

**Planning Authority Monitoring Report 2018**

**CORPORATE COMMITTEE  
MEETING DATE 2018/19**

**8 January 2019**

**CLASSIFICATION:**

**Open**

**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 Planning Service's Authority Monitoring Report (AMR) for 2017/18 and Local Development Scheme (2018 -2021).
- 1.2 The AMR provides monitoring information on spatial planning-related activity for the financial year of 2017/18 to inform and monitor policy development and performance. It highlights the extent to which the policies set out in adopted policy documents (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. The findings of the monitoring report have informed new policies in the Local Plan 2033 (LP33) which will replace existing adopted policy and the future programme for the preparation of policy documents, set out in the Council's Local Development Scheme (LDS).
- 1.3 The Local Development Scheme (LDS) outlines the content and programme for preparing or reviewing policy documents. The LDS programme helps to ensure the delivery of key planning policy documents to continue to assist in the effective spatial planning of the borough.

## **2. RECOMMENDATION(S)**

### **2.1 The Corporate Committee is recommended to:**

**(a) approve the Authority Monitoring Report 2017/18 (as set out in Appendix 1)**

**(b) approve the Local Development Scheme 2018/19 – 2020/21**

## **3. REASONS FOR DECISION**

- 3.1 The production of the Authority Monitoring Report and Local Development Scheme are statutory requirements as part of the Council's role as Local Planning Authority.

## **4. BACKGROUND**

- 4.01 The last AMR was approved by Corporate Committee in December 2017 and covered the period to the end of March 2017. This AMR (appendix 1) provides an update, reporting on the monitoring year from April 2017 to the end of March 2018. It provides analysis of the effectiveness of policy. It does this primarily by reviewing developments which have completed, and planning applications permitted over the last monitoring year.
- 4.02 The Local Development Scheme (LDS) outlines the content of all of the key Hackney planning policy documents and the programme for preparing or

reviewing them. The LDS programme helps to ensure the delivery of key planning policy documents to continue to assist in the effective spatial planning of the borough, guiding sustainable development and assisting in the borough's regeneration. The Council's existing LDS covers the period up from 2016- 2019. This LDS (appendix 2) covers the period up to 2021.

## 4.2 Policy Context

4.2.1 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 financial year. It also reports on progress in new plan making (the implementation of Hackney's Local Development Scheme 2018-2021) and progress on Neighbourhood Planning in the Borough. Overall this provides a clear and succinct evaluation of policy for the financial year of 2017/18.

The key findings of the AMR are as follows:

### Housing

#### **Key Points: Housing delivery was on target**

- Housing policy has been effective at delivering the homes needed by the Borough, with 7,165 new homes delivered or 101% of its target between FY2013 and FY2017. 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 on sites delivering ten or more units, 42% of homes were in affordable tenures.
- New housing has been delivered across the borough but growth is focussed in the north of the borough, Shoreditch, in and around Dalston and Hackney Central.
- Dwellings in the period have been delivered over a broad range of sizes, broadly in line with policy requirements, with 23% of dwellings being 3 or more beds. There were more marginally more 1-beds (40%) overall than 2-bed properties (37%).
- Small sites (less than ten units) delivered 482 housing units in FY2017, 43% of the net housing in the entire borough.
- Housing in Hackney has become more unaffordable for much of the last decade. However, FY2017 saw properties becoming slightly more affordable with the average cost of homes 15 times average income compared to a ratio 17:1 in FY2016.
- Of the housing supply in Hackney, the non-conventional supply gave 1,138 units in the last five years. FY2015 was a peak year with 960 non-conventional units built. This high amount of non-conventional supply is not meeting the most acute housing needs of Hackney residents. On the most recent evidence, the Council would need to deliver 60% of new housing as socially rented to meet the needs of the borough.

**LP33 Response:** To address issues around housing affordability for residents, the Proposed Submission Local Plan 2033 continues to require 50% affordable housing subject to viability and sets out new policies including a policies to secure affordable housing on small sites of less than 10 units. The LP33 policy response to the high level of non-conventional housing supply is to prioritise C3 housing over other types of C use class.

### 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 192,953sqm net new space, mainly B1 (offices) use 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 124,498 sqm of new B1 floorspace in this area.
- Between 2012-17 Hackney gained an additional 9,355 active enterprises, or a growth of 66% over the period, double the Inner London average (32%), creating increasing demand for floorspace.
- Hackney's average rental value achieved for offices between 2014 and 2016 was £40.65 per sqft. This represents an 89% increase on the average rental values achieved between 2009 and 2011.
- To address the increasing level of unaffordability for businesses in the Borough, the Council introduced an Affordable Workspace policy in the Development Management Local Plan. Since 2013, the planning service has secured 8,603.5 sqm of affordable workspace through S106 agreements.
- There were 640 new hotel rooms completed between FY2013 and FY2017. The pipeline of 2,167 hotel and hostel bedrooms are mostly in the south of the borough.
- Overall, Priority Employment Areas (PEAs) saw a large gain of 10,029sqm of B1a floorspace and a loss of 11,819 sqm of B1C floorspace, 2,925 sqm of B2 floorspace, and 9,705 sqm of B8 floorspace over FY2013-FY2017. Taken in view of the broader picture of employment losses, policies have been effective - unprotected areas in the rest of the borough recording a loss of 38,174sqm of B1-B8 floorspace.

