to the social work unit to inform risk assessment and planning. At the end of the intervention period, Tim was no longer experiencing trauma symptoms, family life was calmer and there was no longer a need for statutory social work involvement.*





## Strengths/Progress

### Consistently strong educational achievement of Hackney's looked after children -

- Hackney performed well in the Key Stage 4 Attainment 8 measure in 2017 achieving better results than the England and statistical neighbour averages and came **29th overall in the country**.
- Hackney also achieved very well in the Key Stage 4 Progress 8 measure in 2017 attaining results better than the England and statistical neighbour averages and came **7th overall in the country**.

### Development of new child-centred Looked After Child Review process -

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- There continues to be positive feedback from young people about their Looked After Child Reviews since the re-launch of these in September 2016 as the more child-friendly 'Our Reviews, Our Choice' process. Young people are being empowered to take a more directive role in their reviews and there has been an increase in young people chairing their review meetings and devising activities for the attendees to be part of.

### Care leavers receive extensive support around education, employment and training (EET) via the Virtual School -

- Hackney has strong care leavers EET performance - the overall EET figure for 19-21 old care leavers was 64% in 2017, placing Hackney **11th in the country overall** and 2nd in London (with only City above Hackney's performance).
- Hackney had a higher proportion than the national average of care leavers in higher education - 9% in Hackney in 2017, compared to 6% nationally.
- Hackney care leavers also benefit from a pre-employment programme to support them to develop the skills and experience to become ready to apply for apprenticeships within the Council and with other employers.



## Areas for further development and actions to address

**Suitable placements for complex adolescents** – young people aged 14 years and older made up 49% of the total children in care cohort (March 2018). These young people often have complex needs requiring greater levels of support; appropriate placements to match the needs of these young people are extremely difficult to source. The service aims to recruit more in-house foster carers who are able to provide appropriate placements for these complex adolescents (this will also have an impact on the use of residential placements which has increased over the last two years).

**Placement stability** – The percentage of looked after children with three or more placements in one year has significantly improved - decreasing to 11% in 2017/18 from 18% in 2016/17. However, long-term placement stability for children in care has decreased from 69% in 2016/17 to 62% in 2017/18. This is due to a number of young people reaching adolescence and their carers struggling to cope with increasingly complex behaviour. The Service has learnt from these placement breakdowns and work is underway to put additional support in place for similar placements before other possible breakdowns occur. The Mockingbird Model will also be rolled out in the Fostering Service in the coming year, which will create networks of peer support around foster carers and their looked after children to promote resilience within these placements.

**A significant proportion of Hackney looked after children are in placements provided by Independent Fostering Agency (IFA) carers** – these placements are significantly more expensive than in-house carers and the Service has limited control in terms of the quality of placements.

# Corporate Parenting



## Strengths/Progress

**Council tax exemption for care leavers** - Hackney care leavers, aged 18 - 25 years, who are living in Hackney have been exempt from paying council tax since April 2017.

**Foster carer recruitment activity is strong** - The number of mainstream foster carers recruited in 2017-18 was 17, similar to last year at 18 and higher than the most recently published statistical neighbour average of 7 (for 2016/17). The Service is working to further increase the number of new foster carers recruited.

**Skilled workforce in Leaving Care Service** - The Leaving Care Service continues to be delivered by qualified social workers rather than unqualified personal advisors as in many local authorities.

**Finding adoptive parents for children with additional needs** - The Service has been persistent in pursuing adoption placements for children with significant support needs. This has sometimes resulted in shifting focus away from target timescales to ensuring the best outcome for these children. Examples of this include securing adoption placements for a large sibling group and a child with severe physical and learning disabilities. The Service has also focused on strengthening the support offer for adopters by working closely with the in-house Clinical Service to design dedicated support packages for adopters.



## Areas for further development and actions to address

**Increased demand for care leaver services** - The number of care leavers aged 17 - 21 being supported by the Service has increased by 14% compared to last year. The legislative changes introduced from April 2018 will increase the number of care leavers aged over 21 that the Service is supporting. Extensive preparation work has taken place to ensure the service is well-equipped to respond to the leaving care legislation changes.

**Access to CAMHS support for looked after children placed out of borough remains a challenge** - work is taking place to consider additional support that can be provided by the in-house Clinical Service in these situations to ensure that our out-of-borough looked after children have access to excellent clinical provision. The service is exploring telemedicine techniques as well as strengthening relationships with clinical providers in hosting boroughs.

**Reducing school exclusions for looked after children** - 14.1% of Hackney looked after children received at least 1 fixed term exclusion, compared to the statistical neighbour average of 11.3% and the national average of 11.4% (most recently published data). Of these, 17 children had an exclusion from a Hackney school, compared to 28 children that were excluded from schools outside of Hackney. The Virtual School is focused on reducing the number of exclusions for Hackney young people and will continue to work with Hackney Learning Trust in relation to Hackney schools, as well as with schools that looked after children attend outside of Hackney to address this issue.

**Support for Special Guardianship Order (SGO) carers** - the Service recognises that this is an area that needs further development to prevent later breakdown of these arrangements.

# Corporate Parenting

## Looked After Children



The Corporate Parenting Service is responsible for all areas related to the safeguarding and welfare of children who are in the care of the local authority. This includes planning for their future placements via fostering and adoption, supporting rehabilitation home whenever possible, and supporting young people who have previously been in care up to the age of 25.

*'the best social worker ever [...] I really like how [he] listens to me'*

*Young person about their LAC social worker*



### The Hackney Promise



The 'Hackney Promise to Children and Young People in Care' outlines 16 promises around what to expect from the Council when a young person is in care. The Promise was developed by our children and young people and has formed the basis for Hackney's Corporate Parenting Strategy.

### Hackney Youth Care Council (previously known as 'Hackney Gets Heard')

Hackney's Children in Care Council provides looked after children with an opportunity to share their experiences of the care system and increase their ability to influence and improve the services they receive. The group also runs fun events, trips and workshops with other young people in care to ensure a wide range of views are captured.

In 2017-18, young people have been involved in staff recruitment panels, delivering Skills To Foster training to potential foster carers, and providing feedback about services.



The HYCC were also previously involved in the re-design of how looked after child reviews are run in Hackney in 2016, which has led to these reviews changing to become more child-centred and engaging. The HYCC will be inspecting how effective these changes to looked after child reviews have been and will be speaking to young people and staff to establish how child centred looked after child reviews are in practice.



*Young people involved in HYCC this year have said that through working in partnership with a wide range of adults, Council staff and members of their community, they have developed their skills, increased their confidence and feel a sense of ownership and belonging.*

## Number of looked after children

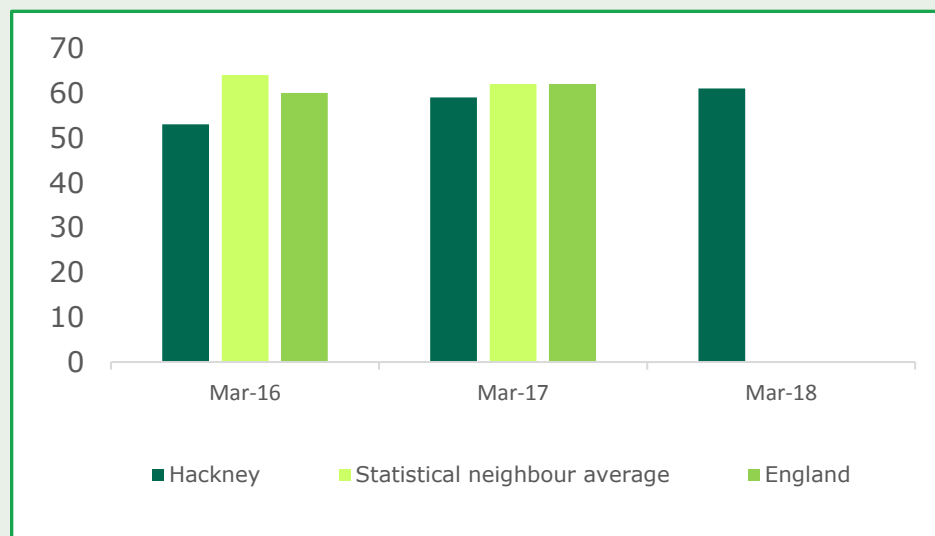
Mar 2016	Mar 2017	Mar 2018
325	371	381

There was a 3% increase in the total number of looked after children at March 2018 compared to the previous year.

There are some areas where the local authority has no influence on whether children become looked after. The increase in the number of looked after children in 2018 is influenced by the number of young people that were looked after due to their remand status as at 31<sup>st</sup> March 2018 - 12 young people (3% of the total cohort) were young people on remand, compared to no young people being looked after due to their remand status at the same point last year. Additionally, 27 looked after children (8% of the total cohort) were Unaccompanied Asylum Seeking Children (UASC) as at 31<sup>st</sup> March 2018, compared to 30 young people at the same point last year.

## Children Looked After per 10,000 population aged under 18 (at 31<sup>st</sup> Mar)

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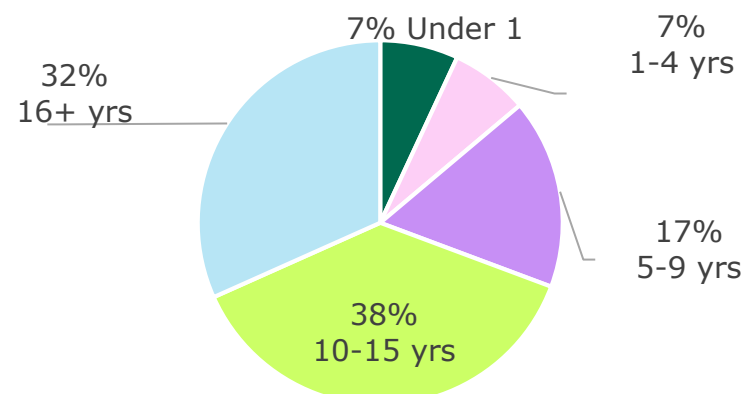


Area	Mar 2016	Mar 2017	Mar 2018
<b>Hackney</b>	<b>53</b>	<b>59</b>	<b>61</b>
<b>Statistical neighbour average</b>	64	62	Not yet published
<b>England</b>	60	62	Not yet published

## Age breakdown of total number of looked after children, at year ending 31 March

Age	2016		2017		2018	
	Eng	Hackney	Eng	Hackney	Eng	Hackney
Under 1	5%	10 (3%)	5%	14 (4%)	Not yet published	25 (7%)
1 - 4	13%	30 (9%)	13%	27 (7%)		28 (7%)
5 - 9	20%	45(14%)	19%	61 (16%)		64 (17%)
10 - 15	39%	140 (43%)	39%	153 (41%)		143 (38%)
16 +	23%	100 (31%)	23%	116 (31%)		121 (32%)
<b>Total</b>		<b>325</b>		<b>371</b>		<b>381</b>
<b>Total statistical neighbour average</b>		<b>385</b>		<b>379</b>		Not yet published

## Age of total looked after children (Mar 18)



A higher proportion of Hackney's looked after children cohort are older young people than the national average – 32% of the total cohort were aged 16 years or over in 2018, compared to 23% nationally.



## Age breakdown of children entering care during the year ending 31 March, by age on starting

Age	2016		2017		2018	
	England	Hackney	England	Hackney	England	Hackney
<b>Under 1</b>	18%	20 (10%)	18%	28 (11%)	Not yet published	32 (15%)
<b>1 – 4</b>	18%	20 (9%)	18%	27 (11%)		22(10%)
<b>5 – 9</b>	17%	30 (15%)	18%	43 (17%)		23 (11%)
<b>10 - 15</b>	29%	65 (33%)	29%	73(30%)		68 (31%)
<b>16 +</b>	18%	60 (33%)	17%	75(30%)		72 (33%)
<b>Total</b>		<b>190</b>		<b>246</b>		<b>217</b>



*Nathan, aged 7, has significant developmental trauma and consequential extreme behavioural issues which include violent and aggressive actions towards carers and other children. Following the breakdown of his long term foster placement, an emergency placement was sought and a carer was located through an Independent Fostering Agency (IFA). Although the placement was initially at risk of breakdown due to Nathan's behaviour escalating, the Placement Management Unit worked closely with the IFA, the social work unit and the clinician to identify a suitable package of support which involved the IFA recruiting support workers to come into the placement daily to work with Nathan and his foster carer. An occupational therapist from the Virtual School and the in-house clinician have been able to support the placement, providing training with the foster carer and support workers to help them understand Nathan's internal world, the reasons for his defensive and attacking behaviour and techniques to help calm Nathan. Nathan's behaviour, although still problematic, is far calmer at home. Due to the foster carer's deeper understanding of his needs she has been able to build a reciprocal loving relationship with Nathan and she has indicated that once a package of long term support is confirmed she would like to formally put herself forward as Nathan's permanent foster carer.*



There was an 11.8% decrease in the number of children entering care during 2017/18 (217 children) compared to 2016/17 (246 children). The Service is currently carrying out further analysis to understand this trend.

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More young people come into care at an older age in Hackney. During 2017/18, 140 children and young people aged 10 and over entered care – 64% of the total number that entered care, compared to 46% nationally. Of this group, 106 young people who entered care in Hackney in 2017/18 were aged 14 or over representing 49% of all children entering care. More young people come into care in Hackney aged 16 years or over than the national average (33% of the total number entering care in Hackney, compared to 17% nationally). In 2017/18, 32 young people entering care in Hackney were aged 17 years old, representing 15% of the total cohort.



The percentage of young people becoming looked after for the second or subsequent time within the last 12 months was 9.2% for 2017/18, a decrease compared to 11.8% for 2016/17

The number of children leaving care during 2017/18 was 207. Of these, 82 (40%) returned home to live with parents, relatives or another person with parental responsibility. A further 12 (6%) left care due to Special Guardianship Orders or Child Arrangements Orders (previously known as Residence Orders) being granted, and 12 (6%) were adopted

# Looked After Children

## Fostering Service



### Recruitment of Foster Carers

The Fostering Service has approved 17 mainstream foster carer households during the financial year 2017/18. 16 mainstream foster carers resigned and 1 foster carer's approval was terminated during 2017/18. The Fostering Service continues to develop their recruitment and retention strategy, using learning from recent years. Most recently, the service has worked with Future.gov to develop an online eligibility checker and application form for potential foster carers to help better focus the resources of the team on applicants that are more likely to go on to become foster carers.

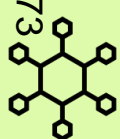


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### Children and Young People Scrutiny Commission review of Foster Carer Recruitment and Retention



Hackney's Children and Young People Scrutiny Commission carried out a review in October 2017 on this topic. The Commission noted the good work of the service in this area, with more people applying to become a foster carer in Hackney, more people being recruited and fewer choosing to de-register. The Commission met with the Fostering Network, a leading policy and research agency in this field, who commended Hackney on the range of support services it provided to local foster carers. Following the review, the Commission made ten recommendations to further strengthen work in this area which are currently being implemented. An update on progress against the recommendations will be provided to the Commission in 2018/19.

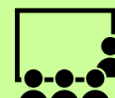


### Mockingbird Project

The Fostering Network's Mockingbird programme is an innovative research-based method of delivering foster care using the Mockingbird Family Model. The model uses an extended family model which provides respite care, peer support, regular joint planning, training, and social activities to other foster placements. The model centres on a constellation where one foster home acts as a hub, offering advice, training and support to 6-10 satellite foster or kinship families. The hub home builds strong relationships with all those in the constellation, empowering families to support each other and to overcome problems before they escalate or lead to breakdown.

Evaluations of the Mockingbird Family Model show improved outcomes for children, young people and carers, with improved placement stability, connection with siblings, and foster carer support and retention.

Hackney has committed to delivering the Mockingbird Family Model with the Fostering Network. The project aims to launch the first hub home in spring / summer 2018.



### Training of foster carers

As part of the Sufficiency Strategy 2016-19, an extensive training programme is offered to Hackney foster carers. Each foster carer develops their training programme with their supervising social worker, tailored to their needs and reviewed informally during supervision meetings and annually as part of the formal foster carer review. The training programme covers a wide range of training courses to provide support in specific areas such as 'Understanding Attachment' for different age groups; 'Considering the impact of educational pressure and the emergence of school refusal'; 'Safeguarding Young People (Child Sexual Exploitation; Harmful Sexual Behaviour)'; 'Supporting children with difficult behaviours'; 'Makaton Taster Session'; Social Pedagogy Action Learning Sets; and many more.

# Looked After Children

## Placement Activity

### Placement Stability

Percentage of looked after children with three or more placements in one year

	2015/16	2016/17	2017/18
<b>Hackney</b>	<b>13%</b>	<b>18%</b>	<b>11%</b>
Statistical neighbour average	11.6%	11%	Not yet published
England	10%	10%	Not yet published



The number of looked after children with three or more placements in one year decreased significantly to 11% in 2017/18 from 18% in 2016/17. This is in line with the statistical neighbour average and national performance on this indicator.

Page 10

Hackney's multi-strand placement stability strategy has led to improved performance over the past year. It has promoted the importance of placement stability with staff, encouraging them to build a 'team around the placement' which aims to identify placement fragility early on in order to devise a response to make placements more resilient and prevent break down.

Percentage of looked after children aged under 16 looked after continuously for at least 2½ years who have been living in the same placement for at least 2 years<sup>1</sup> as at 31<sup>st</sup> March



	2015/16	2016/17	2017/18
<b>Hackney</b>	<b>60%</b>	<b>69%</b>	<b>62%</b>
Statistical neighbour average	68.5%	73%	Not yet published
England	68%	70%	Not yet published

<sup>1</sup> (or placed for adoption and their adoptive placement together with previous placement lasting for at least 2 years)

Long-term placement stability for children in care has decreased from 69% in 2016/17 to 62% in 2017/18. This is due to a number of young people reaching adolescence and their carers struggling to cope with increasingly complex behaviour.

### Placement Types

Number of looked after children by placement type, as at 31 March 2018

Placement type	Number of LAC
Foster placements	274 (72%)
Placed for adoption	7 (2%)
Placement with parents	14 (4%)
Residential (children's homes)	25 (7%)
Secure unit	0
Semi-independent	38 (10%)
Youth Offender Institution	12 (3%)
Family Centre or Mother & Baby Unit	3 (1%)
Residential school	0
Other	8 (3%)
<b>Total</b>	<b>381</b>



The vast majority of Hackney's looked after children are placed with foster carers and the Service continues to increase the number of in-house carers available to support them. Of 274 foster placements as at 31<sup>st</sup> March 2018, 120 were with in-house carers, 153 were with Independent Fostering Agency carers, and 1 was with a carer provided by another local authority.

Number of looked after children by location, as at 31 March 2018



Placement location	Number of LAC
Hackney	86 (23%)
Neighbouring London local authority	68 (18%)
Other London local authority	150 (39%)
Local authority adjoining London	39 (10%)
Other 'at a distance' local authority	38 (10%)
<b>Total</b>	<b>381</b>

The majority of Hackney's looked after children are placed within commuting distance of Hackney. There is a strong focus on ensuring that all children, regardless of where they are placed, receive the same level of support.



# Looked After Children

## Unaccompanied Asylum Seeking Children (UASC)



As at 31<sup>st</sup> March 2018, 27 unaccompanied asylum seeking children aged under 18 (UASC) were looked after by Hackney Children and Families Service, a slight decrease compared to 30 at the end of March 2017. 8% of Hackney's looked after children cohort are unaccompanied asylum seeking children compared to a statistical neighbour average of 13%.

**CFS is providing additional support for UASC/former UASC through a project funded by the Government's Controlling Migration Fund** – This project is aiming to develop supported lodgings

options for Vietnamese, Albanian and Eritrean UASC, and provide specialist support to develop the independence and integration of this cohort.

Our unaccompanied asylum seeking children also receive support in terms of their education, including learning English, through the Virtual School, and will receive clinical support for trauma by the in-house Clinical Service as required.

## Independent Visitors Service

The independent visitor service recruits volunteers who befriend, support and advise looked after children and young people. A careful matching process takes place to understand the interests of the young people and the independent visitor - they may share a hobby, sport or interest. There are currently 30 young people matched with an independent visitor.

## Placement Costs

**Average weekly marginal cost of selected placement types as at 31 March**

Placement type	Average weekly cost as at Mar 17	Average weekly cost as at Mar 18
In-house foster placements	£436	£415
Independent Fostering Agency (IFA) placements	£886	£910
Residential placements	£3,554	£3,615
Secure welfare placements	£5,310	£6,035



The table above shows the difference in the average weekly costs in payments for in-house foster placements (excluding Fostering Service staffing costs, foster carer training and other associated costs), Independent Fostering Agency placements and residential placements.

The final volume of Independent Fostering Agency placements slightly decreased whereas in-house foster care volume stayed fairly steady between 2016/17 and 2017/18, however the cost has increased for both.

There has also been an increase in cost of semi-independent placements for young people aged under 18, although the numbers slightly decreased between 2016/17 and 2017/18. The impact of these and other changes are indicated in the tables opposite.

# Corporate Parenting

## The Virtual School



The Virtual School team provides additional educational support for children looked after, from early years all the way through to post-16 education and training opportunities, which provides continuity for children and young people in care. The Virtual School is well-resourced and includes a variety of roles including social pedagogues, learning mentors, an occupational therapist and speech and language therapists.

### Key Stage 2

Pupils in year 6 are identified for additional teaching support according to their academic level and the Virtual School intervention teacher delivers creative one to one sessions in Maths and English. Feedback from children and schools is very positive and the accelerated progress of each child is evident.

All pupils are offered support for the transition to secondary school, and links are made with designated teachers before children transition to their new school.

**% of KS2 Pupils achieving the required standard or above in maths, reading and writing**

	Reading	Writing	Maths	Reading, Writing and Maths
England	45%	48%	46%	32%
Statistical neighbour average	53%	54%	55%	40%
<b>Hackney</b>	<b>41.7%</b>	<b>58.3%</b>	<b>50%</b>	<b>41.7%</b>

This cohort consists of 12 young people. Whilst Hackney achieved results higher than the national average in reading writing and maths combined, the different results for the individual subjects are mixed. Hackney achieved above the national and inner London results in writing, but under the national average in reading. Maths and grammar, punctuation and spelling were above the national average, but below the inner London average.

