

Title of Report	Planning Service Authority Monitoring Report (AMR) (April 2020 - March 2021)
For Consideration By	Corporate Committee
Meeting Date	13 December 2022
Classification	Open
<u>Ward(s) Affected</u>	All Wards
<u>Group Director</u>	Rickardo Hyatt

1. Introduction

- 1.1. This report seeks approval of the Planning Service's Authority Monitoring Report (AMR) for financial year 2020 (FY2020/21) covering the period between 1 April 2020 to 31 March 2021.
- 1.2. The AMR provides monitoring information on planning-related activity and helps to monitor performance and the effectiveness of planning policy. It highlights the extent to which the policies set out in adopted planning policy documents have achieved their objectives, using quantitative indicators.
- 1.3. This year's AMR is limited in data analysis as a result of missing data due to the cyberattack in October 2020 and the transfer of data to a new IT system. Data on planning permissions approved between 25 June 2020 to 31 October 2020 is in the process of being recovered. The Council has been working with data scientists to retrieve this missing data and is also working collaboratively with the Greater London Authority and IDOX (owners of the cloud based planning system that the Council has migrated to for managing planning applications) to find alternative solutions to retrieve and report on this data.
- 1.4. The data presented in this report is the best assessment of performance of Local Plan policies and updates on planning-related activity and planning decisions over the past financial year using available data. The findings will be verified once all data is retrieved (anticipated to be by February 2023) and reported in the AMR next year.

2. Recommendations

- 2.1. **The Corporate Committee is recommended to:**

2.2. **(a) approve the Authority Monitoring Report FY2020/21 (as set out in Appendix 1).**

3. **Reason(s) for decision**

3.1. The production of the Authority 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 the Corporate Committee in March 2021 and covered the period between April 2019 to the end of March 2020. This AMR (appendix 1) provides an update, reporting on the monitoring year from 1 April 2020 to the end of March 2021. It provides analysis of the effectiveness of policy including a review of developments which have been completed, and planning applications approved over the last monitoring year where data is available.

Policy Context

4.2. The AMR report provides monitoring information on the performance of Local Plan policies and updates on planning-related activity and planning decisions over the past financial year and where appropriate over 5 years. It also reports on progress in new plan making and progress on Neighbourhood Planning in the borough.

4.3. The key findings of the AMR are as follows:

Housing

Key Points: In Hackney, 96% of the Government's Housing Target was delivered over the last 3 years. The proportion of affordable housing approved in major development (10+ units) was 45%.

4.4. The Government's Housing Delivery Test returns which is measured over 3 years shows that between FY2018/19 to FY2020/21 the number of new homes completed in Hackney was 96% of the Local Plan target which was an improvement on our previous result of 90%.

Between 2016/2017 and 2020/21 the number of new homes completed in Hackney was 87% of the borough's housing target. In total 6,452 new homes were built in the last 5 years with 1,107 units completed in this monitoring year, which is 83% of the borough's annual housing target. This housing supply is made up of conventional self-contained homes as well as non-conventional homes such as student halls, HMOs and hotels¹.

¹ Non-conventional accommodation includes student accommodation and communal accommodation such as hotels and HMO. 2.5 student bedrooms are counted as the equivalent of 1 residential unit and 1.8 other communal bedrooms are counted as the equivalent of 1 residential unit.

- 4.5. The number of non-conventional housing completed in 2020/21 was 188, higher than last year, and fewer than the 334 in 2018/19.
- 4.6. The conventional supply of housing in FY2020/21 delivered 919 self contained homes, and of these 195 (21.2%) homes were in affordable tenures, with a quarter of those being 3 bed units and larger. The schemes completed in FY2020/21 with on-site affordable housing were granted planning permission between 2011 and 2018. Of the 919 units provided, 794 (86%) were from large sites, of 10 plus units. In addition to this, in the FY2020/21 £6.37m was collected through S106 for affordable housing. While the Council will receive a £350,000 contribution towards affordable housing from a smaller scheme (i.e. under 10 residential units) under the small site policy.
- 4.7. In FY2020/21 on major schemes, 988 residential units of which 445 (45%) were affordable were granted planning permission in 2020/21.
- 4.8. New housing has been delivered across the borough but growth is focussed in Woodberry Down, Shoreditch and Hoxton.
- 4.9. **Summary:** The LP33 policy response to the high level of non-conventional housing supply is to prioritise C3 conventional housing over other types of C use class. To address issues around housing affordability for residents, Local Plan 2033 continues to require 50% affordable housing subject to viability and sets out new policies including policies to secure affordable housing on small sites of less than 10 units. Over the last three years, Government returns show that the Council has delivered 96% of its housing target. In FY2020/21/21 the Council collected £6.37m for affordable housing, and between the adoption of LP33 and April 2021, secured £350,000 towards affordable housing from a smaller scheme.

