

Title of Report	Planning Service Authority Monitoring Report (AMR) (April 2021 - March 2023)
For Consideration By	Corporate Committee
Meeting Date	13 March 2024
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 the two financial years 2021 and 2022 (FY2021/22 and FY2022/23) covering the period between 1 April 2021 to 31 March 2023.
- 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. Two years is being reported on to bring the AMR up to date.

2. **Recommendations**

- 2.1. **The Corporate Committee is recommended to:**
- 2.2. **(a) approve the Authority Monitoring Report FY2021 and FY2022 (FY2021/22 and FY2022/23) covering the period between 1 April 2021 to 31 March 2023 (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 December 2022 and covered the period between April 2020 to the end of March 2021. This AMR (appendix 1) provides an update, reporting on two monitoring years from 1 April 2021 to the end of March 2023. It contains 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 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 summarised in the following paragraphs.

Housing

Key Points: In Hackney, 96% of the Government's Housing Target was delivered over the last 3 years¹. The proportion of affordable housing approved in major development (10+ units) was 47%.

- 4.4. The Government's Housing Delivery Test (HDT) return for this reporting period was published in February 2022. This measured housing delivery over 3 years and over the period FY2018/19 to FY2020/21, the number of new homes completed in Hackney was 96% of the Local Plan target.
- 4.5. On the 19th December 2023, Government released the HDT 2022, covering the 3 year period FY2019/20 to FY2021/22. Hackney Council with support from the GLA has sought further clarification from DLUHC regarding the returns which are lower than our expectations. The Council will be producing a Housing Delivery Test Action Plan which will identify measures and interventions that the Council will undertake to influence supply and delivery.
- 4.6. 2,393 units were completed in the two reporting years. This equates to an average of 1,196 per year for the last two years which is about 90% of the borough's annual housing target. Hackney housing supply is almost entirely made up of conventional self-contained homes, as only one unit was classed as non-conventional.²
- 4.7. 24 schemes were completed in the last two years that met the 10 unit LP33 threshold for on-site affordable housing delivery, and on-site affordable housing was delivered on 12 of the 24 schemes. The 12 schemes approved between 2014 and 2019 delivered 1,023 residential units of which 256 (25%) were affordable.
- 4.8. The larger developments also provided other benefits either through the development itself or through planning agreement. In addition to housing the mixed use schemes provided on-site commercial and workspace

¹ Government's last published 3 year Housing Delivery Test was period FY2018/19 - 2020/21

² Non-conventional accommodation includes student accommodation and communal accommodation such as hostel, residential care homes 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.

including some affordable workspaces, community facilities, public realm and a replacement waste facility.

- 4.9. Most made a financial contribution towards apprentice support, Hackney works or Ways into work, highways contributions, highways contributions and travel plans. More recent approvals have also made financial contributions to carbon offsetting. From the larger schemes there has been specific contribution to libraries and skills, public realm, car club place and electric charging.
- 4.10. In terms of financial contributions from schemes completed in the two reporting years schemes, S106 or unitary undertaking totalling around £11.88M toward affordable housing were agreed with contributions from both major and minor schemes.
- 4.11. The planning pipeline and housing trajectory, which sets out the housing land supply and new homes for the next 15 years indicates that the Council can deliver 6,375 (4.56 years) of its 5 year housing supply target and have planning approvals and identified allocations for a further 7,500 units beyond 2028.
- 4.12. On major schemes granted planning permission in FY2021/22 and FY2022/23, 651 residential units were approved of which 303 (47%) were for affordable tenure. There are also around 205 units from applications that have been approved by Hackney's Planning Committee, and are awaiting the finalisation of the planning obligations agreements.
- 4.13. New housing has been delivered across the borough but growth is focussed in Woodberry Down, Shoreditch and Hoxton. Despite the challenging environment, 90% of the housing target has been delivered across the two reporting years. Factors affecting house building include; financing, material and labour costs thus affecting development viability, uncertainty in the economy, and the finite supply of larger sites which has traditionally been a strong source of housing supply. In addition, investment in existing housing stock has limited the resources available for new supply, especially in the public sector, and in Hackney there is an identified grant rate deficit, necessary to bridge the viability gap in the Council's current housing delivery programme.
- 4.14. Legislative uncertainty such as the Renters Reform Bill and Social Reform regulations may also affect projects coming forward or being delivered. Additional considerations are the requirements to invest in the existing stock, net zero and fire safety interventions: all can detrimentally affect new supply.