### Key Stage 4

Pupils in Key Stage 4 are offered additional sessions of one to one tutoring in maths and English in both years 10 and year 11. Progress is monitored throughout and where necessary individual targeted support is offered.

All year 11 pupils receive support to identify appropriate pathways once statutory schooling has ended, and when necessary, are accompanied to college open days and interviews by a member of the Virtual School staff.

**Percentage of KS4 Pupils achieving A\*-C in both English and maths (performance of children who have been looked after continuously for at least 12 months) in 2017**

	5+ GCSEs including English and maths	Entered for EBac	Achieved EBac
England	15%	9.0%	3.0%
Statistical neighbour average	21.5%	14.0%	6.0%
<b>Hackney</b>	<b>22.7%</b>	<b>13.6%</b>	<b>4.5%</b>

Outcomes for this group of pupils are generally strong, falling slightly behind the statistical neighbours on the English Baccalaureate (Ebac) measures.

### Key Stage 4 Attainment 8 in 2017

	Attainment 8
England	19.3
Statistical neighbour average	20.7
<b>Hackney</b>	<b>22.7</b>

*Attainment 8 averages the scores of the best 8 subjects for each young person, adds them together to get a cohort score. (The maximum score possible is 80, assuming 8 A\* results).*

Hackney performed well in this measure achieving better results than England and statistical neighbour averages.

# Corporate Parenting

## The Virtual School

### Attendance

**Percentage of looked after children classed as persistent absentees at 31<sup>st</sup> March**

	2015	2016	2017
<b>Hackney</b>	<b>6.8%</b>	<b>12.2%</b>	<b>9.6%</b>
Statistical neighbour average	11.1%	11.1%	12.2%
England	9.0%	9.1%	10.0%

*A low percentage represents better attendance\**



The Virtual School has worked hard over the last year to improve performance by sending out attendance leaflets to all foster carers and monitoring every young person's attendance every 2 weeks. This strategy has resulted in attendance exceeding both the statistical neighbour and national figures

Children and young people supported by the Virtual School have the opportunity to engage in a wide range of activities.

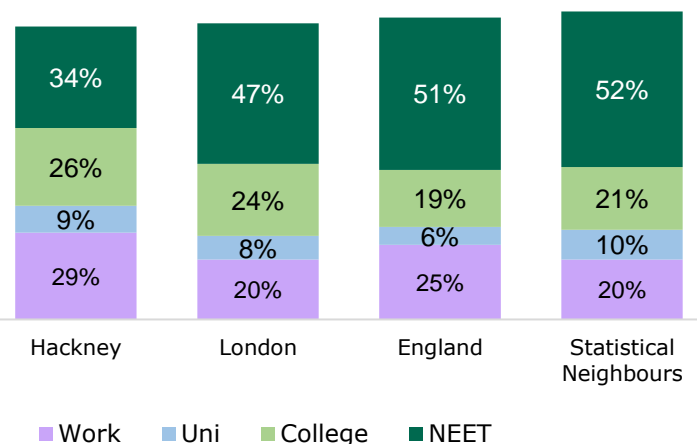
During 2017/18 children and young people have enjoyed engaging in activities such as residential trips to Jamie's Farm, a residential trip to Outward Bound in Wales, cultural exchanges to India and Romania, a sailing trip to the Isle of Wight, a residential trip to Kent, attending a music workshop at the Royal Albert Hall, creative writing workshops at the Ministry of Stories, art school classes, drumming and pottery workshops, a visit to the Sea Life Centre, bouldering and attending an 'Earth Science' taster day at Cambridge University.



### Education, employment and training

The consistent support offered by the team during the last year has again resulted in a low number of care leavers who are NEET (not in education, employment or training).

**ETE/NEET Comparison 2017**



Hackney compares very favourably to the national picture and far fewer Hackney care leavers are NEET when compared to London, statistical neighbour and national averages

**EPIC (Exceptional People in Care) Awards** - In February 2018, the annual EPIC Awards took place at Hackney Empire to celebrate the achievements of Hackney's looked after children and care leavers. A total of 229 young people were nominated for an award in recognition of their hard work and commitment to their education.

# Looked After Children

## Health



The Hackney Looked After Children (LAC) health service is delivered by a dedicated team closely aligned with Hackney's universal school-based health service and is co-located with the Virtual School to promote the delivery of a more holistic and integrated service to our looked after children and young people.

### Percentage of looked after children whose health checks were in time during a 12 month period



	2015/16	2016/17	2017/18
<b>Hackney</b>	<b>84%</b>	<b>90%</b>	<b>97%</b>
Statistical neighbour average	94%	94%	Not yet published
England	90%	89%	Not yet published

97% of children and young people had their review health assessment completed on time in 2017/18, an increase from 90% last year and higher than the national average from 2016/17. This reflects the efforts to increase stability in the staffing of the LAC health team over the year.

### Percentage of looked after children whose immunisations are up to date



	2015/16	2016/17	2017/18
<b>Hackney</b>	<b>86%</b>	<b>79%</b>	<b>77%</b>
Statistical neighbour average	78%	81%	Not yet published
England	84%	84%	Not yet published

Performance on this indicator at 77% in 2017/18 was lower than the statistical neighbour and national averages in 2016/17. Performance in this area is affected by Hackney's higher proportion of older young people coming into care, as well as the number of unaccompanied asylum seeking children (UASC) in the cohort, for whom immunisation data may not be available.

### Percentage of looked after children who have had an up-to-date dental check

	2015/16	2016/17	2017/18
<b>Hackney</b>	<b>83%</b>	<b>74%</b>	<b>82%</b>
Statistical neighbour average	85%	86%	Not yet published
England	84%	83%	Not yet published



82% of looked after children had an up to date dental check in 2017/18, an increase from 74% in 2016/17 and in line with the most recently reported national average of 83%.

# Corporate Parenting

## Adoption and Post Permanency



**Number (and percentage) of looked after children who ceased to be looked after who were adopted**

	2015/16	2016/17	2017/18
<b>Hackney</b>	<b>15 (8%)</b>	<b>19 (9%)</b>	<b>12 (6%)</b>
Statistical neighbour average	19 (9%)	19 (9%)	<i>Not yet published</i>

In 2017/18 a total of 12 Hackney children were adopted; a decrease from the 19 children adopted in 2016/17. This is in part due to the percentage of children entering care in Hackney being older than the national profile, with more complex needs (see page 25), and the judiciary continuing to show reluctance in granting Adoption Orders, preferring to keep children within their families.

As at 31<sup>st</sup> March 2018, 8 children were placed with their adoptive family but an Adoption Order had not yet been granted. A further 18 children had a formal plan for adoption but had not yet been placed with an adoptive family.

During 2017/18, the children who have been adopted have generally been placed quickly with adopters, with children waiting on average 11 months from the time the Placement Order has been granted to the date they moved in with their adoptive families. 4 sibling groups were placed for adoption in the year.

### Recruiting adopters

6 adoptive families were approved in Hackney in 2017/18.



### Regionalisation of Adoption Services

All local authorities are required to become part of a Regional Adoption Agency by April 2020.

In London the majority of local authorities are participating in the development of Adopt London which has 4 Sub-Regional Adoption Agencies. It is envisaged that Hackney will be part of Adopt London North which will consist of 6 local authorities (Hackney, Camden, Islington, Enfield, Barnet and Haringey). The development of the Regional Adoption Agency is being led by Islington Council. Each local authority will need to formally delegate its statutory duty to provide an adoption service to the Regional Adoption Agency. It is expected that the Regional Adoption Agency (Adopt London North) will commence work between April and June 2019.

### Post Permanency

There continues to be a high demand for post permanency support services from the Permanency Service, both from adoptive and Special Guardianship families. The range of work is broad and includes support for adopted adults and access to records; social work involvement and support; practical support; life story work; requests for financial support; contact (direct and letterbox); and access to therapeutic support. As at September 2018, the Permanency Service was providing support to 52 families who have adopted children (post-Order support), 17 families who are in the process of adopting children (pre-Order support), and 50 families where Special Guardianship Orders (SGOs) have been made. The Adoption Support Fund (ASF), established by the Department for Education in 2013, is being utilised to provide group work programmes within the North London Adoption and Fostering Consortium and to enable adoptive and Special Guardianship families to access therapeutic parenting training externally. The majority of ASF applications made on behalf of families are to provide personalised therapeutic support to individual families. Work continues to increase awareness and uptake with Special Guardianship families, who traditionally have been less aware of the potential benefits of therapeutic support. As at September 2018, Hackney has 46 applications pending to the ASF and is assessing 5 applications for prospective adoptive families.

# Corporate Parenting

## Leaving Care



The Leaving Care Service ensures that young people are supported to develop independent living skills, offered career advice and training and educational opportunities, and supported to reach their full potential in all aspects of their life.

Hackney's 2016 Ofsted inspection found that '*the support that care leavers receive is outstanding*'.

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301 care leavers aged 17-21 were being supported by the Leaving Care Service, as at March 2018, a 14% increase compared to the 265 being supported at the same point in March 2017.

The Service was providing support to 30 care leavers aged over 21 who were in higher education, as at March 2018. It is expected that the number of care leavers aged over 21 that the Service is supporting will increase following legislative changes introduced in April 2018.

As at 31<sup>st</sup> March 2018, 20 young people were living in Staying Put arrangements (continuing to live with their previous foster carer after they have turned 18), the same number of young people as at the end of March 2017.



### Leaving Care legislation changes

From 1<sup>st</sup> April 2018, the Children & Social Work Act 2017 requires all local authorities to:

- Extend support from Personal Advisers to all care leavers up to the age of 25, irrespective of whether they are engaged in education or training. This includes care leavers who return to the local authority at any point between the ages of 21 and 25 and request support, even if they had previously indicated that they did not want it.
- Consult on and publish a local offer for their care leavers: The local offer should provide information about all the services and support available to care leavers in the local area. It should include information about their statutory entitlements, as well as any discretionary support that a local authority might choose to provide.



In response to this change in legislation, a working group was established to prepare the service for the new duties. The group has focused on the following key priorities: forecasting demand in the context of the extended provision; considering the structure and capacity of the Leaving Care Service; consulting with care leavers about the local offer; refreshing the local offer for care leavers; adapting local data and information systems; communicating to care leavers to inform them of the extended duty to age 25 and Hackney's local offer; communicating the new duty within the Council; and ensuring partner agencies and providers are aware of the extended duty and the resulting changes.

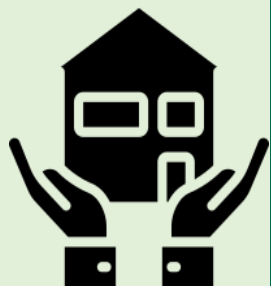


# Corporate Parenting

## Leaving Care



The percentage of care leavers aged 19-21 who were in suitable accommodation in 2017/18 was 78%, an increase from 75% last year. Most of the young people who were recorded as not in suitable accommodation were in custody (15 young people) or were no longer in touch with the Leaving Care Service (17 young people) and therefore information about their accommodation status was unclear.



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Housing continues to be an issue nationally, especially for care leavers in the London area, with the statistical neighbour average decreasing from 83% in 2016 to 81% in 2017.

The Service will continue efforts to improve the number of care leavers in suitable accommodation in partnership with the Council's Housing Needs Service.



*'[He] is one of the few people I can really talk to and trust'*

Young person about their Leaving Care social worker

*Megan came into local authority care at the age of 14 after having experienced a challenging and disrupted childhood and following the breakdown of her relationship with her parents. From the age of 18 when her case transferred to the Leaving Care Service she was very unsettled and due to her past found it hard to build or maintain trusting and positive relationships, which meant she was unable to access education, employment or maintain any of her semi-independent placements. Megan became pregnant when she was 19 and professionals were very concerned about her safety and that of the unborn baby due to her experiencing high levels of domestic violence from the baby's father, and her alcohol and substance misuse. This led to an intensive joint piece of work between the Leaving Care team and the Children in Need team (who were responsible for the safety of her unborn baby) to find a parent and child residential placement where Megan could move to when pregnant, and to begin weekly therapeutic work to help her consider her relationship patterns, substance and alcohol misuse and help her think about preparing to become a mother.*



*The Leaving Care unit provided intensive weekly one to one support to Megan and was able to support Megan to rebuild bridges with her siblings and parents. Megan was able to keep her baby in her care safely and progressed from a parent and child placement to holding her own tenancy, where she is functioning at a significantly higher level of independence and emotional maturity and resilience. She continues to work well with Leaving Care, therapeutic services and the Children in Need team. Megan is now hoping to return to education or employment, and progress with the next stage of her life. Megan recently told her social worker that she did not think she would ever get to this place in her life, and has reflected on how far she has come in the last two years, how grateful she is for the support she has received, but mostly how proud she is of herself.*



# Safeguarding and Learning



## Local Area Designated Officer (LADO)

The LADO investigates allegations of harm or a concern around the conduct or suitability of an adult to work or volunteer with children.

There were 165 referrals to the LADO in 2017/18, a 27% decrease from 226 referrals in 2016/17. However the number of referrals in 2017/18 is in line with the number for the two previous years.

There is a strong and effective working relationship between Hackney Learning Trust (HLT) and the LADO service. This is particularly important as the majority of LADO referrals are education setting based. The LADO has worked extensively with the Head of Wellbeing and Education safeguarding over the last year to address the ongoing difficulties posed by unregistered educational settings and the challenges around safeguarding in these settings.

## Children's Rights Service

The Children's Rights Service offers children and young people access to confidential and impartial support on issues concerning the Hackney Children and Families Service. The Service also provides Independent Return Home Interviews to young people following a missing episode. The Children's Rights Officer (CRO) aims to ensure that children and young people's voices are heard and their rights & entitlements upheld. While undertaking much of the work of a conventional advocate, the role has a specific focus on resolution and contributing to wider organisational learning.

In 2017/18, 95% of cases where young people required support with a single issue were resolved with the outcome desired by the young person.



There has been a notable decrease in the number of complaints made by children and young people or advocates on their behalf, decreasing from four in 2016/17 to none in 2017/18. This follows a similar decrease in previous years and is likely linked to the work of the Children's Rights Officers in seeking early and informal resolution for the children and young people with whom they work.

The use of Independent Return Home Interviews continues to be effective in supporting young people to share information about push and pull factors, what happens when they going missing and what support they need to reduce further episodes. The clear focus on the young person's voice alongside timely and case specific safety planning promotes the safety of these young people. The close liaison with the professional network promotes more effective risk assessment by the social work unit.



*A referral was made to Hackney's FAST team about Celine, aged 14 years, who had been missing from home. The family had no previous social care history and were unknown to professional services. Celine accepted the offer of an Independent Return Home Interview and a Children's Rights Officer (CRO) met with her within 72 hours of her return home to her family home. The interview gave Celine the space to speak about the reasons why she went missing. With the support of the Family Support Service, professionals began working with the whole family holistically to create positive changes within the home that worked to keep the family together and communicate more effectively. However, Celine's missing episodes became more frequent and for longer periods. Through continued return home interviews the Service learnt that she was experiencing child sexual exploitation by a criminal gang. Celine was feeling frightened, angry, and trapped. The return home interviews helped her to explore how she was feeling and the continued safety planning undertaken with her helped keep her safe from violence. Celine worked with her Children's Rights Officer to share information with the Police resulting in the arrest of the criminal gang.*

# Safeguarding and Learning

## Independent Chairs

Hackney's Independent Chairs provide independent oversight of work with looked after children as well as chairing Child Protection Conferences. They hold regular consultations on determining whether cases meet thresholds for Child Protection and Conferences and chair initial Harmful Sexual Behaviour and Child Sexual Exploitation Multi-Agency Planning (MAP) meetings.



*"Chair was professional and understanding and I did not feel under attack. The professionals made me feel comfortable as I was nervous"* - Family member about Child Protection Conference



## LAC reviews

After consulting with young people and partner agencies Hackney made the decision to move away from the traditional LAC review meeting process. Independent Chairs now use a range of tools and activities to engage and work with young people during their LAC reviews. Independent Chairs take a creative approach to LAC reviews, consulting with professionals, families and children before the review to ensure the LAC review is meaningful for the young person. Engagement techniques that are used include drawing and creative activities to enable children to talk about their lives and individual pieces of work to help young people identify the important people in their lives using football players and pop star references. LAC review reports are now written by Independent Chairs directly to the child/young person and, alongside the carers' and social worker's reports, these form part of the young person's life story work.

Performance for LAC reviews completed within timescale has improved over the last year - 85% of LAC reviews were completed within timescale in 2017-18, compared to 82% in 2016-17. Plans are in place to further improve this performance in 2018/19.



*"Thank you from me and on Sam's behalf for the insightful way you completed today's LAC meeting. It was very imaginative and Sam has commented that he has a much improved outlook on his life and has agreed for me to print the tree out for him to have in his room. He went on to say that he really enjoys speaking with you and made the comment that the cultural similarities you have together makes you seem 'like an uncle, cause that's how they would look out for me'"*

- Foster carer to Independent Reviewing Officer

# Safeguarding and Learning

## Missing Children and Children at Risk of Sexual Exploitation (CSE)

In 2017/18, 39 cases had initial CSE and harmful sexual behaviour (HSB) Multi-Agency Planning (MAP) meetings post assessment or following concerns emerging in open cases. During 2017-18, an average of 35-50 cases were being tracked by the Multi-Agency Sexual Exploitation (MASE) group at any one point during the year. Analysis is being used to support the MASE restructure to broaden its remit to address a wider range of vulnerabilities and exploitation types (e.g. 'county lines', missing episodes), to allow for a more holistic focus on vulnerable adolescents, and to facilitate and support a transition to focusing on broader thematic issues. A thematic audit in January 2018 focused on cases where children were known to be at risk of child sexual exploitation (CSE): the average score for overall practice was 4.1 (where 1 is ineffective and 5 is highly effective). The Children and Families Service is working closely with the Council's Integrated Gangs Unit to explore opportunities to enhance joint working to deliver early interventions and strengthening preventative approaches, as well as ensuring holistic support for vulnerable young people.



In 2017/18, 78 young people went missing from care on 555 occasions and 78 young people went missing from home on 162 occasions. There has been an overall improvement in 2017/18 where 55 (81%) children/young people who went missing from home accepted a Return Home Interview (compared to 72% in 2016/17) and 51 (82%) children/young people who went missing from care accepted a Return Home Interview (compared to 32% in 2016/17). In order to ensure young people who frequently go missing are supported and that the Director and senior management are kept informed, fortnightly missing children meetings are convened whereby practitioners provide an overview of the risk in relation to the child and the circumstances around the current missing episode in respect of high risk cases.

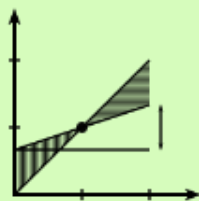
## Quality Assurance

The Children and Families Service is a complex system and many tools are used to understand performance and identify learning opportunities, themes and trends to enable the service to continue to adapt and respond to new demands. This includes management and audit oversight, with 1,314 audits taking place in 2017/18. Key strengths identified through audits include thorough assessments, appropriate and timely responses to high levels of risk, and strong multi-agency working and information sharing. Key areas for development identified through audits include deploying more effective strategies for working with parental non-engagement, exploration of identity with young people, and continuing to improve case recording. Multi-agency audits are also coordinated through City and Hackney Safeguarding Children Board.



Learning from complaints is used to identify areas where our service to families can be improved; a total of 78 complaint-related representations were received during 2017-18 - this is a decrease from 2016/17 when 102 representations were received. Learning from complaints this year has led to improvements in information leaflets provided to families, and reminders to practitioners about recording and the importance of timely sharing of information with families.

# Financial Performance – Overview

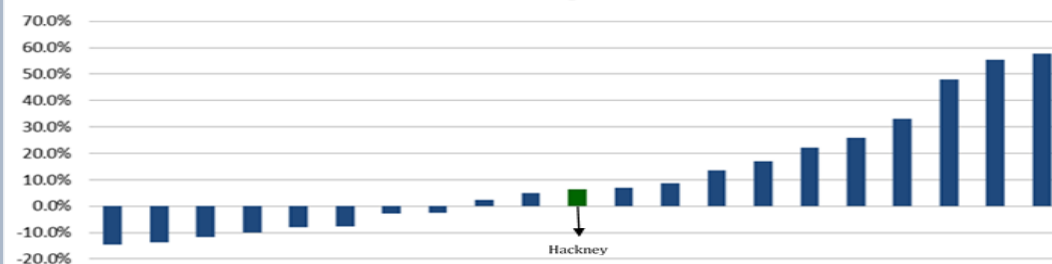


The outturn for 2017/18 for the Children and Families Service on a net budget of £56m was a breakeven position after use of grants and reserves of £4.3m including a drawdown on the Commissioning Reserve of £1.8m. There has been a requirement to draw down from the Commissioning Reserve since 2012/13 due to the increased number of children in care and a shortage of in-house foster carers.

Bringing the financial position up to date, for 2018/19, against a net budget of £58m the Children and Families Service is forecasting an overspend of £334k (as at July 2018) after use of guaranteed reserves and drawdown of grant of £5.8m, including full use of the commissioning activity guaranteed reserve of £3m.

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Change in children's social care spend (2013/14 to 2016/17) - by individual borough



The sustained pressure on Children's Services budgets is a position that is not unique to Hackney, as shown by the results of a recent survey on Children's Social Care spend carried out jointly by the Society of London Treasurers (SLT) and the Association of Directors of Children's Services (ADCS). The graph above shows how Hackney's increased spend on Children's Social Care compares to other boroughs.

The Children and Families Service has continued to make significant contributions to the efficiency agenda of the Council. Over the previous eight years the service has delivered £11m savings with a further £0.3m being delivered in 2018/19.