Employment

Key Points: There continues to be growth in new businesses within the borough

- 4.10. In 2020 there were 23,270 enterprises in Hackney, that is up by 1,970 from 2019. Between 2016-20 Hackney gained an additional 6,385 active enterprises, or a growth of 38% over the period, almost three times the Inner London average (13%), creating increasing demand for floorspace.
- 4.11. In FY2020/21 around of 22,000sqm of office floorspace was delivered in the borough.
- 4.12. To address the increasing level of unaffordability for businesses in the Borough, the Council's Local Plan included an updated Affordable Workspace policy which revised the affordability thresholds to ensure that workspace secured was more affordable to end users. Since 2014, the

planning service has secured approximately 14,700sqm of affordable workspace through S106 agreements.

- 4.13. 7 of 8 applications delivered 3,475sqm of non-monetary affordable workspace in FY2020/21 as compared to 2,320sqm from 6 schemes in FY 2019/20.
- 4.14. There were 866 new hotel and hostel rooms completed since December 2015. In FY2020/21 there were 270 hotel and hostel rooms completed.
- 4.15. **Summary:** Local Plan 2033 sets out an approach to secure more affordable workspace and better protect against the loss of industrial floorspace in the future. There was 3,475sqm of affordable workspace delivered in FY2020/21 which was an increase on the previous years delivery of 2,320sqm (FY2019), increases in businesses set up in the borough and around 22,000sqm of employment floorspace delivered in the borough indicates continues success of Local Plan employment policies. This has been further strengthened by Article 4 Directions protecting Class E to C3 in Hackney's designated industrial areas, the Central Activities Zone and designated town centres. The Article 4 Directions will require commercial, services and businesses wishing to change to residential to apply for full planning permission to ensure that proposals are fully considered in terms of quality and standards of residential, impact on infrastructure, and there is a balance between retail, commercial, leisure, and residential in the borough's strategically and locally important commercial and employment areas.

Retail and Town Centres

Key Points: Hackney has seen growth in retail over the last 5 years.

- 4.16. LP33 policies strengthen the requirements around Commercial E(a) units (former A1 units) within the major, district centres and local centres. Through LP33, Hackney Central has become a major town centre, Stamford Hill a District Centre and four new local shopping centres have been designated in the borough.
- 4.17. Hackney's designated town centres are performing well in terms of vibrancy and interest, with a broad range of shops. The latest surveys from 2021 showed that the borough's four Major and District centres had vacancy rates below or in line the national average (13.87%) for town centres².
- 4.18. It is important to note that outside of town centre designations there has been an increase of new retail space between FY2017/18 - FY2020/21

² Experian Goad Town Centre Surveys and Reports for Dalston (12.9%), Hackney Central(13.9%), Stoke Newington High Street (9.7%) and Stamford Hill (4.0%) (June 2021).

- 4.19. Planning policies for the night time economy have had mixed results over the last five years. Dalston and Hackney Central have seen an increase in Restaurants and Cafes (former A3) now Class E(b) as have some of the local centres including Kingsland Road, Lauriston Road and Stoke Newington Church Street.
- 4.20. Drinking establishments and hot food takeaways share a low level of completions in FY2020/21 in keeping with the trend in FY2019/20. With drinking establishments, there has been a mixed picture across the town centres, although most of the designated centres saw no change at all. The greatest loss has been outside town centres. Local Plan 2033 and the emerging Future Shoreditch Area Action Plan both promote the diversification of the night time economy.
- 4.21. In FY2020/21 7,527sqm of retail floorspace (former UCO A1 - A3) were completed. The largest schemes completed in FY2020/21 with a significant proportion of retail floorspace was 97-137 Hackney Road (2015/3455 Haggerston Ward), which included 3,500sqm of retail (Shops, Restaurants and Cafes and Drinking Establishments), and 420-424 Seven Sisters Road (2015/0844 - Woodberry Down ward, Manor House Local Centre) with 706sqm of shops and restaurants and cafes.
- 4.22. **Summary:** The Local Plan sets out a strategy to protect retail in town centres and encourage a network of centres that are viable and attractive. The London Plan has reclassified Hackney Central as a major centre, and retail growth will be focused there and in the other major centre of Dalston. Additionally, Stamford Hill becomes a district centre through the new London Plan and LP33, and Green Lanes, Hackney Downs, Oldhill Street and Dunsmere Road will be designated as new local centres. Through emerging work on Future Shoreditch AAP, Stamford Hill APP, and supplementary planning guidance for Dalston and Hackney Central town centres, the Council seeks to guide and deliver the overall objectives of the Local Plan in these growth areas.