Employment

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

- 4.15. In 2023 there were 24,935 enterprises in Hackney, that is up by 530 from 2022. Between 2019-23 Hackney gained an additional 3,635 active enterprises, or a growth of 17% over the period, more than the Inner London average of 1%, creating increasing demand for floorspace.
- 4.16. In the two reporting years, around 96,700sqm of non residential floorspace was delivered, the vast majority of which falls within planning use class E (commercial, business or service) formerly uses that fell within use class A1, A2, A3, B1 and some with D1 and D2³). Of the 96,700sqm about 61,000sqm is considered to fall within class E(g) former B1 (office and light industrial floorspace).
- 4.17. Planning pipeline indicates that there is planning approval for about 45,000sqm of office and light industrial space.
- 4.18. To address the increasing level of unaffordability for businesses in the Borough, the Council's Local Plan included an Affordable Workspace policy which seeks affordable workspace. In the last two reporting years about 4,800sqm of affordable workspace from 4 completed schemes.
- 4.19. There were 1,264 new hotel and hostel rooms completed in Hackney since December 2015. In the two reporting years there were 398 hotel and hostel rooms completed. There are also 491 additional rooms in the planning pipeline. The GLA has identified a need for 3,382 rooms in Hackney between 2015 and 2041.
- 4.20. There was 4,800sqm of affordable workspace delivered in FY2021/22 and FY2022/23, increases in businesses set up in the borough and around 61,000sqm of employment (office / light industrial) floorspace delivered in the borough indicates continued 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 were confirmed by the Council in 2023, and mean that commercial, services and businesses wishing to change to residential use need 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

³ Prior to 1 September 2020, separate use class used to cover shops, cafe & restaurants, banks, estate agents, offices, light industrial, clinics and health centres, GP surgeries and some indoor recreation facilities. These were amalgamated into a single use class E (commercial, business or services), many of the planning approvals being delivered now would still refer to the former use classes.

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.

- 4.21. 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 been designated a major town centre, Stamford Hill a District Centre and four new local shopping centres have been designated in the borough.
- 4.22. Hackney's designated town centres are performing well in terms of vibrancy and interest, with a broad range of shops. The latest sets 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 centres⁴.
- 4.23. There were limited planning completions in FY2021/22 and FY2022/23 for shops and related town centre uses such as cafes, restaurants and takeaways. In part this could be explained by use class E which means that uses falling within this category can change, and in the majority of cases will not require to inform the planning authority. In the two reporting years around 2,800 sqm of retail floorspace, now planning use class (E(a), E(b) and E(c) (formerly A1 - A3) was completed. This includes the retail floorspace that was also lost, so the 2,800 sqm is a net figure. The schemes completed with a significant amount of retail were at 1A Downs Road (2015/0555), 75-83, East Road (2017/1108), and over 2,000sqm of retail floorspace as part of the Art'otel, Rivington Road (2018/4549).
- 4.24. Planning policies for the night time economy have had mixed results over recent 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.
- 4.25. There has been little completion activity in terms of dedicated drinking establishments and hot food takeaways over the last two years in keeping with the recent trends. Much of what has been delivered in terms of hospitality has been in Shoreditch and the Central Activity Zone as part of large mixed use schemes.

Communities, Culture, Education and Health

⁴ 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).

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

- 4.26. In FY2021/22, £20.18m of CIL and S106 money was spent on a range of infrastructure projects, for FY2022/23, the amount spent was £17.20m.
- 4.27. Approximately £8.1m of CIL and s106 funding was spent during FY2021/2022 and FY2022/23 respectively to fund improvements to schools, libraries and other community facilities such as childrens and health centres. This £8.1m does not include any CIL or S106 funding relating to the public realm, parks and associated facilities such as park public convenience and cafes, lay areas, and park equipment and machinery.
- 4.28. Two new education facilities were completed in FY2021/22 and FY2023/23, at the former Hackney Police station, Lower Clapton Road, and at 65-67 Lordship Road. An adult study centre was also completed at 54-54a Clapton Common.

Transport

Key Points: Public transport use in the borough decreased first due to the pandemic, and since then changes in working patterns. There is also been more car free development over the last 2 years.

- 4.29. The latest London Travel Demand Survey showed Hackney has by far the highest active travel mode in London largely due to a 12.9 percentage point surge in walking mode share. Walking now accounts for 55.7% of trips beginning in Hackney with a further 8.5% being cycling trips.
- 4.30. Overall Hackney also has the highest sustainable transport mode share (87.4%) for any borough in London. This is despite significant mode declines in bus and train use. In particular Hackney used to have the highest bus mode share in London but with a 6.7 percentage fall to just 14.0% has now fallen to sixth. Rail mode share has also fallen and the combined rail mode share is now the lowest in Inner London.
- 4.31. For residential developments in Hackney, the car free element is the norm now. Planning policies have facilitated the delivery of car free development throughout the Borough.
- 4.32. In partnership with Arriva UK Bus, Network Rail and Transport for London a secondary entrance to Hackney Central station on Graham Road was opened in July 2022. This, together with a new staircase has reduced congestion in the main booking hall and provided better interchange with Hackney Downs. Adjacent to the new entrance is Hackney's first cycle hub which was opened at the same time providing safe storage for cycles.