**LP33 Response:** To respond to these issues, the Proposed Submission Local Plan 2033 sets out an approach to secure more affordable workspace and better protect against the loss of industrial floorspace in the future. This has been further strengthened by a new Article 4 Directions protecting employment uses adopted in May 2018.

## 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 5,987sqm of retail (A1) space across the borough over the last 5 years.
- The pipeline for town centres going forward is positive with an overall growth in A1, A2 and A3 floorspace of 1,437sqm. Dalston, Hackney's major town centre, is expected to gain an additional 1,137 sqm of A1 floorspace, Hackney Central to gain 338 sqm and Stamford Hill 103sqm.
- Despite changes to permitted development rights in Hackney, there have been net gains in of A1 floorspace (retail) over FY2013-FY2017 in Hackney Central (183 sqm), Dalston (752sqm) and outside Main Town Centres (4,925 sqm), although Stoke Newington High Street has faced a loss of 2,121 sqm, due primarily to a change of condition to a permission granted in 2013 (2015/3811). Local Centres have seen a small overall loss of 524sqm over the same time period, although this varies by centre with a gain 300sqm in Upper Clapton Road and a loss of 509sqm in Hoxton Street.
- Over the reporting year, A3 floorspace has come forward in Hackney Central (151sqm) (and Dalston (287 sqm) while over the same period 1879sqm of A3 has come forward outside of the main town centres. This is seen most notably in the Shoreditch PEA (1,250) and Central Activities Zone, Homerton PEA and Wenlock PEA.
- Over the last five years there has been a net loss in the town centres of A4 (drinking establishments) floorspace, with only Hackney and Lower Clapton Road seeing a gain, of 41sqm and 20sqm respectively. Across the borough, there has been a loss of 1449sqm, with only a third (508sqm) lost in the designated town centres.

**LP33 Response:** To respond to these issues, the Proposed Submission Local Plan 2033 sets out a strategy to protect retail in town centres. Retail growth will be focussed in the two major centres of Dalston and Hackney Central (Hackney Central upgraded from a district centre) Additionally, Stamford Hill is proposed to be redesignated as a district centre and Green Lanes, Hackney Downs, Oldhill Street and Dunsmere Road are all proposed to be designated as local centres. LP33 identifies the need for a retail designation in Shoreditch linked to its role as part of the Central Activities Zone (CAZ). The extent of the CAZ retail frontages will be determined through Future Shoreditch Area Action Plan. Article 4 directions have also been used to remove permitted development rights to protect retail.

## Communities, Culture, Education and Health

- In 2017/18, the Council received a total of £3.6 million in Section 106 payments and signed agreements worth a total of £7 million.
- Hackney's CIL, adopted in April 2015, received a total of £9.8 million in 2017/18 in CIL contributions.
- The borough also collected £3.9 million for the Mayoral CIL in 2017/18.

## Transport

**Key Points: Public transport use in the Borough has increased significantly and more developments have been car free over the last year.**

- There were a total of 52.7 million entries/exits at stations in Hackney in 2017, an increase of 8% in a year from last year's figure of 48.8 million.
- Old Street has recorded a year on year growth of about 45%.
- Clapton is showing year on year growth of over 10%.
- Stamford Hill and Stoke Newington showing year on year growth around 15%.
- Walking levels in Hackney have been increasing; 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%.
- Planning policies have facilitated the delivery of car free development throughout the Borough. In 2017/18 93% of completed developments were car free – this compares to 87% in the previous reporting years

**LP33 Response:** The new Local Plan 2033 has considered transport and development as part of the growth strategy and through the Place Policies section. Further exploration of connectivity and growth linked to Crossrail 2 has will be undertaken through a Dalston masterplan SPD.

## Open Spaces Environment and Climate Change

**Key points: Hackney, already one of the greenest inner London boroughs, has gained 0.433 hectares of open spaces from schemes completed in FY2017/18.**

- Hackney has green spaces totalling 396 hectares of open space, 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.
- Out of 58 parks and open spaces, 25 have been awarded Green Flag status (as of 2017/18).
- Overall there has been a net gain of 1.056ha (including 0.433ha in FY2017) of usable open space in Hackney in the last five years.
- Planning obligations have been used to deliver the following improvements to open spaces:

- Stonebridge Gardens refurbished
- Haggerston Play Park Area
- Street trees, Salcombe Road
- London Fields Outdoor Gym
- Clissold Park Improvements
- Clapton Square Improvements
- Stonebridge Garden Park Improvements
- An additional two parks gained green flags between 2017/18 for a total of 25.