The increase in commissioning costs has been driven by an increase in the number of looked after children since 2011/12, and this trend looks to continue through 2018/19. There is a continuation of a large proportion of children being placed with independent fostering agencies (IFAs) due to a lack of suitable in-house foster carers. The cost of an IFA placement is significantly greater than that of an in-house placement.



Although Hackney's use of residential placements continues to be lower than other local authorities, there has been an increase in residential placements since 2015 adding considerable budget pressures with an average weekly unit cost of £3.6k. We are also seeing a rise in the number of under 18s in high-cost semi-independent placements. Where young people in their late teens are deemed to be vulnerable, and in many cases are transitioning from residential to semi-independent placements, they may still require a high-level of support and in extreme circumstances bespoke crisis packages. These pressures have been recognised by the Group Director - Finance & Corporate Resources with a total growth of £5.3m included in the base budget between 2012/13 to 2018/19.

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## GAMBLING ACT 2005 STATEMENT OF PRINCIPLES

<b>COUNCIL</b>  <b>31 OCTOBER 2018</b>	<b>CLASSIFICATION:</b>  <b>Open</b>
<b>WARD(S) AFFECTED</b>  <b>All Wards</b>	
<b>GROUP DIRECTOR, NEIGHBOURHOODS AND HOUSING</b>  <b>KIM WRIGHT</b>	

## **1. Summary:**

- 1.1 This report has been prepared to provide the Council with relevant information on the Gambling Act 2005 (“the Act”) and the review of the Gambling Statement of Principles (“Statement”) following the statutory consultation.
- 1.2 The Licensing Committee recommended the Statement for adoption at the meeting on 17 October 2018.

## **2. Recommendations:**

### **2.1 Council is requested to:**

**(i) approve the Statement at Appendix 1.**

**(ii) note the report on the consultation at Appendix 2.**

**(ii) authorise the Group Director of Neighbourhoods and Housing to make any non-substantive changes to the proposed Statement as appropriate.**

## **3. Background**

- 3.1 Section 349 of the Act states that each Licensing Authority must prepare and publish a statement of principles that it proposes to apply in exercising its functions under the Act during the three year period to which the policy applies. The Statement must be kept under review during the period and be republished where it is revised. The Statement must be in place before the authority can determine any application.
- 3.2 The Statement sets out the basis of decisions made by the authority regarding gambling premises and in issuing a range of permits to authorise other gambling facilities in the area. For example:
  - Adult gaming centre premises licences
  - Betting premises licences
  - Bingo premises licences
  - Family entertainment centre premises licences
  - Gaming Machine Permits
  - Temporary Use Notices
- 3.3 The Statement must take account of the Gambling Commission Guidance, and be subject to statutory consultation with prescribed stakeholders including the holders of licences and the Police, as well as other stakeholders including representatives of gambling businesses, local residents, social services and child protection.



- 3.4 On 2 July 2018 the Licensing Committee supported a further resolution not to issue casino licences given the characteristics of the Borough. Full Council subsequently made a further 3 year resolution at its meeting on 18 July 2018.

### **Policy Context**

- 3.5 In devising this Statement, regard has been given to the available datasets, findings, shared vision and plans informing Hackney's Sustainable Community Strategy (the "Strategy"), The Strategy sets out the vision for the Borough in 2028.
- 3.6 Regard has also been given to the responsibility under the Council's planning regime and in particular the new borough-wide local plan, known as LP33. This will be the key strategic planning document which will establish a vision and planning policies to direct and guide development in Hackney up to 2033. The plan is critical in ensuring that the right amount of development is built in the right place at the right time so that the future needs of the borough are met.

### **Equality Impact Assessment**

- 3.7 The changes to this Statement are limited to minor updates from the previous version effective from January 2016. Therefore the Equalities Impact Assessment carried out for the earlier versions would still apply.

### **Statutory Consultation**

- 3.8 Members will recall that on 2 July 2018, the Licensing Committee approved the draft Statement for consultation.
- 3.9 As part of the process, information was published in Hackney Today and on the Council's website. Officers also sent correspondence to statutory bodies and authorities as well as holders of relevant authorisations and other interested parties.
- 3.10 During the consultation, which ran from 23 July to 14 September 2018, 15 responses were received. A report on the consultation has been prepared by the Consultation Team and has been appended to this report.

## **4. COMMENTS OF THE GROUP DIRECTOR, FINANCE AND CORPORATE RESOURCES**

- 4.1 This report requests the Licensing Committee to note the review of the Gambling Statement of Principles ("Statement") following the statutory consultation.
- 4.2 The cost of exercising the Council's functions under Gambling Act 2005 is met from the Business Regulation service budgets.

## **5. COMMENTS OF THE DIRECTOR OF LEGAL AND GOVERNANCE**

- 5.1 Members will already been aware of the requirement within the Gambling Act 2005 ('the Act') to have a Policy as set out in Section 349 of the Act, the current Policy being approved at Council on 25<sup>th</sup> November 2015. Members are reminded that the Licensing Authority is required by the Act to publish a revised Policy by January 2019.
- 5.2 The Licensing Authority has a duty to consult on the policy with its statutory consultees under section 349 of the Act. A consultation has been undertaken is in line with the Government's Cabinet Office Consultation Principles 2018 ("the Cabinet Office Principles"), which outlines the need for a targeted and proportional approach.
- 5.3 The consultation of the Policy attracted a limited number of responses. This perhaps reflects the fact that the Policy has in reality had very few changes following its last legal review before taking effect in 2016. As such having considered the consultation undertaken the revised policy is in compliance with both the Act and current Guidance, which the Licensing Authority must have regard to.
- 5.4 Approving the policy cannot be the sole responsibility of the executive. Therefore, Full Council must decide whether to adopt the proposed Policy, as set out in The Local Authorities (Functions and Responsibilities) (Amendment (England) Regulations 2006.
- 5.5 After adopting the revised policy the Council will still need to publish the Policy and a statutory notice of intent at least 4 weeks before the policy takes effect on 31 January 2019.

## APPENDICES

Appendix 1 – Gambling Statement of Principles 2019-2022 for approval.

Appendix 2 – Consultation Summary Report

## EXEMPT

Not applicable.

## BACKGROUND PAPERS

Not applicable

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# **Gambling Statement of Principles 2019 – 2022**

# London Borough of Hackney's Draft Statement of Gambling Principles

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Appendix A: Glossary of useful terms

Appendix B: Hackney land use map

Appendix C: List of consultees

Appendix D: Table of delegations of licensing functions

Appendix E: Crime and Disorder Maps

Appendix F: Schools, colleges and nurseries map

Appendix G: Table of exemptions

Appendix H: Hackney map of the locations of betting premises licences

**In drafting this Statement, the Licensing Authority has relied upon the Act, Regulations, Gambling Commission Guidance and Codes of Practice.**



## **Foreword by Councillor Emma Plouviez Chair, Licensing Committee**

In September 2007 Hackney Council assumed responsibility for the 72 premises licensed for gambling in the Borough. There are now 53 gambling premises licences held within the Borough: 51 betting shops and 2 adult gaming centres, as well as a range of other gambling authorisations. Hackney Council as the Licensing Authority has been guided by its Gambling Statement of Principles since that time. It is responsible for producing and reviewing this Statement every three years and the Policy has now undergone its fourth statutory review.

Hackney is central to London's offer of a wide range of cultural and leisure opportunities. From art galleries and independent cinema to its niche and specialist retail offer and renowned theatres and restaurants, Hackney has much to celebrate in its day and night time economies. Hackney Council acknowledges the opportunities within the Borough for investment, including those related to its growing visitor economy and securing a sustainable Olympic legacy for the borough. Whilst the Council encourages inward investment and opportunities for growth through a balance of day time and night time uses in town centres, it is important to be mindful of the fact that Hackney continues to be one of the most deprived local authority areas in the country with a young population and comparatively high prevalence of mental health issues within the population.

Where it can, the Council continues to influence the shape of its neighbourhoods and town centres, informed by local needs and circumstances, to encourage the development of a varied and sustainable local environment. However, I feel the powers within the Gambling Act 2005 and the Gambling Commission Guidance unduly limit the Council's ability to do this, particularly in controlling numbers of betting shops and addressing concerns about how an increase of these could undermine the social and economic cohesion in the Borough and conflict with the vision of creating and developing sustainable communities.. And, whilst I welcome the changes under planning law which have seen betting shops excluded from the A2 planning category and the framework developed jointly by the Local Government Association and Association of British Bookmakers for local partnerships on betting shops, I still feel more can be done. For example, or example, I welcome the Government's proposal that the current maximum stake for B2 gaming machines, commonly referred to as fixed odds betting terminals (FOBTs) should be limited to £2.00 - and hope that the betting industry accepts this change as inevitable. I would also like Councils to be given powers to tackle the clustering of premises which is evident in Hackney. Notwithstanding this, the Council can and will only act within the limitations of the Act and the Guidance when considering gambling applications.

This Statement has been drafted to reflect recent updates in gambling legislation, including the requirement for operators to assess local risk. It continues to assist the Council, applicants and those wishing to object to

applications in having an understanding of the factors that the Council feels should be taken into consideration within the confines of the Act, Gambling Commission Codes of Practice and Guidance.

### **How to use this Statement**

- The gambling licensing policies are shown in text boxes called GLPs (Gambling Licensing Policies). Each GLP is separately numbered and titled. These are general policies and their specific application will vary accordingly
- The additional text where relevant, gives examples, background and reasons for the policies
- The appendices give additional information referred to within the Statement
- A glossary of useful terms is set out at Appendix A.

## **1. Gambling Statement of Principles**

### **1.1 Background and introduction**

1.1.1 Hackney Council which is the local authority for the London Borough of Hackney is a “Licensing Authority” under the Gambling Act 2005 (the “Act”). The Council’s Licensing Committee is responsible for granting premises licences in Hackney for:

- adult gaming centres
- betting premises, including tracks
- bingo premises
- casino premises
- family entertainment centres.

1.1.2 The definition of ‘Gambling’ is defined in the Act as either gaming, betting, or taking part in a lottery:

- gaming means playing a game of chance for a prize
- betting means making or accepting a bet on the outcome of a race, competition, or any other event; the likelihood of anything occurring or not occurring; or whether anything is true or not
- a lottery is where persons are required to pay in order to take part in an arrangement, during the course of which one or more prizes are allocated by a process which relies wholly on chance.

1.1.3 Under the Act, Hackney, like all licensing authorities, must publish a statement of principles (“the Statement”) which they propose to apply when carrying out their licensing functions. This statement must be published at least once every three years. The statement must also be reviewed from “time to time” and any amended parts re-consulted upon. The statement must then be re-published.

1.1.4 This Statement has been revised and is based on Gambling Commission Guidance (the “Guidance”) and the licensing objectives

under the Act. The Statement sets out how the Licensing Authority will build on the licensing objectives to reflect local circumstances.

## **1.2 The licensing objectives**

1.2.1 In exercising most of its functions under the Act, the Licensing Authority must have regard to the licensing objectives. The licensing objectives are:

- preventing gambling from being a source of crime or disorder, being associated with crime or disorder or being used to support crime
- ensuring that gambling is carried out in a fair and open way and
- protecting children and other vulnerable persons from being harmed or exploited by gambling.

1.2.2 This Licensing Authority is aware that, when exercising its functions in relation to premises licensing, it should aim to permit the use of the premises for gambling in so far as it thinks it is:

- in accordance with any relevant code of practice issued by the Gambling Commission (the “Codes of Practice”)
- in accordance with any relevant Guidance
- reasonably consistent with the licensing objectives (subject to the above) and
- in accordance with this Statement (subject to the above).

1.2.3 Applicants are encouraged to demonstrate how they will promote the licensing objectives.

## **1.3 Scope of the Statement**

1.3.1 The Statement considers the needs of the Borough and is concerned with upholding the licensing objectives set out in paragraph 1.2.1 above. It will guide the Licensing Authority in carrying out its various regulatory functions under the Act. These main functions are to:

- be responsible for the licensing of premises where gambling activities are to take place by issuing premises licences
- issue provisional statements
- regulate members’ clubs and miners’ welfare institutes who wish to undertake certain gaming activities via issuing club gaming permits and/or club machine permits
- issue club machine permits to commercial clubs
- grant permits for the use of certain lower stake gaming machines at unlicensed family entertainment centres
- receive notifications from alcohol licensed premises (under the Licensing Act 2003) for the use of two or fewer gaming machines
- issue licensed premises gaming machine permits for premises licensed to sell/supply alcohol for consumption on the licensed

premises, under the Licensing Act 2003, where more than two machines are required

- register small society lotteries below prescribed thresholds
- issue prize gaming permits
- receive and endorse temporary use notices
- receive occasional use notices
- provide information to the Gambling Commission regarding details of licences issued (see section below on “information exchange”)
- maintain registers of the permits and licences that are issued under these functions
- enforce legislation in relation to premises.

1.3.2 This document sets out the policies that the Licensing Authority will apply when determining applications for:

- premises licences
- use notices
- permits as required under the Act
- registrations as required under the Act.

1.3.3 This Statement relates to all authorisations identified as falling within the provisions of the Act, namely:

- bingo premises
- betting premises
- tracks
- adult gaming centres (AGCs)
- family entertainment centres (FECs)
- club gaming permits
- prize gaming and prize gaming permits
- temporary and occasional use notices
- registration of small society lotteries.

1.3.4 This list does not include casinos. Hackney has previously resolved not to allow casinos in the Borough and will seek a further resolution. Please also refer to paragraph 1.9 on casinos.

1.3.5 For a list of gambling facilities that are exempt from requiring certain licences, please see Appendix G.

## **1.4 Matters outside the scope of the Statement**

- 1.4.1 The Licensing Authority will not be involved in licensing remote gambling. This will fall to the Gambling Commission via operating licences. Spread betting is regulated by the Financial Conduct Authority. The National Lottery is also regulated by the Gambling Commission.
- 1.4.2 When determining an application, the Licensing Authority will not take into account the following:
- the likelihood of the applicant obtaining planning permission or building regulations approval
  - the expected demand for the facilities which are being proposed
  - “irrelevant” matters such as those not related to gambling or the licensing objectives
  - moral objections.
- 1.4.3 The Licensing Authority will avoid duplication with other local government functions when considering some authorisations. However, applicants are expected to comply with all other legislation and regulatory regimes relevant to the operation of their business. The Licensing Authority will as a matter of routine share information with other responsible authorities and the Gambling Commission particularly where there is evidence of non-compliance. Please also note paragraph 2.4 of the Policy which deals with the exchange of information.

## **1.5 Geographical area covered**

- 1.5.1 According to the Office of National Statistics 2016 mid-year estimates, Hackney’s population stood at 273,526. This, as well as Hackney’s relatively small geographical area, makes it one of the most densely populated boroughs in London. Its size ranks 29th in comparison to the other boroughs; only Hammersmith & Fulham, Islington, Kensington & Chelsea and City of London have smaller areas. Hackney is primarily urban (residential, retail, offices, industrial etc.); this accounts for 50.3% of its land use; 22.6% of the Borough is made up of parks, open spaces and waterways with 27.1% being roads and thoroughfares. The Borough’s land use is shown in the map at Appendix B.

## **1.6 Integrating strategies**

- 1.6.1 Regard should be given to the available data, findings, shared vision and plans informing Hackney’s Sustainable Community Strategy (the “Strategy”).
- 1.6.2 The Strategy sets out the Council’s overarching vision for Hackney as it grows and changes over the next decade. It will provide a backdrop for

all decision making throughout this period and a focus for working in partnership with residents, businesses, the voluntary and community sector and statutory agencies. The Strategy builds on what residents have told the Council about the challenges and opportunities presented to those who live and work in the borough.

- 1.6.3 The Strategy will help the Council respond to residents' experience of living in the borough, thinking about how the Council will co-ordinate activity and collaborate with partners to think about the whole place, rather than just running individual services. This will help put the needs, perspectives and feelings of the whole community at the heart of what the Council does through a time of continued change and uncertainty.
- 1.6.4 The Strategy will set out the overall aspirations for Hackney in 2028 and then breaks this down into five key, crosscutting themes. Under each of the themes is a set of commitments the Council is making to move toward Hackney in 2028. The 5 crosscutting themes are:
  1. A borough where there is a good quality of life and the whole community can benefit from growth
  2. A borough with residents who are ambitious, engaging and want to contribute to community life
  3. A green and environmentally sustainable borough
  4. An open, cohesive and supportive community
  5. A borough with healthy, active and independent residents
- 1.6.5 Regard has also been given to the responsibility under the Council's planning regime and in particular the new borough-wide local plan, known as LP33. This will be the key strategic planning document which will establish a vision and planning policies to direct and guide development in Hackney up to 2033. The plan is critical in ensuring that the right amount of development is built in the right place at the right time so that the future needs of the borough are met.
- 1.6.7 In order to deliver continued growth and regeneration in the Borough, the Council must ensure a robust planning framework is in place. At the moment there are three key documents (Core Strategy, Development Management and Site Allocations local plans). LP33 will combine and update these documents into a single clear document, helping to support growth and regeneration and provide clarity to our residents.
- 1.6.9 Responsible authorities will have a vital role to play in scrutinising licensing applications to prevent gambling from being a source of, or associated with or used to support crime, and to protect children and other vulnerable persons from being harmed or exploited by gambling. This role will be further enhanced by the enforcement activities of the Police and the Council's Licensing Service.



## **1.7 Consultation**

1.7.1 The Licensing Authority recognises the important role that responsible authorities, the gambling trade and other stakeholders have to play in influencing this Statement. It will therefore take a wide range of views as part of the consultation that took place from July 2018 before finalising and publishing its Statement.

1.7.2 Under the Act, consultation will take place with:

- the Chief Officer of Police for the London Borough of Hackney
- one or more persons who appear to the authority to represent the interests of persons carrying on gambling businesses in the authority's area and
- one or more persons who appear to the authority to represent the interests of persons who are likely to be affected by or otherwise have an interest in the Statement. This includes but is not limited to:
  - responsible authorities such as the fire authority, child protection, Gambling Commission
  - interested parties such as resident associations and trade associations.

1.7.3 A summary list of persons and groups this Licensing Authority consults with is set out in Appendix C.

1.7.4 The Licensing Authority will give due weight to the views of those consulted and may amend the Statement accordingly following responses received. In determining what weight to give particular representations, the factors taken into account will include:

- who is making the representation (what is their expertise or interest)
- what their motivation may be for their views
- how many other people have expressed the same or similar views
- how far representations relate to matters the Licensing Authority should include in its Statement
- reasoned cases.

1.7.5 The results of the consultation are available via the Council's website.

1.7.6 Nothing in this Statement will:

- undermine the rights of any person to apply under the Act for a variety of permissions and have the application considered on its individual merits; or
- override the right of any person to make representations on any application or seek a review of a licence or permit where they are permitted to do so under the Act as each will be considered on its own merits and according to the statutory requirements of the Act.

## **1.8 Declaration**

- 1.8.1 In producing the Statement, this Licensing Authority declares that it has had regard to the licensing objectives of the Act, the Guidance, and any responses it has from those consulted.

## **1.9 Casinos**

- 1.9.1 There are currently no casinos operating within the borough.
- 1.9.2 On 25 November 2015, the Council made a resolution not to issue casino licences for a further three years given the characteristics of the Borough. The Council will consider a further resolution for another 3 year period in July 2018.
- 1.9.3 Where a resolution is in place, any casino application received will be returned with a notification that a 'no-casino' resolution is in place.
- 1.9.4 There is no right of appeal against this resolution.

## **1.10 Responsible authorities**

- 1.10.1 This Licensing Authority designates the City and Hackney Safeguarding Children's Board as the body competent to advise the Authority about the protection of children from harm. The principles the Licensing Authority has applied in designating this Board are as follows:
- the need for the body to be responsible for an area covering the whole of the Licensing Authority's area
  - the need for the body to be answerable to democratically elected persons, rather than any particular vested interest group.
- 1.10.2 For a list of responsible authorities, please refer to the glossary of useful terms at Appendix A.
- 1.10.3 The contact details for all responsible authorities under the Act are available from the Licensing Service.

## **1.11 Interested parties**

- 1.11.1 A person is an interested party in relation to an application for or in respect of a premises licence if, in the opinion of the Licensing Authority, the person:
- lives sufficiently close to the premises to be likely to be affected by the authorised activities
  - has business interests that might be affected by the authorised activities

- represents persons who satisfy a) or b) above.
- 1.11.2 In determining whether a person or business is an interested party, the Licensing Authority will look at each case and decide it upon its merits. It may take into account the size of the premises and nature of activities taking place. This Authority will not apply a rigid rule to its decision making and will consider the Guidance on this.
- 1.11.3 When determining what “sufficiently close to the premises” means, the Licensing Authority may take into account:
- the size of the premises
  - the nature of the premises
  - the distance of the premises from the location of the person making the representation
  - the potential impact of the premises (number of customers, routes likely to be taken by those visiting the establishment) and
  - the circumstances of the complainant. For example, it could be reasonable for the Authority to conclude that “sufficiently close to be likely to be affected” could have a different meaning for (a) a private resident (b) a residential school for children with truanting problems and (c) a residential hostel for vulnerable adults.
- 1.11.4 Interested parties will include trade associations, trade unions, and residents’ and tenants’ associations. The Licensing Authority may also request a membership list which will indicate the extent of the membership of that association to allow due weight to be given as appropriate.
- 1.11.5 Interested parties can be persons who are democratically elected such as Ward Councillors and MPs. Other than these persons, this Authority will generally require written evidence that a person or body (such as an advocate or relative) ‘represents’ someone who either lives sufficiently close to the premises to be likely to be affected by the authorised activities and/or has business interests that might be affected by the authorised activities. A letter from one of these persons requesting the representation is sufficient.
- 1.11.6 The Licensing Authority would usually expect Councillors and MPs to make representations only when requested to by ward constituents and/or residents from the area to which the application relates. If individuals wish to approach Councillors to ask them to represent their views then care should be taken that the Councillors are not part of the Licensing Committee dealing with the licence application.
- 1.11.7 In determining whether a person has a business interest which could be affected, the Licensing Authority will consider among other things:
- the size of the premises
  - the catchment area of the premises, and

- whether the person making the representation has business interests in the catchment area that might be affected.