- 4.33. On going programmes include Healthy streets creating liveable and healthy street environments, pocket parks and parklets and on street parking hangers and dockless cycle parking bays. It is linked to other initiatives such as tree planting and the expansion of suitable drainage systems. In addition electric vehicle charging points are a major priority, as of August 2023, 375 charging points have been installed across the borough, towards the target of 3,000 charge points by 2026.

Open Spaces Environment and Climate Change

Key points: Hackney has 29 parks and open spaces that have Green Flag status, with Abney Park the latest addition, having been awarded the status in 2023.

- 4.34. 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.
- 4.35. The Hackney Parks and Green Spaces Strategy 2021/31 was adopted covering the 58 parks and gardens managed and maintained by the Council's Parks and Green Spaces Service.
- 4.36. Out of 58 parks and open spaces, 29 have been awarded Green Flag status, one more than in 2022. Abney Park Cemetery is the latest recipient having been awarded the status in 2023.
- 4.37. Planning obligations and CiL have been used to allocate or deliver the following improvements to open spaces in the two reporting years :
- Shoreditch Park Improvements
 - Connecting Green Spaces Daubeney Fields
 - Clissold Park Splash Pad project
 - Fairchild's Gardens improvements
 - Abney Park
 - Mabey Green All weather pitch
 - Core Arts and St Barnabas Community Garden
 - West Reservoir Improvement Project
 - Park Play Area refurbishments

Design and Heritage

Key Points: The number of buildings on the at risk register has increased from 29 in 2021 to 34 in 2022. There are planning activities such as planning permission / listed building consent, and enforcement action on some of these buildings to address this.

- 4.38. 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 2022 Register shows that the number of listed buildings at risk in the borough was 34, having been 29 in 2021. Of sites on the November 2022 register, 11 are subject consented schemes, 4 are currently on site, 1 is in pre-application discussions, and 2 are subject to ongoing enforcement action.
- 4.39. The Hackney design awards are held biannually, the last occasion being in December 2022. The winners were:
- The Taylor Court, Chatto Court & Willmott Court, Frampton Park Estate, and RIBA London award winner
 - Yorkton Workshops, (Climate Change & Sustainability Award Winner)
 - Chart Street Studio, 16 Chart Street, and RIBA London award winner
 - Museum of the Home, (Heritage & Restoration Award Winner), and RIBA London award winner
 - 208 Cassland Road (People's Choice Award Winner)
- 4.40. Commendations were given:
- Graphic House,
 - Britannia Leisure Centre, the development also won several regional and national awards
 - Springfield Park Restoration Project, by PRS Architects (Commendation for Heritage Rescue), this also won the Community Prize at the New London Awards 2023.
- 4.41. Several other projects in Hackney were recognised by other bodies, such as the RIBA at its 2023 London awards event. The Eastway project sport facility for young people was a Wellbeing Prize winner at the New London Awards 2022.
- 4.42. The tallest building completed in Hackney in FY2020/21 was the 40 storey mixed use which is part of The Stage development in Shoreditch. One Crown Street contained two towers of 29 and 33 storeys above ground / mezzanine, and a 15 storey building was part of 1a Down Road development.

Planning Performance

Key Points: Major targets in planning performance were met and exceeded in FY2021/22 and FY2022/23.

- 4.43. In the two reporting years, 25 out of 28 Major Planning Applications were determined in accordance with agreed timescales. This is an 89% achievement rate against a target of 70%.
- 4.44. 1,333 minor applications were received and 1,070 (80%) were determined within 8 weeks, beating the 75% target.
- 4.45. 383 of 345 other applications (91%) were processed within their 8 week deadline, exceeding the 80% target.
- 4.46. 62% of the appeals decided in the reporting two years were dismissed. The number of appeal decisions has gone up to 125 per year, much stronger than the 16 decisions reported in FY2020/21, but still lower than the 226 appeals decided in FY2019/20. An indication that the Planning Inspectorate is resourcing its service following the lockdown in 2020/2021.
- 4.47. Enforcement met its indicators for both reporting years for acknowledgement of enquiries and site visits, it recorded a 100% record of both years.

Equality impact assessment

- 4.48. 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

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

Consultations

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

Risk assessment

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

5. Comments of the Group Director of Finance

- 5.1. This report seeks approval of the Planning Service's Authority Monitoring Report (AMR) for the two financial years 2021 and 2022.
- 5.2. There are no direct financial implications arising from this report. It reports 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 9.5 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 covered by the authorities last report, and which is not longer than 12 months and be in such form prescribed by the Planning and Compulsory Purchase Act 2004 . In discharging this duty, Hackney’s AMR covers the period of the FY2021/22 and FY 2022/23 financial year.

Appendices

Appendix 1 – Planning Service Authority Monitoring Report FY2021/22 and FY2022/23

Background documents

None

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