### Heritage and Design

**Key Points: Comparison of the 2017 Heritage at Risk Register with the 2016 Register for Hackney shows a reduction in the number of listed buildings at risk in the Borough by 2 sites (6%), from 31 to 29 sites**

- The Heritage at Risk Register is operated by Historic England and, as the name suggests identifies historic buildings, structures and areas at risk of neglect, decay and unlawful works. Comparison of the 2017 Heritage at Risk Register with the 2016 Register for Hackney shows a reduction in the number of listed buildings at risk in the borough by 2 sites, or around 6%, from 31 to 29 sites. This overall figure hides the churn in the register: more than 2 sites were removed, but then others were added. There is a trend for churches to be added, relating to available grant schemes.
- The Hackney design awards are held biannually, the latest contest was opened in October 2018. 42 project nominations were received and from this a short list of 15 was determined. The winner will be announced in February 2019. The overall People's Choice winner will be announced at the same awards ceremony.
- A total of 10 tall buildings have been built since 2013. In FY2017, 2 tall buildings were completed of 10 and 15 storeys. 18 tall buildings of 10 storeys or greater are in the pipeline.
- 9 of the 10 buildings completed were in schemes containing residential units, indicating that tall buildings are primarily supported by high residential values. The remaining tall building was a hotel (non-residential with bedrooms).

**LP33 Response:** The Proposed Submission Local Plan 2033, informed by a borough-wide characterisation study, sets out an approach to ensure that heritage assets can be protected by delivering good growth.

### Planning Performance

**Key Points: Major targets in planning performance were met in FY2017. There has been a large number of planning applications processed and planning performance agreements made providing adequate revenue to support continued excellent performance.**

- In 2017/18, 100% of Major Planning Applications were determined in accordance with agreed timescales, beating a target of 70%. A total of 37 major applications were processed.
- 79% of minor applications were determined within 8 weeks, also beating the target of 75%
- 85% of other applications were processed within their 8 week deadline, beating a target of 80%
- 71% of appeals to planning decisions were dismissed, above target.
- 54% of Planning Applications were validated within 5 days. This was below target (80%) due to ICT and Print Room issues.
- In FY2017, planning searches processed in 10 working days were significantly affected by the changeover of ICT systems, impacting negatively on results. Going forward, the ICT system that has been implemented will secure more stable performance.
- Building control held a market share of 32% in FY2017.
- 89% of building control applications were processed within 3 days in FY2017, above the target.
- The number of site inspections undertaken within 1 day of request, was again over target at 89%.

#### Local Development Scheme

**Key points: The Council has performed well against the existing LDS programme and is now moving to the next phase of policy making to support LP33**

The Proposed Submission LP33 is scheduled to be submitted to the Government for examination in January 2019. A review of the Local Development Scheme identified that in addition to updating the programme, there is a the need for SPDs to support the new areas of change identified in LP33 and to provide implementation guidance for new policy areas.

#### **4.2 Equality Impact Assessment**

All policy documents, as set out in the Local Development Scheme, will be subject to an Equalities Impact Assessment.

#### **4.3 Sustainability**

All policy documents, as set out in the Local Development Scheme, will be subject to a Sustainability Appraisal.

#### **4.4 Consultations**

All policy documents, as set out in the Local Development Scheme, will be subject to consultation.



#### **4.5 Risk Assessment**

There are no significant risks identified for the production of the AMR. All policy document requirements identified in the LDS will be subject to separate project risk assessments.

#### **5. COMMENTS OF THE GROUP DIRECTOR OF FINANCE AND RESOURCES**

- 5.1 This report requests the Corporate Committee to approve the Authority Monitoring Report (AMR) for the reporting year 2017/18 and a new Local Development Scheme (LDS) 2018-2021
- 5.2 The AMR in Appendix 1 is retrospective and provides financial and performance data for 2017/18 on Planning related activity and decisions.
- 5.3 The AMR monitoring exercise has highlighted the need for a revised Local Development Scheme (Appendix 2).
- 5.4 The future impact of activities and planning policies monitored in the AMR and LDS will be managed within the relevant service capital and revenue budgets of the Council.

#### **6. COMMENTS OF THE DIRECTOR OF LEGAL AND GOVERNANCE**

- 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 The Authority Monitoring Report must be prepared in accordance with section 35 of the Planning and Compulsory Purchase Act 2004 and in the manner prescribed by Part 8 of Town and Country Planning (Local Planning) (England) Regulations 2012. Pursuant to these statutory provisions, local planning authorities must prepare reports containing such prescribed information relating to the implementation of the Authority's Local Development Scheme and detailing 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 its statutory obligations.
- 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 the 2017-18 financial year.
- 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.

6.5 The Local Development Scheme must be prepared in accordance with the prescribed requirements set out in section 15 of the Planning and Compulsory Purchase Act 2004. Under section 15(9A) of the Act, the local authority must make available to the public the up to date text of the scheme, any amendments to the same and up to date information showing the state of the authority's compliance with the timetable for delivery of the policy documents listed in the scheme. The Council's Local Development Scheme can be found at Appendix 2.

## APPENDICES

Appendix 1 – Planning Authority Monitoring Report 2017/18.

Appendix 2 – Local Development Scheme 2018- 2021

## BACKGROUND PAPERS

None

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