1.11.8 “Business interests” will be given the widest possible interpretation and include partnerships, charities, faith groups and medical practices.

## **1.12 Relevant representations**

1.12.1 Representations relating to an application will be considered as admissible where they are made by an interested party or responsible authority. The Licensing Authority will then normally only consider that representations are relevant where they relate to the licensing objectives, the Guidance, the Codes of Practice or the Statement.

1.12.2 The Licensing Authority may determine an application without a hearing despite having received representations from interested parties or responsible authorities where it thinks the representations are vexatious, frivolous or will certainly not influence the authority’s determination of the application.

1.12.3 Anyone making representations on an application should note that their details will be made available to the applicant in the interest of fairness and to allow for negotiation. In the event of a hearing being held, representations will form part of a public document.

## **2. Delegation and Decision Making**

### **2.1 Delegation of decision making responsibilities**

2.1.1 This Licensing Authority will ensure that the licensing functions contained within the Act are delegated to an appropriate level so as to ensure speedy, efficient and cost effective determination of licensing applications. Its licensing functions will be discharged as detailed in Appendix D.

2.1.2 Those decisions which are not delegated will be determined by the Licensing Committee which has been established by the Licensing Authority to administer a range of licensing functions.

### **2.2 Reports to licensing committee**

2.2.1 There are a number of wider issues which the Licensing Committee need to be aware of in order that this and other policies within their remit can be reviewed as and when necessary. The Licensing Committee may receive reports for information such as the following, to ensure the up-to-date position is known:

- employment situation in the area and the need for new investment and employment where appropriate
- cultural strategy
- local visitor economy
- local crime and disorder figures.

### **2.3 Decision making**

2.3.1 A Licensing Sub-Committee, drawn from members of the Licensing Committee, will normally sit in public to hear applications where representations have been received from interested parties and responsible authorities.

2.3.2 A Ward Councillor will not sit on a Sub-Committee involving an application within their own Ward.

2.3.3 Where a Councillor who is a member of the Licensing Committee is making or has made representations regarding a licence on behalf of an interested party, in the interests of good governance they will disqualify themselves from any involvement in the decision making process affecting the licence or application in question.

2.3.4 Every decision of the Licensing Committee or Licensing Sub-Committee shall be accompanied by clear reasons. The decision will be sent to the applicant and those who have made representations as soon as is practicable.

2.3.5 The Licensing Service will deal with licensing applications where no relevant representations have been received or where representations

have been withdrawn. Even where there are no relevant representations, a hearing must occur where certain conditions to the licence are to be attached or excluded unless the applicant waives their right to a hearing.

- 2.3.6 Decisions as to whether representations are inadmissible, irrelevant, frivolous or vexatious will be made by licensing officers. Where representations are rejected, the person making that representation will be given written reasons for this. There is no right of appeal against a determination that representations are not admissible.
- 2.3.7 The Licensing Sub-Committee will determine each case before it on its individual merits whilst taking into consideration the Codes of Practice, the Guidance, the licensing objectives and the terms of this Policy and may add conditions (Please see paragraph 6.5 on Conditions).
- 2.3.8 In undertaking its licensing functions under the Act, the Licensing Authority is bound by other legislation, for example the Human Rights Act (1998).

## **2.4 Information exchange**

- 2.4.1 The Licensing Authority will act in accordance with the provisions of the Act in its exchange of information which includes the provision that the Data Protection Act (2018) and the General Data Protection Regulation (GDPR) will not be contravened. The Licensing Authority will also have regard to any relevant Guidance and regulations under the Act.
- 2.4.2 Should any protocols be established regarding information exchange with other bodies then they will be made available upon request.
- 2.4.3 In fulfilling its functions and obligations under the Act, the Licensing Authority will exchange relevant information with other regulatory bodies and will establish protocols in this respect. In exchanging such information, the Licensing Authority will conform to the requirements of data protection and freedom of information legislation in accordance with the Council's existing policies.
- 2.4.4 Any matters of non-compliance with the Act will, where appropriate, be reported to the Gambling Commission.
- 2.4.5 The Licensing Authority will share information with other responsible authorities and the Gambling Commission where there is evidence of non-compliance with other legislation and regulatory regimes relevant to the operation of the applicant's business.

## **3 Risk assessment by operators**

- 3.1 From 6 April 2016, licensees must assess the local risk to the licensing objectives posed by the provision of gambling facilities at each of their

premises. Operators will be expected to have policies, procedures and control measures in place to mitigate those risks

- 3.2 The licensees must undertake a risk assessment when applying for a new premises licence as well as when varying an existing premises licence. The risk assessment should take into account the local circumstances, including those identified in this Statement and must be shared with the Licensing Authority when making an application, or otherwise on request.

## **GLP1**

### **Assessing local risk**

Licensees are encouraged to have regard to GLP1 - GLP7, the Council's Sustainable Community Strategy referred to in Paragraph 1.6 and Appendices B, E and G when assessing the local risks posed to the licensing objectives.

Applicants should where appropriate offer their own measures to mitigate those risks.

## **4 The licensing objectives**

- 4.1 Premises licences granted must be reasonably consistent with the licensing objectives. With regard to these objectives, this Licensing Authority has considered the Guidance and some comments are made below.

### **4.2 Prevention of crime and disorder**

- 4.2.1 The Gambling Commission plays a lead role in preventing gambling from being a source of crime or disorder.
- 4.2.2 The Licensing Authority places importance on the prevention of crime and disorder, and will fulfil its duty under section 17 of the Crime and Disorder Act (1998). This binds the Licensing Authority to exercise its licensing powers with due regard to the need to do all that it reasonably can to prevent crime and disorder in its area. A high standard of control is therefore expected to be exercised over licensed premises.
- 4.2.3 The Licensing Authority will pay attention to the proposed location of gambling premises in terms of this licensing objective and possible conditions. For example, where an area has known high levels of crime and disorder, this authority will consider carefully whether the licensing objectives would be undermined if gambling premises were to be located there. For a map of the crime hotspots in Hackney, please refer to Appendix E (Crime Hotspots Map). This map is subject to change with the use of updated information.



- 4.2.4 The Licensing Authority will, when determining applications, consider whether the grant of a premises licence is likely to result in an increase in crime and disorder. This Licensing Authority is aware of the distinction between disorder and nuisance and will consider factors such as whether police assistance was required and how threatening the behaviour was to those who could see or hear it, so as to make that distinction. Issues of nuisance cannot be addressed via the provisions of the Act.
- 4.2.5 Where the premises has been associated with drug dealing, or the possession of weapons on the premises, this may give rise to particular concerns as to whether it will be appropriate to allow the admission of children to the premises during some or all of its hours of operation. In such circumstances applicants may be required to demonstrate that these matters have been addressed.
- 4.2.6 Applicants are therefore encouraged to demonstrate to the satisfaction of the Licensing Authority, in consultation with the police, how they intend to satisfy this licensing objective. Applicants are encouraged to discuss their crime prevention procedures with licensing officers and the police before making a formal application, addressing how at an operational and local level they will implement their measures to prevent crime and disorder on the premises.
- 4.2.7 Examples of the matters that are likely to be considered by the Licensing Authority when determining an application include, where appropriate:
- the design and layout of the premises
  - physical security features installed in the premises; this may include matters such as the position of cash registers or the standard of CCTV that is installed
  - training given to staff in crime prevention measures appropriate to the premises
  - where premises are subject to age restrictions, the procedures in place to conduct age verification checks
  - the likelihood of any violence, public disorder or policing problem if the licence is granted.

### 4.3 Door supervisors

- 4.3.1 The Licensing Authority may consider whether there is a need for door supervisors and whether these should be Security Industry Authority (SIA) registered having regard to the licensing objectives.
- 4.3.2 Door supervisors at casino and bingo halls are exempt from being licensed by the SIA. The Licensing Authority may make specific requirements for door supervisors working at casinos or bingo premises to search individuals and deal with potentially aggressive persons to ensure that this licensing objective is met to the satisfaction of the authority.
- 4.3.3 For premises other than casinos and bingo halls, operators and the Licensing Authority may decide that supervision of entrances and/or machines is appropriate in particular cases.

#### **GLP2**

##### **Preventing gambling from being a source of crime or disorder, being associated with crime or disorder or being used to support crime.**

1. Applicants are encouraged to demonstrate within their application, where it is considered necessary and appropriate, measures to prevent crime and disorder on the premises by providing information on:
  - (a) use of door staff, details of SIA door supervisors and other appropriately trained staff including relevant qualifications or registrations, the number of staff, their location whilst working at the premises, and the times they will be on duty
  - (b) details of the training given to staff in crime prevention measures appropriate to those premises
  - (c) notices to be prominently displayed on the premises and visible to members of the public stating:
    - (i) CCTV is recording on the premises (where required by legislation)
    - (ii) drugs will not be tolerated and persons found possessing/dealing will be excluded from the premises
    - (iii) drunkenness and those under the influence of drugs will not be tolerated on the premises
  - (d) an accurate plan of the premises confirming the design and layout of the premises, with particular attention to the ability of staff to survey entrances, exits and any dark or hidden areas. Plans should include:
    - (i) the location of lighting inside and outside the premises
    - (ii) the location of any physical security features for example CCTV equipment, its coverage of the interior and exterior of the premises
    - (iii) CCTV, which is to be recordable, kept for a minimum of 31 days and made available to the police and Licensing Authority on request.

- (iv) When details of security measures are provided, they will be kept out of the public domain.
- (e) provision of adequate search facilities where applicable to the use of the premises
- (f) measures to be taken to prevent the consumption of alcohol on the premises other than where it is legal and to ensure those under the influence of alcohol are not permitted to gamble
- (g) measures to be taken to prevent the possession, supply or consumption of illegal drugs on the premises and to ensure that those under the influence of drugs are not permitted to gamble. Any drugs policy should cover the requirement to notify the Police
- (h) measures to be taken to prevent the possession of offensive weapons on the premises
- (i) details of any proof of age scheme
- (j) details of the process to ensure that children do not have access to adult only gaming facilities
- (k) measures aimed at discouraging anti-social behaviour
- (l) measures aimed at preventing children and other vulnerable persons from being exposed to incidents of violence or disorder
- (m) measures to address circumstances where there have been known instances of:
  - (i) harbouring drug dealing, or there is a known association with drug dealers
  - (ii) the possession of weapons on the premises, or where there is a known association with such activity
  - (iii) offences against children or involving children, for example, allowing under 18s to participate in adult gambling.
- (n) adoption of the Metropolitan Police Safebet Alliance Voluntary Code of Robbery Security Standards for the Bookmaking Industry

#### **4.4 Ensuring that gambling is carried out in a fair and open way**

- 4.4.1 Generally the Gambling Commission would not expect the Licensing Authority to ensure that gambling is conducted in a fair and open way. This will be a matter for either the management of the gambling business (and therefore relevant to the operating licence), or will be in relation to the suitability and actions of an individual (and therefore relevant to the personal licence). The Gambling Commission will be responsible for both of these matters and its expectations by way of measures are set out in its Codes of Practice.
- 4.4.2 There is more discretion for the Licensing Authority for authorisations which do not require an operating or personal licence and for tracks where practices may be added to ensure that the betting environment is suitable (see paragraph 7.10 on tracks). The Licensing Authority will

expect these applicants to demonstrate how they will meet this objective.

- 4.4.3 If during the course of considering an application for a premises licence, permit or other notice or at any other time, the Licensing Authority receives information that causes it to question the suitability of the applicant or licence holder to hold an operating licence, or an individual to hold a personal licence the Licensing Authority will notify the Gambling Commission and/or other appropriate authorities without delay.
- 4.4.4 The Licensing Authority cannot attach conditions on an application for a permit. Therefore, it may instead refuse the application where the above requirements and GLP3 are not met.

### **GLP3**

#### **Ensuring that gambling is carried out in a fair and open way**

**The Licensing Authority encourages applicants who do not fall within the jurisdiction of the Gambling Commission (see paragraph 4.4.2) to conform to the code of practice issued by the Gambling Commission and by the conditions of their operating licence. Failure to demonstrate this may result in the application being refused. In particular:**

1. For applications which do not require an operating licence or personal licence, applicants are to demonstrate how information is to be provided about the rules and terms of gambling so that:
  - (a) customers can make an informed decision as to whether and how to participate in gambling
  - (b) customers know the contractual terms and conditions of gambling
  - (c) information is displayed in a clear, accessible and intelligible way. Information should be:
    - (i) bold, precise and clearly located on or near where the game or bet is placed (e.g. machines, track etc)
    - (ii) where the customer base includes people whose first language is not English, notices should be in other languages as appropriate
  - (d) the information displayed on the premises and on promotional information should include:
    - (i) rules of the game or bet
    - (ii) the odds of winning or losing in different scenarios
    - (iii) changes in the rules which must be bold, precise and communicated to the customer so they are fully aware of them
    - (iv) the average return to the player (the payout percentage)
    - (v) the minimum and maximum stakes
    - (vi) information about the machine characteristics (for example

- compensated/ random)
- (vii) how quickly the winnings will be paid out and in what form
- (viii) the dispute and complaints procedures
- (e) in addition:
  - (i) the operation of the games must be consistent and in line with the rules of the games
  - (ii) the layout of the premises must ensure that the games and bets can be conducted in a fair and open way
  - (iii) no advertising or other marketing tool inside or outside the premises or any part of the media which misleads the customer as to the rules of the game or encourages them not to read the rules.

## **4.5 Protection of children and other vulnerable persons**

- 4.5.1 As outlined in the borough profile from paragraph 1.6, Hackney's population has a higher than average number of children and vulnerable persons. It is particularly important that the Policy has regard to these facts and the aims of our Sustainable Community Strategy in seeking to address inequality and deprivation.
- 4.5.2 The Licensing Authority will, when determining applications consider whether the grant of a premises licence is likely to result in children and other vulnerable persons being harmed or exploited by gambling. Applications are encouraged to demonstrate to the satisfaction of the Licensing Authority, in consultation with the City and Hackney Safeguarding Children Board, how they intend to implement their measures at an operational and local level to promote this objective.
- 4.5.3 In relation to children, it should be noted that the Gambling Commission has stated that this objective is explicitly to protect them from being harmed or exploited by gambling. This means preventing them from taking part in gambling and having restrictions on advertising so that gambling products are not aimed at or are particularly attractive to children. The Licensing Authority will therefore judge the merits of each application before considering whether specific measures are required such as:
- restrictions on advertising and style of the premises where premises cater solely or mainly for adults so that gambling products are not aimed at children or advertised in such a way to make them particularly attractive to children
  - restrictions on layout or on where certain machines may be in operation.
- 4.5.4 In addition, the Licensing Authority will seek to ensure the layout of the premises does not encourage gambling products to be aimed at children or in such a manner that makes them particularly attractive to children.

- 4.5.5 The Licensing Authority will generally expect those who operate or control gambling licensed premises or gambling events to have regard to child welfare.
- 4.5.6 It should be noted that the definition “vulnerable persons” includes but is not limited to people who gamble more than they want to, people who gamble beyond their means and people who may not be able to make informed or balanced decisions about gambling due to a mental impairment, alcohol or drugs.
- 4.5.7 With regard to the protection of vulnerable persons, the Licensing Authority will consider whether special considerations are required. These will need to be balanced against the authority’s aim, in the case of premises licensing, to permit the use of the premises for gambling.
- 4.5.8 When determining an application to grant or review a premises licence, regard may be given to the proximity of other establishments catering to children or vulnerable adults, or to places that are frequented by unaccompanied children and/or vulnerable adults or where children, young people or vulnerable persons are likely to congregate. These may include schools, vulnerable adult centres, addiction centres, day centres or services used by vulnerable adults or residential areas where there may be a high concentration of families with children. It may also include school routes and places that attract unaccompanied children for recreation and leisure.
- 4.5.9 The proximity of premises taken into consideration will vary depending on the size and scope of the gambling premises concerned. Each case will be decided on its merits and may depend in part on the type of gambling proposed. Therefore, if an applicant can effectively demonstrate in its policies how they might overcome licensing objective concerns, this will be taken into account. For a map of the locations of schools, colleges and nurseries within Hackney, please refer to Appendix F.

## **4.6 Access to licensed premises**

- 4.6.1 With the exception of bingo halls, non-gambling areas of tracks on race days and licensed family entertainment centres, children will not be permitted to enter adult only licensed gambling premises.
- 4.6.2 The Licensing Authority will consult with the City and Hackney Safeguarding Children Board on any application that indicates there may be concerns for children or vulnerable persons over access to gambling.

### **GLP4**

#### **The protection of children and other vulnerable persons from being harmed or exploited by gambling.**

1. Applicants are encouraged to demonstrate within their application where it is considered necessary and appropriate that:
  - (a) the design and style of their premises and any external signage, advertising or promotional material is not aimed or marketed at attracting children to premises or areas which are reserved for adult gambling
  - (b) children are not to be exposed to gambling which is legally restricted to adults
  - (c) measures have been taken to prevent children from being in close proximity to types of gambling restricted to adults for example, gaming machines of class A,B or C
  - (d) staff have been or will be appropriately trained to understand the following:
    - (i) which class of machine is restricted to adults only
    - (ii) any areas where children and young persons are not to be permitted.
    - (iii) child protection requirements
    - (iv) reporting concerns about the welfare of a child to the Duty and Assessment Team, the Council
    - (v) reporting concerns about the welfare of vulnerable persons to Safeguarding Vulnerable Adults, Adult Services, the Council.
  - (e) details of helplines and guidance are provided to those who may have alcohol, drug or gambling problems.
2. The Licensing Authority may consider specific measures to protect under 18s and vulnerable persons on certain categories of premises. These measures include:
  - (a) supervision of entrances
  - (b) segregation of gambling from areas frequented by children
  - (c) supervision of gaming machines in adult only gambling premises
  - (d) separate and identifiable entrances and exits from parts of buildings with more than one licence.



3. Where category C or above machines are available in premises to which children are admitted applicants are encouraged to demonstrate that they have taken such measures to ensure that:
  - (a) all such machines are located in an area of the premises separated from the remainder of the premises by a physical barrier which is effective to prevent access other than through a designated entrance
  - (b) only adults are admitted to the area where the machines are located
  - (c) access to the area where the machines are located is supervised
  - (d) the area where the machines are located is arranged so that it can be observed by staff of the operator or the licence holder and
  - (e) at the entrance to, and inside, any such area there are prominently displayed notices indicating that access to the area is prohibited to persons under 18.
4. For applications that do not require an operating licence or personal licence, the Licensing Authority will consider:
  - (a) any convictions or cautions in relation to the admission of under 18 year olds
  - (b) requirement for children under 14 to be accompanied by an adult
  - (c) measures the applicant is taking to prevent children from being in close proximity to types of gambling restricted to adults (for example, category A, B or C gaming machines). Such measures may include "No Under 18s to Play" notices displayed on category A, B and C machine fronts in alcohol licensed premises, or the adoption of an effective proof of age scheme.
5. Where there have been convictions or cautions for serving alcohol to under 18s, or allowing under 18s to participate in adult gambling, applicants may be asked to demonstrate these matters have been addressed. This may give rise to particular concerns as to whether it will be appropriate to permit the admission of children to the premises during some or all of its hours of operation.
6. Where limiting access to children or young persons is considered necessary, the Licensing Authority will consider the following options:
  - (a) limiting or excluding when certain activities are taking place or at certain times
  - (b) a requirement for children under a certain age to be accompanied by an adult
  - (c) an age limitation for under 18s
  - (d) access may be limited to certain parts of the premises.

## **5. Location of gambling premises and gaming machines**

- 5.1 When considering authorisations, including the need for conditions to be attached to licences, the Licensing Authority will primarily focus on the location, suitability and management of the premises and how this might directly impact upon the licensing objectives.
- 5.2 When determining an application to grant or review a premises licence regard will be given on a case by case basis to the location of the premises and its proximity to other establishments in terms of the licensing objectives which include the protection of children and vulnerable persons and issues of crime and disorder. See paragraph 3 onwards for more details. For crime hotspots and locations of schools, colleges and nurseries in the borough, please refer to Appendices E and F respectively.
- 5.3 Should any specific policy be decided upon regarding areas where gambling premises should not be located, this statement will be updated. It should be noted that any such policy does not preclude any application being made and each application will be decided on its merits, with the onus upon the applicant showing how potential concerns can be overcome.
- 5.4 In addition, where there are specific risks or problems associated with a particular locality or specific premises, or class of premises, conditions may be attached to reflect this on a case by case basis, where permitted by law.

## **GLP5**

### **Location of gambling premises and gaming machines**

1. In considering the locations for a premises licence, permit or notice, the Licensing Authority may consider:
  - (a) the proximity of other establishments catering to children or vulnerable adults, or to places that are frequented by unaccompanied children and/or vulnerable adults or where children, young people or vulnerable persons are likely to congregate
  - (b) the size and scope of the gambling premises concerned
  - (c) the type of gambling proposed on the premises.
2. In considering the locations for gaming machines, the Licensing Authority may consider:
  - (a) the size of the premises and the number of counter positions available for person-to-person transactions, and the ability of staff to monitor the use of the machines by children and young persons or by vulnerable people, when considering the number/nature/circumstances of betting machines an operator wants to offer
  - (b) the size of the premises and the ability of staff to monitor the use of the

- (c) machines by children and young persons or by vulnerable people
- (c) restricting the number and location of such machines in respect of applications for track betting premises licences
- (d) the location of gaming machines at tracks
- (e) the locations of gaming machines where the applicant holds a pool betting operating licence and wishes to apply for a track premises licence using their entitlement to four gaming machines. The applicant will need to demonstrate that these machines are located in areas from which children are excluded
- (f) segregation of category C and D machines in family entertainment centres.

