

London Borough of Hackney Local Development Framework

ISSUES AND OPTIONS TECHNICAL APPENDIX

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0. Introduction

0.1 This document forms the Technical Appendix to the Council's Issues and Options Report, the first stage in the preparation of the Council's Local Development Framework (LDF), the new development plan for Hackney. The Issues and Options Report was approved by the Council's Cabinet on 24 October 2005, and a simplified draft was the subject of public consultation between December 2005 and March 2006.

0.2 The government's Planning Policy Statement 12 "Preparation of a Local Development Plans" states:

"4.8 The policies prepared by the local planning authority should be founded on a thorough understanding of the needs of their area and the opportunities and constraints which operate within that area. Local planning authorities should prepare and maintain an up-to-date information base on key aspects of the social, economic and environmental characteristics of their area, to enable the preparation of a sound spatial plan meeting the objectives of sustainable development. Local planning authorities are required to keep under review the following matters:

- i) the principal physical, economic, social and environmental characteristics of their area;
- ii) the principal purposes for which land is used in the area;
- iii) the size, composition and distribution of the population of the area;
- iv) the communications, transport system and traffic of the area (including accessibility by public transport); and
- v) any other considerations which may be expected to affect those matters."

This Appendix makes many references to government planning guidance, both Planning Policy Statements (PPSs) and Planning Policy Guidance Notes (PPGs).

0.3 This document references the Issues and Options paper that sets out the spatial implications of the Council's Community Strategy. It connects Issues and Options headings to evidence by summarising the "evidence base". The evidence base comprises a series of reports on population, land use, transport and communications development pressures and other considerations.

0.4 Original reports are referenced at the Planning Service evidence web page:

http://www.hackney.gov.uk/planning-evidence_base.htm

which contains web links to information on the size, composition and distribution of the Hackney population, and independent studies commissioned by the Council in 2004/05 into:

- Housing land capacity:
Hackney Borough Urban Capacity Study, Entec UK Ltd, 2005
- Employment growth options:
Hackney Employment Growth Options Study, Atkins, 2005 and 2006
- Retail growth capacity:
Hackney Retail and Leisure Study, Roger Tym and Partners, 2005
- Open space and sports provision:
Hackney Open Space and Sports Assessment, Atkins, 2005.

0.5 These studies review the four main land uses within the borough, and discuss policy options for the effective and efficient land use in line with national and regional policy. Further special studies cover development pressures:

- Tall building strategy:
Hackney Tall Buildings Strategy, Gillespies/Donaldsons/Arup, 2005
- Night time economy:
Hackney Night-Time Economy, Gillespies/Urban Practitioners, 2005
- Live work policy review:
Review of Live-Work Policy in Hackney, London Residential Research, 2005.

These studies relate to specific development considerations in Hackney.

0.6 In addition studies of:

- Transport and communications:
Hackney Transport Strategy, London Borough of Hackney, 2005
- Waste disposal:
(yet to be undertaken)
- The State of Hackney's Historic Environment:
The State of Hackney's Historic Environment, London Borough of Hackney, 2005.

have been commissioned to support respectively the Transportation Investment Plan, the Waste Recycling and Disposal plans by the seven North London Waste Disposal Authority boroughs, and planning decisions regarding matters of special architectural and historic interest.

0.7 Taken together, these studies provide essential input to the LDF. This Appendix is intended to demonstrate that the Council has a thorough understanding of the studies, and that it will balance their findings and recommendations, taking account of

- the Hackney Community Strategy
- Hackney corporate service delivery
- service plans of organisations that deliver public services in the borough.
- the national and regional policy context.

0.8 In this Appendix, the themes from the main Issues and Option paper are connected to evidence. First, reference is made to the supporting source document(s). Secondly, each issue and option from the main report is set out. Finally, the implications for policy development are noted.

1. THE SUSTAINABLE BOROUGH

1.1 DEVELOPMENT AND LOCATIONAL POLICY

1.1.1 Issue: *Types of development*

Evidence reference sources:

- London Borough of Hackney (LBH), Unitary Development Plan 1995
- Mayor of London, London Plan (2004) and its predecessors: Greater London Development Plan (1976), City and County of London Development Plans (1943 and 1944)
- Hackney Borough Profile, LBH, 2005
- The State of Hackney's Historic Environment, LBH, 2005
- Planning Policy Statement (PPS) 1, 2005

Principal points from the evidence base:

- The references cited, especially the 1995 Hackney Unitary Development Plan and the recent State of Hackney's Historic Environment report, indicate the historic framework and evolution of the form of built development in the borough.
- These references suggest a typology of development within Hackney, with town centres containing core and secondary retail areas, and lesser centres with main road frontages of local retail and varied mixed uses.
- Development types reflect the investment pull of the City of London, which continues to exercise influence around the city fringe in southern Hackney.
- Much of the historic fabric of the borough is subject to pressures for change. These include pressures:
 - to find new uses for buildings and areas, for example as employment patterns change from large-scale to small-scale businesses in the borough;
 - for new uses, including additional housing to serve the strategic needs of London as a whole;
 - in the city fringe areas, including the night time economy and live/work uses; and
 - for development growing from infrastructure investment in Stratford, together with the programmed East London Line Extension (ELLX) railway line.
- Particular issues include the borough's former canal and riverside industry and wharfage, together with the inheritance of social housing estates from past comprehensive housing development programmes.
- Changes are driven by the needs and aspirations of Hackney's diverse community.

Policy implications arising include:

- Respecting the sense of history and place, as expressed in the heritage of buildings of historic, architectural and cultural interest, and providing reference points for the urban form and design of new buildings and places.
- The borough's town centres, with their core and secondary retail areas, and lesser centres, with main road frontages of local retail and varied mixed uses, which provide the focus for regeneration and the intensification of uses to cater for brownfield development.
- Regeneration of existing areas, which provides opportunities for the appropriate spatial arrangement of facilities, including the provision of physical and social infrastructure to serve the borough's communities.
- The principle of sustainability underlies all new development proposals, both in relation to the wider distribution of land uses and transport infrastructure, and the energy efficiency of the development itself, including construction techniques.

1.1.2 Issue: *Aspirations for development*

Evidence reference sources:

- Hackney Community Strategy 2005-2015, LBH, 2004
- The State of Hackney's Historic Environment, LBH, 2005
- The London Plan, 2004

Principal points from the evidence base:

- While the borough suffers much from deprivation, the population is young and culturally diverse. This provides aspirations and opportunities to improve its life chances.
- The strategic context, as part of the dynamic and changing character of London, provides both impetus and opportunities for improvement and regeneration.
- The borough is rich in historic heritage, which provides opportunities for enhancement of the built environment as well as standards which reflect the best of this legacy, and reference points for the character of new development.
- Opportunities for public realm improvements exist throughout the borough, not least in those areas most subject to pressures for change, such as the town centres and South Shoreditch.

Policy implications arising include:

- A need to create a balanced and mixed community.
- A need to improve services provided to local residents.
- A need to ensure that all Hackney's communities share in London's prosperity.
- A balance of uses within the borough, which seek to provide both satisfactory housing and suitable employment opportunities for local residents.
- Sites with potential for new development should be of high architectural quality and follow the principles of good urban design, well integrated with surrounding urban form and pedestrian movements.
- These improvements must be effected as part of the general environmental improvement of an area.

1.1.3 Issue: *Accommodating population growth*

Evidence reference sources:

- Hackney Borough Profile, LBH, 2005
- 2001 Census
- GLA population projections
- Hackney Household Survey, LBH, 2004

Principal points from the evidence base:

- In-migration, high rates of fertility and household formation have led in Hackney to a fast growing, dynamic and young population in the economically active age groups. At the top of the pyramid there is a smaller group of older people and of 1950's baby boomers who will nevertheless require housing and health provision as they grow older.
- The 2001 Census and GLA projections forecast 1% growth per year over the plan period. The growth amongst 0-4 year olds (+4,100) is likely to increase demand for nursery provision. The growth in 5-9 year olds (+3,900) will affect primary school provision. The decline in 75-84 year olds could lead to a decline in service provision but the growth amongst the young elderly (60-75) (+3,600) will mean that services will need to be maintained to cater for their needs as they age further.
- Although the average household size in the borough is 2.34, similar to the national average of 2.36, there are substantial numbers of larger households with dependent children. The household size had risen to 2.75 by the time of the Hackney Household Survey in 2004.

Policy implications arising include:

- A need to accommodate a growing residential population.
- This, in turn, needs to take account of local demographic trends towards larger household sizes, both to provide space and community facilities for households as they grow in size, and for larger families.
- A need for the provision of services, such as schools, transport, shops, amenities and open space in areas of new population, notably Shoreditch.
- Life time and mobility housing need to be provided.
- Clusters of supported housing in community or neighbourhood settings would be an appropriate solution to some housing needs.

1.1.4 Issue: *Deprivation of local communities and access to opportunities for local people*

Evidence reference sources:

- Hackney Borough Profile, LBH, 2005
- Index of Deprivation, ODPM, 2004
- Hackney Employment Growth Options Study, Atkins, LBH, 2005
- Hackney Community Strategy 2005-2015, LBH, 2004
- Housing Needs Survey, LBH, 2003

Principal points from the evidence base:

- The ODPM ranks Hackney as the most deprived borough in London.
- This deprivation includes higher levels of unemployment than either London or the national average, lower life expectancy and lower educational attainment.
- The Hackney Employment Growth Options Study highlights the importance of ensuring that existing employment sites in the borough serve to provide a variety of job opportunities for local people and, in particular, those in the most deprived residential communities.
- Hackney has the sixth highest level of housing overcrowding in England and Wales.

Policy implications arising include:

- A need to promote developments which contribute towards raising educational attainment in the borough. These include adequate provision of schools and educational infrastructure, and raise the issue of contributions from development through planning obligations.
- A need to promote developments which support the health of the Hackney community, both through the provision of health and recreation facilities and by raising environmental standards generally throughout the borough, including access to open space and sports provision. These also have implications for planning obligations.
- A need to promote developments that provide for small and medium sized employment units, to meet demand for small business space, and to increase the supply of affordable workspace and employment opportunities in the borough.
- In addition to job opportunities, the planning process should also seek to provide training opportunities for Hackney residents, so that they may seek to benefit from the economic opportunities available throughout London.

1.1.5 Issue: *How planning directs development and activities*

Evidence reference sources:

- Planning legislation, especially the Planning and Compulsory Purchase Act, 2004
- Government planning guidance, especially PPS1 and PPS12
- Hackney Community Strategy 2005-2015, LBH, 2004
- PPS1, 2005

Principal points from the evidence base:

- PPS1 affirms that the development plan is the starting point in the planning (i.e. plan-led system).
- PPS1 also notes: “Local planning authorities should adopt a spatial planning approach to local development frameworks to ensure the most efficient use of land by balancing competing demands within the context of sustainable development. Spatial planning goes beyond traditional land use planning to bring together and integrate policies for the development and use of land with other policies and programmes which influence the nature of places and how they function. This will include policies which can impact on land use, for example, by influencing the demands on or needs for development, but which are not capable of being delivered solely or mainly through the granting of planning permission and may be delivered through other means.”
- Planning legislation and guidance also affirm the importance of public consultation and the involvement of key stakeholders and the public in the plan-making process.

Policy implications arising include:

- In a major departure from the approach taken in the Council’s UDP, Hackney’s Local Development Framework will not be limited to physical planning proposals and will set out the Council’s wider strategic objectives. These will embrace the Council’s Community Strategy and strategies for education, health, social inclusion, waste, biodiversity, recycling and environmental protection.

1.1.6 Issue: *Implications of climate change*

Evidence reference sources:

- PPS 22
- PPS 1
- PPS 12
- Evidence Base Studies
- Proposals for the Review of the London Plan, GLA, 2006

Principal points from the evidence base:

- Government policy in PPS 22 and evidence from Woking, Merton, Croydon and Enfield suggests that the land use planning system can achieve significant practical change in behaviour without inhibiting investment.
- CO2 reduction, energy and water conservation initiatives require initial higher cost investment to produce long term paybacks for sustainability.
- There may be trade offs against objectives, e.g. affordable housing. Rising oil prices lend urgency to land use planning-driven initiatives.

Policy implications arising include:

- In planning for future developments, land use planning and transportation should be integrated in order to reduce the consumption of energy and the generation of pollution.
- In planning for future developments, the need to travel should be minimised.
- The Council should seek to ensure best practice in energy-efficient building design and construction techniques.
- The Council should consider piloting initiatives for energy conservation, sources of renewable energy and water conservation in new development – making use of public spaces, e.g. road surfaces for heat recovery systems, roofs for photovoltaic electricity, etc.

1.1.7 Option: *Level of market involvement in the development process*

- The new plan-led planning system, with its emphasis on the participation of key stakeholders, as well as the wider community, should enable a generally consensual approach to the development of the borough.
- The Council should aim to work with the development industry to ensure the delivery of the Council's wider objectives, especially in terms of affordable housing, health and education.
- This will involve the use of planning obligations, which should be regarded in consequence not as a tax on development, but rather as a means to ensure the creation of a balanced community, served by necessary and appropriate physical and social infrastructure.
- Once the Council has set out its parameters for seeking contributions from developments through planning obligations, it is to be hoped that these will soon be reflected in land values themselves, thereby facilitating the overall development process.
- The Local Development Framework, including the Council's approach to planning obligations, should foster certainty in the development market.
- The development market is driven by economic factors which the planning system can help to both guide and stimulate. An important element of this will be in the creation of partnerships between the Council and both private and public sectors of the development industry.
- It will be particularly necessary to engage in such a partnership approach in the development of the Area Action Plans (AAPs) for those parts of the borough which are subject to the greatest pressures for change and development.

1.1.8 Option: *Level of intervention in the development process*

- A low level of planning intervention in the development process is not acceptable for Hackney. Market forces seek to develop the lowest cost sites for short term, high development value, gains. This has led to pressure and speculation for the development of industrial sites for residential uses, albeit often including affordable housing.
- Such pressures drive up industrial costs and risk producing socially polarised communities located in areas with amenities appropriate to an industrial area, not a residential environment. This is not acceptable, and is contrary to GLA and government policies regarding mixed, balanced, sustainable communities.
- Low levels of planning intervention will not produce the complex mixed use developments which are required to make efficient and effective use of land, while at the same time delivering quality and sustainability.
- Single, stand-alone developments will not produce the efficiency of land use development necessary to accommodate population and economic growth to high quality and sustainable standards.
- High levels of planning intervention are indicated by the evidence base studies, including actions to assemble development land, and bring together mixed uses for their mutual benefit and synergy.
- Planning intervention is essential to protect land for uses which are not compatible with residential environments, including 24 hour uses such as just-in-time warehousing, waste handling and recycling.