Communities, Culture, Education and Health

Key Points: Planning continues to secure funding through the Community Infrastructure levy and Section 106 agreements.

- 4.23. In FY2020/21, the Council received a total of £11.6 million in s106 payments and signed agreements worth a total of £3.0 million.
- 4.24. Around £4.6 million was spent during FY2020/21, funding extensive improvements to libraries and schools, health community facilities, job opportunities, the public realm and open spaces.

- 4.25. Hackney's CIL, adopted in April 2015, £8.2 million of Hackney and Mayoral CIL was invoiced and £3.9 million received in FY2020/21 in CIL contributions.
- 4.26. The borough also collected £3.4 million for the Mayoral CIL to assist with the funding of the Crossrail development.
- 4.27. In 2020, a 25 year lease of affordable workspace was secured as part of a s106 agreement at Principal Place. £670k of strategic CIL was spent on enhancement of a variety of borough parks. Funding contributed to improving sports, play and toilet facilities.
- 4.28. 2 new schools were delivered in FY2020/21; New Regents college has the capacity for up to 250 pupils between the ages of 5 and 16 years, and the mixed use scheme including a 350 pupil primary school was completed on the Former Kingsland Fire Station site.
- 4.29. **Summary:** The Local Plan seeks to protect, enhance and provide additional social infrastructure including community and education facilities. Around £4.6m of S106 money was spent in FY2020, for improvement to libraries, schools, health community facilities, job opportunities, public realm and open space. A college and a primary school were also completed in 2020/2021.

Transport

Key Points: Public transport use in the Borough decreased due to the pandemic and more developments have been car free over the last year.

- 4.30. It should be noted that because of the lag in data collection for transport, nearly all of the AMR figures pre-date the outbreak of the global Covid-19 pandemic in 2020.
- 4.31. The lockdowns associated with the pandemic resulted in a greatly reduced use of public transport to aid social distancing.
- 4.32. The Covid-19 pandemic in 2020 resulted in an acceleration of Hackney's School Streets and Low Traffic Neighbourhoods programmes with the introduction of 19 new Low Traffic Neighbourhoods and over 40 School Streets around most of the borough's Primary Schools as well as the creation of two new protected cycle routes.
- 4.33. The 2019/20 London Travel Demand Survey identified that 42.8% of people in Hackney use walking as their main mode of transport over a seven day period as compared to the Greater London average of 38.2%. This puts Hackney in a good position to meet its local 40% walking share target in 2025.

- 4.34. Planning policies have facilitated the delivery of car free development throughout the Borough. There has been a steady increase in car-free developments in the borough with 31 car free obligations agreed in FY2020/21 as compared to 22 in FY2019/20. Hackney has by far the highest levels of residents cycling to work in London, at 15.4% of all commuter journeys (based on the 2011 Census and taking into account those who do not work or work from home), the second highest borough is Islington at 10.1%, and is almost four times greater than the London average of 4.3%.
- 4.35. The Council has completed upgrades to Hackney Central station in summer 2022 providing a new access to the station on Graham Road in partnership with Transport for London. This will be reported in full in the next AMR for FY2021/22.
- 4.36. 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.
- 4.37. **Summary:** To reduce emissions and help create liveable neighbourhoods across the whole borough, LP33 has strengthened its car-free policy which has resulted in 31 car-free obligations being agreed compared to 22 in the previous reporting year (FY2019).

Open Spaces Environment and Climate Change

Key points: 28 parks and open spaces in Hackney have been awarded Green Flag status in FY2020/21.

- 4.38. 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.
- 4.39. Out of 58 parks and open spaces, 28 have been awarded Green Flag status in FY2020/21, an increase of one from the previous year (2019). The 28 parks and open spaces retain this status in 2022.
- 4.40. Planning obligations have been used to allocate or deliver the following improvements to open spaces in FY2020/21:
- Shoreditch Park Improvements
 - St Thomas Recreation Ground Shelter
 - Connecting Green Spaces Daubeney Fields
 - Shepherdess Walk Play Area
 - Fairchild's Gardens improvements

Design and Heritage

Key Points: The number of buildings on the at risk register has fallen from 33 to 29 sites in FY2020/21.