## **6. Hours of operation**

- 6.1 The Licensing Authority will have regard to the Guidance and default conditions relating to operating hours and will consider excluding and replacing default conditions only if appropriate and on a case by case basis.
- 6.2 Where limiting access to children is considered necessary, the Licensing Authority will consider a limit on the hours when children may be present on the premises.

### **GLP6**

#### **Hours of operation**

The Licensing Authority will have regard to the following, where necessary and appropriate:

- (a) Codes of Practice when determining the hours of operation
- (b) licensing hours fixed will always reflect the individual merits of the application, any relevant representations received and the requirement to uphold the licensing objectives
- (c) earlier hours may be set if the individual circumstances require it. Applicants are encouraged to demonstrate that there would be no breach of the licensing objectives if later hours are requested, especially if requests are made to go beyond midnight in residential areas
- (d) the Licensing Authority may consider the levels of relevant crime and disorder at that premises or in the vicinity of that premises and police resources available to address this late at night
- (e) applicants are encouraged to exclude children from premises or events where children are present by 9pm unless the applicant can demonstrate how they can operate beyond these hours without risking harm to children in these circumstances.

## **7 Premises licences**

### **7.1 General principles**

- 7.1.1 An application for a premises licence may only be made by persons over 18 years old, companies or partnerships.
- 7.1.2 The Licensing Authority can only consider a premises licence application where the applicant:
- has a right to occupy the premises at the time the application is made and can provide evidence of this if requested; and
  - holds, or has applied for, an operating licence which allows the proposed activity to be carried out.
- 7.1.3 It should be noted that the premises licence may only be determined once the operating licence has been issued by the Gambling Commission.
- 7.1.4 The Licensing Authority will expect the applicant for a premises licence to demonstrate that they have or have applied for the appropriate operating and/or personal licences from the Gambling Commission.
- 7.1.5 Where no application for an operating licence has been made, the premises licence application will be refused.
- 7.1.6 Premises licences will be subject to the requirements set out in the Act and regulations, which include mandatory and default conditions. Licensing authorities are able to exclude default conditions and also attach others where appropriate.

### **7.2 Definition of “premises”**

- 7.2.1 Premises are defined in the Act as including “any place”. Different premises licences cannot apply in respect of single premises at different times. However, it is possible for a single building to be subject to more than one premises licence, provided they are for different parts of the building and the different parts of the building can be reasonably regarded as being different premises. This will always be a question of fact depending on the circumstances and the Guidance provides further detail on this. It should be noted that areas of a building that are artificially or temporarily separate cannot be properly regarded as different premises and the Licensing Authority would therefore normally expect genuine separation in this regard to be a complete floor to ceiling physical separation of the premises.
- 7.2.2 This Licensing Authority will take particular care in considering applications for multiple licences for a building and those relating to a discrete part of a building used for other (non-gambling) purposes on a case by case basis and with regard to the Act and the policy behind the Act, as explained in the Guidance which is to limit the number and type

of machines in particular premises. Where the Licensing Authority is not satisfied that the premises are separate, it will be unable to issue further premises licences on that premises concluding that a premises licence already exists. The following factors will be taken into account in determining whether the premises is in fact a “premises” and therefore able to submit such application(s):

- whether entrances and exits which form parts of a building covered by one or more licences are properly and suitably separate and identifiable so that the separation of different premises is not compromised and that people do not ‘drift’ into a gambling area. In this context it is expected that the premises will be separated by a floor to ceiling division whereby each “premises” can be accessed without going through another licensed premises or premises with a permit particularly where this is required by the Act
- whether the premises have a separate registration for business rates
- whether the premises have different postal addresses
- whether the premises and its neighbouring premises is owned by the same person
- whether each of the premises can be accessed from the street or a public passageway
- whether the premises are accessible only from another gambling premises.

7.2.3 The Licensing Authority will pay particular attention to applications where access to the licensed premises is through other premises. There will be specific issues to be considered before granting such applications, for example:

- whether children are not only prevented from taking part in gambling but also prevented from being in close proximity to gambling
- whether children are invited to participate in, can gain accidental access to or closely observe gambling where they are prohibited from participating
- compatibility of the two types of establishments
- whether taken as a whole, the co-location of the licensed premises with other facilities has the effect of creating an arrangement that otherwise would or should be prohibited under the Act. The applicant will need to show for example that direct access between the premises is prevented if the premises licence condition requires it
- whether customers can primarily participate in the gambling activity named on the premises licence.

7.2.4 Applicants will need to demonstrate that the primary purpose of the premises will be fulfilled and are encouraged to provide to the Licensing Authority the precise arrangements for primary and ancillary gambling activities at the premises.

### **7.3 Premises “ready for gambling”**

- 7.3.1 A licence to use a premises for gambling should only be issued in relation to premises that the Licensing Authority can be satisfied are going to be ready to be used for gambling in the reasonably near future, consistent with the scale of building or alterations required before the premises are brought into use. The Guidance provides advice on this.
- 7.3.2 In deciding whether a premises licence can be granted where there is outstanding construction or alteration works at a premises, this Authority will determine applications on their merit, considered in a two stage process:
- firstly, whether as a matter of substance the premises ought to be permitted to be used for gambling and
  - secondly, in deciding whether or not to grant the application, consider if appropriate conditions can be put in place to cater for the situation that the premises are not yet in the state in which they ought to be before gambling takes place.
- 7.3.3 If the construction of a premises is not yet complete, or if they need alteration, or if the applicant does not yet have a right to occupy them, then an application for a provisional statement may be a better option. Applicants are encouraged to discuss which route is appropriate with the Licensing Authority. For example, where applications are received in respect of uncompleted premises which it appears are not going to be ready to be used for gambling for a considerable period of time, the Licensing Authority ought to consider whether, applying the two stage process, it should grant a licence or whether the circumstances are more appropriate for a provisional statement application. Please refer to paragraph 7 on provisional statements.
- 7.3.4 If a premises licence is to be sought before the premises is ready to be used for gambling the applicant should consider offering appropriate conditions and/or providing a future effective date for the licence to commence.

### **7.4 What we consider**

- 7.4.1 All applicants for premises licences are encouraged to set out how they will promote the licensing objectives, as specified in paragraph 1.2.1 and what measures they intend to employ to ensure compliance with them. This will assist the Authority, responsible authorities and interested parties to consider whether the application accords with the licensing objectives and is therefore more likely to avoid unnecessary hearings. The applicant may ask the Licensing Authority for advice as to the scope of information to be provided which will be proportionate to the scale and nature of the application made.

## **7.5 Conditions**

7.5.1 Licensing is about the control of gambling licensed premises within the terms of the Act. The starting point in determining applications will be to grant the application without attaching conditions.

7.5.2 Conditions may be attached to licences that will cover matters within the control of individual licensees. Conditions are attached to a premises licence in the following ways:

- automatically under the Act
- through regulations as mandatory and/or default conditions
- by the Licensing Authority.

7.5.3 For instance, there are mandatory conditions which attach to all licences or licences of a particular class. Specific conditions which attach to an individual licence will only be attached by the Licensing Authority following a hearing or where the applicant has agreed conditions with a responsible authority or interested party.

7.5.4 The Licensing Authority can exclude any default conditions from the premises licence. The Licensing Authority will where necessary impose conditions that are:

- in accordance with the Guidance
- in accordance with the Code of Practice
- in accordance with the Policy or
- in a way that is reasonably consistent with the licensing objectives.

7.5.5 Conditions imposed by the Licensing Authority will be proportionate to the circumstances and risks which they are seeking to address. In particular, the Licensing Authority will where appropriate apply conditions that are:

- relevant to the need to make the proposed building suitable as a gambling facility
- directly related to the premises and the type of licence applied for
- fairly and reasonably related to the scale and type of premises and
- reasonable in all other respects.

7.5.6 The Licensing Authority does not propose to implement standard conditions on licences but may attach conditions as appropriate given the circumstances of each individual case. It will seek to avoid duplication with other systems so far as possible and will not attach conditions unless they are considered necessary having regard to existing regimes. For example, where applicants fail to adequately address the provisions of the relevant GLPs to the satisfaction of the Licensing Authority, it may attach conditions to alleviate concerns triggered by the lack of information provided.



- 7.5.7 There will be a number of measures the Licensing Authority will consider utilising should there be a perceived requirement such as the use of supervisors, appropriate signage for adult only areas as set out in GLP2 - 7. There are specific comments made in this regard under some of the licence types below. The Licensing Authority will also expect the applicant to offer measures as to ways in which the licensing objectives can be met effectively.
- 7.5.8 The Licensing Authority will consider specific measures which may be required for buildings which are subject to multiple premises licences. Such measures may include the proper segregation of primary gambling activities in addition to matters in GLP1-7. These matters are in accordance with the Guidance.
- 7.5.9 This Licensing Authority may contact the Gambling Commission or the applicant to obtain a copy of the operating licence to consider any conditions that may cover the way in which the Gambling Commission expect the objectives to be met. It will assess whether the corresponding premises licence requires any specific expansion on these measures by way of conditions based upon the application and information provided.
- 7.5.10 There are conditions which the Licensing Authority cannot attach to premises licences. These are any conditions:
- on the premises licence which make it impossible to comply with an operating licence condition;
  - relating to gaming machine categories, numbers, or method of operation;
  - which provide that membership of a club or body be required (the Act specifically removes the membership requirement for casino and bingo clubs and this provision prevents it being reinstated); and
  - in relation to stakes, fees, winning or prizes.

## **GLP7**

### **Premises licences**

Applicants for a premises licence are encouraged to consider GLP1 to GLP7 depending on the type of permission being sought.

- (1) In addition, applicants for a premises licence are also encouraged to demonstrate:
- (i) that the appropriate operating and personal licences are in place from the Gambling Commission where relevant and
  - (ii) that they have a right to occupy the premises at the time of making the application
  - (iii) how the applicant will promote the licensing objectives with regard to GLP1 to GLP7.

- (2) The Licensing Authority will exclude default conditions or attach conditions where appropriate.
- (3) The Licensing Authority may only consider the grant of a licence where it is going to be ready to be used for gambling in the reasonably near future and (where necessary) the Licensing Authority and/or responsible authorities have been allowed to inspect the premises.
- (4) For multiple licences for a building and those relating to a discrete part of a building used for other non-gambling purposes the Licensing Authority will in particular consider:
  - (i) the measures to prevent people “drifting” into a gambling area
  - (ii) the potential for children to gain access
  - (iii) the ability of two or more establishments to comply with the requirements of the Act.
- (5) Applicants are encouraged to provide where relevant detailed plans, to the satisfaction of the Licensing Authority, consisting of:
  - (i) entrances and exits
  - (ii) number and positions of counters,
  - (iii) number and positions of gaming machines
  - (iv) location of lighting inside and outside
  - (v) location of CCTV.

## **7.6 Adult gaming centres (AGCs)**

7.6.1 The Licensing Authority will expect the applicant to provide sufficient measures to ensure that persons under 18 years' old do not have access to the premises.

### **GLP8**

#### **Adult gaming centres**

Applicants are encouraged to have regard to GLP1 - GLP8 when making an application for an adult gaming centre.

Applicants should where appropriate offer their own measures to meet the licensing objectives such as:

- (a) proof of age schemes
- (b) CCTV
- (c) physical and/or remote supervision of entrances/machine areas
- (d) physical separation of areas.

The above suggested measures are neither mandatory nor exhaustive and may where relevant be imposed by the Licensing Authority as conditions.

## **7.7 Licensed family entertainment centres (FECs)**

7.7.1 The Licensing Authority will expect the applicant to satisfy the authority that there will be sufficient measures to ensure that those who are under 18 years old do not have access to the adult gaming machines. For example, this could be achieved through the physical segregation and supervision of these gaming machines.

### **GLP9**

#### **Licensed family entertainment centres**

Applicants are encouraged to have regard to GLP1 - GLP7 when making an application for an FEC.

Applicants should, where appropriate, offer their own measures to meet the licensing objectives such as:

- (a) CCTV
- (b) supervision of entrances / machine areas
- (c) physical separation of areas
- (d) location of entry
- (e) notices / signage
- (f) specific opening hours
- (g) self-barring schemes
- (h) provision of information leaflets / helpline numbers for organisations such

- as GamCare
- (i) measures / training for staff on how to deal with suspected truant school children on the premises
  - (j) measures/training by way of a premises log book, covering how staff would deal with unsupervised very young children being on the premises, or children causing perceived problems on/around the premises.

The above suggested measures are neither mandatory nor exhaustive and may where relevant be imposed by the Licensing Authority as conditions.

## **7.8 Bingo premises**

- 7.8.1 Applicants are to have regard to GLP 1 - 7. If children are allowed to enter premises licensed for bingo, they are not to participate in gambling, other than on category D machines. Where category C or above machines are available in premises to which children are admitted, the Licensing Authority will expect the applicant to comply with GLP4.
- 7.8.2 It is noted that door supervisors at bingo premises are exempt from needing to be SIA registered. This is explained in more detail at paragraph 4.3.
- 7.8.3 Applicants will need to demonstrate that bingo can be played on the proposed bingo premises. This will be a relevant consideration where the operator of an existing bingo premises applies to vary their licence to exclude an area of the existing premises from its ambit and then applies for a new premises licence, or multiple licences, for that or those excluded areas. Paragraph 7.2 provides detail on the circumstances in which the splitting of a pre-existing premises into two adjacent premises may or may not be permitted.

## **7.9 Betting premises**

7.9.1 Children and young people are not permitted to access betting premises.

7.9.2 For betting machines within a betting premises the Licensing Authority will take into account the following factors:

- the size of premises
- the number of counter positions available for person-to-person transactions
- ability of staff to monitor the use of the machines by children, young and vulnerable persons.

### **GLP10**

#### **Betting premises**

Applicants are encouraged to have regard to GLP1 - GLP7 and GLP10 when making an application for a betting premises licence.

The Applicant should where appropriate, offer their own measures to meet the licensing objectives such as:

- (a) CCTV
- (b) supervision of entrances / machine areas
- (c) location of entry
- (d) notices / signage
- (e) specific opening hours
- (f) self-barring schemes
- (g) provision of information leaflets / helpline numbers for organisations such as GamCare.

The above suggested measures are neither mandatory nor exhaustive and may where relevant be imposed by the Licensing Authority as conditions.

## **7.10 Tracks**

7.10.1 Applicants are to have regard to GLP 1-11 where relevant. This Licensing Authority is aware that tracks may be subject to one or more premises licences, provided each licence relates to a specified area of the track. The Licensing Authority will especially consider the impact upon the protection of children and vulnerable persons from being harmed or exploited by gambling and the need for applicants to demonstrate that entrances to each type of premises are distinct and that children are excluded from gambling areas where they are not permitted to enter.

7.10.2 It is noted that children and young persons will be permitted to enter track areas where facilities for betting are provided on days when dog-racing and/or horse racing takes place, but they are still prevented from

entering areas where gaming machines (other than category D machines) are provided.

- 7.10.3 The Guidance sets out the considerations for where gaming machines may be located on tracks. Applications for track premises licences will need to demonstrate that where the applicant holds a pool betting operating licence and is going to use their entitlement to four gaming machines, these machines are located in areas where children are excluded.
- 7.10.4 The Licensing Authority where appropriate will attach a condition to track premises licences requiring the track operator to ensure that the rules are prominently displayed in or near the betting areas, or that other measures are taken to ensure that they are made available to the public. For example, the rules could be printed on the race-card or made available in leaflet form from the track office.
- 7.10.5 Separate Guidance has been produced which sets out the specific requirements for these types of applications. The Licensing Authority will expect applicants to provide detailed plans for the racetrack itself and the proposed gambling facilities.
- 7.10.6 It would be preferable for all self-contained premises operated by off-course betting operators on a track to be the subject of a separate premises licence, to ensure that there is clarity between the respective responsibilities of the track operator and the off-course betting operator. For occasional permissions to carry out betting on tracks, please refer to paragraph 14 which deals with occasional use notices.

## **GLP11**

### **Tracks**

Applicants are also to have regard to GLP 1 – GLP 11 where relevant.

1. The applicant should where appropriate demonstrate the following measures have been addressed:
  - (a) entrances to each type of premises are distinct
  - (b) children are excluded from gambling areas where they are not permitted to enter
  - (c) children do not have access to adult only gaming facilities
  - (d) track operators ensure that the rules are prominently displayed in or near the betting areas, or that other measures are taken to ensure that they are made available to the public
  - (e) detailed plans are provided to the Licensing Authority for the racetrack itself and the area that will be used for temporary “on-course” betting facilities (for dog tracks and horse racecourses, show fixed and mobile pool betting facilities operated by the Tote or track operator, as well as any other proposed gambling facilities)
  - (f) identify what authorisations are being sought under the track betting

- premises licence along with any other areas that may be subject to a separate application for a different type of premises licence
- (g) where category C or above machines are on offer in premises to which children are admitted, the relevant considerations in GLP4 should be addressed.
2. This Licensing Authority will expect applicants to offer their own measures to meet the licensing objectives such as:
- (a) proof of age schemes
  - (b) CCTV
  - (c) supervision of entrances / machine areas
  - (d) physical separation of areas
  - (e) location of entry
  - (f) notices / signage
  - (g) specific opening hours
  - (h) self-barring schemes
  - (i) provision of information leaflets/helpline numbers for organisations such as GamCare.

The above suggested measures are neither mandatory nor exhaustive and may where relevant be imposed by the Licensing Authority as conditions.

## **7.11 Travelling fairs**

7.11.1 Travelling fairs do not require any permit to provide gaming machines but must comply with the legal requirements in how the machine operates in a fair and open way (please refer to GLP3 for more detail). They may provide an unlimited number of Category D gaming machines and the Licensing Authority will expect the applicant to demonstrate that the gambling facilities amount to no more than an ancillary amusement at the fair.

7.11.2 The Licensing Authority will consider whether the statutory definition of a travelling fair applies. The 27 day statutory maximum (per calendar year) for the land being used as a fair applies to the land on which the fairs are held, regardless of whether the same or a different travelling fair occupies the land.

7.11.3 The Licensing Authority will work with neighbouring authorities to ensure that land that crosses shared boundaries is monitored so that the statutory limits are not exceeded.

## **8. Provisional statements**

8.1 An application for a provisional statement can be made where the applicant expects the premises to be constructed, to be altered or to acquire a right to occupy. Such an application is a separate and distinct process to the granting of planning permission or building control.



- 8.2 Following the grant of a provisional statement, no further representations from responsible authorities or interested parties can be taken into account in the determination of a premises licence application, unless they concern matters which could not have been addressed at the provisional statement stage, or in the opinion of the Licensing Authority, they reflect a change in the applicant's circumstances.

## **GLP12**

### **Provisional Statements**

Applicants should have regard to GLP1 – GLP 11 where relevant. Applications for provisional statements shall be dealt with in the same way as a premises licence.

## **9. Unlicensed family entertainment centres (unlicensed FECs) gaming machine permits: Statement of principles on permits**

- 9.1 Where category D gaming machines are only to be provided, applicants may apply to the Licensing Authority for an unlicensed FEC gaming machine permit. The applicant must show that the premises will be wholly or mainly used for making gambling available for use. An application for this permit cannot be made where a premises licence has effect on the same premises.
- 9.2 The Licensing Authority may only grant or reject an application for a permit and cannot impose or attach any conditions.
- 9.3 The Gambling Commission will not be involved in this process as neither an operating licence nor a personal licence is required. It is therefore essential that the Licensing Authority satisfies itself as to the suitability of the applicant and to the operation being proposed.
- 9.4 The Licensing Authority must be satisfied that:
- a) the applicant has demonstrated that the premises will be used as an unlicensed FEC and
  - b) Hackney Police have been consulted on the application.
- 9.5 The Licensing Authority will look at the suitability of an applicant for a permit. As unlicensed FECs will particularly appeal to children and young persons, the Licensing Authority will expect the applicant to demonstrate their suitability and the measures in place to protect children from harm as well as to prevent crime and disorder by providing the following:
- applicant and staff training/ understanding of the maximum stakes and prizes that is permissible in unlicensed FECs

- applicant's Disclosure and Barring Service check or equivalent, as agreed with the police. This may include a requirement to provide details of residential addresses over the last five years
  - applicant's previous history and experience of running similar premises
  - any policies and procedures in place
  - a scaled plan of the premises
  - a written operating schedule
  - any supporting documentation as to the design and layout of the premises.
- 9.6 Harm in the context of protecting children is not limited to harm from gambling but includes wider child protection considerations. As such, any policies and procedures will each be considered on their overall merits.
- 9.7 The Licensing Authority will have regard to the Policy, the licensing objectives and any relevant Guidance or Code of Practice when considering a permit application. Applicants should in particular have regard to GLP1, GLP2, GLP5, GLP7 and GLP13 when making an application, but need to also consider GLP3, GLP4 and GLP6 where these relate to children and young persons.
- 9.8 This Statement applies to initial applications only and not to renewals. The Licensing Authority may refuse an application for renewal of a permit only on the grounds that an authorised Local Authority officer has been refused access to the premises without reasonable excuse, or that renewal would not be reasonably consistent with the pursuit of the licensing objectives.
- 9.9 Where there is such a refusal, the Licensing Authority will notify the applicant of its intention to refuse and the reasons for the refusal. The applicant will then have an opportunity to make representations orally, in writing or both and will have a right of appeal against any decision made.
- 9.10 Where the permit has been granted the Licensing Authority will issue the permit as soon as is reasonably practicable and in any event in line with Regulations. The permit will then remain in effect for 10 years unless surrendered or lapsed.
- 9.11 Details of applications for unlicensed FEC permits will be available on the Council's website or by contacting the Licensing Service.
- 9.12 Applicants for unlicensed FEC permits are expected to undertake that they will comply with BACTA's Code of Practice for Amusement with Prizes Machines in Family Entertainment Centres. This code of practice promotes awareness of social responsibility and acknowledges that proactive specific and appropriate commitment will

be given to educating children and young persons, thereby minimising the potential for harm.