1.1.9 Option: *Zoning for town centres and incompatible uses*

- The total evidence base suggests a prescriptive and interventionist approach to land use planning and the encouragement of mixed uses, particularly in town centres in Hackney.
- The studies also suggest identifying land suitable for industrial and commercial uses that are incompatible with residential areas because of, for example, noise, traffic generation and unsocial hours.
- Land which is appropriate for such development should be, as far as practicable, protected and contained within appropriate environmental barriers.
- This approach would include prescriptive standards for development (floor space, internal and external arrangements, access to open space and density of development), and is recommended to achieve the development value and quality which attract investment and physical renewal.
- With regard to spatial planning generally, under the 2004 Act local planning authorities are responsible for the efficient, effective and economic spatial arrangement of facilities through which public services are delivered.
- Hackney's Community Strategy objectives include, as a key component in the creation of a sustainable borough, the development of "strong, sustainable neighbourhoods, town centres and communities".
- PPS1 requires planning authorities to "promote communities which are inclusive, healthy, safe and crime free, whilst respecting the diverse needs of communities and the special needs of particular sectors of the community".
- Consideration of the Retail Study, together with the Council's corporate plans, leads to recommendations for multi-function facilities focussed at town centres to provide optimum service delivery for their catchment areas.
- Evidence from the Live/Work, Housing and Employment Studies indicates that intervention to improve the value and quality of development will deliver improved returns to both public and private sectors, underlining the relevance of stakeholder partnerships.
- While multi-function development is subject to the availability of premises, and to the priorities of the services areas (education, health, community facilities, libraries, etc.), evidence and management experience demonstrate that inappropriately located and single-function service premises are not necessarily conducive to long term sustainable and efficient service delivery.
- It follows that active spatial planning is essential. Further, the Community Strategy, the Mayor of Hackney's Priorities and the history of planning in Inner London support neighbourhood-focussed service delivery.

1.2 PROMOTING THE BEST IN DEVELOPMENT AND DESIGN

1.2.1 Issue: *The significance of heritage*

Evidence reference sources:

- The State of Hackney's Historic Environment, LBH, 2005.
- PPG15
- The London Plan, 2004

Principal points from the evidence base:

- Hackney contains almost all of London's housing forms since the seventeenth century. These range from the first terrace houses outside the City, through the speculative developments of the nineteenth century, to the radical public housing estates that followed the blitz and slum clearance in the 1940s and 50s, as well as contemporary waterfront apartments.
- Some of London's grandest Georgian houses are to be found in Stoke Newington and near Clapton Common. Large areas of Regency terraces and Victorian villas are still in occupation.
- Many of Hackney's mature parks and old churches form important landmarks in the borough and are green refuges from the bustle of the city.
- Hackney's heritage is an irreplaceable resource which requires proactive management. In order to maximise the regeneration potential of Hackney's unique heritage, clear policies and actions are required.
- PPG15 states: "The Government urges local authorities to maintain and strengthen their commitment to the stewardship of the historic environment and to reflect it in their policies and the allocation of resources".
- The London Plan contains commitments to the conservation of London's heritage and green spaces.

Policy implications arising include:

- The Council will incorporate conservation of the built environment into its key planning policies, including the designation, protection and enhancement of conservation areas, and the encouragement of the sustainable re-use of historic buildings.
- As well as the preparation of an SPD on the Historic Environment, the Council will prepare design guidance on extensions to residential property.

1.2.2 Issue: *Sense of place(s)*

Evidence reference sources:

- The State of Hackney's Historic Environment, LBH, 2005
- Hackney Community Strategy 2005-2015, LBH, 2004
- Hackney Night-Time Economy, Gillespies/Urban Practitioners, LBH, 2005
- By Design, Commission for Architecture and the Built Environment (CABE), 2000

Principal points from the evidence base:

- Hackney has a strong identity both as an inner city borough and in its own right. Economically it has always been tied in with Central London.
- Hackney's familiar landmarks and views reinforce the security of belonging to a community, which is important in creating and enhancing the sense of place.
- Historic buildings make a significant contribution to achieving this, especially in places that have undergone radical change, including comprehensive redevelopment areas. Here, even modest buildings or features become symbols of continuity.
- The promotion of good design is inextricably linked with place-making.
- The Council's Community Strategy incorporates policies to foster the development of communities and neighbourhoods. The creation and reinforcement of neighbourhoods, together with the communities which they contain, can be assisted through an emphasis on design, especially with reference to the best elements of existing character and identity.
- Frequently it is the spatial arrangement of facilities that determine what makes a good neighbourhood, particularly if there is an open space as focal point, with shops and community facilities conveniently located.
- Shoreditch historically consisted of warehouses and other employment uses, with a lack of activity at street level following the globalisation of local industries.
- New evening uses in Shoreditch include bars and night time uses that also open during the day, and which provide a positive aspect to the street. However, other uses, in particular night clubs, do not present a positive image (Night-Time Economy Study, p.94).

Policy implications arising include:

- The Council will continue to seek compliance with “By Design”.
- In Shoreditch, especially, pressure for new development from larger commercial evening operators should be balanced against the preservation of the historic environment, and townscape.
- In Stoke Newington, the Council needs to ensure that the “village character” that has begun to flourish and to make Church Street an attractive night-time destination is preserved and enhanced.
- Both Shoreditch and Stoke Newington have been identified as areas with unique and special characters that should be preserved and enhanced through the development of the night-time economy. All of the centres in the borough would benefit from increased diversity in their night-time economies, something that was welcomed through the survey of residents in Hackney, which was carried out as part of the evidence base study.

1.2.3 Issue: *Encouragement of good design*

Evidence reference sources:

- By Design, CABE, 2000
- PPG15
- The State of Hackney's Historic Environment, LBH, 2005
- Broadway Market Conservation Area Appraisal, LBH, 2005

Principal points from the evidence base:

- The Council already takes account of good practice guides produced by central government and its advisers.
- Much of work on the Council's own evidence base for this area is still continuing, including the programme for Conservation Area appraisal.

Policy implications arising include:

- The Council needs to make informed choices regarding respect for the physical environment as a representation of our culture and history, and balancing conservation of the physical fabric with pressures for development, residential accommodation, land use intensification, improved amenities and the quality of life.

1.2.4 Issue: *Place-making*

Evidence reference sources:

- By Design, CABI, 2000
- Various CABI Design Review sources
- Hackney Tall Buildings Strategy, Gillespies/Donaldsons/Arup, LBH, 2005
- PPG15
- The State of Hackney's Historic Environment, LBH, 2005
- Characterisation, Conservation Bulletin, English Heritage, Issue 47, Winter 2004-5

Principal points from the evidence base:

- The promotion of good design is inextricably linked with place-making.
- Existing character and (good) buildings can serve as useful reference points for new design.
- Hackney contains many areas of (good) distinctive character, which it is desirable to conserve and enhance.

Policy implications arising include:

- Insistence by the Council on the maintenance of high design standards in new development, particularly in the retention of the essential character of a location.
- Insistence by the Council on compliance with "By Design".

1.2.5 Issue: *Scale, density and local context*

Evidence reference sources:

- Hackney Tall Buildings Strategy, Gillespies/Donaldsons/Arup, LBH, February 2005
- By Design, CABI, 2000
- The State of Hackney's Historic Environment, LBH, 2005
- PPG15
- Characterisation, Conservation Bulletin, English Heritage, Issue 47, Winter 2004-5

Principal points from the evidence base:

- There is much of value in the local character of parts of the borough, which it is desirable to conserve.
- One key factor in the consideration of proposals for new development is the appropriateness of the design within the local context.
- In certain parts of the borough, particularly the town centres, it is desirable to regenerate both the physical and social fabric, and bold, attractive, new design is one way to achieve this.
- Town centres tend to be the areas of highest accessibility by public transport, and therefore the most appropriate locations for higher density development and tall buildings.

Policy implications arising include:

- The LDF Core Strategy, the Area Action Plans for the town centres, together with the SPD for South Shoreditch, should set out the parameters for regeneration and new development, together with indications of the appropriateness of tall buildings and high densities in town centres and other areas where substantial new development would be appropriate.
- The other design guidance proposed in the Council's Local Development Scheme should be carefully co-ordinated to provide an overall framework for new and enhanced development in the borough.

1.2.6 Option: *Requirements for quality from developers*

- As the State of Hackney's Historic Environment report makes clear, the borough possesses a rich and attractive built heritage, in addition to many areas in need of regeneration and renewal. It is essential to conserve the best elements of Hackney's character.
- The suite of design guides set out in the Council's Local Development Scheme will provide a comprehensive framework for the renewal of the borough and will guide new developments, where these are appropriate.
- Given that the challenging targets for the development of additional housing in the borough will inevitably require an increase in density in appropriate locations, it will be important for such new residential development, especially where this is contained in tall buildings, to be of the highest quality, not only in order to safeguard the architectural fabric of the borough, but also to provide attractive places for people to live, and as a key component of sustainability.

1.2.7 Option: *Preparation of design statements and guidance*

- The Council is already committed to the preparation of Conservation Area Appraisals as part of its continuing programme of conservation within the borough. These, in turn, will provide the baseline for the consideration of new developments in these areas.
- The concept of Area Characterisation provides a potentially useful tool for the co-ordinated design and identification of design standards for areas of new development.
- The Council's approved Local Development Scheme includes a number of Supplementary Planning Documents which will provide design guidance on Residential Extensions, the Historic Environment, High Density Development, the Night Time Economy, Water Front Development and Residential Development, as well as on Mixed Use Development, Landscape and Trees, and the Street Scene.
- The preparation of this extensive range of guidance for new developments, as part of the publicly-accountable Local Development Framework, should lead to the provision of agreed and widely-publicised design guidance for the borough.

1.2.8 Option: *Striking the right balance between heritage and new development*

- Hackney's historic environment has acted as both a discipline and a stimulus for imaginative new architecture in the borough.
- The starting point for the consideration of the design of new development proposals is respect for existing character of quality, in particular that of listed buildings and conservation areas.
- There are considerable opportunities for bold and innovative design in regeneration schemes for the borough's town centres.

1.2.9 Option: *Importance of the public realm*

- While Hackney is well provided with open space in the borough, the distribution is very uneven. Most of the open space is located in the eastern margin, adjacent to the River Lea, while open space is limited in the west of the borough.
- Many of the more densely developed parts of the borough, especially the large social housing estates, lack public spaces.
- The shortage of open space in parts of the borough means that the public realm assumes even greater importance, both as a definition of place and as a relief from the enclosure of built up areas.
- Town centres require improvements to the public realm, both in order to improve their character and appearance, and also to stimulate public enjoyment and use, including addressing the fear of crime.

1.3 REGENERATION AND TRANSPORT

1.3.1 Issue: *Re-use of brownfield sites and vacant land*

Evidence reference sources:

- PPS1
- Evidence Base Studies
- The London Plan, 2004

Principal points from the evidence base:

- The Council should “promote the more efficient use of land through higher density, mixed use development and the use of suitably located previously developed land and buildings. Planning should seek actively to bring vacant and underused previously developed land and buildings back into beneficial use to achieve the targets the Government has set for development on previously developed land.” (PPS1)
- The Employment Growth Options and Residential Capacity evidence base studies indicate that planning intervention is required to assemble, remediate and bring forward sites for intensified mixed uses that will accommodate employment and economic activities and residential uses more efficiently, especially compared with run down employment and warehousing uses.

Policy implications arising include:

- A dense, more compact urban form that will make public transport use easier.
- Focus on the town centres and areas of high public transport accessibility for higher density and mixed use development.

1.3.2 Issue: *Innovative and new uses*

Evidence reference sources:

- Hackney Transport Local Implementation Plan, LBH, 2005
- Hackney Transport Strategy, LBH, 2005

Principal points from the evidence base:

- The Council continues to work in partnership for the delivery of the East London Line Extension (ELLX) to Dalston, and beyond.
- The Council will continue to work with Transport for London for the implementation of real time information at bus stops and railway stations.
- The LDF can support car sharing as this reduces congestion. Alternatively fuelled cars may reduce pollution but not congestion.

Policy implications arising include:

- Sites and facilities are needed for car sharing and alternative fuels.
- Constant improvements are being made to transport facilities, especially through information technology, which need to be taken into account.

1.3.3 Issue: *Parking provision and servicing*

Evidence reference sources:

- Hackney Transport Local Implementation Plan, LBH, 2005
- Hackney Transport Strategy, LBH, 2005

Principal points from the evidence base:

- A need to balance traffic restraint with essential requirements for parking in order to service development and activities, and to attract commercial investment from those who value the choice of car modes.
- Provide for mobility standards.
- Land take in developments. The cost and value of parking provision. Off/on street parking solutions.

Policy implications arising include:

- A need to set out standards for parking provision and servicing.

1.3.4 Issue: *Reducing the need for travel; relationship to development*

Evidence reference sources:

- PPS1
- Hackney Transport Local Implementation Plan, LBH, 2005
- Hackney Transport Strategy, LBH, 2005

Principal points from the evidence base:

- Creating fewer trips or shorter trips is likely to result in less pollution.

Policy implications arising include:

- A need to focus on the town centres for higher density and mixed use development.

1.3.5 Issue: *Provision for new modes*

Evidence reference sources:

- Hackney Transport Local Implementation Plan, LBH, 2005
- Hackney Transport Strategy, LBH, 2005
- Hackney Night-Time Economy, Gillespies/Urban Practitioners, LBH, 2005

Principal points from the evidence base:

- Introducing cycling, walking or public transport into car-dominated areas should result in less congestion/pollution.
- Provision is necessary for site and depot cycle storage and parking, as well as workplace cycle facilities.
- Improvements in the provision of footpaths and cycleways should result in an increase in the use of these modes.

Policy implications arising include:

- The Council should undertake an audit of the Shoreditch, Stoke Newington, Hackney Central and Dalston areas to determine possible options for the location of Hackney cab pick up points. These pick up points should be well publicised (p.101, Night-Time Economy Study).
- Moving people out of an area quickly should help reduce anti-social behaviour.

