

Planning Authority Monitoring Report 2017

**CORPORATE COMMITTEE
MEETING DATE 2017/18**

12 December 2017

CLASSIFICATION:

Open

**If exempt, the reason will be listed in the
main body of this report.**

WARD(S) AFFECTED

All Wards

GROUP DIRECTOR

Kim Wright, Group Director, Neighbourhoods and Housing

1. INTRODUCTION AND PURPOSE

- 1.1 This report seeks approval of the Local Plan Authority Monitoring Report (AMR) for 2017. The AMR provides monitoring information on spatial planning-related activity for the financial years of 2015/16 and 2016/17 to inform and monitor policy development and performance. It highlights the extent to which the policies set out in the Local Plan (the Core Strategy 2010, the Development Management Local Plan 2015, the Site Allocations Local Plan 2016, and adopted area action plans) have achieved their objectives, using quantitative indicators - for example it shows how planning policies have facilitated the delivery of a large number of new homes and employment floorspace in the Borough.
- 1.2 This AMR reports on two monitoring years covering from 1st April 2015 to 31st March 2016 and 1st April 2016 to 31st March 2017. It provides analysis of the effectiveness of policy. It does this primarily by reviewing the results of developments which have completed, and planning applications permitted over the last two years. It also aims to set out clear challenges and opportunities for the new Local Plan 2033 (LP33) to address.

2. RECOMMENDATION(S)

The Corporate Committee is recommended:

- 2.1 **To approve the Authority Monitoring Report 2017 (as set out in Appendix 1)**

3. REASONS FOR DECISION

- 3.1 The production of a monitoring report is a statutory requirement as part of the Council's role as local planning authority.

4. BACKGROUND

- 4.1 The last AMR was approved by Corporate Committee in July 2016. This AMR provides an update, reporting on two monitoring years up to March 2017.

4.2 Policy Context

The AMR report provides monitoring information on the performance of Local Plan policies/policy documents and updates on planning-related activity and planning decisions over the past two financial years.

It also reports on progress in new plan making (the implementation of Hackney's Local Development Scheme) and progress on Neighbourhood Planning in the Borough. Overall this provides a clear and succinct evaluation of policy for the financial years of 2015/16 and 2016/17.

Some key findings of the AMR are as follows:

Housing

Key Points: Housing delivery was above target

- Housing policy has been effective at delivering the homes needed by the Borough, with 8790 new homes delivered or 132% of its target between 2012 and 2017. This housing supply is made up of conventional self-contained homes which form the majority, as well as long-term empty homes returning to use and non-conventional homes such as student halls. Of the conventional supply, 35% of homes were in affordable tenures, with over half of these in social rent. New housing has been delivered across the borough but growth is focussed in north of the borough and Shoreditch, in and around Dalston and in Hackney Central
- A range of different size homes have been provided, broadly in line with policy requirements; 26% of dwellings being 3 or more beds. In addition, there were more 2-beds (38%) overall than 1-bed properties (36%).
- The draft London Plan proposes a new housing target for Hackney of 1330 homes per annum. The existing target is 1599 home reflecting previous analysis that we have a significant amount of approvals in the pipeline to deliver over the next 5 years, but supply of new sites is less certain beyond 2020. This also acknowledges the land required to meet demand for employment space and community infrastructure, whilst maintaining a high quality of design.
- Housing affordability continues to decrease year-on-year in Hackney, with the ratio of house prices to incomes almost doubling between 2008 and 2016 despite the great recession, with median prices reaching 16:1 with median earnings. On the most recent evidence, this means planning policy would need to deliver 60% of all new housing as socially rented to meet the needs of the borough.

Challenges: To respond to continued issues around housing affordability for residents the Draft Local Plan 2033 sets out new policies – including a policy to secure affordable housing on small sites for less than 11 units

Employment

Key Points: There are large amounts of new employment floorspace in the pipeline and high levels of growth in new businesses within the borough

- Hackney has approved planning applications that if implemented would provide a significant amount of new employment floorspace: a total of around 195,000sqm net new space, mainly B1 (offices) class. This would largely come forward within the borough's Priority Employment Areas, with Shoreditch topping the list with permissions that would provide a net gain of 160,000 sqm of new B1 floorspace in this area.
- The number of active enterprises, (businesses that had either turnover or employment during 2014) within Hackney, has grown by 64% since

2009/10, faster than neighbouring boroughs and almost twice the inner London average, creating increasing demand for floorspace.