### **GLP13**

#### **Statement of principles for unlicensed family entertainment centres (unlicensed FECs)**

Applicants for an unlicensed family entertainment centre permit are to have regard to GLP1 - GLP7 and GLP9 where relevant.

1. Applicants are required to demonstrate that:
  - (a) they have permission to occupy the premises at the time of making the application
  - (b) the premises will be used as an unlicensed FEC and
  - (c) the Chief Officer of Police for Hackney Borough has been consulted on the application.
2. Applications should normally be accompanied by an assessment of how the applicant will promote the licensing objectives with regard to GLP1 to GLP7 to demonstrate such matters as:
  - (a) numbers of staff employed and on duty at any given time
  - (b) details of opening hours
  - (c) details of Proof of Age schemes
  - (d) adoption of appropriate measures/training for staff as regards suspected truanting school children on the premises
  - (e) evidence of staff training by way of a Premises Log Book, covering how staff will deal with unsupervised very young children being on the premises, or children causing perceived problems on or around the premises
  - (f) Evidence that the applicant and staff are trained to have a full understanding of the maximum stake and prizes that are permissible.
3. The application must also be accompanied by detailed plans drawn up to the satisfaction of the Licensing Authority and which include:
  - (a) location of entrances and exits
  - (b) number and positions of Category D machines
  - (c) location of lighting inside and outside
  - (d) location of CCTV
  - (e) the amount of space around gaming machines to prevent jostling of players or intimidation
  - (f) location and supervision of Automated Teller Machines
  - (g) the location of appropriate clear and prominent notices and barriers, such notices to state:
    - (i) that no unaccompanied child will be permitted to remain on the premises if that person is required by law to attend school
    - (ii) no smoking on the premises

(iii) the need to play responsibly.

4. The application should normally also be accompanied by:

- (a) evidence that the applicant and staff have no relevant convictions (those that are in Schedule 7 of the Act)
- (b) insurance documents and any other such information the Licensing Authority will from time to time require.

## **10. Prize gaming permits: Statement of principles**

10.1 Prize gaming permits allow the provision of facilities for gaming with prizes on specified premises. Prize gaming refers to gaming where the nature and size of the prize is not determined by the number of people playing or the amount for or raised by the gambling. The Act makes no provision for single site gaming machine permits such as fish and chip shops, minicab offices and cafes.

10.2 In determining the suitability of the applicant for a permit this Licensing Authority will expect the applicant to set out the types of gaming to be offered demonstrating:

- that they understand the limits to stakes and prizes that are set out in Regulations; and
- that the gaming offered is within the law
- that they meet the objective of carrying out gambling openly and fairly as set out at GLP3
- that the premises are mainly or wholly used for gambling purposes.

10.3 In making its decision on an application for this permit the Licensing Authority does not need to have regard to the licensing objectives but must have regard to any Guidance.

10.4 The Licensing Authority cannot attach conditions to a permit however, the permit holder must comply with the following statutory conditions:

- the limits on participation fees, as set out in Regulations
- all chances to participate in the gaming must be allocated on the premises on which the gaming is taking place and on one day; the game must be played and completed on the day the chances are allocated; and the result of the game must be made public in the premises on the day that it is played
- the prize for which the game is played must not exceed the amount set out in regulations (if a money prize), or the prescribed value (if a non-monetary prize); and
- participation in the gaming must not entitle the player to take part in any other gambling.

## **11. Alcohol licensed premises gaming machine permits**

- 11.1 There is provision in the Act for premises licensed to sell alcohol for consumption on the premises to automatically have 2 gaming machines of categories C and/or D. The premises merely notify the Licensing Authority of this automatic entitlement. The only exception to this entitlement is where alcohol is provided ancillary to a table meal.
- 11.2 Once notice has been acknowledged, the Licensing Authority can remove the automatic authorisation in respect of any particular premises if:
- provision of the machines is not reasonably consistent with the pursuit of the licensing objectives
  - gaming has taken place on the premises where the following conditions have not been met:
    - written notice has been provided to the Licensing Authority
    - the correct fee has been submitted and
    - any relevant code of practice issued by the Gambling Commission about the location and operation of the gaming machine has been complied with
  - the premises are mainly used for gaming or
  - an offence under the Act has been committed on the premises.
- 11.3 The Licensing Authority shall, before removing this automatic entitlement, give the licence holder 21 days' notice of its intention, consider any representations made by the licence holder and hold a hearing if requested.
- 11.4 If an alcohol licensed premises wishes to have 3 or more category C or D gaming machines, then it needs to apply for an alcohol licensed gaming machine permit specifying the premises in respect of which the permit is sought and the number and category of gaming machines. Where the application requirements are not met it will be deemed that the application has not been made correctly and will be returned to the applicant. The Licensing Authority must consider a valid application based upon the licensing objectives, any Guidance and Codes of Practice, comments from responsible authorities and "such matters as they think relevant."
- 11.5 The Licensing Authority considers "such matters" on a case by case basis and has produced policy considerations when determining such applications. This document entitled "Licensing Authority Policy Considerations for 3 or more Gaming Machines on Alcohol Licensed Premises" is available on request from the Licensing Service.

## **12 Club gaming and club machine permits**

- 12.1 Members clubs and miners' welfare institutes may apply for a club gaming permit or a club machine permit.
- 12.2 Commercial clubs may only apply for a club machine permit.
- 12.3 The club gaming permit will enable the premises to provide gaming machines (3 machines of categories B, C or D), equal chance gaming and games of chance as set-out in forthcoming regulations.
- 12.4 A club machine permit will enable the premises to provide gaming machines (3 machines of categories B, C or D).
- 12.5 Members clubs and commercial clubs must:
- have at least 25 members
  - be established and conducted "wholly or mainly" for purposes other than gaming, unless the gaming is permitted by separate regulations
  - be permanent in nature.
- 12.6 Members clubs must, in addition to the above:
- not be established to make a commercial profit
  - be controlled by its members equally.
- 12.7 Members clubs include bridge and whist clubs, working men's clubs, branches of Royal British Legion and clubs with political affiliations.
- 12.8 Commercial clubs have the same characteristics as members clubs however, the key difference is that they are established with a view to making profit. An example of this would be a snooker club.
- 12.9 A Licensing Authority may only refuse an application on the grounds that:
- a) the applicant does not fulfil the requirements for a members' club or miners' welfare institute or commercial club and therefore is not entitled to receive the type of permit for which it has applied;
  - b) the applicant's premises are used wholly or mainly by children and/or young persons;
  - c) an offence under the Act or a breach of a permit has been committed by the applicant while providing gaming facilities;
  - d) a permit held by the applicant has been cancelled in the previous ten years; or
  - e) an objection has been lodged by the Gambling Commission or the police.

12.10 There is also a 'fast-track' procedure available under the Act for premises which hold a club premises certificate under the Licensing Act 2003. Under the fast-track procedure there is no opportunity for objections to be made by the Gambling Commission or the police, and the grounds upon which an authority can refuse a permit are reduced. The grounds for refusal are:

- a) that the club is established primarily for gaming, other than gaming prescribed under schedule 12 of the Act;
- b) that in addition to the prescribed gaming, the applicant provides facilities for other gaming; or
- c) that a club gaming permit or club machine permit issued to the applicant in the last ten years has been cancelled.

12.11 There are statutory conditions on club gaming permits that no child uses a category B or C machine on the premises and that the holder complies with any relevant Codes of Practice about the location and operation of gaming machines.

### **13 Temporary use notices (TUNs)**

13.1 TUNs allow the holder of an operating licence to temporarily use a set of premises for gambling where there is no premises licence in place. Hotels, conference centres or sporting venues may typically utilise this permission. A set of premises can be subject to TUNs for up to 21 days in any 12 month period.

13.2 The notice must be lodged with the Licensing Authority no less than 3 months and one day from the event, and copies sent to the Gambling Commission, the police and HM Commissioner for Revenue and Customs.

13.3 There are a number of statutory limits regarding temporary use notices.

13.4 The definition of "a set of premises" will be a question of fact in the particular circumstances of each notice that is given. In the Act "premises" is defined as including "any place" and applicants will note paragraphs 6.2 which set out the expectations in this regard. In considering whether a place falls within the definition of "a set of premises", licensing authorities will need to look at, amongst other things, the ownership, occupation and control of the premises. For example, an exhibition centre may cover one set of premises. This compares to a shopping centre which may cover different sets of premises as it may be occupied and controlled by different people.

13.5 This is a new permission and the Licensing Authority will be ready to object to notices where it appears that their effect would be to permit regular gambling in a place that could be described as one set of premises.



## **GLP14**

### **Temporary use notices (TUNs)**

The Licensing Authority will expect the licensee to demonstrate that measures have been taken to promote the licensing objectives having regard to GLP1 - GLP10 where relevant. The Licensing Authority, will require 3 months and one day written notice and copies sent to the Gambling Commission, the police and HM Commissioner for Revenue and Customs prior to the gambling event taking place.

### **14 Occasional use notices**

- 14.1 This notice allows for betting on a track without the need for a premises licence on 8 days or less in a calendar year. The Licensing Authority has very little discretion regarding these notices aside from ensuring that the statutory limit of 8 days in a calendar year is not exceeded. This Licensing Authority will consider the definition of a 'track' and whether the applicant is permitted to avail him/herself of the notice.

### **15 Small society lotteries**

- 15.1 Under the Act, a lottery is unlawful unless it runs with an operating licence or is an exempt lottery. The Licensing Authority will register and administer small society lotteries (as defined). Promoting or facilitating a lottery will fall within 2 categories:
- licensed lotteries (requiring an operating licence from the Gambling Commission) and
  - exempt lotteries (including small society lotteries registered by the Licensing Authority).
- 15.2 Exempt lotteries are lotteries permitted to run without a licence from the Gambling Commission.
- 15.3 Societies may organise lotteries if they are licensed by the Gambling Commission or fall within the exempt category. The Licensing Authority recommends those seeking to run lotteries take their own legal advice on which type of lottery category they fall within. Guidance notes on all lotteries, limits placed on small society lotteries and information setting out financial limits is available by contacting the Licensing Service.
- 15.4 Applicants for registration of small society lotteries must apply to the Licensing Authority in the area where their principal office is located. Where the Licensing Authority believes that the Society's principal office is situated in another area it will inform the Society as soon as possible and where possible, will inform the other Licensing Authority.
- 15.5 Lotteries will be regulated through a licensing and registration scheme, conditions imposed on licences by the Gambling Commission, Codes of Practice and any Guidance. In exercising its functions with regard to

small society and exempt lotteries, the Licensing Authority will have due regard to the Guidance.

- 15.6 The Licensing Authority will keep a public register of all applications and will provide information to the Gambling Commission on all lotteries registered by the Licensing Authority. As soon as the entry on the register is completed, the Licensing Authority will notify the applicant of their registration. In addition, the Licensing Authority will make available for inspection by the public the financial statements or returns submitted by societies in the preceding 18 months and will monitor the cumulative totals for each society to ensure the annual monetary limit is not breached. If there is any doubt, the Licensing Authority will notify the Gambling Commission in writing, copying this to the Society concerned. The Licensing Authority will accept return information either manually but preferably electronically by emailing [licensing@hackney.gov.uk](mailto:licensing@hackney.gov.uk).
- 15.7 The Licensing Authority will refuse applications for registration if in the previous five years, either an operating licence held by the applicant for registration has been revoked, or an application for an operating licence made by the applicant for registration has been refused. Where the Licensing Authority is uncertain as to whether or not an application has been refused, it will contact the Gambling Commission to seek advice.
- 15.8 The Licensing Authority may refuse an application for registration if in their opinion:
- the applicant is not a non-commercial society
  - a person who will or may be connected with the promotion of the lottery has been convicted of a relevant offence or
  - information provided in or with the application for registration is false or misleading.
- 15.9 The Licensing Authority will ask applicants to complete an application form setting out the purposes for which the Society is established and will ask the Society to declare that they represent a bona fide non-commercial society and have no relevant convictions. The Licensing Authority may seek further information from the Society.
- 5.10 Where the Licensing Authority intends to refuse registration of a Society, it will give the Society an opportunity to make representations and will inform the Society of the reasons why it is minded to refuse registration and supply evidence on which it has reached that preliminary conclusion. In any event, the Licensing Authority will make available its procedures on how it handles representations.
- 15.11 The Licensing Authority may revoke the registered status of a Society if it thinks that they would have had to, or would be entitled to refuse an application for registration if it were being made at that time. However, no revocations will take place unless the Society has been given the

opportunity to make representations. The Licensing Authority will inform the Society of the reasons why it is minded to revoke the registration in the same manner it would be minded to refuse registration.

- 15.12 Where a Society employs an external lottery manager, they will need to satisfy themselves that they hold an operator's licence issued by the Gambling Commission and the Licensing Authority will expect this to be verified by the Society.

## **16 Enforcement and inspection**

- 16.1 The Licensing Authority will investigate complaints against licensed premises in relation to matters for which it has responsibility. The Licensing Authority recognises that certain bookmakers have a number of premises within its area. In order to ensure that any compliance issues are recognised and resolved at the earliest stage, operators are requested to give the Authority a single named point of contact, who should be a senior individual, and whom the authority will contact first should any compliance queries or issues arise.

- 16.2 Where it is appropriate to follow an inspection and/or enforcement approach, the Licensing Authority's principles are that it will be guided by the Guidance and will endeavour to be:

- proportionate: regulators should only intervene when necessary; remedies should be appropriate to the risk posed, and costs identified and minimised
- accountable: regulators must be able to justify decisions, and be subject to public scrutiny
- consistent: rules and standards must be joined up and implemented fairly
- transparent: regulators should be open, and keep regulations simple and user friendly and
- targeted: regulation should be focused on the problem, and minimise side effects.

- 16.3 This Licensing Authority will endeavour to avoid duplication with other regulatory regimes so far as possible.

- 16.4 The Licensing Authority has adopted and implemented a risk based inspection programme based on:

- the licensing objectives
- relevant Codes of Practice
- Guidance
- the Policy.

- 16.5 The main enforcement and compliance role for this Licensing Authority is to ensure compliance with the premises licences and other

permissions which it authorises. The Gambling Commission will be the enforcement body for the operating and personal licences, dealing also with concerns about manufacture, supply or repair of gaming machines.

- 16.7 Bearing in mind the principle of transparency, this Licensing Authority's enforcement protocol has been developed and is available upon request from the Licensing Service.

## **GLP15**

### **Enforcement**

The Licensing Authority will inspect premises that are the subject of a new premises licence application and reserves the right to inspect premises for which a permit or other permission has been sought from the Licensing Authority under the provisions of the Act.

- (a) Inspections will be undertaken by the Licensing Authority and/or a relevant responsible authority
- (b) Where the applicant has not allowed reasonable access permission will normally be refused.
- (c) The Licensing Authority and/or relevant responsible authority reserve the right to inspect premises at any time following the grant of a licence, permit or other permission, as permitted by the Act.

## **17 Licensing reviews**

- 17.1 Requests for a review of a premises licence can be made by interested parties or responsible authorities. The Licensing Authority will then decide whether the review is to be carried out on the basis of whether the request for the review is relevant.

- 17.2 Due consideration will be given to all representations unless the grounds:

- a) Are frivolous
- b) Are vexatious
- c) Are irrelevant
- d) Will certainly not cause the Licensing Authority to revoke or suspend a licence or to remove, amend or attach conditions on the premises licence
- e) Are substantially the same as the grounds cited in a previous application relating to the same premises; or the grounds are substantially the same as representations made at the time the application for a premises licence was considered.

- 17.3 The Authority will also consider whether the request for the review is:

- in accordance with any relevant code of practice issued by the Gambling Commission
  - in accordance with any relevant Guidance
  - reasonably consistent with the licensing objectives and
  - in accordance with the Statement.
- 17.4 Where a valid application for a licence to be reviewed has been received, the Licensing Authority may initially arrange a conciliation meeting to address and clarify the issues of concern. This process will not override the right of any interested party to ask that the licensing committee consider their valid representations, or for any licence holder to decline to participate in a conciliation meeting.
- 17.5 The Licensing Authority can also initiate a review of a licence on the basis of any reason which it thinks is appropriate or of its own volition.
- 17.6 Representations may include issues relating to the following:
- The use of licensed premises for:
- the sale and distribution of class A drugs and/or the laundering of the proceeds of drugs crimes
  - the sale and distribution of illegal firearms
  - prostitution or the sale of unlawful pornography, sexual exploitation and trafficking
  - organised crime activity
  - the organisation of racist, homophobic or sexual abuse or attacks
  - the sale of smuggled tobacco or goods or pirated DVDs
  - the sale of stolen goods
  - for the sale of items which require additional licences which are not in place, for example, for the sale of knives, alcohol and/or fireworks
  - Children and/or vulnerable persons being put at risk.
- 17.7 This is not an exhaustive list and other matters may be considered.

## **18 Revocation and cancellation**

- 18.1 One of the possible outcomes of a review of premises licence is to revoke the licence where justified.
- 18.2 With regard to permits and registrations the Licensing Authority may seek to revoke these or cancel an annual renewal under certain circumstances. Generally this will be where the Licensing Authority thinks that they would have had to, or would be entitled to, refuse an application for a permit or registration if it were being made at that time.
- 18.3 However, no revocations or cancellations will take place unless the licensee or permit holders have been given the opportunity to make representations. The Licensing Authority will state reasons for why it is

mind to revoke the authorisation and will provide an outline of the evidence on which it has reached that preliminary conclusion.

- 18.4 For FECs the Licensing Authority may refuse an application for renewal of a permit only on the grounds that an authorised local authority officer has been refused access to the premises without reasonable excuse, or that renewal would not be reasonably consistent with the pursuit of the licensing objectives.

## **19 Appeals**

- 19.1 In relation to premises licences, club gaming permits, club machine permits, and alcohol licensed premises gaming machines, any party to a Licensing Authority decision who is aggrieved by that decision may lodge an appeal to the magistrates' court within 21 days of receiving notice of the Authority's decision.
- 19.2 In relation to decisions on FEC gaming machine permits and travelling fairs, the applicant can lodge an appeal against the Authority's decision with the magistrates' court within 21 days of receiving notice of the Authority's decision.
- 19.3 A person giving notice of a TUN or those entitled to receive a copy of a TUN may lodge an appeal within 14 days from receipt of decision to the magistrates' court.

## **20 Further information**

- 20.1 Further information about the Gambling Act 2005, this Policy or the application process can be obtained from:

Licensing Service  
Hackney Service Centre  
1 Hillman Street  
London  
E8 1DY  
Tel: 020 8356 2431  
[licensing@hackney.gov.uk](mailto:licensing@hackney.gov.uk)  
[www.hackney.gov.uk/gambling](http://www.hackney.gov.uk/gambling)

- 20.2 Information is also available from:  
Gambling Commission  
Victoria Square House  
Victoria Square  
Birmingham  
B2 4BP.  
Tel: 0121 230 6500  
Fax: 0121 237 2236  
[info@gamblingcommission.gov.uk](mailto:info@gamblingcommission.gov.uk)  
[www.gamblingcommission.gov.uk](http://www.gamblingcommission.gov.uk)

## Appendix A: Glossary of useful terms

Applications	Applications for licences and permits
Authorisations	As defined in paragraph 1.3.3
Authorised Local Authority Officer	A Licensing Authority Officer who is an authorised person for a purpose relating to premises in that authority's area.
Authorised Person	A Licensing Officer and an officer of an authority other than a Licensing Authority, both of whom have been authorised for a purpose relating to premises in that authority's area. The following are considered authorised persons: <ul style="list-style-type: none"> <li>• Inspectors appointed under the Fire Precautions Act 1971;</li> <li>• Inspectors appointed under the Health and Safety at Work, etc. Act 1974</li> <li>• Inspectors or Surveyors of ships appointed under the Merchant Shipping Act 1995;</li> <li>• A person in a class prescribed in regulations by the secretary of State.</li> </ul>
Automated Roulette Equipment	2 types: a) Linked to a live game of chance, e.g. Roulette b) Plays live automated game, i.e. operates without human intervention
Automatic Conditions	Conditions attached automatically to premises licences or authorisations. The Licensing Authority has no discretion not to include or modify them.
AWP machines	Amusement with Prizes Machines e.g. certain fruit machines
BACTA	British Amusement Catering Trade Association
Betting Intermediary	Offers services via remote communication, such as the internet.
Betting Ring Betting Machines Bingo Casino	An area that is used for temporary 'on course' betting facilities. A machine designed or adapted for use to bet on future real events (not a Gaming Machine) where a bet can be placed on the shop floor without the need to visit the counter. A game of equal chance. An arrangement whereby people are given an opportunity to participate in one or more casino games.
Casino Games	Games of chance that are not equal chance gaming.
Casino Premises Licence Categories	a) Regional Casino Premises Licence b) Large Casino Premises Licence c) Small Casino Premises Licence d) Casinos permitted under transitional arrangements
Casino Resolution	Resolution not to issue casino premises licences



