

Planning Authority Monitoring Report Financial Year 2019/ 2020

<p>CORPORATE COMMITTEE MEETING</p> <p>9 March 2021</p>	<p>CLASSIFICATION:</p> <p>Open</p>
<p>WARD(S) AFFECTED</p> <p>All wards</p>	
<p>GROUP DIRECTOR</p> <p>AJMAN ALI, GROUP DIRECTOR, NEIGHBOURHOODS AND HOUSING</p>	

1. INTRODUCTION AND PURPOSE

- 1.1 This report provides the Committee with an overview of Hackney Council's Local Plan Authority Monitoring Report (AMR) for financial year 2019/ 2020 (FY 2019/ 20). The Planning Regulations require that local planning authorities publish data on their performance in place-making at the earliest opportunity.
- 1.2 The AMR provides monitoring information to inform plan-making and follow the performance of our existing strategies, planning policies and site allocations; which were current and adopted during the reporting period. This AMR provides the final performance monitoring on the planning policy documents¹ that have subsequently been replaced following the adoption of the new Hackney Local Plan 2033 (LP33) in July 2020. Data collected and analysed through previous AMRs has been used to inform the preparation and production of the growth strategy, planning policies and site allocations set out in the now adopted LP33. That data is also being used to inform our

¹ Principally the Hackney Core Strategy 2010, the Development Management Local Plan 2015 and the Site Allocations Local Plan 2016

suite of new area-based plans and supplementary planning documents². The AMR will serve to inform planning guidance that will be set out in new thematic supplementary planning documents (SPDs)³

2. RECOMMENDATION(S)

2.1 The Corporate Committee is recommended to:

Approve of the performance reported through the Authority Monitoring Report for Financial Year 2019/20

3. REASONS FOR DECISION

- 3.1 The production of a local plan AMR is a statutory requirement of the Council's role as Local Planning Authority.

4. BACKGROUND

- 4.1 The last AMR was approved by the Corporate Committee 11th February 2020 and covered the period to the end of March 2019. This AMR (Appendix 1) reports on the monitoring year from April 2019 to the end of March 2020. It provides analysis of the Council's local plan policy performance including a review of developments which have been completed, and planning applications permitted during the reporting period. Where appropriate the AMR identifies possible interventions to address performance.

AMR reporting

- 4.2 The information in the AMR is derived from a variety of sources; being prepared and produced by specialist teams within and outside the Council. Two important datasets that feed into the AMR are the Council's planning system (M3), and the London Development Database (LDD) These two datasets hold information on planning applications, including pre-applications, submitted to the Council; approvals; commencements; and completions. The data usually informs many of the sections in the AMR, in particular, but not limited to proposals relating to new housing, employment, retail and town centre uses.
- 4.3 The above is normally collated during September - October following the end of the financial year under review; IE 6 months after the end of the review period. During this 6-month period the Greater London Authority (GLA) collects and processes the data. It subsequently runs reports, which it submits as returns to the Ministry of Housing Communities and Local

² Namely, the new Stamford Hill and Future Shoreditch AAPs; the new Dalston Plan SPD; the refresh of the Hackney Central Masterplan SPD; and the emerging Clapton & Lea Bridge and Homerton SPDs.

³ For example, the Housing & Development SPD; the Residential Design Guide; and the Shop Front Design Guide.

Government (MHCLG). It also supplies individual returns to each London borough.

- 4.3 However, this year the GLA has been in the process of transferring from the LDD system to a new development database, the London Data Hub. Due to the complexities of this transfer process and other on-going technical issues, the GLA has been unable to report upon any data other than the housing starts and completions. As such, we do not, as yet, have full and final data on commercial and retail floorspace and open/green space secured by new development during FY2019.
- 4.4 Where it can, the Council tries to supplement the last financial year's data with more recent activity. However, due to the October 2020 cyber attack, it has not been possible to access the necessary data - other than to provide a general overview of more recent activity.
- 4.5 Another adverse impact of the cyberattack is that data relating to planning decisions, approvals, refusals and applications which were yet undecided, currently remains inaccessible. The Council's ICT and the Planning Service are working to restore the data. This process has involved on-going contact with applicants and / or agents of those undecided applications, with an objective of registering new applications, and transferring them to the Council's new planning system provided by Tascomi.
- 4.6 The Council and other agencies have been working to ensure that the Planning Portal, Hackney's Tascomi system and the Planning London Databhub are compatible and data provided in planning applications, subject to data protection, can be shared between the three systems. This means that information will be received in real-time making live reporting possible for the first time and therefore providing boroughs with the ability to affect change in a more timely manner.