- The planning service has secured 7,558sqm of affordable workspace since 2010 through S106 agreements.
- There were 428 new hotel rooms completed in the reporting years and a pipeline of 1785 hotel bedrooms, mostly in the south of the borough that have received planning permission indicates a high level of economic interest.
- Overall, Priority Employment Areas (PEAs) gained a net 6,296sqm in 2015/16 -2016/17. This is against a recent a trend, with losses in PEAs in the last 5 years totalling -9,814sqm. Taken in view of the broader picture of employment losses, policies have been effective. Unprotected areas in the rest of the borough recorded a loss of 23,000sqm of B1-B8 floorspace over the last five years.
- There is likely to be continued pressure on employment floorspace in competition with residential land values.

Challenge: To respond to these challenges the Draft Local Plan 2033 sets out an approach to direct new employment development and better protect against the loss of industrial floorspace losses in the future. This has been further strengthened by new Article 4 Directions protecting employment uses.

Retail and Town Centres

Key Points: Hackney has seen growth in retail and there is a strong pipeline and high occupancy rates in all town and local centres in Hackney.

- Overall there has been an increase of 3760sqm of retail (A1) space across the borough in the reporting years, indicating positive growth in the provision of this vital service.
- The pipeline for town centres going forward is positive with a total of 10513sqm new floorspace expected from permitted developments. Dalston, Hackney's major town centre is expected to gain an addition 1410sqm of retail floorspace, Stoke Newington to gain 809sqm and Hackney Central to lose 400sqm. An additional 89sqm of retail floorspace has been permitted in Local Centres.
- In terms of shopping centres, the primary frontages of Dalston, Hackney Central and Stoke Newington High Street perform well, with 56%, 55% and 60% of units respectively in retail use and with very low vacancy levels. Primary frontages have an average of 57% of units in retail use whilst secondary frontages average 43%.
- The average vacancy rate in Local centres is 5%.
- Despite changes to permitted development rights there have only been small losses of A1 retail in Hackney Central (312sqm) and Stoke Newington (825sqm) and Dalston has gained 722sqm of A1 floorspace. Local Centres have seen a very small overall loss of 215sqm over the

same time period, although this varies by centre with a gain 300sqm in Lower Clapton Road and a loss of 240sqm in Kingsland Road.

- A large amount of new A1/2/3 uses been approved in priority employment areas, with a net increase of 6439sqm in 2015/16 and 2016/17. This has been driven by employment-led policies which look for active frontages combined with high levels of new development in these areas, where relatively large sites make complete redevelopment more viable.
- Policies for the night time economy have had mixed results. Over the last five years A3 uses have increased in the centres of Dalston (653sqm), and Stoke Newington (407 sqm) but over the same period 10,075sqm of A3 has come forward outside of town centres, notably in the Central Activities Zone, Shoreditch PEA and Wenlock PEA.
- Over the last five years there has been no overall change in Hackney Central, Stoke Newington and Finsbury Park town centres of A4 (drinking establishments) floorspace, and an overall gain in Dalston of 279sqm. There has been a loss of 3,428sqm.

Challenges: To respond to these challenges the Draft Local Plan 2033 sets out a strategy to manage growth in retail and town centre uses –with growth focussed in Dalston and Hackney Central as the two major centres. LP33 identifies Shoreditch as a Central Activities Zone (CAZ). The extent of the CAZ frontages will be determined through Future Shoreditch Area Action Plan.

Communities, Culture, Education and Health

Key Points: Planning and delivery of new primary schools been positive in 2016.