Child	Individual who is less than 16 years' old.
Club Gaming Permit	Enable the premises to provide gaming machines (3 machines of categories B, C or D), equal chance gaming and games of chance as set-out in forthcoming regulations.
Club Machine Permit	Permit to enable the premises to provide gaming machines (3 machines of Categories B, C or D)
Code of Practice	Means any relevant code of practice under section 24 of the Gambling Act 2005
Complex Lottery	An arrangement where: <ul style="list-style-type: none"> <li>• Persons are required to pay to participate in the arrangement;</li> <li>• In the course of the arrangement, one or more prizes are allocated to one or more members of a class;</li> <li>• The prizes are allocated by a series of processes; and</li> <li>• The first of those processes relies wholly on chance.</li> </ul>
Council	Hackney Council
Customer Lotteries	Lotteries run by the occupiers of business premises who sell tickets only to customers present on their premises. These lotteries may not be conducted on vessels.
Default Conditions	Conditions that will apply unless the Licensing Authority decide to exclude them. This may apply to all Premises Licences, to a class of Premises Licence or Licences for specified circumstances.
Delegated Powers	Decisions delegated either to a Licensing Committee, Sub-Committee or Licensing Officers.
Domestic Computer	Definition in forthcoming Regulations. Exempt from a Gaming Machine Permit.
Disorder	No set interpretation. However, likely to be connected to the way gambling is being conducted. In the case of gambling premises licences, disorder is intended to mean activity that is more serious and disruptive than mere nuisance.
Equal Chance Gaming	Games that do not involve playing or staking against a bank and where the chances are equally favourable to all participants
EBT	Electronic Bingo Ticket Minders. Electronic equipment operated by a Bingo Operators Licence for the purposes of playing bingo.
Exempt Lotteries	Lotteries specified in the Gambling Act as permitted to be run without a licence from the Gambling Commission. There are 4 types: <ul style="list-style-type: none"> <li>• Small Society Lottery (required to register with Licensing Authorities.</li> </ul>

	<ul style="list-style-type: none"> <li>• Incidental Non Commercial Lotteries e.g. Raffle at a dance/church fair</li> <li>• Private Lotteries e.g. Raffle at a student hall of residence</li> <li>• Customer Lotteries e.g. Supermarket holding a hamper raffle</li> </ul>																									
External Lottery Manager	An individual, firm or company appointed by the Small Lottery Society to manage a lottery on their behalf. They are consultants who generally take their fees from the expenses of the lottery.																									
Fixed Odds Betting	General betting on tracks.																									
Fixed Odds Betting Terminal	A category B2 gaming machine																									
Game of chance	A game of chance can include an element of chance and an element of skill. This does not include a sport.																									
Gaming	Playing a game of chance for a prize.																									
Gaming Machine	<p>Machine covering all types of gambling activity, including AWP machines and betting on virtual events</p> <p><b>Categories</b></p> <table> <tr> <th>Max. Stake</th><th>Max Prize</th></tr> <tr> <td>A Unlimited</td><td>Unlimited</td></tr> <tr> <td>B1 £5</td><td>£10,000</td></tr> <tr> <td>B2 £100 (in multiples of £10)</td><td>£500</td></tr> <tr> <td>B3A £2</td><td>£500</td></tr> <tr> <td>B3 £2</td><td>£500</td></tr> <tr> <td>B4 £2</td><td>£400</td></tr> <tr> <td>C £1</td><td>£100</td></tr> <tr> <td>D (money prize) 10p</td><td>£5</td></tr> <tr> <td>D (non-money prize (other than a crane grab machine)) 30p</td><td>£8</td></tr> <tr> <td>D (– non-money prize (crane grab machine)</td><td rowspan="2">£50</td></tr> <tr> <td>D (money prize) £1</td></tr> <tr> <td>D - combined money and non-money prize (other than a coin pusher or penny falls machine) 10p</td><td>£8 (of which no more than £5 may be a money prize)</td></tr> </table>	Max. Stake	Max Prize	A Unlimited	Unlimited	B1 £5	£10,000	B2 £100 (in multiples of £10)	£500	B3A £2	£500	B3 £2	£500	B4 £2	£400	C £1	£100	D (money prize) 10p	£5	D (non-money prize (other than a crane grab machine)) 30p	£8	D (– non-money prize (crane grab machine)	£50	D (money prize) £1	D - combined money and non-money prize (other than a coin pusher or penny falls machine) 10p	£8 (of which no more than £5 may be a money prize)
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	<p>D - combined money and non-money prize (coin pusher or penny falls machine) 20p</p> <p>£20 (of which no more than £10 may be a money prize)</p>
Guidance	Guidance issued by the Gambling Commission.
Human Rights Act 1998 Articles: 1, 6, 8 and 10	<p>Article 1: Protocol 1 – the right to peaceful enjoyment of possessions</p> <p>Article 6: - the right to a fair hearing</p> <p>Article 8: - the right of respect for private and family life</p> <p>Article 10: - the right to freedom of expression</p>
Incidental Non-Commercial Lottery	A lottery promoted wholly for purposes other than private game, and which are incidental to non-commercial events, for example commonly charity fund raising events, lottery held at a school fete or at a social event such as a dinner dance.
Information Exchange	Exchanging of information with other regulatory bodies under the Gambling Act.
Interested Party	Interested parties can make representations about licence applications, or apply for a review of an existing licence.
	<p>A person who:</p> <ul style="list-style-type: none"> <li>• Lives sufficiently close to the premises to be likely affected by the authorised activities</li> <li>• Has business interests that might be affected by the authorised activities</li> <li>• Represents persons in either of the above groups</li> </ul>
Irrelevant Representations	<ul style="list-style-type: none"> <li>• Where other legislation can cover the representation</li> <li>• Demand in premises licensing</li> </ul>
Large Lottery	Where the total value of tickets in any one lottery exceeds £20,000 OR tickets in separate lotteries in one calendar year exceeds £250,000. This requires an Operating Licence.
Licences	As detailed in paragraph 6
Licensed Lottery	Large society lotteries and lotteries run for the benefit of local authorities which will be regulated by the Gambling Commission. Operating Licences will be required.
Licensing Authority	The London Borough of Hackney
Licensing Committee	A committee of 10 to 15 Councillors appointed by the Council to represent the Licensing Authority.
Licensing Objectives	As defined in paragraph 1.2

Licensing Sub Committee	A sub-committee of elected Council members appointed from the Licensing Committee to whom the functions of the Licensing Committee can be delegated under the Act to determine applications.
Live Gaming	Gambling on a live game as it happens.
Lottery	An arrangement which satisfies the statutory description of either a simple lottery or a complex lottery in Section 14 of the Act.
Lottery Tickets	Tickets that must: <ul style="list-style-type: none"> <li>• Identify the promoting society</li> <li>• State the price of the ticket, which must be the same for all tickets</li> <li>• State the name and address of the member of the Society who is designated as having responsibility at the Society for the promotion of the lottery, or, if there is one, the external lottery manager; and</li> <li>• State the date of the draw, or enable the date of the draw to be determined.</li> </ul>
Mandatory Conditions	Conditions that must be attached to a licence. This may apply to all Premises Licences, to a class of Premises Licence or licences for specified circumstances.
Members' Club	A club that must <ul style="list-style-type: none"> <li>• have at least 25 members</li> <li>• be established and conducted 'wholly or mainly' for purposes other than gaming</li> <li>• be permanent in nature</li> <li>• not established to make commercial profit • controlled by its members equally.</li> </ul>
Notifications	Notifications of temporary and occasional use notices
Non Commercial Event	An event where all the money raised at the event, including entrance fees, goes entirely to purposes that are not for private gain.
Non Commercial Society/ Small Society Lotteries	A society established and conducted: <ul style="list-style-type: none"> <li>• for charitable purposes</li> <li>• for the purpose of enabling participation in, or of supporting, sport athletics or a cultural activity; or</li> <li>• for any other non-commercial purpose other than that of private gain</li> </ul>
Occasional Use Notice	Betting may be permitted on a 'track' without the need for a full Premises Licence.
Off Course Betting	Betting that takes place other than at a track, i.e. at a licensed betting shop.
Off Course Betting – Tracks	Betting that takes place in self-contained betting premises within the track premises providing facilities for off course betting, i.e. on other events, not just those taking place on the track. Normally operate

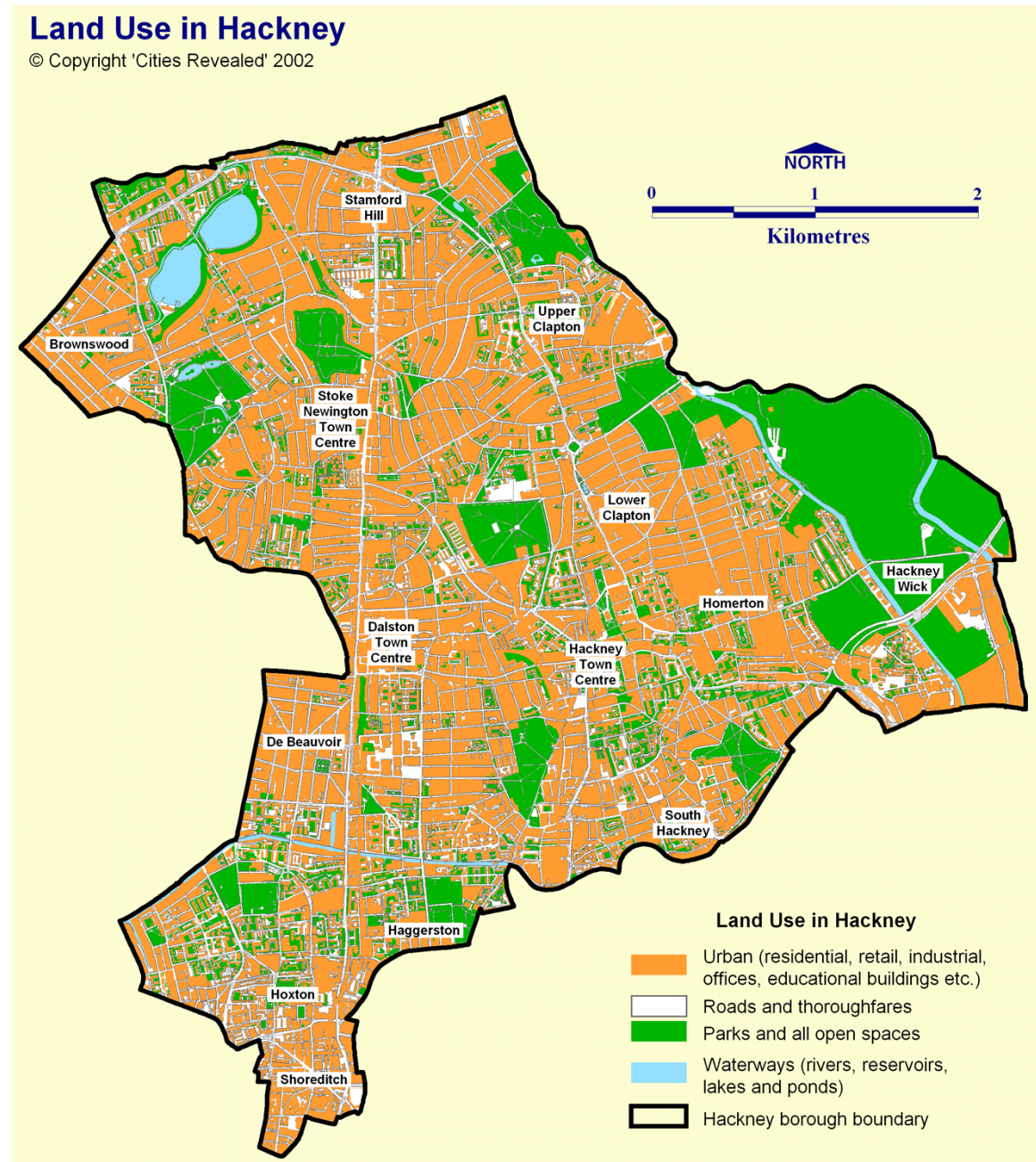
	only on race days.
On Course Betting - Tracks	Betting that takes place on a track while races are taking place
Operating Licences	Licence to permit individuals and companies to provide facilities for certain types of gambling. They may authorise remote or non-remote gambling.
Permits	Authorisation to provide a gambling facility where the stakes and prizes are very low or gambling is not the main function of the premises.
Personal Licence	Formal authorisation to individuals who control facilities for gambling or are able to influence the outcome of gambling. These cannot be held by companies.
Pool Betting – Tracks	Betting offered at a horse racecourse by the Tote and at a dog track by the holder of the premises licence for the track
Premises	Defined as 'any place'. It is for the Licensing Authority to decide whether different parts of a building can be properly regarded as being separate premises.
Premises Licence	Licence to authorise the provision of gaming facilities on casino premises, bingo premises, betting premises, including tracks, adult gaming centres and family entertainment centres
Private Lotteries (For example, sweepstakes)	<p>3 Types of Private Lotteries:</p> <ul style="list-style-type: none"> <li>• Private Society Lotteries – tickets may only be sold to members of the Society or persons who are on the premises of the Society</li> <li>• Work Lotteries – the promoters and purchasers of tickets must all work on a single set of work premises</li> <li>• Residents' Lotteries – promoted by, and tickets may only be sold to, people who live at the same set of premises;</li> </ul>
Prize Gaming	Where the nature and size of the prize is not determined by the number of people playing or the amount paid for or raised by the gaming. The prizes will be determined by the operator before play commences.
Prize Gaming Permit	A permit to authorise the provision of facilities for gaming with prizes on specific premises.
Provisional Statement	<p>Where an applicant can make an application to the Licensing Authority in respect of premises that he:</p> <ul style="list-style-type: none"> <li>• Expects to be constructed</li> <li>• Expects to be altered</li> <li>• Expects to acquire a right to occupy.</li> </ul>
Racino	Casino located at a racecourse.
Regulations	Regulations made under the Gambling Act 2005

Relevant Representations	Representations that relate to the Licensing Objectives, or that raise issues under the Licensing Policy Statement or the Gambling Commission's Guidance or Codes of Practice.
Responsible Authorities	<p>Responsible authorities can make representations about licence applications, or apply for a review of an existing licence.</p> <p>For the purposes of this Act, the following are responsible authorities in relation to premises:</p> <ol style="list-style-type: none"> <li>1. The Council's Licensing Authority whose area the premises must wholly or mainly be situated;</li> <li>2. The Gambling Commission;</li> <li>3. Hackney Police;</li> <li>4. London Fire Brigade;</li> <li>5. Planning Authority, Hackney Council;</li> <li>6. Environmental Health and Enforcement, Hackney Council;</li> <li>7. City and Hackney Safeguarding Children's Board ;</li> <li>8. HM Customs and Excise.</li> </ol> <p>N.B. In accordance with the Gambling Commission's guidance for local authorities this authority designates the City and Hackney Safeguarding Children's Board for this purpose. The contact details for all responsible authorities under the Gambling Act 2005 will be available via the Council's website at <a href="http://www.hackney.gov.uk/licensing">www.hackney.gov.uk/licensing</a></p>
SIA	Security Industry Authority
Simple Lottery	<p>An arrangement where:</p> <ul style="list-style-type: none"> <li>• Persons are required to pay to participate in the arrangement</li> <li>• In the course of the arrangement, one or more prizes are allocated to one or more members of a class; and</li> <li>• The prizes are allocated by a process which relies wholly on chance.</li> </ul> <p>For example, a raffle.</p>
Skills with Prizes	A machine on which the winning of a prize is determined only by the player's skill and there is no element of chance, e.g. trivia game machine, Formula 1 simulators, shooting game. Skills Machines are unregulated.
Small Lottery	Where the total value of tickets in a single lottery is £20,000 or less and the aggregate value of the tickets in a calendar year is £250,000 or less.
Small Society Lottery	A lottery promoted on behalf of a non-commercial society, i.e. lotteries intended to raise funds for good causes.

Small Operations	Independent on course betting operators with only one or two employees or a bookmaker running just one shop.
Society	The society or any separate branch of such a society, on whose behalf a lottery is to be promoted.
Statement of Principles	Matters taken into account when considering an applicant's suitability for applications for FEC Permits.
Temporary Use Notice	To allow the use of premises for gambling where there is no premises licence but where a gambling operator wishes to use the premises temporarily for providing facilities for gambling.
Totalisator or Tote	Pool betting on tracks.
Touch Bet Roulette	Where a player gambles on a live game of chance without actually being seated.
Track	Sites where races or other sporting events take place e.g. horse racing, dog racing or any other premises on any part of which a race or other sporting event takes place or is intended to take place.
Travelling Fair	A fair that 'wholly or principally' provides amusements and must be on a site used for fairs for no more than 27 days per calendar year.
Vehicles	Defined as trains, road vehicles, aircraft, sea planes and amphibious vehicles other than hovercraft. No form of commercial betting and gaming is permitted
Vessel	Anything (other than a seaplane or amphibious vehicle) designed or adapted for use on water; a hovercraft; or anything, or part of any place, situated on or in water.
Vessel and Relevant Licensing Authority	The Licensing Authority for the area in which the vessel is usually moored or berthed.
Virtual Betting	Machine that takes bets on virtual races, i.e. images generated by computer to resemble races or other events.
Vulnerable Persons	Include people who gamble more than they want to; people who gamble beyond their means; and people who may not be able to make informed or balanced decisions about gambling due to mental impairment, alcohol or drugs. For example, this may include those persons who are under the influence of alcohol and/or are drunk.
Young Person	An individual who is not a child but who is less than 18 years old.



## Appendix B: Hackney land use map



## **Appendix C: List of consultees**

Local Authorities are required by law to consult on their policies. Broadly, consultation included the following groups:

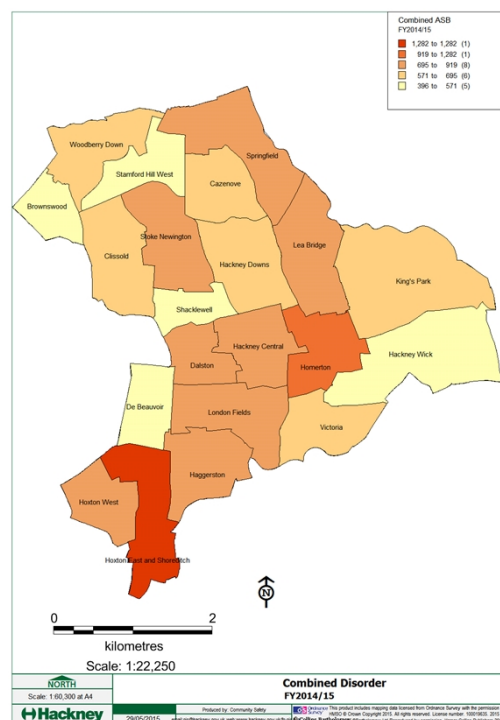
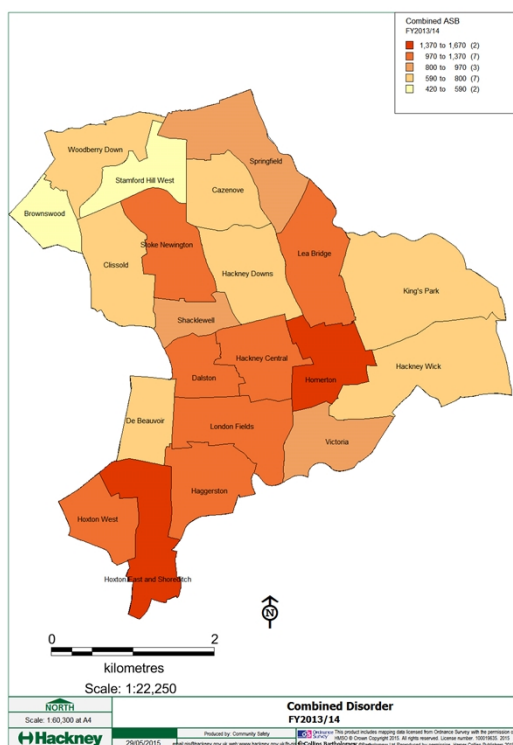
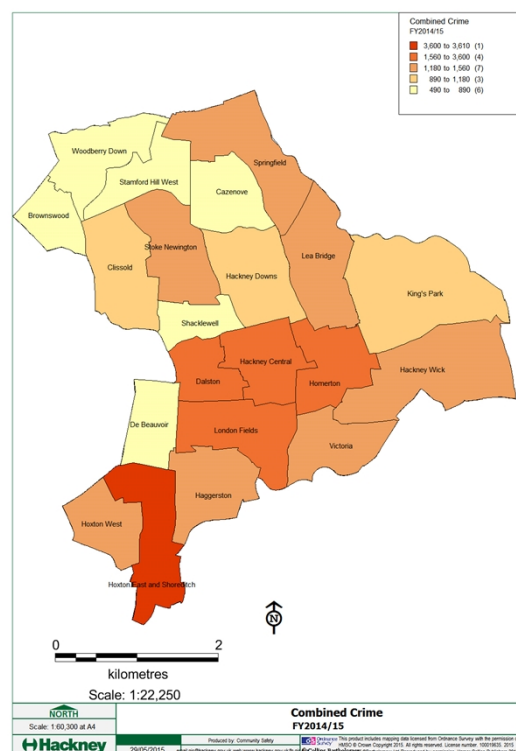
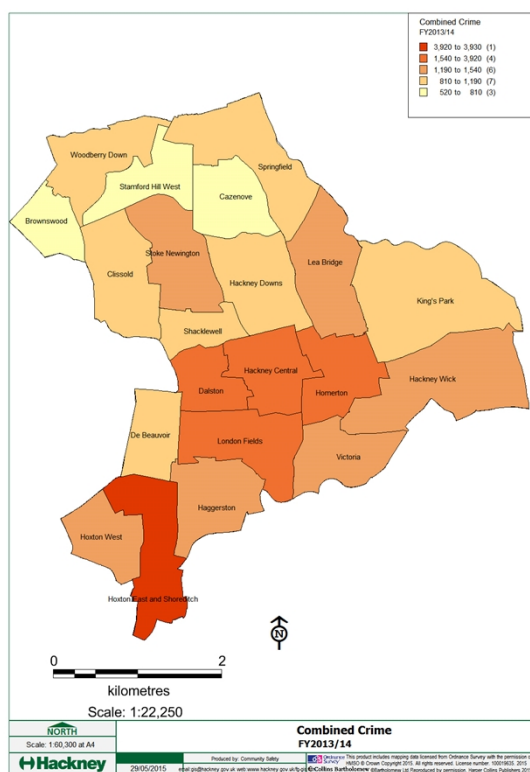
- The Chief Officer of Police
- City and Hackney Safeguarding Children Board
- Local residents, Resident Associations and Councillors
- Trade associations and businesses who hold premises licences
- Responsible Authorities
- Community and faith organisations and those working with problem gamblers and young people; and
- Neighbouring licensing authorities.