Plan-making progress

- 4.7 The findings of previous AMRs informed the development of new policies in the Local Plan 2033 (LP33), which from July 2020, replaced the Core Strategy, DMLP and SALP. LP33 was adopted in July 2020 and key elements that will be monitored in AMRs from FY2020 include how successfully LP33 achieves policy intentions of securing:
- more affordable housing through the introduction of affordable housing contribution from small sites;
 - more affordable workspace and better protection against the loss of industrial floorspace in the future;
 - carbon off-set contributions and energy statements from new development, residential and commercial; and
 - additional green space from all new development

all of which are now being secured through the new s106 SPD.

- 4.8 The Local Development Scheme (LDS) (2018- 2021) outlines planning policy documents' content and the programme for preparing or reviewing them. The LDS seeks to ensure the effective delivery of the new LP33.
- 4.9 Plans and strategies currently being progressed and to be monitored in the next AMR include:
- Shoreditch SPD
 - Stamford Hill SPD
 - Dalston SPD
 - Development and Housing SPD,
 - Housing Design SPD,
 - Child-friendly SPD
 - Sustainable Design and Built Environment SPD,
 - Residential Housing SPD
 - Historic Environment SPD
- 4.10 Progress has been made on preparing two Area Action Plans for Shoreditch and Stamford Hill that will sit alongside the LP33. Both plans will provide guidance to help shape and coordinate development proposals in these key growth areas and identify key development sites.
- 4.11 In FY2019, the Office to Residential Article 4 Direction was made permanent, and the Shacklewell Green Conservation Area A4D was adopted. The former A4D along with a number of other existing local A4Ds will need to be reviewed, in light of Government changes made in 2020 to the Use Classes Order and Permitted Development Rights.

Housing

Key Points: Housing delivery remains on target

- Evidence demonstrates that the implementation of our housing policy has been effective at delivering 98% of the Boroughs housing requirement during the period between FY2015 and FY2019, which equates to 7,843 new additional homes. Of these, **1,099 new additional homes⁴** were delivered during this reporting period. Our annual housing requirement during the monitoring period, as identified by the London Plan, was 1,599 new homes (as the reporting year pre-dates the new LP33 housing target). The housing supply is made up of conventional self-contained homes as well as non-conventional homes such as student halls, HMOs and hotels.

⁴ This total includes new residential accommodation provided through non-conventional sources of supply.

- During FY 2019 a total of **969 new self-contained homes**⁵ were delivered, of which 139 were in affordable tenures. A third of those affordable homes being 3 bed units and larger. A total of £8.6 million was paid in S106 affordable housing contributions.
- New housing has been delivered on sites and locations across the Borough. However, growth continues to be focused in Woodberry Down, Shoreditch and Hoxton. Housing delivery in Hackney Central, Stamford Hill and Clapton and its environs were also significant in FY2019.
- The Borough's 5 year housing land supply trajectory shows a healthy level of overall growth going forward. This provides a strong foundation for maintaining the delivery of new homes into the long-term future.

Employment

Key Points: There is a significant amount of new employment floorspace in the pipeline and high levels of growth in new businesses within the Borough.

- Approvals on major schemes for new employment uses during FY 2019 will add around an additional 17,000sqm of office floorspace to the Borough's supply.
- The number of enterprises has increased by 44% during the period between 2015 and 2019. This compares favourably to the 17% increase recorded for inner London as a whole. Average rents achieved for office space also increased between 2018 and 2019.
- Forecasting suggests that 10 of the Borough's PEAs⁶ will witness an increase in floorspace, with Shoreditch seeing a net gain of new B1 floorspace significantly ahead of other PEAs.

Retail and Town Centres

Key Points: There continues to be a strong pipeline of new retail going forward.

- During FY 2019 there was only 1 major approval that had a significant amount (1,520 sqm) of retail floorspace.
- Outside of the designated town centre areas data shows that there has been an overall increase of new retail space during the period between FY 2015 and FY 2019. Evidence suggests that this trend will continue.
- The Borough's Special Policy Areas (SPA) continue to be effective mechanisms for managing licences for A3 and A4 uses within Dalston and Shoreditch. Going forward, LP33 and the emerging Future Shoreditch AAP and Dalston SPD will function in concert to promote the diversification of the night time economy.