- 4.41. The Heritage at Risk Register is operated 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 remains has fallen to 29 sites from 33 in FY2019/20.
- 4.42. The Hackney design awards are held biannually. The 2020 Hackney Design Awards received 47 nominations up from 42 in FY2019/20 and winners were announced at an Awards ceremony in late 2020. There were a total of 4 awards and 7 commendations in the main awards category. A mixed use residential and commercial scheme in London Fields called the Fisheries won People's Choice Award, whilst the Young People's Choice Award went to Gainsborough Primary School for an ambitious redesign of the listed school's forecourt. The Hackney Design Awards are running again in 2022 [.Hackney Design Award Nominations.](#)
- 4.43. The tallest building completed in Hackney in FY2020/21 was the 29 storey 'The Makers Building', which is part of the New Regents College development, in Shoreditch. The next tallest buildings completed were 33 Kingsland Road (11 storeys) and 211-227 Hackney Road (10 storeys), both on major routes in identified growth areas. The tallest building approved in FY2020/21 was on the 39-47 East Road site where part of the site will go up to 27 storeys.
- 4.44. **Summary** The new 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. Following consultation, 15 buildings were added to the Hackney Local list in FY2020/2021. The increase in public nominations received in 2020/21 for the Hackney Design Awards of 47 nominations from 42 in 2018 is an indication of the strength in the effectiveness of design policies in LP33.

Planning Performance

Key Points: Major targets in planning performance were met in FY2020/21 despite the serious challenges faced by the service.

- 4.45. In FY2020/21, 15 out of 19 Major Planning Applications were determined in accordance with agreed timescales. This is a 76% achievement rate against a target of 70%.
- 4.46. 412 minor applications were received and 364 (78%) were determined within 8 weeks, beating the 75% target.

- 4.47. 383 of 345 other applications (91%) were processed within their 8 week deadline, exceeding the 80% target.
- 4.48. Out of 16 appeals submitted in FY2020/21 6 (29%) were dismissed. It should be noted that the Planning Inspectorate's ability to process appeals following lockdown, as well as the cyber attack on the Council, meant that the 16 appeal decisions falls significantly short of what is normally processed (for example, 226 appeals decided in FY2019/20 (65% appeals dismissed). With such a small sample size covering a just snapshot in time, appeals performance in FY2020/21 should be treated as an exception rather than cause for concern.
- 4.49. The appeals performance for 2020 however should be taken with caution when compared to performance in previous years; the impact of covid and the lockdown, plus the cyber attack meant that just 26 appeals were decided (compared to, for example, 224 appeal decisions in 2019). This is further compounded by the fact that appeals are processed by the Planning Inspectorate, and so the Planning Service were reliant on the ability of the Planning Inspectorate to register and commence appeals following the lockdown.

Equality impact assessment

- 4.50. The AMR will help feed into planning policies and help identify equality issues. As a research document, it does not propose any actions which will have an impact on equality groups, and as such does not require an equalities impact assessment.

Sustainability and climate change

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

Consultations

- 4.52. Consultation has been undertaken on chapters with the relevant service providers, for example Transport.

Risk assessment

- 4.53. 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. The Localism Act 2011 requires the local planning authority to prepare performance monitoring reports on an annual (or more frequent) basis. The Planning Authority Monitoring Report (AMR) is an important feedback tool used to assess the effectiveness of Hackney's planning policies and also identifying how planning policies are performing and provides a robust basis

to inform any future revisions to policies or their implementation. This AMR covers the year ending 31 March 2021.

- 5.2. There are no direct financial implications arising from this report. The Infrastructure Funding Statement (IFS) does report on the collection and spending of monies through the Community Infrastructure Levy (CIL) and S106 developer contributions.
- 5.3. The costs of preparing the AMR have been contained within existing budgets. The amendments of planning documents and guidance recommended within AMR should help the Council in bringing forward appropriate development and support Regeneration ambitions. Challenges in the Local Government Funding regime mean that the Council is more dependent on growth and external funding and the impact of activities and planning policies within this report are supportive of that direction of travel.

6. **Comments of the Director of Legal, Democratic and Electoral Services**

- 6.1. Under Article 9.1.4 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. 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 FY2020/21 financial year.

Appendices

Appendix 1 – Planning Service Authority Monitoring Report FY2020/21.

Background documents

None

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