- In 2015/16 and 2016/17 there were net gains of 15,020sqm and 364sqm respectively in D1 floorspace.
- Planning and delivery of new primary schools in the borough is positive, with a total of 90 places in 2 new extensions to schools in 2016, enabling provision of school places and a 5% buffer. Planning permission was granted in 2016 for new schools at Nile Street and Tiger Way.
- Section 106 funded the following projects:
 - Improvements to Shoreditch and Stoke Newington libraries
 - Cardinal Pole Roman Catholic School received a much needed internal work to consolidate 3 small areas into one large fit for purpose library.
 - The expansion of Woodberry Down Primary School from two to three forms of entry. This work was completed in April 2017

Transport

Key Points: Cycling Parking provision has increased along with public transport usage.

- Passenger usage of Hackney's railway stations continue to increase year on year, with a total of 48.8 million entries/exits at stations in 2016. An increase of 8.4 million entries/exits from the previous year.
- Old Street and Shoreditch High Street stations recorded growths of 115% and 57% in 2015/16.
- In 2015/16 and 2016/17, 87% of completed development were car free.
- In 2015/16 on average, 2.03 car parking (disabled included) spaces were delivered per scheme, a decrease of 1.07 per scheme since 2014/15.
- However, this figure went up by to 14.5 car parking spaces (including disabled) per scheme in 2016/17, and this was mainly due to the completion of two large projects (Woodberry Down Estate and the International Broadcast Centre (IBC) on Waterden Road) which between them delivered 971 car parking spaces. Cycle space provision has gone up by almost 27% from 963 in 2014/15 to 1349 in 2015/16, and by almost 33% in 2016/17 to 1993 in completed developments.
- The Council is supportive of proposals for the Crossrail 2 rail project linking North East and South West London, with a new station at Dalston and has stressed the importance of an interchange there. The Council is also supportive of a new station at Hackney Central on an eastern branch and has made representations to Transport for London on all these issues.

Challenges: There have been significant increases in London Overground usage placing pressures on this service. The Draft Local Plan 2033 supports the case for Crossrail 2 (including an eastern spur) to improve connectivity and facilitate growth.

Open Spaces Environment and Climate Change

Key points: Hackney has delivered improvements to open space with the last two years

- Planning obligations secured prior to the implementation of CIL have been used to deliver the following improvements to open spaces:
 - S106 contributions went towards improving De Beauvoir Square's play area. A second entrance was added to the play area to provide an alternative exit point from the enclosed space. The wooden edges to the squares rose beds have been replaced with a metal edging eliminating future maintenance issues.
 - The London Fields outdoor gym equipment had reached the end of its life and was located in the children's play area. Contributions went towards replacing and expanding outdoor gym equipment in a new more accessible location in London Fields.
 - Contributions went towards improving and replacing play equipment which had come to the ends of its life in Haggerston Park.
 - Improvements to Allens Gardens aimed at improving biodiversity. The works include Owl Boxes, bat detectors, wildflower

pollinators and additional seating as well as an educational program.

- An additional two parks gained green flags between 2015/16 and 2016/17 for a total of 21. Furthermore, 88% of Sites of Importance for Nature Conservation are in positive conservation management.

Heritage and Design

Key Points: Three sites previously on the heritage at risk register have been restored.

- Overall, the number of buildings on the Heritage at Risk register has decreased by 3 sites or a reduction of around 9%, from 34-31 sites. Leaving a total of 31 buildings still at risk in the borough. Three conservation areas remain at risk (Dalston Lane West, Sun Street and Mare Street), although Dalston Lane (West) recently had its Conservation Area Appraisal and Management Plan revised and is likely to be removed from the register once a large development project within the area is completed.
- The Hackney Design Awards were held in September 2016, and Woodberry Wetlands was crowned as the people's choice winner.
- 6 tall buildings of 10 storeys or greater have been approved in 2015/16 and 2016/17; with an average height of 23 storeys - the tallest of which was 33 storeys (1 – 17 Crown Place).
- 4 of 6 buildings approved were in schemes containing residential units, indicating that tall buildings are primarily supported by high residential values – however all developments contained a mix of uses.