Communities, Culture, Education and Health

⁵ Comprising market and affordable tenures.

⁶ LP33 provides for a further refinement of PEAs in to Priority Office and Industrial Areas, POA and PIA

Key Points: The planning process continues to secure funding and investment of community infrastructure through the Community Infrastructure levy and s106 agreements.

- During FY 2019, the Council received a total of £12.9 million in s106 payments and signed agreements worth a total of £3.0 million.
- Around £6.7 million was spent during FY 2019, funding extensive improvements to libraries and schools, health community facilities, job opportunities, the public realm and open spaces.
- Hackney's CIL, adopted in April 2015, invoiced £4.1 million and received a total of £4.5 million in FY 2019 in CIL contributions.
- The Borough also collected £2.9 million for the Mayoral CIL to assist with the funding of the Crossrail development.
- In 2019, a new multi use education and community building at Abney Park Cemetery, and additional education space at Bsix Sixth Form College was approved.

Transport

Key Points: During the reporting period public transport use in the Borough increased significantly over the previous year's performance.

- Walking levels in Hackney have been increasing; data demonstrates that 44.2% of people in Hackney use walking as their main mode of transport over a seven day period, compared to the Greater London average of 37.6%.
- Planning policies have facilitated the delivery of car free development throughout the Borough. There has been a steady annual increase in car-free developments completed over the last 5 years.
- The Council is progressing proposals to upgrade Hackney Central Station in partnership with Transport for London.

Open Spaces Environment and Climate Change

Key Points: In 2019, 27 parks in Hackney achieved green flag status.

- Hackney has green spaces totalling 396 hectares of open space. These include 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 informal space adjacent to the highway.
- Out of 58 parks and open spaces, 27 have been awarded Green Flag status, there has been no increase during FY 2019.
- The Hackney projects allocated or spent funds derived from Planning Obligations in FY 2019 are:
 - West Reservoir Improvement Projects (allocated)
 - Fairchild's Gardens Improvement (allocated)
 - Hackney Road Recreation Grounds Improvement (spent)
 - Shoreditch Park Improvements (spent)

- Stonebridge Gardens Refurbishments (spent)
- Shepherdess Walk Play Area (spent)

Design and Heritage

Key Points: The number of buildings on the at risk register has increased to 33 sites during FY 2019.

- The Heritage at Risk Register is managed by Historic England and identifies historic buildings, structures and areas at risk of neglect, decay and unlawful works. The number of listed buildings at risk in the Borough has increased to 33 up from 29 previously recorded.
- The Hackney design awards are held biannually. The 2020 Hackney Design Awards received 47 nominations, an increase from 42 in 2018.
- A total of 9 tall buildings have been built between 2014 and 2018. In FY 2019, 2 schemes containing buildings of 10 storeys plus were completed, and a building of 10 storeys was approved.

Planning Performance

Key Points: Key targets in planning performance were met during FY 2019. Evidence demonstrates that a large number of planning applications were processed and planning performance agreements made providing proportionate revenue to support continued excellent performance.

- During FY 2019, 21 out of 22 Major Planning Applications were determined in accordance with agreed timescales. This is a 95% achievement rate against a target of 70%.
- During the reporting period 951 minor applications were received and 780 (82%) were determined within 8 weeks, exceeding the 75% target.
- 97 of 117 other applications (87%) were processed within their 8 week deadline, exceeding the 80% target.
- 223 appeals were submitted to the Planning Inspectorate in FY 2019.
- The percentage of planning enforcement enquiries acknowledged within 5 working days and the percentage of site visits in planning enforcement cases undertaken within 10 working days both exceeded their targets, at 99% and 94% respectively. This demonstrates an improvement on performance.
- 67% of Planning Applications were validated within 5 days. This is an improvement on the 54% achieved during FY 2018, but fell below the target of 80%.
- In FY 2019, 91% of planning searches were processed in 10 working days, above the 80% target.
- Building control held a market share for certification of 32% in FY2019, 1% point down on the previous year.

- 85% of building control applications were processed within 3 days in FY2019, above the 80% target.
- The number of site inspections undertaken within 1 day of request was, again, over the 80% target at 91%.