1.3.6 Issue: *Public transport, ELLX, buses, car pooling*

Evidence reference sources:

- Hackney Transport Strategy, LBH, 2005
- Hackney Transport Local Implementation Plan, LBH, 2005

Principal points from the evidence base:

- Introducing these modes should result in less congestion/pollution.
- Increases in the population and in the economic base of the borough will lead to an increase in the demand for transport services and facilities, including increased pressure on roads, public transport and infrastructure.
- Increasing the use of public transport reduces congestion and pollution.
- Expose the debate regarding car ownership and use, where (shared) ownership combined with accessible public transport and traffic restraint enables a choice of modes, having regard to externalities, and social and economic impact.

Policy implications arising include:

- A need to ensure adequate land allocation for these uses.
- A need for green travel plans and suitable enabling policies.

1.3.7 Issue: *Walking and cycling*

Evidence reference sources:

- Hackney Transport Strategy, LBH, 2005
- Hackney Transport Local Implementation Plan, LBH, 2005

Principal points from the evidence base:

- Encouraging these modes should result in less congestion/pollution.
- Suitable provision for cycling and the pedestrian environment can lead to a radical improvement in quality and safety.

Policy implications arising include:

- A need to ensure adequate land allocation for these uses.
- A need for green travel plans and suitable enabling policies.

1.3.8 Option: *Regeneration and major transport opportunities in development focus areas*

- Development on or close to existing or proposed public transport routes and interchanges should minimise congestion and pollution.
- Such development is best undertaken through development partnerships, especially with Transport for London.
- Area Action Plans need to focus on these opportunities, in particular those for Dalston and Hackney Central.

1.3.9 Option: *Develop Transport Strategy themes*

- Improved transport safety and security for all borough residents and businesses.
- Walkable and attractive town centres, where there is a high quality of urban design and a higher level of pedestrian priority.
- Lower levels of congestion, enabling good business access and a better environment.
- The highest level of public transport, walking and cycle use in London.
- Improved accessibility for Hackney residents to job opportunities, both within and outside the borough.
- Better rail services and a fully integrated ELLX, with significantly improved interchanges.
- Much better conditions for buses on all the main routes, with higher levels of reliability and faster journey times.
- An integrated cycle network offering a safe alternative means of travel to and from all key destinations.

1.3.10 Option: *Opportunities for transport assessments and travel plans*

- A need to assess the impact of development in all centres on transport and movement.
- The likely impacts of new development on the use of public transport, congestion, stopping and parking by cars and taxis, and the blocking of pavements could be addressed through the planning system.
- Major proposals should be required to submit a transport impact statement with a legal agreement and a green travel plan.
- A need to promote green travel without the use of private cars as a positive feature.
- The need not to deter commercial investment.
- Car-free projects need to be realistic, voluntary and self policing – no “pretended schemes”.

1.3.11 Option: *Priority for public transport provision*

- Protecting transport facilities and improving the interchange between them should result in increased public transport use.
- A need to ensure provision for appropriate land take for public transport and multiple use in new developments.
- Encouraging public transport modes should result in less congestion and pollution.

1.3.12 Option: *Potential locations for services and facilities*

- The use of town centres and existing transport interchanges should increase accessibility by public transport.
- The use of such central locations has implications for the urban form and framework of the borough.
- Transport accessibility, especially accessibility by public transport, should be a determining factor in the location of services and facilities in the borough.

1.4 RESOURCE MANAGEMENT

1.4.1 Issue: *Energy efficiency and resource implications*

Evidence reference sources:

- PPS1
- PPG22
- The London Plan, 2004
- Hackney Community Strategy 2005-2015, LBH, 2004
- Evidence Base Studies

Principal points from the evidence base:

- The Local Development Framework needs to underpin the Council's commitment to making Hackney a sustainable borough.
- Energy conservation and the prudent use of natural resources are key elements in fostering overall sustainability.
- Building design and construction methods can play a significant part in energy conservation over the lifetime of buildings.

Policy implications arising include:

- A need to ensure that building design incorporates suitable energy efficiency measures in line with the Council's wider sustainability objectives.
- The Council should promote efficiency measures, including passive solar design, natural ventilation, combined heat and power, photovoltaics, community heating, etc., wherever feasible.
- The possible inclusion of a requirement that non-residential developments above a certain size should generate a proportion of their power need in the form of renewable energy.

1.4.2 Issue: *Radical solutions*

Evidence reference sources:

- PPS1
- PPG22
- Hackney Community Strategy 2005-2015, LBH, 2004
- Evidence Base Studies

Principal points from the evidence base:

- Some techniques, such as combined heat and power schemes, have been in practice for some time, but could be used more widely.
- There is emerging evidence of the potential for more radical techniques, e.g. borehole heating and heat storage.
- Innovative methods of waste disposal are currently being researched, such as the generation of power from biodegradable waste.

Policy implications arising include:

- The Council will encourage research into, and the use of, more radical techniques for the conservation of energy and the use of resources.
- The Council will promote flexibility in the form of development in order to foster these principles.

1.4.3 Issue: *Use of resources in construction*

Evidence reference sources:

- PPS1
- PPG22
- Hackney Community Strategy 2005-2015, LBH, 2004
- Evidence Base Studies
- The Lower Lea Valley Regeneration Strategy (The Lower Lea Valley Vision and Opportunity Area Planning Framework), 2005

Principal points from the evidence base:

- Building construction methods can play a significant part in energy conservation and the use of resources.
- Construction waste stream.
- Recycling construction materials.
- Landfill issues.

Policy implications arising include:

- A need to ensure that construction incorporates resource-efficient techniques, such as the on-site and local recycling of materials, whenever practicable.
- The design and construction of buildings should minimise the use of energy and resources.

1.4.4 Issue: *Use of resources in operation*

Evidence reference sources:

- PPS1
- PPG22
- Hackney Community Strategy 2005-2015, LBH, 2004
- Evidence Base Studies

Principal points from the evidence base:

- Access for all.
- Waste management.
- Water conservation and recycling.
- Use of ecologically sensitive materials and design.
- Efficient use of energy and resources.
- Drainage.
- Consideration of flood risk and management.

Policy implications arising include:

- Hackney should lead and promote emerging best practice through policy initiatives and the provision of information.

1.4.5 Issue: *Waste and recycling*

Evidence reference sources:

- PPS1
- PPG22
- Hackney Community Strategy 2005-2015, LBH, 2004
- Evidence Base Studies
- South Shoreditch SPD, LBH, 2005

Principal points from the evidence base:

- Most of the evidence base and policy recommendations on waste and recycling have yet to emerge from a strategy to be commissioned by the seven North London Waste Disposal Authority boroughs.
- The South Shoreditch Draft SPD recommends that Hackney sets up a recycling initiative in the South Shoreditch area, which is considered particularly important given the dominance of office and night-time economy uses in this area.

Policy implications arising include:

- Adequate areas within the curtilage of the development for waste and recycling storage.
- The policy recommendations will emerge from the North London Waste Strategy.

1.4.6 Issue: *Land use efficiency*

Evidence reference sources:

- The London Plan, 2004
- Evidence Base Studies
- Hackney Borough Profile, LBH, 2005

Principal points from the evidence base:

- While the existing pattern of land uses is the starting point for the future planning of the borough, it is essential to relate the use of land to accessibility, primarily by public transport.
- Town centres can play a key role in the development of new housing, employment opportunities and community services and facilities, given their role as transport nodes.
- Many existing social housing estates are deficient in community facilities and services.
- Clusters of businesses are efficient building blocks for employment in the borough.
- Tall buildings are appropriate in certain locations in the borough, notably the town centres and the city fringe.

Policy implications arising include:

- Mixed use developments and higher densities should be located in town centres.
- Community services and facilities should be located in town centres and other accessible locations, such as major residential estates.
- Tall buildings should be permitted in key accessible locations, but discouraged elsewhere in the borough.
- Employment and business clusters should be safeguarded from alternative development.

1.4.7 Option: *Requirements for Sustainability Appraisals*

- Sustainability appraisals are required by government regulations for all LDF documents. This requirement is itself derived from the EU Strategic Environmental Assessment Directive.
- Sustainability is at the heart of Hackney's LDF preparation. Hackney aspires to be "the Sustainable Borough".
- This, in turn, requires that the borough should not simply undertake sustainability appraisals as part of a process, but should ensure the inter-relationship of social, economic and environmental issues and policies.
- In addition to the encouragement of sound sustainable practices, Hackney will seek innovation, for example in construction techniques and the energy efficiency of buildings, and will, where appropriate, encourage experimental schemes.

1.4.8 Option: *Level of standards for resource use*

- The Council is committed to making Hackney a sustainable borough. This, in turn, would require the Council to take a sustainable approach to development as a whole: minimising the need to travel, the location of complementary land uses in proximity to one another and, as far as practicable, the conservation and enhancement of the natural environment.
- This would also require the Council to promote the efficient use of energy in construction methods, for example the recycling of aggregates, and in the design of buildings themselves, in order to conserve energy.
- Although building control regulations are gradually increasing thermal insulation standards, the Council should seek to encourage developers to go further than current regulations require. This might be achieved by planning incentives, such as permitting higher densities, provided certain conditions were fulfilled.

1.4.9 Option: *Opportunities for demonstration projects*

- In its support for innovation in sustainability, the Council will encourage demonstration projects in suitable circumstances, especially in the fields of sustainable construction techniques and the use of energy in buildings.
- While the Council is committed to seek appropriate levels of community benefit through planning agreements, in the case of development projects it will be prepared to give priority to such demonstration projects in suitable circumstances, and to trade this off against other community benefits.

1.4.10 Option: *Options for waste disposal*

- The policy recommendations on waste disposal will emerge from the North London Waste Strategy.
- The borough must plan for a suitable network of waste transfer locations in association with the collection and recycling of waste.
- There should be an emphasis on waste recycling in the borough.

2. DEVELOPMENT OPPORTUNITIES

2.1 Issue: *Accommodating population growth*

Evidence reference sources:

- 2001 Census
- Hackney Borough Urban Capacity Study, Entec, 2005
- Hackney Borough Profile, LBH, 2005
- Hackney Community Strategy 2005-2015, LBH, 2004
- Chartered Institute of Housing Paper – Delivery of Affordable Housing in London, 2000
- The State of Hackney’s Historic Environment, LBH, 2005

Principal points from the evidence base:

- Hackney has an unbalanced housing stock.
- To help build the right kind of houses the government recommends that 35% of the Housing Corporation allocations be spent on houses with 3 or more bedrooms.
- Although one of London’s smallest boroughs Hackney’s population in 2003 was 208,365. The population had risen by 12% between 1991 and 2001. The borough population is rising again and the old industrial area of Shoreditch is now a sought after area in which to live.
- The mean age of the population is 32 – younger than the national average of 38 for England and Wales.

Policy implications arising include:

- Implications for the type of household that can move into the borough.
- Provision of more family housing especially for larger families.
- This growing population needs adequate housing with associated infrastructure including places of worship and other community facilities.

2.2 Issue: *Locations for concentrated activities; complementary uses*

Evidence reference sources:

- South Shoreditch SPD, LBH, 2005
- The London Plan, 2004
- The Lower Lea Valley Regeneration Strategy (The Lower Lea Valley Vision and Opportunity Area Planning Framework), 2005
- The Eastern Sub-Regional Development Framework, GLA, 2005

Principal points from the evidence base:

- The London Plan identifies Bishopsgate/South Shoreditch, Stratford and the Lower Lea Valley as Opportunity Areas out of a total of 13 such designations in the Eastern Sub-regional Area. The Lower Lea Valley Opportunity Area includes the Hackney Wick part of the borough.
- The Lower Lea Valley is also identified as the core location for the London Olympic bid. The Lower Lea Valley Regeneration Strategy recommends that the strategic employment and service functions of the area should be encouraged through appropriate development which recognises the needs of new industries. Existing employment generating activities should be intensified where possible with a particular focus on the consolidation of the creative/cultural, food and printing industry clusters.
- Bishopsgate/South Shoreditch is one of the two Opportunity Areas in the Eastern City Fringe identified in the London Plan as having the development capacity to deliver 16,000 new jobs and 800 new homes by 2016. Because of its proximity to the City, the area provides particular scope to support London's critical mass of financial and business services in ways that can contribute to the Mayor of London's sustainability objectives and underpin clustering of economic activity, such as the creative industries.
- Given new public transport proposals, existing links, labour market capacity and rail lands, Stratford is identified as an Opportunity Area to establish a new mixed use European Business Quarter for London. It is estimated that it could accommodate some 600,000 square metres of office space over the next 10 to 15 years, generating over 30,000 jobs. It is proposed that its development should be complemented by strategically significant new retail and leisure provision sufficient to ensure that Stratford develops as a new "Metropolitan" town centre for East London with at least 4, 500 new homes to suit a range of requirements. The Hackney Wick area in the borough forms part of the wider Stratford initiative.
- Hackney Wick itself, with its links to the motorway network and rail links to Stansted Airport and Stratford, with the Channel Tunnel Rail

Link connection, is ideally placed to serve as a location for B8 (warehousing) uses.

- Opportunity Areas are defined as key areas in which to accommodate large scale development including substantial numbers of new employment and housing, each typically more than 5,000 jobs and/or 2,000 homes with a mixed and intensive use of land and assisted by good public transport accessibility.
- Hackney Wick is one of the areas within the Lower Lea Valley Opportunity Area identified for concentrated activities with complementary uses. The Lower Lea Valley Opportunity Area Planning Framework (LLV OAPF) identifies Hackney Wick as one of the five key clusters of specialised industrial activity areas for creative/cultural industries, printing, ethnic food, or food wholesale purposes
- New employment generating activity could also be introduced as part of mixed use redevelopment. It is estimated that the Hackney Wick sub-area has the potential to deliver up to 400 new units, predominantly from the intensification of existing residential areas in the north west of the sub area (based on average densities of 165-295 dwellings per hectares (dph) with family housing at 80-120dph).

Policy implications arising include:

- South Shoreditch and Hackney Wick should be identified as Opportunity Areas in the LDF.
- LDF policies should foster the consolidation and further development of business clusters in the borough.
- LDF policies should recognise the potential for both employment and residential development in South Shoreditch.
- There is scope for both employment and housing in the Opportunity Areas in the borough, not least through mixed use developments.
- At the same time, care must be taken in these areas to balance the opportunity for housing development with the need to retain and foster employment opportunities and business clusters as a priority in these areas.

2.3 Issue: *Density and urban form; development corridors*

Evidence reference sources:

- The London Plan, 2004
- East London Sub-Regional Area Development Framework, 2005
- By Design, CABI, 2000
- Evidence Base Studies

Principal points from the evidence base:

- Development clusters and preferred land uses arising from employment studies.
- The existence and need for the promotion of a town centre hierarchy.
- There are opportunities for tall building developments in town centres and areas of high public transport accessibility.
- There are opportunities for mixed use developments in town centres, where these could be of higher densities.