Challenges: The Draft Local Plan 2033 informed by a borough-wide characterisation study sets out an approach to ensure that heritage assets can be protected while delivering housing and employment floorspace at higher densities.

Planning Performance

Key Points: Major targets in planning performance were met in 2015/16 and 2016/17. There has been a significant increase in number of planning applications processed and planning performance agreements made providing adequate revenue to support continued excellent performance.

- In 2016/17, 84% of Major Planning Applications were determined in accordance with agreed timescales, beating a target of 70%. A total of 37 major applications were processed.
- 80% of minor applications were determined within 8 weeks, also beating the target of 75%
- 88% of other applications were processed within their 8 week deadline, beating a target of 80%
- 63% of appeals to planning decisions were dismissed. Though this was below the 70% target but the number of appeals against decisions was considerable higher (128) compared to the previous year where only 86 appeals were made.
- 52% of Planning Applications were validated within 5 days. This was below target (80%).
- In 2015/16, 64% of planning searches were carried out in 10 working days, slightly below target (80%). However, the percentage increased to 87% for the first 3 quarters of 2016/17.
- Building control increased their market share for certification by 3% from 34 – 37% of all developments in 2015/16. During 2016/17, their market share dropped back to 34% - still this was below their target of 50%.
- 86% of building control applications were processed within 3 days in 2015/16, this increased by 1% to 87% in 2016/17 – well the target at 80%.
- The number of site inspections undertaken within 1 day of request, significantly above target (80%) at 93% and 91% for 2015/16 and 2016/17 respectively.

4.2 Equality Impact Assessment

The AMR will help feed into planning policies and help identify equality issues, such as the proportion of Hackney residents with reasonable access to key services by various modes of transport.

4.3 Sustainability

The AMR reports on the performance of sustainability policies that will be revised as necessary if any issues arise.

4.4 Consultations

Consultation has been undertaken on chapters with the relevant service areas.

4.5 Risk Assessment

There are no significant risks identified for the production of the AMR.

5. COMMENTS OF THE GROUP DIRECTOR OF FINANCE AND CORPORATE RESOURCES

- 5.1 This report requests the Corporate Committee to approve the Authority Monitoring Report (AMR) for the reporting year 2015/16 and 2016/17.
- 5.2 The AMR in Appendix 1 provides financial and performance data for 2015/16 and 2016/17 on Planning related activity and decisions.
- 5.3 The financial data in the AMR is retrospective, and the future impact of activities and planning policies monitored in the report, will be managed within the relevant service capital and revenue budgets of the Council.

6. COMMENTS OF THE INTERIM DIRECTOR OF LEGAL

- 6.1 Under Article 9.1.3 of the Council's Constitution, the Council's Corporate Committee is responsible among other things for maintaining oversight of the Council's planning functions.
- 6.2 Pursuant to the Planning and Compulsory Purchase Act 2004, local planning authorities must prepare reports containing such information as is prescribed as to the implementation of the Authority's Local Development Scheme and the extent to which the policies set out in the local development documents are being achieved. The Authority Monitoring Report at appendix 1 has been prepared to enable the Council to monitor its performance and in discharge of the statutory obligation.
- 6.3 The Authority Monitoring Report must cover a period the authority considered appropriate in the interest of transparency, beginning from the end of the period of the last report, and which is not longer than 12 months. In discharging this duty, Hackney's AMR covers the period of 1 April 2015 to 31st March 2016 and 1 April 2016 to 31st March 2017.
- 6.4 Under section 35(4) of the Planning and Compulsory Purchase Act 2004, the local authority must make the Report available to the public.

APPENDICES

Appendix 1 – Planning Authority Monitoring Report 2016 and 2017

BACKGROUND PAPERS

None

Report Author	Joshua Bwire, Strategic Policy Joshua.Bwire@hackney.gov.uk 020 8356 3184
Comments of the Group Director of Finance and Corporate Resources	Philip Walcott, Group Accountant Philip.walcott@hackney.gov.uk 020 8356 2396
Comments of the Interim Director of Legal	Stephen Rix Stephen.rix@hackney.gov.uk 020 8356 6122