FY 2020/ 2021

Monitoring evidence from the latest AMR reporting period indicates that Hackney is responding positively to the challenge of place-making and is in a strong position to deliver the growth strategy set out in LP33. Nevertheless, the planning policy landscape is changing and the Council needs to be cognizant of how such changes will influence future plan-making and decision-taking. This particularly the case in respect of the Government's objects for significantly boosting housing delivery are incorporated into good place-making.

A new standard method for calculating housing need has recently been published by the Government that identifies a housing requirement for 2,514 new homes per annum for Hackney. This is an increase of about 36% over the current London Plan target⁷, which seeks the delivery of 1330 new homes per annum. Whilst this is not an issue of immediate concern it merits consideration. The Government has stated that London boroughs will have a five year exemption period during which they will remain committed to delivering the new London Plan requirements.

Whilst LP33 has been prepared in accordance with the London Plan, it also recognises that Hackney's objectively assessed housing need⁸ of 1,758 (of which 60% should be social rent) remains higher than 1,330 homes per annum identified as our new LP33/ London Plan housing target. The growth strategy set out in LP33 recognises this higher level of need and offers an area-based approach that allows opportunities for the target to be exceeded. Consequently, Hackney is in a better position to transition towards the higher levels of housing delivery envisaged through the Government's new standard method. Nevertheless, if Hackney is to place itself in a favourable position to meet the challenge required by the objectively assessed housing need, as well as that set by the new standard method, the delivery of new homes will need to constantly rise. Hackney Council's response to the Housing Delivery Test (HDT)⁹, through the preparation of an Action Plan; provides an opportunity to put in place measures that allow for the monitoring and management of a progressive increase in housing delivery.

4.3 Equality Impact Assessment

⁷ This approximately corresponds to the Government's approach that identifies a 35% uplift in the housing requirement directed towards 20 metropolitan areas and cities across England.

⁸ As identified through the Hackney Strategic Housing Market Assessment.

⁹ In the future the HDT will play a greater interventionary role in housing delivery performance. This includes the introduction of a new 75% performance threshold, under which planning authorities will face the presumption in favour of sustainable development.

The AMR will help feed into the Borough-wide growth strategy; emerging planning policies and site allocations; by doing so it will help identify equality issues. As a factual research document, it does not propose any actions which will have an equality impact. Consequently it does not require an equalities impact assessment.

4.4 Sustainability

The AMR reports on the performance of sustainability objectives that are embedded within the growth strategy, planning policies and site allocations. These will be revised as necessary if any issues arise.

4.5 Consultations

The preparation of the AMR requires the collation of primary data from a wide range of sources - both internal and external to the Council. Where necessary consultation has been undertaken with relevant partner services - for example this has involved colleagues from Transport and Housing.

4.6 Risk Assessment

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

5. COMMENTS OF THE GROUP DIRECTOR OF FINANCE AND RESOURCES

- 5.1 This report requests the Corporate Committee to approve the AMR for the reporting year 2019/ 2020.
- 5.2 The AMR included under Appendix 1 reports retrospectively. It provides financial and performance data for the period 2019/ 2020 on place-making activity and decisions.
- 5.3 The future impact of activities and planning policies monitored in the AMR will be managed within the relevant service capital and revenue budgets in the Council's directorates.

6. COMMENTS OF THE DIRECTOR OF LEGAL

Under Article 3.3.4 of the Council's Constitution, the Council's Corporate Committee is responsible for the Regulatory Framework and part of it is to discharge all non-executive functions not allocated to the Council or another committee and to develop, review, monitor and maintain a strategic overview of the Council's Regulatory function.

- 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. 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 considers 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 2018-19 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.*

APPENDICES

Appendix 1 – Planning Authority Monitoring Report FY 2019/ 20.

BACKGROUND PAPERS

None

Report Author	Karol.Jakubczyk Strategic Planning Manager (cover) karol.jakubczyk@hackney.gov.uk ext 6728
Comments on behalf of the Corporate Director of Finance and Resources	Simon Theobald - Head of Finance simon.theobald@hackney.gov.uk ext 4304
Comments on behalf of the Group Director of Legal, HR and Regulatory Services	Christine Stephenson, Specialist Lawyer (Commercialisation, Sustainable Procurement and Regulatory) christine.stephenson@hackney.gov.uk Extn 3578