Policy implications arising include:

- The concentration of development in areas of high public transport accessibility is the most sustainable approach to planning.
- This, in turn, favours mixed use developments in such areas, provided that there are suitable safeguards for residential development from noise, smell and congestion.
- High density development requires sensitive and high quality design solutions, if such areas are not to become psychologically oppressive.
- Well designed developments, for example business parks, can provide useful corridors for amenity and environmental improvement purposes.

2.4 Issue: *Strategic transport nodes*

Evidence reference sources:

- The London Plan, 2004
- Hackney Transport Strategy, LBH, 2005
- Hackney Community Strategy 2005-2015, LBH, 2004
- Evidence Base Studies

Principal points from the evidence base:

- The planned development of the East London Line Extension (ELLX) by 2010 will be a major driver for change for Dalston and along the corridor via Hoxton and Haggerston.
- There are opportunities for developing and strengthening the existing town centre hierarchy.
- There is existing traffic congestion in Hackney Central which is aggravated by the concentration of bus routes.
- The existing public transport network has both strengths and weaknesses. There is no tube service which currently serves Hackney. On the other hand, there are good rail connections with Stansted Airport and with the Channel Tunnel Rail Link via Stratford.
- Planned improvements to the public transport network offer opportunities both to improve accessibility and for new, accessible developments.

Policy implications arising include:

- The LDF should include the Road hierarchy set out in the London Plan.
- The emerging AAP for Dalston should focus on the ELLX station and the development opportunities which it provides.
- Account should also be taken of planned new ELLX stations at Hoxton and Haggerston.
- The role of existing town centres as strategic transport nodes should be strengthened in the LDF.
- The principal existing town centres should form the first tranche of AAPs.

2.5 Issue: *Locations for tall buildings*

Evidence reference sources:

- Hackney Tall Buildings Strategy, Gillespies/Donaldsons/Arup, LBH, 2005

Principal points from the evidence base:

- The Tall Buildings Strategy sets out a plan and location guidance for new tall buildings in the borough. To ensure better tall buildings for Hackney, 11 codes or application checklists are suggested, which relate to design quality, visual impact, sustainability and environment, conservation, transport accessibility, public infrastructure, open space, access, land use and density, response to urban setting and materials and maintenance, and against which tall buildings would be assessed.
- Six key areas are identified as having some potential for tall buildings. These include Finsbury Park, Hackney Central, Dalston, The Lea Valley, Stoke Newington, and Shoreditch/City Fringe areas. There is a presumption against new tall buildings outside these identified areas of opportunity. The guidance contains detailed information relating to the physical qualities, land use, spatial arrangements, and building performance of these areas.

Policy implications arising include:

- The need to identify suitable locations within the borough which have the capacity to accommodate tall buildings.
- The need for complementary policies to resist tall buildings in inappropriate locations, due to infrastructure or other planning constraints.

2.6 Issue: *Major retail centres*

Evidence reference sources:

- The London Plan, 2004
- Hackney Retail And Leisure Study, Roger Tym and Partners, LBH, 2005
- Hackney Night-Time Economy Study, Gillespies/Urban Practitioners, LBH, 2005

Principal points from the evidence base:

- The Retail evidence base study makes clear that the retail contribution of Hackney's shopping centres is inadequate, and should be improved.
- In addition, the main shopping centres are under threat from the development proposals at Stratford, which it is estimated will divert 5.7% or £6.4 million of retail trade away from the borough.
- In terms of retail hierarchy, the London Plan regards Dalston as a major centre and both Hackney Central (Mare Street) and Stoke Newington as district centres. The Hackney Retail and Leisure Study 2005, proposes that the Council should adopt the London Plan nomenclature for centres, but recommends that Hackney Central should be upgraded to a major centre.

Policy implications arising include:

- A need to bolster the retail offer of Hackney's shopping centres.
- The promotion of Hackney Central to a major centre would mean that there were two major retail centres in Hackney. These would be the principal centres where new major retail and leisure proposals should be directed.

2.7 Issue: *Importance of waterfront*

Evidence reference sources:

- The Lower Lea Valley Regeneration Strategy (The Lower Lea Valley Vision and Opportunity Area Planning Framework), 2005

Principal points from the evidence base:

- The strategic development principles guiding developments in the Lower Lea Valley acknowledge the importance of waterfront.

Policy implications arising include:

- Development in the Lower Lea Valley should seek to take advantage of the opportunities afforded by waterways and open spaces in the creation of coherent places.
- The possible role of waterside locations for handling freight should be investigated.

2.8 Option: *Level of investment and intervention in existing town centre locations at Dalston, Stoke Newington and Hackney Central*

- There is a need to improve the retail offer in the borough's town centres.
- The provision of community services and facilities in town centres could assist in their regeneration and improvement.
- There is a need for a programme of environmental improvements in the borough's town centres.
- The overall programme for town centre improvement should address the need to design out crime.
- There is an opportunity to promote night-time uses in these town centre areas.
- Stoke Newington High Street, Hackney Central and Dalston have been identified as areas with night-time economies that would benefit from the location of more A3 and D2 uses.
- It is recommended that the development of A3 and D2 uses in these areas should be encouraged. However, any new development should be assessed with regard to the saturation criteria. Hackney Central has been identified as an area which would benefit in particular from more restaurants and cafés.

2.9 Option: *Further Opportunity Area within the borough at Finsbury Park*

- Past joint planning regeneration activities between the London boroughs of Hackney, Haringey and Islington have identified the potential for an Opportunity Area at Finsbury Park, but extending into all three boroughs.
- The transport links, which focus on the nodes at Finsbury Park and Manor House, provide the opportunities for improved transport interchanges, as well as opportunities to upgrade educational, recreational and retail services.
- The high accessibility levels at these locations also provide the opportunity for high rise buildings and an increased density of development.

2.10 Option: *London Plan Opportunity Areas at Shoreditch/Bishopsgate, and Stratford/Lower Lea Valley, including Hackney Wick*

- The London Plan Opportunity Areas are locations which have been identified as capable of accommodating substantial new jobs or homes and their potential should be maximised by a mixed and intensive use of land assisted by good public transport accessibility. Typically, Opportunity Areas can accommodate at least 5,000 jobs or 2,500 homes or a mix of the two, together with appropriate provision of other uses such as local shops, leisure and social/community facilities.
- The opportunity exist to intensify existing employment generating activities with a particular focus on creative/cultural, food and printing industry clusters. In addition, the Hackney Wick area has the potential to deliver up to 400 new units and around 100 new residential units as part of mixed use development over retail or other employment generating floor space.
- The Lower Lea Valley and Stratford combined have the capacity to deliver a minimum of 38,500 new jobs and 10,000 new homes in the period up to 2016.
- Notwithstanding the strategic proposals made in the Lower Lea Valley Opportunity Area Planning Framework for Hackney Wick, the Council has adopted Supplementary Planning Guidance (SPG) for the Hackney Wick section of the Lower Lea Valley, based on early work emerging as part of the Joint Area Action Plan process. B8 uses (storage or distribution centres) would be excluded from the area due to their limited ability to generate employment.
- The Hackney Wick SPG sets out key priority proposals for the area. These include the requirement that the majority of the development should comprise B1 (business), B2 (general industrial), D1 (non residential institutions), and D2 (assembly and leisure), with a limited proportion of C3 (dwelling houses).

2.11 Option: *Opportunities for areas for tall buildings*

- The Tall Buildings Strategy sets out a plan and location guidance for new tall buildings in the borough.
- Six key areas are identified as having some potential for tall buildings. These include Finsbury Park, Hackney Central, Dalston, the Lea Valley, Stoke Newington, and Shoreditch/City Fringe areas. There is a presumption against new tall buildings outside these identified opportunity areas.

2.12 Option: *Opportunities for major retail uses*

- The Hackney Retail and Leisure Study identified 13 opportunity sites in the borough's three town centres, which could be used to meet the borough's identified need for additional retail and leisure floor space. Eight of these sites are located in Dalston. Four opportunity sites are identified in Hackney Central and one is in Stoke Newington.
- These 13 sites identified within the town centres will be the priority areas for accommodating new additional retail floor space before any other sites outside the town centres are considered.

3. NEIGHBOURHOODS AND COMMUNITIES

3.1 Issue: *Significance of neighbourhood*

Evidence reference sources:

- PPS 1
- Various London planning documents 1943-2002
- Hackney Community Strategy 2005-2015, LBH, 2004
- Various academic and social studies - LSE, Chicago, etc.

Principal points from the evidence base:

- Sustainable communities are places where people want to live and stay. They contain good quality, affordable homes; a flourishing economy and accessible public transport; a diverse, vibrant and creative local culture; good quality local services, including education, healthcare, training and leisure; a safe and healthy local environment; a cohesive community; and strong local leadership with the opportunity for people to become involved. Sustainable communities also have a “sense of place”.
- The Community Strategy recognises a diverse community, promotes voluntary activity to build stronger communities, promotes development of strong, sustainable neighbourhoods, town centres and communities.
- The Council will need to take an approach which recognises the different neighbourhoods in the borough and the variety of needs in each.
- A need to enhance and support community relations within the borough.
- A need to support sustainable communities for better and more effective use of resources, democratic leadership and accountability, stability and cohesion of the community.

Policy implications arising include:

- The components of a sustainable community as listed above provide a checklist of the planning policy interventions necessary for its creation:
 - high quality, affordable housing;
 - a mixture of housing types, leading to a balanced community;
 - employment opportunities both within and outside the borough;
 - good public transport;
 - good local services, including education, healthcare, training and leisure;
 - a safe and healthy local environment; and
 - a “sense of place”.

3.2 Issue: *Making a good place to grow up in; tool kits for place-making*

Evidence reference sources:

- Hackney Community Strategy 2005-2015, LBH, 2004
- A Good Place to Grow Up, Strategy for Children, Families and Young People, LBH, 2005

Principal points from the evidence base:

- A theme of the Community Strategy is making Hackney “A Good Place to Grow Up”. To address this theme, the Council has developed a strategy: “Meeting Children and Young People’s Needs – A New Children and Young People’s Strategy”. The draft document details actions, some of which can be aided by actions of the planning service.
- Many of the evidence base studies provide recommendations to improve the Hackney environment. These are specifically in the areas of:
 - adequate open space provision;
 - provision of high quality housing;
 - retaining local employment opportunities;
 - retaining and improving local provision of leisure and shopping facilities.
- Flowing from the Hackney Community Strategy, the Council’s proposed service objectives include:
 - alignment of extended schools into clusters linked to children’s centres, consisting of one secondary school and five primary schools (guided by geographical proximity);
 - basing health, education, family support, teachers and childcare workers at six centres around the borough providing integrated outreach services to families with young children.

Policy implications arising include:

- The core strategy will need to balance the competing land use demands of these recommendations.

3.3 Issue: *New and improved education, health and community facilities*

Evidence reference sources:

- Hackney Community Strategy 2005-2015, LBH, 2004
- Hackney Council Departmental Service Plans

Principal points from the evidence base:

- Input from service plans:
 - schools
 - training facilities
 - GPs/surgeries
 - hospitals
 - libraries
 - places of worship
 - public halls
 - childhood centres/crèches
 - public toilets
 - Council neighbourhood offices
 - cemetery
 - emergency facilities
 - institutions
- A need to develop links and reference strategies from other parts of the Council.

Policy implications arising include:

- A need for the adequate provision of all social and community facilities to serve Hackney residents.
- A need for land assembly, allocation and the integration of uses.
- A need for the integration, location and spatial arrangement of facilities.
- Some elements, notably places of worship and cemeteries, have particular religious and land use dimensions, particularly land availability, parking and impact on the wider community. Redundant churches may have a part to play in meeting contemporary religious needs.

3.4 Issue: *Provision for diversity*

Evidence reference sources:

- Hackney Borough Profile, 2005
- Hackney Community Strategy 2005-2015, LBH, 2004
- 2001 Census

Principal points from the evidence base:

- The 2001 Census indicates that Hackney's ethnic profile is extremely diverse, and that this has been the subject of continuing substantial change since the 1950s.
- This diversity is not adequately captured by the main Census categories, which mask a large amount of variation between self-selected racial groups.
- The proportion of minority ethnic groups in the borough is increasing over time, partly as a result of higher birth rates among these communities.
- The physical environment represents and records Hackney's heritage through public buildings and places of worship.

Policy implications arising include:

- A need to recognise diversity in the provision of facilities and services within the borough, especially where such diversity is accompanied by differing religious observance.

3.5 Issue: *Multi-use of facilities*

Evidence reference sources:

- Evidence Base Studies
- Hackney Council Departmental Service Plans

Principal points from the evidence base:

- Community facilities should be suitable for multiple uses based on different community needs to better utilise the resource.
- The Hackney Open Space and Sports Assessment (part of our Evidence Base) also recommends that the number and quantity of multi-use games areas are enhanced.
- Areas deficient in open space require alternative provision.

Policy implications arising include:

- A need to consider multiple use where new or refurbished facilities are provided.
- The need to consider carefully management issues in the multiple use of buildings, for example child protection in the case of the community use of school buildings.
- A need to ensure that the needs of areas deficient in open space are addressed when new development is proposed.

3.6 Issue: *Religious and cultural provision and implications*

Evidence reference sources:

- Hackney Borough Profile, 2005
- Hackney Community Strategy 2005-2015, LBH, 2004

Principal points from the evidence base:

- The 2001 Census recorded that Hackney's largest religious groups were Christians (46.6%), Muslim (13.8%) and Jewish (5.3%).
- A large Charedi (ultra orthodox Jewish) community is established around Stamford Hill in the north of the borough. The area probably contains the largest Jewish community in Europe, and the third largest in the world after Israel and New York.

Policy implications arising include:

- A need to ensure places of worship and denominational education for the growing diversity of faith communities.
- Regulating inappropriate use of land and buildings for religious and community assembly.