The summary of comments made on the Gambling Statement of Principles and their consideration by the Licensing Authority is available on request by contacting the Licensing Service.

## Appendix D: Table of delegations of licensing functions

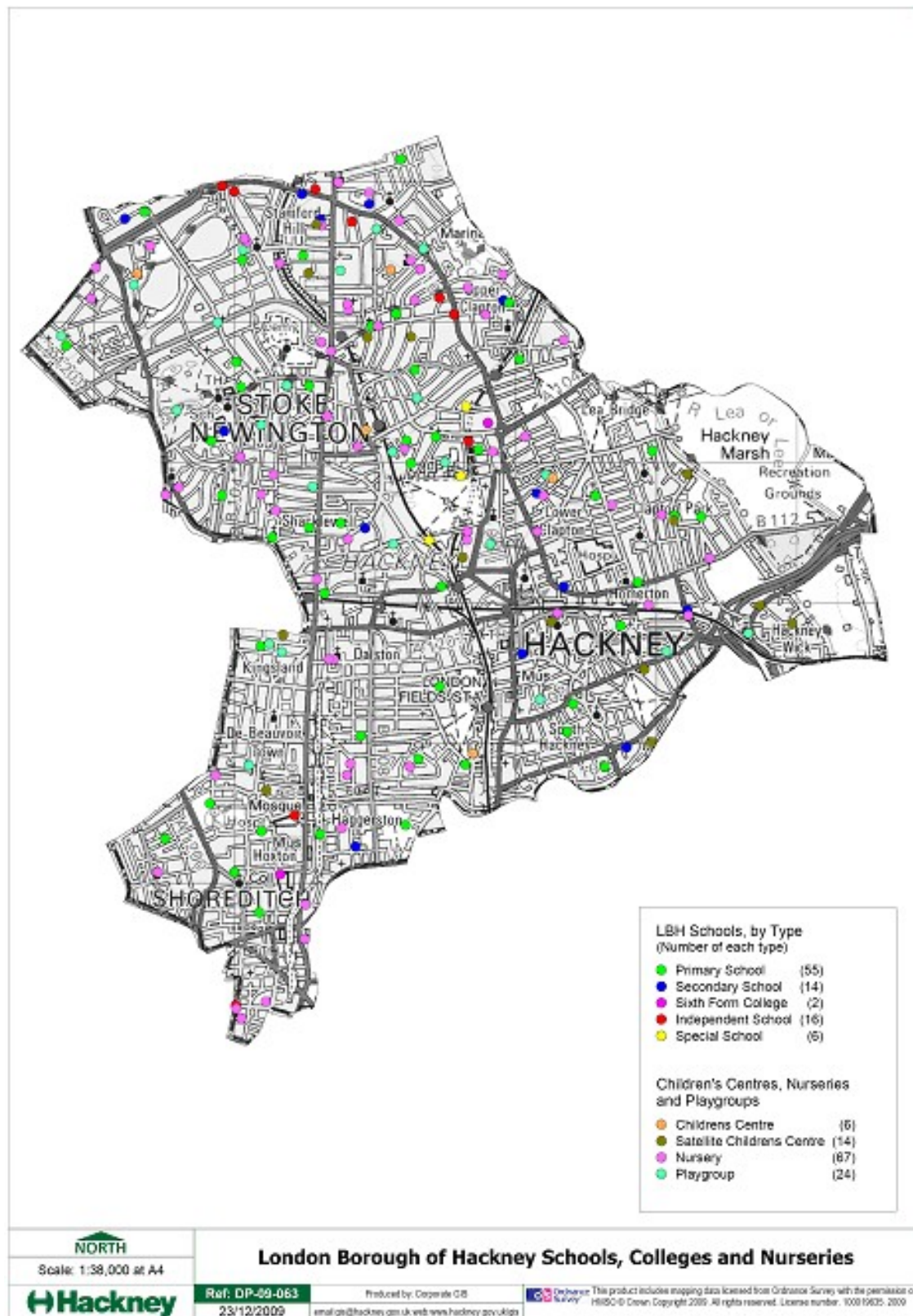
Matter to be dealt with	Full Council	Licensing Committee	Sub-committee	Officers
Three year licensing statement	X			
Resolution not to permit casinos	X			
Fee Setting - when appropriate		X		
Application for premises licences			Where representations have been received and not withdrawn	Where no representations received/ representations have been withdrawn
Application for a variation to a licence			Where representations have been received and not withdrawn	Where no representations received/ representations have been withdrawn
Application for a transfer of a licence			Where representations have been received from the Commission	Where no representations received from the Commission
Application for a provisional statement			Where representations have been received and not withdrawn	Where no representations received/ representations have been withdrawn
Review of a premises licence			X	
Application for club gaming / club machine permits			Where representations have been received and not withdrawn	Where no representations received/ representations have been withdrawn
Cancellation of club gaming/ club machine permits			Where representations have been received and no hearing is requested	Where no request for a hearing is received
Application for other permits				X
Cancellation of licensed premises gaming machine permits				X
Consideration of temporary use notice				X
Decision to give a counter notice to a temporary use notice			X	

## Appendix E: Crime and Disorder Maps



- **Crime** = MPS total notifiable crimes, BTP crime, TFL crime (where there is not a police reference), and Homerton Hospital A&E assault injuries. - **Disorder** = All Police Disorder (CAD calls), Ambulance Alcohol Related, BTP (disorder), TFL (Disturbance), and LBH Noise cases - April 2011/12 to March 2015

## Appendix F: Schools, colleges and nurseries map

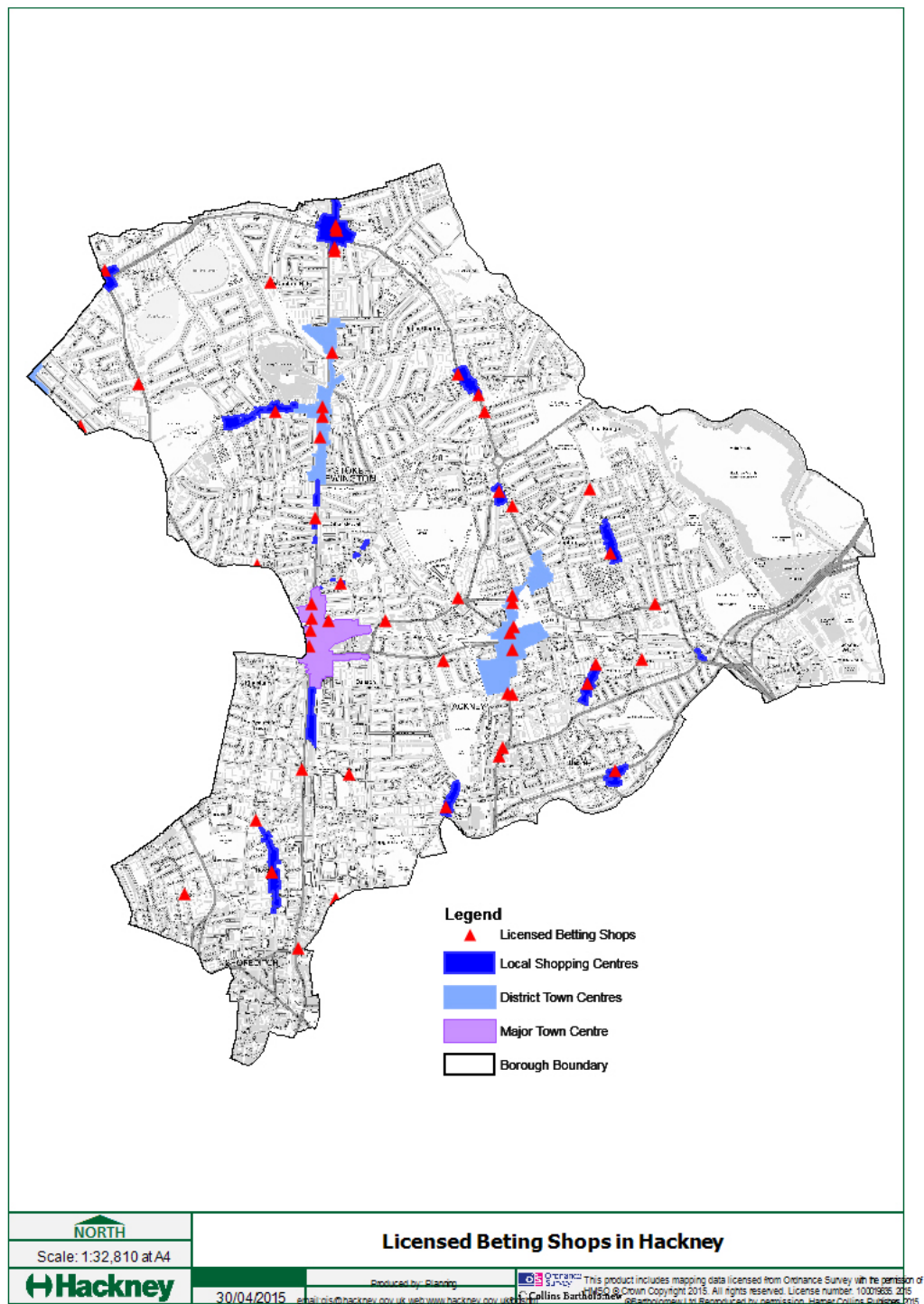


## Appendix G: Table of exemptions

Exemptions from	Types of gambling and permissions
Operating Licence	<ul style="list-style-type: none"> <li>• Small society lotteries</li> <li>• Incidental non-commercial lottery</li> <li>• Private lottery</li> <li>• Customer lottery</li> </ul>
Premises Licence	<ul style="list-style-type: none"> <li>• Occasional use notice</li> <li>• Football pools</li> <li>• Temporary use notice</li> </ul>
Operating Licence and Premises Licence	<ul style="list-style-type: none"> <li>• Family entertainment centre gaming machine permit</li> <li>• Club/miners' welfare institute: equal chance gaming</li> <li>• Club gaming permit</li> <li>• Club machine permit</li> <li>• Equal chance gaming, on licensed premises</li> <li>• Gaming machines: automatic entitlement, on licensed premises</li> <li>• Licensed premises gaming machine permit</li> <li>• Travelling fair gaming machine</li> <li>• Prize gaming permit</li> <li>• Other prize gaming</li> <li>• Ancillary equal chance gaming at travelling fairs</li> <li>• Private gaming and betting</li> <li>• Non-commercial prize gaming</li> <li>• Non-commercial equal chance gaming</li> </ul>



## Appendix H: Hackney map of the locations of betting premises licences







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# Gambling Statement of Principles

## Consultation Summary Report

September 2018

Report prepared by:

David Besbrode  
Research Analyst  
Communications and Consultation

### Contact

Hackney Consultation Team  
on 020 8356 3343 or  
[consultation@Hackney.gov.uk](mailto:consultation@Hackney.gov.uk)



## **Introduction**

Hackney Council consulted on the Draft Gambling Statement of Principles for 8 weeks from 23 July until 14 September 2018. 13 responses were received from Hackney residents, and 2 responses from stakeholders.

## **Background**

Hackney Council is the Licensing Authority under the Gambling Act 2005. This gives the Council responsibility for issuing gambling premises licences and a range of permits to local authorities.

Since 2007 the Council's Licensing Committee has been responsible for granting premises licences for:

- Bingo premises
- Betting premises, including tracks (for e.g. horse or dog racing)
- Amusement arcades
- As well as issuing a range of permits and notices for gambling activities.

The Act makes clear that when Licensing Authorities are carrying out their duties to licence premises and issue permits, they have to bear the following licensing objectives in mind:

- To prevent gambling from being a source of crime or disorder, being associated with crime or disorder or being used to support crime;
- To ensure that gambling is carried out in a fair and open way;
- To protect children and other vulnerable persons from being harmed or exploited by gambling.

## **About Hackney's draft revised gambling Statement of Principles**

In January 2007, the Council produced and published its gambling statement setting out the principles it would apply in deciding whether to grant or refuse applications. The gambling Statement of Principles seeks to promote the licensing objectives and guidance from the Gambling Commission, an independent co-regulator of gambling operators. This sets out how the Council has built on these core objectives, developing an approach to licensing premises for gambling that reflect local circumstances in the Borough.

The Council is required to review the Statement at least once every three years and to consult upon the draft before it is adopted.

## **Making sure the draft Statement is relevant to our local circumstances**

In drafting this Statement, the Council have been mindful of the demographics of the

borough and how that links to the licensing objectives set out in the Gambling Act 2005.

There are currently 55 licensed gambling premises in the borough: 52 betting shops and 3 adult gaming centres. This has reduced since 2007 when there were 72 premises in total.

At present there are no casinos in Hackney and the Council has previously passed a 'no casino' resolution and will consider this step again will consider this step again shortly in the future.

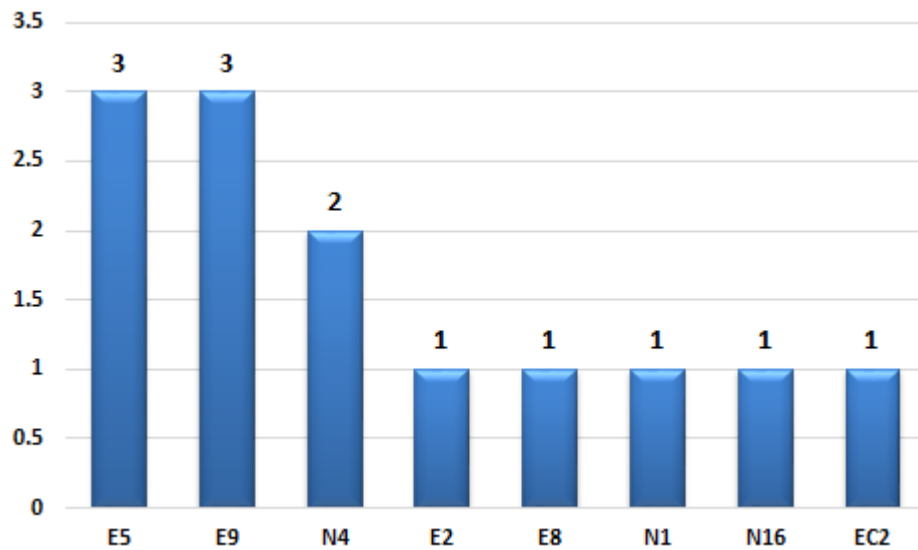
The Council welcomes the opportunity to receive views on this draft Statement and the feedback on the impact it is having on managing gambling activity for the benefit of the economy and the community in Hackney.

### **Consultation approach**

The consultation was created on Citizen Space and was available on the consultation website.

## **Summary of responses**

A respondents who took part in the consultation were Hackney residents from varied postcode areas.



All respondents stated that they had not visited a gambling premises in the last 12 months.

Respondents were asked to give their views on the importance of risks which needed to be assessed by licensees. The following gives the key themes for each risk:

### **Crime and Disorder - Anti-social behaviour**

- Opening hours are too long and offer no service to the public
- Youths congregate by slot machines
- Increased likelihood of anger and violent behaviour on a major win or major loss
- One of the most important factors in assessing the risks of licences
- Drinking and smoking outside premises, along with urinating and littering.

### **Security at all gambling premises**

- There should be security at each premises
- This is the choice of the licensee and is not of importance to the general public

### **Protection of children and vulnerable persons**

- Issue of young people attracted by slot machines in betting shops
- Betting shops should not pose any risk of encouragement to young people
- Too many betting shops in Hackney. Should take pride in not allowing any more places
- Gambling premises have a responsibility to protect
- Age of entry should be raised to 21
- This is the responsibility of the Council

- Haggerston Square betting shop in the middle of 3 schools where kids come after school to buy food and drink

#### Location of gambling premises and gambling machines

- Volume of betting shops detracts from the high street
- No more than one per area
- Gambling machines not visible from the open door
- Should not be near schools
- Not accessible on the high street
- Should be limited to within ½ mile of another gambling premises
- Should not be positioned near places that sell alcohol
- Statistics show addictions between gambling, alcohol and drugs

#### Hours of operation

- Hours that match fixtures are reasonable. Out of hours virtual race cards are not
- Nothing after 9pm
- Should follow alcohol licencing rules
- Normal business hours of 9am to 5pm

10 respondents stated that they do live in close proximity to a gambling premises.

5 respondents stated that they think anti-social behaviour is an issue at these premises.

#### What steps (if any) do you think operators should take to prevent or reduced anti-social behaviour?

- Reduce opening hours
- Pay a contribution towards local crime enforcement
- Provide a suitable place to smoke so that staff and customers are not all standing by the entrance
- Hire security by the door
- Ask staff to clean outside the premises to pick up litter, bottles, cigarette butts, etc.
- Educate their customers

#### Any other comments

- There is a general problem with the number of gambling establishments
- Introduce a cap which would limit the amount of betting shops allowed in each area
- There are 'laws' which prevent councils to prevent more establishments (converting license from say a pub to gambling, bank to gambling) but this does not seem to be working. Implement the same principles as the Alcohol Statement of Principles as this does work



- FOBT machines should be made illegal
- Gambling and the encouragement of gambling premises needs to be included in curtailing its activities and the number of premises. This would help with poor people who have a gambling addiction problem to make it harder for them, which is a good thing
- Gambling premises should not be sited in residential areas, for example Green Lanes near Newington Green
- Betting shops and casinos prey on the poor and the young, and have no place in the society
- The poorest and most vulnerable are the least likely to recover from losses - and the most likely to have them.
- A ban on television and online gambling advertisements would be a good thing
- Local tax collected for betting so the local authority can use the money raised to combat problems of betting
- These shops ruin people and places.
- They do not bring any value to anyone other than money to the council (who rents out the premises) and the betting companies

## **APPENDIX**

Two responses were received from the Gambling Commission and GamCare. The section below provides a summary of the comments received.

The detailed responses have been passed on to the Licensing Team.

### **Gambling Commission**

- References were made to the draft Statement of Principles report for a few amendments regarding stakes and prizes, and the local risk assessment. These have been passed on to the Licensing Team to take into account before finalising the report.

### **GamCare**

- The Local Licensing Authority primarily consider applications from GamCare Certified operators. GamCare Certification is a voluntary process comprising an independent audit assessment of an operator's player protection measures and social responsibility standards, policy and practice. Standards are measured in accordance with the GamCare Player Protection Code of Practice.
- To develop a risk map of your local area so that you are aware of both potential and actual risks around gambling venues.
- Consider that proposals for new gambling premises which are near hostels or other accommodation or centres catering for vulnerable people, including those with learning difficulties, and those with gambling / alcohol / drug abuse problems, as likely to adversely affect the licensing objectives set out by the Gambling Commission. This is also relevant regarding the proximity to schools, colleges and universities.
- A detailed local risk assessment at each gambling venue – pertinent to the environment immediately surrounding the premises as well as the wider local area – is a good way to gauge whether the operator and staff teams are fully aware of the challenges present in the local area and can help reassure the Local Licensing Authority that appropriate mitigations are in place.
- Does the operator have a specific training programme for staff to ensure that they are able to identify children and other vulnerable people, and take appropriate action to ensure they are not able to access the premises or are supported appropriately?
- Does the operator ensure that there is an adequate number of staff and managers are on the premises at key points throughout the day? This may be particularly relevant for premises situated nearby schools / colleges / universities, and/or pubs, bars and clubs.
- Consider whether the layout, lighting and fitting out of the premises have been designed so as not to attract children and other vulnerable persons who might be harmed or exploited by gambling.
- Consider whether any promotional material associated with the premises could encourage the use of the premises by children or young people if they are not legally allowed to do so.

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## USE OF SPECIAL URGENCY PROVISIONS

### COUNCIL

31 October 2018

### CLASSIFICATION:

Open

If exempt, the reason will be listed in the main body of this report.

### WARD(S) AFFECTED

Dalston

### REPORT OF THE MAYOR

### GROUP DIRECTOR

Tim Shields, Chief Executive

## **1. SUMMARY**

The Council's Constitution provides that the Mayor will submit a quarterly report to the Council on any executive decisions taken under the special urgency rule.

## **2. RECOMMENDATION**

**To note the recent use of the special urgency provisions as set out in paragraph 4 of this report.**

## **3. BACKGROUND**

Paragraph 17 of the Constitution's access to information procedure rules set out the procedures to be followed in cases of Special Urgency where the executive decision to be made is urgent and cannot reasonably be deferred. In all such circumstances the relevant approval to this course of action is sought and obtained.

Paragraph 17.4 provides that the Mayor will submit a quarterly report to the Council on the executive decisions taken under this rule in the preceding three months.

## **4. SPECIAL URGENCY DECISIONS TAKEN BY THE EXECUTIVE**

### **4.1 FREEHOLD ACQUISITION OF LAND AT COLVESTONE CRESCENT E8 – DECISION OF THE EXECUTIVE MAYOR – 17/09/2018**

#### **RESOLVED**

- **To authorise the Council's purchase of the freehold interest in land at Colvestone Crescent as shown edged on the plan attached at Appendix A at the Barnard Marcus auction on the 17th September and on the commercial and other terms set out in exempt Appendix B.**
- **To authorise the Group Director of Finance and Corporate Resources to agree the commercial terms for the acquisition to achieve exchange and completion of the acquisition.**
- **To authorise the Director of Legal to agree, settle, negotiate and complete the legal documentation for the acquisition of the freehold interest in the Land at Colvestone Crescent and all other relevant and ancillary legal documentation arising thereto and to sign and complete them on behalf of the Council.**
- **To delegate to the Group Director of Finance and Corporate Resources authority to determine the most cost effective option in terms of financing the acquisition provided that it represents best value on the part of the Council.**
- **In the event the Council is unable to attend the auction on the 17<sup>th</sup> of September 2018 for the freehold interest at Colvestone Crescent, to delegate to the Group Director of Finance and Corporate Resources authority to negotiate commercial terms and determine the most cost effective option in terms of financing the acquisition provided that it represents best value on the part of the Council.**

## 5. OUTCOME

In the event, the Council was unsuccessful in this acquisition.

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