3.7 Issue: *District and local retail activity*

Evidence reference sources:

- Hackney Retail and Leisure Study, Roger Tym and partners, LBH, 2005

Principal points from the evidence base:

- There is a low level of demand for increased provision of retail space in the borough.
- Most existing retail space in Hackney provides convenience goods, while people head outside the borough to shop for comparison goods.
- The demand for retail space for comparison goods is likely to suffer as a result of proposed new developments at Stratford.
- There is a good distribution of local centres which provide convenience goods.
- Of the main centres in Hackney, improvements should be made in Hackney Central and Dalston to increase and upgrade provision of eating and drinking facilities.
- Re-zoning of town centres is required to reflect contemporary government policy. This will lead to new centres being identified and changes to the types and extent of zones within existing town centres.
- A need to maintain a diversity of uses in town centres so that the needs of customers can be met.
- A need for improvements to public space and pedestrian routes and the protection of local character in specific centres.

Policy implications arising include:

- It is proposed that a number of sites in Dalston should be allocated for retail or leisure development. These sites are close to the ELLX and their re(use) for retail and leisure development would help Dalston to maximise the benefits of this scheme.
- It is proposed that a number of sites should be allocated for retail or leisure development in Hackney Central, including the existing bus garage. This is a large opportunity site and its redevelopment for mixed uses could add to the number of large shop units as well as bars and restaurants which are currently lacking in the centre.
- There are no substantial retail development opportunities in Stoke Newington.

3.8 Option: *Neighbourhood aspirations*

- As noted above in this section, sustainable neighbourhoods and communities require the provision of the full range of social and physical infrastructure, as well as a “sense of place”.
- The use of design techniques, including the spatial arrangement of facilities, precincts, corridors and permeability can assist the development of a sense of place.
- Care should be taken in the provision of services and facilities in the borough to take account of, and make provision for, cultural and religious needs and sensitivities.

3.9 Option: *Opportunities for community support and special provision*

- The government has identified Hackney as the most deprived local authority area in Britain. This deprivation includes relatively low levels of life expectancy, educational attainment and employment.
- At the same time, the dynamics of the relatively young, and growing, population provide the opportunity for a new approach to community development and capacity building.
- Regeneration opportunities in the borough are increasing, together with land values as London's economy and the demand for housing grow, assisted by the decision to hold the 2012 Olympic Games in the Lea Valley.
- Taken together, there are both the need and the opportunity to address deprivation through the planning process. This may be achieved through the Council's own capital programme for the redevelopment and refurbishment of social housing estates, through the renewal and additional provision of community facilities, and through the upgrading of schools.
- The system of planning obligations can assist in tackling deprivation by means of the provision of additional finance for such programmes, as well as through benefits in kind.
- The spatial development framework can also foster opportunities for benefits, by promoting higher density, mixed use developments in appropriate locations, especially town centres.
- Government funding is available to tackle deprivation and promote urban renewal, and the Council must continue to seek the highest possible contributions from this and other outside sources.

3.10 Option: *Priorities for neighbourhood renewal*

- The London Plan has identified the whole borough as a priority for regeneration. Priority has already been given to Dalston and Hackney Central through the Local Development Scheme, as Area Action Plans (AAPs) are being prepared for them. South Shoreditch, for which a Supplementary Planning Document has been prepared, Woodberry Down and the Lower Lea Valley are also being prioritised through emerging policies.
- The need for AAPs for Dalston and Hackney Central has been identified as a result both of the poor quality of the built environment and social deprivation in these areas, as well as the potential for regeneration.
- In the case of Dalston, the East London Line Extension, due for completion in 2010, will provide physical and economic opportunities for substantial new development.
- In the case of Hackney Central, the evidence base studies have identified the opportunities for regeneration and additional development.
- Many of the large social housing estates in the borough date from the 1960s and 70s. Their physical fabric is in urgent need of renewal or replacement, and the current levels of community facilities and services are inadequate. The Council has therefore developed a programme of Estate Renewal to address this, which can be assisted through appropriate policies in the Local Development Framework.
- Overall a structure for neighbourhood renewal can be developed, based on AAPs, ELLX, the Estate Renewal Programme, corridor improvements and the regeneration of the main employment areas.

3.11 Option: *Protection and allocation of social infrastructure*

- Hackney's Strategy for Children, Young People and Families covers those services which are universally provided, such as education and health, targeted services for children and young people who experience difficulties, and specialist services, for example child protection.
- The Strategy states as an important part of its vision the desire to ensure that all services are of high quality and are easily available to help those children, young people and families who need extra support in order to succeed.
- The implications for the spatial planning of such services are clear: they should be considered as part of the overall social infrastructure of the borough, and their provision should be an integral part of regeneration initiatives and new development.
- There are currently 98 schools in Hackney, 54 of them primary schools, with rolls totalling approximately 32,000 (18,000 primary). At present there is one new Academy in the borough, and a further two are planned to open by 2007.

4. A DYNAMIC AND CREATIVE ECONOMY

4.1 Issue: *Supporting economic development*

Evidence reference sources:

- Hackney Employment Growth Options Study, Atkins, LBH, 2005
- Hackney Business Survey, LBH, 2005

Principal points from the evidence base:

- According to the Employment Growth Study, there is a future gross demand for 200,000 to 300,000 sq.m. of employment floorspace between 2001 and 2016.
- While much of this demand could be met from the recycling of existing vacant premises, it means that there should be no net loss of employment floorspace in the borough during the plan period.
- Of the additional floorspace needed, 72.8% is for Class B1, 15.2% for B2 (including sui generis uses) and 12.0% B8.
- Within the B1 use class, 60% of the demand is for B1(a), 10% for B1(b) and 30% for B1(c).
- For B8 activities there is a need to identify sites and premises which meet the needs of small and medium sized operations and which provide a reasonable mix of B8 premises in terms of size, cost and type (para. 6.12).
- The implementation of policies to upgrade the qualitative supply of employment land and premises to match need should be coupled with the managed but restrictive transfer of sites which inherently are no longer suitable of viable for employment use (para. 6.33).
- It is necessary to monitor the ratio of planning permissions granted to those actually taken up.
- It is important to ensure an adequate supply pipeline that anticipates the economic cycle to provide continuity of employment.
- The supply pipeline should be benchmarked against other boroughs and business cycles.
- A supply of suitable sites should be identified and scheduled.
- Suitable sites, notably those outside clusters, may be transferred to mixed and residential uses, having regard to the Housing Capacity Study.
- The ODPM's January 2005 update to PPG3 raises issues with regard to the potential transfer of redundant employment land to housing. However, the evidence base confirms that effectively there is no truly redundant employment floorspace. While there is certainly scope for a redistribution of land uses between employment and residential, this

will need careful management to ensure adequate provision for employment in Hackney.

Policy implications arising include:

- There should be no net loss of employment floorspace.
- LDF policies should cater for the identified needs of the indigenous industries in Hackney.
- The Council should seek to promote developments where unit sizes are less than 2,000 sq.ft. (186 sq.m.) and are capable of subdivision (either new premises or the adaptation of existing premises), in order to address both the current mismatch in supply and the requirements of indigenous businesses (para. 6.18 and Table 6.2).
- Given the importance of small and medium-sized enterprises (SMEs) to Hackney, the target should be to ensure that around 50% of premises in the borough are suitable for occupation by small businesses (i.e. up to 1000 sq.ft. or 93 sq.m. in size) (para. 6.20).
- There is a need to improve the supply of good quality sites and premises, by supporting developments which involve any of the following measures:
 - intensifying the use of some existing employment locations;
 - introducing complementary ancillary employment uses that fall outside the B use class;
 - redevelopment of some existing sites for continued employment use;
 - redevelopment of some existing employment sites for employment-led mixed use development;
 - redevelopment of windfall and/or other key sites with opportunities for mixed-use development with a significant employment component; and
 - improving environmental conditions (para. 6.32).
- Area Action Plans and site interventions will both be necessary to secure the necessary scale and type of sites.

4.2 Issue: *Innovation and new activities*

Evidence reference sources:

- Hackney Cultural Strategy, LBH, 2002
- Hackney Employment Growth Options Study, Atkins, LBH, 2005

Principal points from the evidence base:

- The Hackney Cultural Strategy identifies three key issues in relation to this theme. The Council should:
 - assist Hackney organisations to access investment funding in order to support new creative and cultural talent;
 - encourage creative vocational training opportunities;
 - provide a structured sports activities programme in the new sports facility developments.
- In 2002 there were large numbers of VAT registrations in retail (235) and real estate (375), which reflects the importance of these (mostly small) businesses to the local economy. However, the high volume of de-registrations reflects the volatile nature of the market for local businesses.
- The Cultural Strategy identifies the importance of support services, business advice and access to affordable premises to enable those with entrepreneurial ability to move on to higher value and more sustainable business activities (paras. 3.45 and 3.46).
- Affordability of premises determines the ability of small firms to become established and grow. The majority of cost-sensitive enterprises in Hackney are likely to be seeking premises at a rent of £8-£12 per sq.ft. This compares with B1 premises typically being marketed at £15-£20 per sq.ft. (para. 6.30(ix)).
- Providing a variety of jobs, suited to the skills of Hackney residents, should help to reduce social exclusion in the borough.
- Increasing the number of small, locally owned businesses is likely to increase local employment. This can be boosted by encouraging innovative industries (currently found in south Shoreditch) and by promoting clusters of like-minded businesses.
- There should be consideration of locating education and employment as mixed uses in residential areas, particularly in social housing estates, in order to provide visible and accessible pathways to qualifications and employment for deprived segments of the population.
- There is an opportunity for the development of high technology City-facing industries to service and support technical and ICT functions in the City and Docklands.

Policy implications arising include:

- The need to make provision for small businesses in suitably-sized premises at affordable prices.
- The need to promote clusters of enterprises, especially in the cultural sector.
- The need to accompany the provision of premises with cultural, educational and training schemes.

4.3 Issue: *Existing employment protection; designated employment areas*

Evidence reference sources:

- The London Plan, 2004
- Hackney Employment Growth Options Study, Atkins, LBH, 2005

Principal points from the evidence base:

- Hackney has been the focus of substantial employment growth over the last decade. Between 1996 and 2002 the number of jobs provided in the borough increased by 20,000.
- The expansion of Hackney's business base between 1991 and 2002 took place at a rate twice that of employment growth. Total business growth in Hackney averaged around 5.8% per annum between 1991 and 2002 compared to 2.4% growth per annum in total employment. This demonstrates the attractiveness of Hackney as a location for business growth, and also indicates the increasing importance of small enterprises in accommodating employment growth.
- It is estimated that of the jobs in Hackney in 2002, 61,300 were in B use classes (B1(a), B1(b), B1(c), B2 and B8). Most "employment" policies in development plans relate to jobs associated with premises which accommodate business and industrial activities categorised under the B Use Class.
- The banking, finance and insurance sector accounts for around 55% of all B Use Class employment in Hackney (2002). Importantly, this sector includes "other business activities" (para. 3.14). B Use Class employment accounts for approximately 68% of total employees in Hackney compared to around 61% in London and 54% nationally. Policies are needed to address accommodation for B Class uses.
- Employment demand is estimated to increase by approximately 26,000 between 2001 and 2016.
- It is estimated that the Hackney economy has a need for the provision of 200,000 – 300,000 sq.m. net additional floor space (B1, B2, B8) in the period up to 2016. The LDF needs to take a strongly proactive approach to ensure that sufficient quantities of employment land and premises are provided at an appropriate quality to meet the future needs of business.
- There is a need to protect all existing B use class floor space.
- The transfer of industrial sites to alternative uses should be carefully managed and strongly restricted to sites which are inherently unsuitable or unviable for industrial, warehousing or business use.
- The London Office Policy Review (LOPR) indicated that Hackney is strongly influenced by the large scale, long established central London office market, primarily the City of London and the eastern city fringe.

- The current provision of B1 premises represents a mismatch between supply and demand. Whilst there is an overhang in the current planned supply of large scale, prime office accommodation, there is a significant quantum of unmet need from key business sectors, particularly small enterprises. These businesses have specific needs in terms of size, location, type and affordability of premises.
- A typology of employment sites is necessary to plan effectively for employment needs.

Policy implications arising include:

- Providing for employment growth should enable economic growth in the borough.
- The contribution of Hackney's industries to national economic prosperity (through supporting City and West End, design, fashion, technology) should be acknowledged and supported.
- Employment supports local community cohesion, and acts as a path out of poverty.
- Business can contribute towards environmental improvement.
- The possibility of mixed use business parks should be considered.
- Policies that provide for B1 floor space, a very important source of jobs in the borough, should help build on recent economic growth.
- The promotion of mixed use development at a higher density than currently found should enable the borough to improve the quality of its building stock, provide jobs and meet other needs (housing, community facilities).
- Given the nature of some industrial processes, some land will need to be allocated for employment use simply to ensure that it continues to provide jobs and is not forced out by higher value uses.
- There is a need to accommodate uses which are not compatible with a residential environment, e.g. 24/7 warehousing/just in time delivery.
- The LOPR suggested that Hackney had sufficient committed office development to meet forecast demand to 2016 and beyond (2.1 million sq.ft.) (para. 6.28), which conflicts with the findings of Hackney's own evidence base study.

4.4 Issue: *Declining sectors and areas; replacement and diversification*

Evidence reference sources:

- The London Plan, 2004
- Hackney Employment Growth Options Study, Atkins, LBH, 2005
- Framework for Regional Employment and Skills Action (FRESA), London Skills Commission, 2002

Principal points from the evidence base:

- Hackney's economy is dominated by employment in four key broad sectors of industrial classification: banking, finance and insurance (37%); the public sector (22.3%); distribution, hotels and restaurants (including retail) (13.9%); and transport and communications (12%).
- Following the trend in Greater London, employment in the manufacturing sector has contracted by 40% in the period between 1991 and 2002. Manufacturing now accounts for only 5.5% of total employment in the borough. This indicates that industrial restructuring in the borough is at a mature stage and therefore that there is reduced scope for the transfer of existing employment land resulting from further contraction of uncompetitive industrial activities (para. 6.27(i)).
- Warehousing-related employment has increased significantly over the last 10 years and is now larger than the manufacturing sector. The warehousing sector provided nearly 6,000 jobs in Hackney in 2002. The majority of the new employment was generated by the wholesale and activities which support land transport. This sector is likely to continue expanding over the next decade, leading to additional demand for floorspace (para. 6.27(ii)).
- Whilst many parts of Hackney are not suited to the provision of large B8 occupiers, it is essential that the LDF give sufficient consideration to the needs of distribution, storage and warehousing businesses (para. 6.12).
- The Hackney economy has been subject to a greater degree of restructuring than either London or Great Britain. Consequently, it will be important for the LDF to facilitate diversification of the local economy and the creation of new jobs to replace those being lost in declining sectors (para. 3.5).
- It is critical for the future supply of business premises to provide a competitive offer to priority growth sectors which are being targeted by LBH and its partners (para. 6.25; bullet 2).
- The LDF should play an important and proactive role in meeting the quantitative floor space needs of dominant and key priority business sectors in the borough, as well as being sufficiently flexible to allow for real demand as well as future economic and market changes (para. 6.14).

- Analysis over the period since 1991 shows that, with the exception of primary and manufacturing industries, all sectors experienced significant growth in absolute and proportional terms. These trends reflect Hackney's growing role as an important financial centre (contributing significantly to City activities) and as a strategic gateway location for East London (para. 3.3).
- There are significant opportunities for business expansion provided by ELXX.
- There are significant business opportunities inherent in Shoreditch's City fringe location.
- Arts, design and fashion are thriving, probably supplying designs and prototypes for industries which have globalised away from Hackney.

Policy implications arising include:

- The provision of a flexible range of accommodation should enable Hackney to take advantage of the diverse types of business found in the borough.
- The provision of training and upskilling in the growth areas, along with incubator units/managed workspace, should provide for the needs of the small businesses that are so important to Hackney's economy.
- There should be active support for mixed land uses.
- Sites for the sectors identified in the Employment Growth Study should be allocated and promoted.
- In realigning supply to meet demand, the LDF should give consideration to the needs of priority sectors identified by the London Skills Commission in the Framework for Regional Employment and Skills Action (FRESA). Following on from this Hackney's Economic Exploratory strongly support the targeting of the following sectors:
 - Construction
 - Cultural and Creative Industries
 - Finance and Business Services
 - Information Communications Technology
 - Manufacturing
 - Public Services
 - Retail
 - Tourism and Allied Industries
 - Transport and Logistics (para. 6.31).
- The LDF should support City-facing functions, especially in Shoreditch.

4.5 Issue: *economic and social polarisation*

Evidence reference sources:

- Hackney Employment Growth Options Study, Atkins, LBH, 2005
- Hackney Borough Profile, LBH, 2005

Principal points from the evidence base:

- The ODPM ranks Hackney as the most deprived borough in London (2004 composite index). The borough is subject to significant economic and social polarisation compared to the rest of London and suffers from widespread deprivation. Highlights the importance of improving the supply of appropriate local jobs in Hackney in parallel with labour market and training initiatives to raise the skills of residents living in the borough's most deprived communities (para. 3.50).
- Given that access to jobs and a reasonable income are two significant factors in determining deprivation, the existing employment sites in the borough have an important role to play in increasing job opportunities for local people, especially those currently excluded from work. Moreover, the employment sites are critical in providing a variety of job opportunities which are readily accessible to the most deprived residential communities (para. 3.52).
- Hackney has a high level of local residents with no qualifications and economic activity rates are low.

Policy implications arising include:

- The need for business support .
- The need for skills training to enable borough residents to access local and city centre jobs.
- Increase the availability of sites and premises for small businesses.
- The need for pathways to employment.
- Employment schemes would be helpful in residential areas, particularly near and accessible to social housing estates and areas of under-employment.
- There is a need for education and training premises.
- Development agreements (including S.106 Agreements) should include provision for training.
- The provision of new jobs much be complemented by comprehensive training, education and business support infrastructure.
- It is critical that the LDF should provide a framework for creating a balance between the eastward expansion of the City and facilitating the diversification and expansion of businesses serving the local communities (para. 6.15; bullet 2).

4.6 Issue: *Contribution of residents working outside the borough*

Evidence reference sources:

- Hackney Employment Growth Options Study, Atkins, LBH, 2005
- The London Plan, 2004

Principal points from the evidence base:

- GLA forecasts indicate that Hackney's population will increase by 13.6% in the period up to 2001-2013 compared to 10% in London as a whole. It is essential that the anticipated growth of the local workforce is matched by at least a commensurate increase in local job opportunities (para. 6.30 (vi)).
- Comparing the structure of jobs in Hackney with that of local residents in employment gives an indication of the degree of balance between the availability of local jobs and the skills of the resident workforce (para. 3.53).
- For manufacturing, there is a close correlation between the number of jobs and workers in this sector. This suggests that a significant proportion of local manufacturing jobs are taken by Hackney residents (para. 3.54).
- Banking, professional services and business and administrative services attract a significant amount of in-commuting, which demonstrates that the skills profile of local residents is insufficient to meet the requirements of such jobs.
- Sectors in which local residents are more greatly represented compared to the local job market include other services and distribution, hotels and restaurants (including retail). A significant proportion of this employment is relatively low paid and often has minimal skill requirements.

Policy implications arising include:

- The need to increase the availability of sites and premises for small businesses.
- The need for skills training.
- In attracting increased levels of inward investment in priority sectors into Hackney, it will be important that employment land policies are matched by targeted skills and training initiatives to increase the employability of local residents for these jobs (para. 3.55).

4.7 Issue: *Conflict between economic and other uses; mixed uses*

Evidence reference sources:

- Hackney Employment Growth Options Study, Atkins, LBH, 2005
- Draft Supplementary Planning Guidance on Industrial Capacity, SPG5 (Industrial Capacity and Mixed Use Development), GLA, 2003
- Industrial and Warehousing Land Demand, GLA, 2004
- Hackney Community Strategy 2005-2015, LBH, 2004

Principal points from the evidence base:

- The GLA's draft SPG on Industrial Capacity, SPG5 (Industrial Capacity and Mixed Use Development) allows for the re-development, intensification and selective support for higher density, mixed uses in appropriate locations, so long as this does not compromise the strategic and local reservoirs of industrial capacity.
- Rising pressure for the development of employment sites for residential uses and increasing land values which result in commercial rents becoming unaffordable for many local SMEs is identified as a problem in the Hackney Community Strategy (p.14).

Policy implications arising include:

- There is a need to provide sites so that incompatible uses can continue to operate and to protect the employment which they provide.
- Good design can be used to promote mixed use developments, including employment.
- The GLA's Industrial and Warehousing Land Demand report (August 2004) states that:
"An industrial / warehousing site might be deemed viable if it can be developed at normal industrial/warehousing land values as set by benchmark data for the sub-region, adjusted for any abnormal costs or other particular characteristics. This would help distinguish activity that is not competitive in London from activity that is driven out by higher value land uses." The consultants consider this to be an appropriate policy consideration (para. 6.58).
- The report goes on to say:
"...if a site needs infrastructure or reclamation which cannot be paid for by industrial and warehousing land values, this might constitute an argument against protecting it for purely industrial/warehousing use".
- The GLA's Mixed Use and Affordable Housing study report identifies that pressure on underused industrial land in the Lower Lea Valley is a major strategic issue. Relocation of bad neighbour uses in the Lower Lea Valley to small scale industrial locations elsewhere in Hackney will not provide a satisfactory solution (para. 4.3.4) .

4.8 Issue: *Using land efficiently*

Evidence reference sources:

- Hackney Employment Growth Options Study, Atkins, LBH, 2005

Principal points from the evidence base:

- The Council should take a strongly proactive approach to facilitating the qualitative improvement in the supply of employment land and premises in the borough. This may involve the redevelopment and/or refurbishment of existing sites and premises; the potential allocation of some new land and/or floorspace for employment purposes; and the promotion of a new approach to creating employment-led mixed use developments in appropriate locations (para. 6.25; bullet 3).

Policy implications arising include:

- Site development interventions will be necessary to ensure the efficient use of land.
- Mixed use schemes can offer greater efficiency in the use of land.
- The affordability of sites and premises is a key factor in ensuring their efficient use.
- In common with other elements which will be covered by S.106 agreements, the costs of infrastructure provision will need to feed into land values, so that these reflect accurately the true costs of development.

4.9 Issue: *Contribution of cultural, entertainment and tourism uses*

Evidence reference sources:

- Hackney Employment Growth Options Study, Atkins, LBH, 2005
- Hackney Cultural Strategy, LBH, 2002

Principal points from the evidence base:

- An evaluation of the economic impact of the cultural sector in Hackney was undertaken in February 2005. Industries covered by the report are advertising; architecture; arts and antiques; design (including fashion); film and video; heritage; interactive media; music; photography; printing; publishing; performing arts; TV and radio and visual arts. It shows the enormous contribution that the sector makes to the borough's economy. The headline findings in the report are that:
 - In 2003, the cultural sector in Hackney employed 9,510 people in 1,520 enterprises with a turnover in excess of half a billion pounds (£580m). This accounts for roughly 10% of employment in the borough and almost 13% of businesses (Section 3.2).
 - There are two domains across the sector which account for the majority of employment, turnover and numbers of businesses: Audio-visual, which employs 3,330 people in 720 enterprises with a turnover of over £201m; and Books and Press, which employs 3,180 people across 240 enterprises, with a turnover of £262m (Section 3.2 and Table 1).
 - As this indicates, the vast bulk of businesses, jobs and turnover are concentrated in the highly commercial creative industries activities within the sector. For instance, publishing and associated printing alone accounts for over 45% of turnover in the sector in Hackney. Other significant industries include music which employs 650 people, in 140 enterprises with a turnover of £69m and visual art which employs 460 people across 150 enterprises with a turnover of £13m (Section 3.3).
 - Micro and small businesses dominate the industrial structure of Hackney's cultural sector, accounting for 86% of all enterprises, including 370 sole traders. Despite this numerical dominance, their share of employment and turnover is much smaller, with the 2% of firms that employ 50 or more people accounting for 27% of employment and 36% of turnover. This pattern of employment across the industrial structure is, however, common to the cultural and creative sector nationally (Section 3.4).
 - From a production chain analysis, the majority of businesses (860 enterprises) are focused on the creation of cultural and creative products (e.g. advertising, photographers and photography studios); followed by those that centre on production activities (e.g.

film and TV production, record companies) and then firms that produce manufacturing inputs for the sector (e.g. photographic processing, the manufacture of musical instruments) with 250 and 150 enterprises respectively. Education and training activities, while numerically less significant, still generated over £6m within the borough in 2004 (Section 3.5 and Table 4).

- There is a clear concentration of cultural sector businesses around Shoreditch. Nearly 450 cultural sector companies are located in the three postcode sector areas of EC2A 3, N1 7 and N1 6 – around 30% of all cultural businesses in the borough. The concentration of cultural businesses throughout the rest of the borough is far lower, although it is not uniform. Slightly higher levels can be found in the postcode sectors E8 2, E8 4 and E2 8, which include most of Dalston and parts of Queensbridge and Haggerston wards, and together account for 227 cultural businesses. This is likely to reflect an expansion of cultural sector activity northwards along the Kingsland Road towards Dalston, as the Hoxton and Shoreditch areas become increasingly saturated (and expensive) locations for businesses (Section 3.6).
- There is a lively arts and cultural scene in Hackney, including a burgeoning cultural quarter extending from Mare Street to London Fields. Hackney's minority ethnic communities have a long history of leading or contributing to Hackney's cultural heritage and a range of other cultural activities. The Council has an important role to play in promoting culture in the borough and in ensuring that a coherent strategy is implemented and monitored. This includes the safeguarding and promotion of jobs.
- Steps towards full employment will help to improve overall social cohesion in the borough.

Policy implications arising include:

- The need to make provision for small businesses in suitable sized premises at affordable prices.
- The need to promote clusters of enterprises, especially in the cultural sector.
- The need to accompany the provision of premises with cultural education and training schemes.

4.10 Option: *Promotion of mixed-use activities*

- Land-uses can be mixed vertically within buildings. The relationship between ground floor uses and street activities is particularly influential in the space-design-activity dynamic as a generator of successful urbanism.
- Business Improvement Districts (BIDs), provide for BIDS Partnerships to levy a supplementary tax, over and above the business rate, within a defined geographical area, to fund extra services.
- Detailed, area-based frameworks, such as Dalston AAP, Hackney Central AAP and the South Shoreditch SPD would provide a positive planning context for developing a healthy night-time economy.
- If set closing times are removed, operators in the same area may choose to set different hours of operation. This will help prevent the problems that arise from excessive numbers of people leaving licensed premises simultaneously.
- The provision of a wider range of facilities and activities during the night-time period will appeal to a more diverse section of the population, and therefore be more inclusive (p.9). This would include the encouragement of non-alcohol centred evening activities. Late opening shops, museums and galleries and the identifications of events would also have a wider appeal to people of all ages.
- An increase the number of town centre residents has been encouraged through 'living over the shop' schemes and the reuse of derelict buildings.
- The planning department will take into consideration the following when determining applications for new A3 and D2 uses:
 - the combined capacity of A3 and D2 uses within a 350 metre radius of a proposed new A3 or D2 use; and
 - the specific uses of A3 and D2 uses within a 350 metre radius of a proposed new A3 or D2 use, and whether these uses are subject to specific conditions limiting their operations, for example as a restaurant only.
- More specifically:
 - an application for an A3 or D2 use will not be granted if there is another A3 or D2 use within a 50 metre radius of the proposed development, unless it can be demonstrated that no alternative use for the unit can be found, for example on a retail frontage, where there is no demand for A1 units;
 - an application for an A3 or D2 use will not be granted planning permission in a property where there are residential uses on the upper floors or in an adjoining building, unless planning conditions restrict the terminal hours to 11pm; and
 - an application for residential or hotel use (class C1, C2 or C3) will not be granted planning permission in a property where there are existing A3 or D2 uses, or if there are A3 or D2 uses in an adjoining

property, unless those A3 or D2 uses have existing restrictions on their opening hours to 11pm (p.91).

- The South Shoreditch SPD, which functions as the detailed development plan document for the area, seeks to promote a mix of A1, A2, A3 and D2 uses, which would create a more balanced environment. The focus for the A1 and A2 uses in particular should be along Shoreditch High Street, which has the potential to rediscover its role as a traditional High Street (p.94).
- In order to prevent further conflicts between residents and licensed premises, it is suggested that the Council seeks to restrict permissions for new residential or hotel uses in the core area of South Shoreditch. It is suggested that the area south-west of Great Eastern Street, which has a few evening economy uses but is generally quieter, would be a more suitable location for new residential, and hotel uses.
- The Council should require planning permission for all new residential development within the four centres in the borough to be subject to the provision of adequate and effective noise insulation, and that the design of buildings should minimise the escape of noise and fumes from doors and windows (p.92).
- Hackney Central should build upon its existing status as an emerging cultural centre within the borough. The recently re-opened Hackney Empire theatre has the potential to act as a catalyst for further cultural developments, such as art galleries, live music venues and restaurants that complement the centre's enhanced cultural status (p.96 Night-Time Economy Study).
- A balance between restaurants, bars and clubs should also be encouraged by attaching conditions to planning permissions for new A3 or D2 uses, so that they remain as a restaurant, bar or club, depending on the original application. This policy could, however, prove difficult to enforce, given the increasing tendency for a significant overlap between bars/restaurants and bars/clubs. Conditions relating to the internal layout of the venue might provide an alternative way of achieving this balance (p.96 Night-Time Economy Study).

4.11 Option: *Opportunities for Strategic Employment Locations and Designated Employment Areas*

- Hackney's 1995 Unitary Development Plan designated a number of sites in the borough as Defined Employment Areas, where it is the Council's policy to resist non-employment uses. However, the usefulness of this policy has diminished over time as pressure has increased for additional residential development in London, and as growing need has been reflected in government guidance and the 2004 London Plan.
- The London Plan has called for boroughs to identify Strategic Employment Locations (SELs), and also to develop local policies for employment sites outside SELs, having regard to a range of criteria (p.92, policy 3B.5).
- The London Plan also identifies Opportunity Areas at South Shoreditch/Bishopsgate and Stratford, (which is also designated a Primary Industrial Location) outside the borough. Dalston is identified as a major centre in the same East Sub-Region diagram (p.241, map 5C.1).
- Government planning guidance and emerging planning policy generally point to the effectiveness of high rise mixed use developments which are capable of addressing multiple needs, especially housing and employment provision.
- The 2005 Employment Growth Options evidence base study, however, has presented a strong case for the retention of former employment land, as well as existing land in employment use, in order to accommodate the identified demand for business and employment growth in the borough.
- The study has also identified clusters of existing employment uses, which it is desirable to safeguard and strengthen.
- There is a strong case, therefore, both for the designation of specific employment areas and for a general policy which would resist the loss of existing sites in employment use in the borough.
- At the same time, the Area Action Plans for Hackney's principal town centres should apply policies for mixed use developments as part of the strategy for new employment provision.

4.12 Option: *Maintenance of quantity of commercial and industrial uses*

- In order to provide for the small business sector, the Council should seek to promote developments where unit sizes are less than 2,000 sq. ft (186 sq. m) and are capable of subdivision. This could apply both to new premises or to the adaptation of existing premises, which are necessary to address not only the current mismatch in supply but also the requirements of indigenous businesses (para. 6.18 and Table 6.2).
- Given the importance of SMEs to Hackney, the target should be to ensure that around 50% of premises in the borough are suitable for occupation by small businesses (i.e. up to 1000 sq.ft. or 93 sq.m. in size) (para. 6.20).
- The LDF should facilitate an improvement in the qualitative supply of sites and premises, by supporting developments which involve any of the following measures:
 - intensifying the use of some existing employment locations;
 - introducing complementary ancillary employment uses that fall outside the B use class;
 - the redevelopment of some existing sites for continued employment use;
 - the redevelopment of some existing employment sites for employment-led mixed use development;
 - the redevelopment of windfall and/or other key sites with opportunities for mixed-use development with a significant employment component; and
 - improving environmental conditions (para. 6.32).
- Area Action Plans and site interventions will both be necessary to secure the necessary scale and type of sites.

4.13 Option: *Availability of support to new sectors*

- It is important for the LDF to reinforce Hackney's corporate economic development and regeneration objectives by promoting key sites and locations for priority activities and types of businesses.
- A sector-focussed land-use strategy is best approached by identifying key site policies, development briefs and/or supplementary planning documents.
- Policies should facilitate the diversification of the local economy by enabling a step-change in the qualitative offer of commercial and industrial sites and premises for a range of key sectors and business types (para. 6.15).
- There should be support the establishment of workspace (managed/incubator/affordable) for growth sectors.
- There is a need for business support programmes.
- There is an important need for training, both for the workforce and for new entrepreneurs, including BME businesses.

4.14 Option: *Provision of opportunity for creative industries quarter; clusters*

- The Hackney Cultural Strategy provides key actions for the Council against Theme 6 – Support skills, talent, excellence and innovation as follows:
 - work with regional bodies to attract funding for creative and cultural talent (6.1 Action Plan);
 - promote coherent careers advice and information about the cultural and creative sector (6.1 Action Plan);
 - ensure affordable workspace is available in Hackney (6.2 Action Plan); and
 - ensure access to ICT and broadband technology (para. 6.17).
- Creative and cultural industries in Hackney account for approximately 13% of all businesses in the borough and 10% of employment. This will create demand for a range of premises mostly comprising B1(a) and B1(c) floor space (para. 6.30(iv)).
- The encouragement of clusters would be particularly helpful in the case of the creative industries, as well as for other sectors, as a means of providing mutual support and synergy amongst businesses.

4.15 Option: *Potential for affordable workspace*

- There is a need for the LDF to facilitating a significantly increased supply in affordable workspace. This should include innovative land-use and financial solutions to provide additional workspace for small businesses.
- Many small businesses and start-ups with the potential for financial self-sufficiency have particular needs that often cannot be met by the market. In particular, the market may not provide affordable rents either because this is not viable for the developer or it is below the standard expectation of return.
- The Council should take a leading role in:
 - persuading developers and landlords to see the benefits of accepting lower short-term returns in exchange for achieving lower risk, more sustainable returns from the provision of small workspaces aimed at key small business sectors;
 - investing directly in the provision of managed workspace and/or providing a capital subsidy to local development trusts or social enterprise agencies which can operate and manage the facilities within a commercial context;
 - utilising S.106 planning agreements to secure capital funding for the provision of additional managed workspace and business support services in the borough; and
 - promoting mixed uses in key locations as a mechanism for achieving the provision of affordable workspace in appropriate locations (on or off-site). This could be identified specifically for key Opportunity Sites. The transfer of some existing employment sites to residential or for mixed-use development should be supported by a policy requirement to pay for or subsidise the cost of providing affordable workspace (para. 6.50).
- An overall strategy for securing affordable workspace is required.
- Such a strategy should allocate areas providing low cost accommodation, together with the provision of common facilities and business support services.
- The Council should encourage Registered Social Landlords to partner housing schemes with affordable employment floor space providers.

4.16 Option: *Management of the night-time economy*

- The Hackney Night-Time Economy evidence base study is a comprehensive examination of the night-time economy in Hackney. It makes a series of licensing and planning policy recommendations.
- Expansion of the late night economy brings disbenefits as well as benefits.
- The provision of an adequate and safe transport system is vital to the development of a successful night-time economy. There should be emphasis on public transport as opposed to car use, due to alcohol consumption (p.10).
- Hackney Central has been identified as the borough's cultural and civic centre and the closure of the Ocean music venue demonstrates the need for careful management in order to ensure that the area's recent culturally-led regeneration is able to continue (p.95).
- Without careful planning and proactive noise management, the location of residential populations in areas where restaurants, bars and nightclubs are located can cause significant problems in terms of noise and disturbance for local residents (p.9).
- There is a need to reduce the conflict between noise generating activities, perhaps by the separation of such uses.
- The identification of noise-sensitive areas is a useful first step towards noise management.
- There is a need to balance the rights of residents to have minimal disturbance during the night-time and the operation of licensed venues in order to create a thriving night-time economy (p.9).
- It might be appropriate to disperse entertainment venues throughout a mixed-use town centre or, alternatively, to concentrate them in particular locations.
- The balance of land uses in Shoreditch has been identified as a significant issue (p.94). The development of a more diverse evening economy would help to reduce the risk of anti-social behaviour and noise disturbance associated with alcohol-based evening economy activities. The survey of residents in Hackney suggested that greater diversity would be welcomed, particularly in Dalston and Hackney Central (p.96).
- The careful location of taxi ranks and bus stops can also alleviate anti-social behaviour.
- "Street fouling" can be limited through the provision of extra public toilets.
- Additional/new street lighting can provide a safer atmosphere in town centres and other pedestrian environments.
- The creation of pedestrianised areas can also assist the management of the night-time economy.

- The London Plan proposes that London boroughs should consider designating “Entertainment Management Zones” in their local plans.
- It is recommended that an Entertainment Management Zone is designated in Shoreditch. This area should become the specific focus for joined up working between Licensing, Planning, Enforcement, Cleansing, Transport, Shoreditch Our Way, Police, and venue operators. The aim of the EMZ is to focus additional resources in the area, to share information where possible through shared databases and to hold regular working meetings, reporting to the Night-Time Economy Implementation Group.
- The neighbouring authorities of Tower Hamlets and Islington should be involved and consulted on the work of the Night-time Economy Implementation Group (pp.90-91).
- Over the longer term it is recommended that a criteria-based policy is adopted for the whole borough, which would apply both to planning and licensing applications.

5. BETTER HOMES

5.1 Issue: *Accommodating population growth*

Evidence reference sources:

- Hackney Borough Urban Capacity Study, Entec UK Ltd, LBH, 2005
- Chartered Institute of Housing Paper – Delivery of Affordable Housing in London, 2000
- State of Hackney's Historic Environment Report, LBH, 2005
- 2001 Census
- Hackney Borough Profile, LBH, 2005

Principal points from the evidence base:

- Although one of London's smallest boroughs, Hackney's population in 2003 was estimated to be 208,365. The population rose by 12% between 1991 and 2001. The borough's population continues to rise and the old industrial area of Shoreditch is now a sought after area in which to live.
- The mean age of the population is 32 – younger than the national average of 38 for England and Wales.
- Hackney has an imbalanced housing stock in terms of both size and affordability.
- The government recommends that 35% of the Housing Corporation allocations be spent on houses with 3 or more bedrooms.

Policy implications arising include:

- The nature of the housing supply has implications for the type of household that can move into, or stay in, the borough.
- There is a need for the provision of more family housing, especially for larger families.
- This growing population needs adequate housing with associated infrastructure, including places of worship and other community facilities.

5.2 Issue: *Promoting higher quality*

Evidence reference sources:

- CIH Paper – Delivery of Affordable Housing in London, 2000
- By Design, CABE, 2000

Principal points from the evidence base:

- All new housing should meet the lifetime homes standard. This improves sustainability in the long term.
- Better designed homes are not only more pleasant to live in, they are more sustainable.

Policy implications arising include:

- Seek higher quality housing through design.
- Consider prescriptive standards for space and sustainability.
- Consider building regulations as a starting point for standards.

5.3 Issue: *Affordable housing options*

Evidence reference sources:

- Hackney Borough Urban Capacity Study, Entec UK Ltd, LBH, 2005
- Housing Needs Survey, LBH, 2003
- Affordable Housing Strategy, LBH, 2005

Principal points from the evidence base:

- The most affordable homes in the borough are to be found in Lower Clapton, Hackney Wick and Homerton.
- There is a problem which relates to affordability and affordable housing supply. This is intensified in terms of location.
- There are two main types of affordable housing: intermediate housing and social rented housing. Intermediate housing could include a range of different housing options, such as low cost market housing, shared ownership or discount market rent.
- Both types of affordable housing should be considered in relation to the size requirement for additional affordable housing.
- The Housing Needs Survey reveals that there is a greater proportion of households in need of affordable housing in the low income bracket (The income measure used is the weekly net income including non housing benefits). The study suggests that the mean income of households in need of affordable housing is £208 per week.
- The study also revealed a surplus of one bedroom properties and shortfalls in the remaining property sizes, particularly two- and four-bed units.
- The study assumes that any household able to afford intermediate housing will take this course as a solution to their affordable housing need. Any household unable to afford intermediate housing will only have their needs met by social rented housing.
- The study shows that the level of need for each type of affordable housing is 55.1% for intermediate and 44.9% for social rented, with the greatest requirement in both cases being for properties of 3 bedrooms or more.

Policy implications arising include:

- The need for provision of substantial levels and both types of affordable housing.
- The need to balance affordable housing against other desirable planning benefits.
- The importance of housing design and mix.
- Types of housing tenure and provision should not be obvious from the design and specification.

- Having regard to the need for mixed and balanced communities, in some locations the policy steer would be to build less social housing whereas in others housing that can be retained as affordable (social rented) is very much needed.
- Consider regional provision, e.g. Thames Gateway, London/Stansted Cambridge/Peterborough Corridor.

5.4 Issue: *Housing density*

Evidence reference sources:

- Hackney Borough Urban Capacity Study, Entec UK Ltd, LBH, 2005

Principal points from the evidence base:

- Demand for housing is highest in that part of the borough bordering Islington and the City of London. The next highest areas of demand are Finsbury Park and Stoke Newington.
- Intensification, that is additional development on, for example, backland, and redevelopment at higher densities, is a potential source of additional housing capacity. This will be particularly important in those areas where additional capacity from other sources is limited.
- Studies undertaken by Entec for Hackney reveal that the higher target density figures in the London Plan may not be achievable on some sites in the borough and that this will have a knock on effect on overall residential yield.

Policy implications arising include:

- There will be different levels of intervention required in particular locations to produce sites capable of delivering the density and dwelling numbers required by the London Plan.
- The provision of the increased numbers of dwellings in the borough required by the Mayor of London in proposed alterations to the London Plan is achievable, although this is subject to a number of constraints and risks, in particular the need to build at increased densities, and the danger that the numbers may have to be reduced to permit the larger family houses which are needed in Hackney, together with the need to safeguard employment sites.

5.5 Issue: *Strategic targets for provision*

Evidence reference sources:

- The London Plan, 2004
- Proposed Alterations to the London Plan, 2005
- Housing Needs Survey, LBH, 2003
- Affordable Housing Strategy, LBH, 2005

Principal points from the evidence base:

- The initial strategic housing target for Hackney as identified by the London Plan was 720 per annum or a total of 14,000 up to 2016. This has subsequently been raised to 1,085 per annum from 2007 to 2017 as a result of the GLA's 2004 housing capacity study.
- Both the London Plan and Hackney's own Housing Needs Survey emphasise the importance of affordable housing provision in the borough. While the Mayor of London and the Council seek a target of 50% affordable housing, the borough's own research indicates the need for the provision of intermediate housing, that is shared ownership or assisted purchase schemes, in order to bridge the substantial gap in the borough between social rented housing at one end of the scale and owner occupation at the other.
- In addition to the need for new housing provision, the evidence shows the need to improve the quality of social rented housing in the borough.

Policy implications arising include:

- The need to provide adequate numbers of houses in the borough in accordance with strategic targets.
- The need to seek 50% affordable housing provision in new schemes.
- The need to facilitate intermediate housing provision.
- The need to promote the renewal and redevelopment of social housing estates.

5.6 Issue: *Housing and neighbourhood renewal*

Evidence reference sources:

- Hackney Estates Renewal Strategy, LBH,2005
- Hackney Borough Urban Capacity Study, Entec UK Ltd, LBH, 2005

Principal points from the evidence base:

- There is a need for a strategic review of neighbourhoods to facilitate regeneration.
- The proposed development of Woodberry Down will involve the demolition of 2,000 homes and their replacement with 4,000 new homes and commercial development.

Policy implications arising include:

- The need for complementary facilities and infrastructure, particular on existing social housing estates.
- The need to ensure good quality of housing design.
- The need to ensure access to amenities.
- The need for appropriate parking provision and standards.

5.7 Issue: *Special needs; accessibility*

Evidence reference sources:

- Housing Needs Survey, LBH, 2003

Principal points from the evidence base:

- Households with special needs and multiple special needs are identified in Housing Needs Survey. It is estimated that there are 15,752 households in Hackney with one or more members with special needs. This represents 18.1% of all households in the borough.

Policy implications arising include:

- The desirability of locating special needs housing in clusters, together with community and health facilities.
- There is a need to set aside land for car parking associated with mobility difficulties.

5.8 Option: *Major development opportunities at Woodberry Down, Homerton, Haggerston*

- There are major Council-owned social housing estates at Woodberry Down, Homerton and Haggerston, where the Council has already programmed major regeneration initiatives, including both renewal and redevelopment. These initiatives provide the opportunity to address the need for attendant social provision in the form of health, education and other facilities.
- At the same time, the provision of an element of mixed uses would offer potential training and employment opportunities.

5.9 Option: *Requirements for affordable housing*

- Hackney's housing needs are catalogued in the 2003 Housing Needs Survey. This highlights the need for affordable housing, which is in turn reflected in the planning policy requirement for 50% affordable housing in new developments of 10 or more units. The 50% target aligns with the target set out in the London Plan, 2004.
- There is already a substantial social housing sector in Hackney. At approximately 46,500 it is possibly the largest in London. However, Hackney is a predominantly low income borough with high housing costs. Consequently, there is great polarisation in the housing market in the borough between private housing and the social rented sector, with an increasing affordability gap in between. There are at present only about 2,000 intermediate homes in the borough, and it is this sector which requires urgent attention if the affordability gap is not to increase further, thereby denying social rented tenants the opportunity to share in the increasing equity as house prices continue to rise.
- The advantage in building intermediate social housing is that, provided households who currently rent are the beneficiaries, the original rented homes then become available for new tenants, which in turn can help to reduce the number of households in bed and breakfast accommodation.
- The Council's Renewal Estates Programme provides an opportunity to create more mixed and balanced communities through the provision of intermediate homes within existing social rented areas.
- At present there are approximately 850 key worker dwellings in the borough, mostly in the form of bed sits. It is important to foster this sector of the housing market in the interests of broadening the skills base in Hackney, as well as reducing the need to travel.

5.10 Option: *Requirements for family housing*

- Hackney contains many black and minority ethnic communities, who tend to have larger families. These families require decent housing and, due to low incomes and the higher cost of larger houses, many of them are reliant on social housing provision.
- A substantial proportion of new housing in the borough needs to contain three or more bedrooms in order to accommodate families.
- Due to the higher cost of larger housing units, their provision requires greater planning intervention in the housing market and/or greater levels of subsidy.

5.11 Option: *Contributions of mixed-use development*

- Government guidance emphasises the opportunities provided by mixed use developments to combine substantial new housing provision with other, compatible uses in regeneration areas.
- This tallies with the overall aim of sustainability to reduce the need to travel, by placing housing, employment and shopping within the same, accessible locations, such as town centres.
- Given the general trend for house prices to rise, especially in Hackney following the decision to hold the 2012 Olympic Games in the Lea Valley, housing provision within mixed use schemes provides an opportunity for cross subsidy to ensure a balance of uses, together with essential social infrastructure.
- Mixed use developments also provide an opportunity to create and maintain sustainable communities.

5.12 Option: *Standards for residential accommodation*

- Following the abandonment of the Parker Morris Standards, housing standards and room sizes have been dictated primarily by the market. Over time, however, the pressure of social housing needs has led the Housing Corporation, and individual housing associations, to formulate their own standards for new social housing developments. At the same time, building control regulations have become ever more rigorous and complex in the interests of safety, living standards and environmental sustainability. In planning terms, Councils have frequently adopted space standards for the conversion of dwellinghouses into flats.
- The adoption of space standards may be seen as the natural progression of planning policies which seek to match the size of dwellinghouses in the borough with the housing needs of its residents.
- The Council should consider prescribing space standards for new residential development in order to reflect more accurately the housing needs of its residents.

6. A SAFER AND CLEANER PLACE

6.1 Issue: *Importance of safe neighbourhoods*

Evidence reference sources:

- Hackney Night-Time Economy, Gillespies/Donaldsons/Arup, LBH, 2005

Principal points from the evidence base:

- Shoreditch currently suffers from a lack of investment in CCTV and lighting, which could help to reduce crime, disorder and anti-social behaviour. Stoke Newington, Hackney Central and Dalston have more extensive CCTV coverage and therefore require less investment in this particular area than does Shoreditch.
- Safety and security are important issues for visitors and residents throughout Hackney during the evening and night-time. Crime figures in Shoreditch are higher now than they were before the evening economy began to expand in 1997. However, it should be noted that 73% of people who go out in Shoreditch stated that they did feel safe in the area (p.96).

Policy implications arising include:

- Providing these will improve the quality of life for residents, both current and future.
- The need for co-ordination of public and private CCTV and lighting.
- The need to consider light pollution.
- Micro design and the use of street furniture can help to shape a safe environment.

6.2 Issue: *High quality open spaces*

Evidence reference sources:

- Hackney Open Space and Sports Assessment, Atkins, LBH, 2005

Principal points from the evidence base:

- The Open Space and Sports Assessment study includes specific recommendations for improving the quality of open spaces.
- Around 30% of open spaces were identified as being below the Hackney average in terms of quality and value. 74 spaces within the borough (29.7%) were identified as representing open spaces of high quality and of high value to the community.
- Many of the high quality low value spaces represent single-function open spaces which only contribute to the community in a limited way, such as amenity spaces. Within the areas of identified deficiency it is important that such spaces do not under perform in terms of their potential value and multi-functionality (para. 7.86).

Policy implications arising include:

- Providing more high quality open spaces should improve Hackney's environment.
- The actual and perceived quality of open space can be improved through complementary development, contributions from planning agreements, access improvements and the physical enhancement of parks.
- Improvements to the function, variety and local community ownership of parks should be considered.

6.3 Issue: *Waste management and cleaner streets*

Evidence reference sources:

- Hackney Night-Time Economy, Gillespies/Donaldsons/Arup, LBH, 2005

Principal points from the evidence base:

- The negative environmental impact that can be associated with night-time economic activity in terms of litter and increased volumes of refuse needs to be managed throughout the borough.

Policy implications arising include:

- Improved provision for waste collection and disposal should lead to a better environment.
- The forthcoming Joint Waste DPD for North London should help to address this issue.
- Innovative solutions may be necessary, such as undergrounding waste receptacles that also have compaction capability.

6.4 Issue: *Sport, recreation and health*

Evidence reference sources:

- Hackney Open Space and Sports Assessment, Atkins, LBH, 2005

Principal points from the evidence base:

- The Open Space study includes specific recommendations for improving sport and recreation provision throughout the borough.
- Interest in allotments has increased due to public awareness of “green” issues and concerns over the links between food and health (para. 8.3).
- To meet the needs of the borough up to 2016 in terms of the quantity of pitch provision, it is recommended that a minimum standard of 0.65 ha. of pitch space per 1,000 population will be required (para. 9.6, Vol. 1).
- The following access standards are recommended for adoption:
 - all residents within the borough should have access to a site providing football pitch provision in secure community use within 1,120m. of home;
 - all residents within the borough should have access to a range of other outdoor sports facilities (para. 9.10; Vol. 1).
- Outdoor pitch sports facilities within the borough should be of adequate quality and provide the range of facilities required to meet the needs of sports clubs. Those playing fields in secure community use identified within Volume 2, which either under perform in terms of the range of provision provided or the quality of existing provision, should be improved in accordance with the guidelines identified (para. 9.11, Vol. 1).

Policy implications arising include:

- Providing more and/or better quality facilities should encourage healthier lifestyles.
- Proposals for new housing development should be accompanied by proposals to improve playing pitch provision. The nature of such improvements should reflect the additional playing pitch needs generated as a result of the proposed development.

6.5 Issue: *Streetscene and public realm improvements*

Evidence reference sources:

- Hackney Night-Time Economy, Gillespies/Urban Practitioners, LBH, 2005 (pp.94, 97 and 99)

Principal points from the evidence base:

- Stoke Newington High Street, Dalston and Hackney Central have been identified as areas where environmental enhancements are required in order to improve the quality, range and diversity of the night-time economy. It is recommended that a specific focus is adopted in enhancing the environment in these areas, perhaps through the development of pilot Business Improvement District (BID) schemes.
- The issue of over-crowding on pavements caused by people drinking outside was identified by the police in Shoreditch, and through the site visits undertaken as part of the study. This can create an unsafe environment where people can be forced to walk in the road and broken glass and bottles can be left in the street, potentially causing injury.
- The provision of tables and chairs outside licensed venues proved to be a contentious issue in Shoreditch, with many venue operators stating that they would like to provide the facility for customers wishing to drink outside.

Policy implications arising include:

- Improvements to the public realm are likely to lead to less crime and the fear of crime.
- These areas would benefit from improvements to shop front design and enhanced lighting schemes. In Hackney Central, a specific focus on the area north of the railway is required in order to improve perceptions of safety.
- The use of the public highway for undergrounding waste and recycling receptacles should be explored.
- Detailed designation, environmental treatment and maintenance of public highway for NTE.

6.6 Issue: *Relationship of physical conditions with crime*

Evidence reference sources:

- Hackney Night-Time Economy, Gillespies/Urban Practitioners, LBH, 2005 (pp.93, 98-99)

Principal points from the evidence base:

- No evidence study directly addresses this issue, although the Night-Time Economy study makes recommendations for changes to the physical environment which it argues will lead to crime reduction.
- The Night-Time Economy study draws on evidence from the Home Office on the role of lighting in reducing crime.
- Improved lighting and surveillance opportunities are known to reduce both the incidence and fear of crime.

Policy implications arising include:

- An improved physical environment is likely to experience less crime.
- Phase 3 of the LDS includes a Community Safety SPD that would include designing out crime.
- The need for lighting and surveillance.
- The Council has recently approved the budget for the installation of CCTV in Shoreditch. To complement this, it is recommended that, for new A3 and D2 development uses in the Shoreditch area, the Council should seek to include a condition requiring the installation and monitoring of CCTV for a wide area outside the venue in question.
- It is recommended that detailed lighting audits are carried out in Shoreditch, Stoke Newington, Hackney Central and Dalston that will build upon the environmental observation survey work outlined in Sections 4 and 5 of this study. The areas identified as requiring specific lighting improvements through this study were as follows:
- Shoreditch
 - New Inn Yard;
 - small lanes between Curtain Road and Shoreditch High Street;
 - Hoxton Square;
 - Bateman's Row; and
 - Luke Street.
- Stoke Newington
 - Church Street, car park between Woodlea Road and Martin Road;
 - Church Street, public space at the corner of Yoakley Road; and
 - Church Street, edge of Abney Park Cemetery.

- Hackney Central
 - the vicinity of Hackney Central station;
 - alley immediately to the south of rail viaduct leading eastward from Mare Street;
 - Mare Street from Bohemia Place northward; and
 - the junction between Kenmure Road and Mare Street.
- Dalston
 - the junction between Miller Street and Kingsland Road;
 - the derelict site on the north side of Dalston Lane; and
 - some dark recesses along Ridley Street.
- It is recommended that a more detailed lighting audit is carried out to identify further hot-spot areas that require lighting improvements. There should be an emphasis on the use of creative lighting schemes throughout the borough as this can significantly enhance the night-time environment, not only through reducing the fear of crime but also creating a dynamic night-time destination.
- Developers should also be required to seek the advice of Crime Prevention Design Officers in the design of the new A3 and D2 developments in Shoreditch and the design should seek to minimise the opportunity for crime. In addition, a legal agreement could be used to provide a contribution either to the Business Improvement District or to the provision of wardens.

6.7 Issue: *Children and play*

Evidence reference sources:

- Volume 1 of Hackney Open Space and Sports Assessment, Atkins, LBH, 2005, (pp.10-20 to 10-25)

Principal points from the evidence base:

- The Open Space study includes specific recommendations for improving the quality and quantity of children's play space.
- It is widely acknowledged that the importance of children's play extends far beyond the activity itself and contributes towards overall child development through the development of a wide range of physical, social and emotional skills and abilities. The key issues relating to children's play are the nature and location of play, the influence of age and gender, safety and risk issues, and consideration of the types of play environments needed to meet play needs (para. 5.45).
- 65% of the children's play areas identified do not meet all of the criteria set by NPFA for a LEAP (Local Equipped Area for Play) or a NEAP (Neighbourhood Equipped Area for Play). 29 open spaces have play areas which fully meet the criteria associated with a LEAP and only 3 spaces fully meet the NEAP criteria. A number of open spaces classified as "other children's play provision" fulfil some of the criteria for a LEAP and could be classified as such if minor improvements were made to play space (para. 11.17).
- The distribution of children's play provision is shown in Figure 5.7 of the study. Although the distribution of children's play areas within open space is relatively even across the borough, there are significant areas within Hackney where open spaces are not provided with dedicated children's play areas (para. 5.59).
- Large areas of the southern parts of Haggerston ward, close to the City of London, do not fall within a catchment area for a children's play area. Large parts of Dalton also fall outside a catchment area, as do parts of Victoria (para. 5.60).
- The ward with the largest area deficient in children's play provision is Stoke Newington Central, of which most of the ward is outside the 400m. catchment area (para. 5.61).

Policy implications arising include:

- Providing more of these facilities should encourage children's play.
- The need for provision and improvement of open space and children's play facilities, particularly in areas of existing deficiency and increasing population.

- The need to address the specific needs for children's play in areas of housing stress and overcrowding – e.g. short term hostel accommodation.
- The availability and function of play facilities outside school hours should be considered.
- The following access standards are recommended for adoption:
 - all residents within the borough should have access to areas of formal and informal play provision for children and teenagers within 400m from home (para. 5.76 and Table 9.1);
 - children's play provision within the borough should be of adequate quality and provide the range of facilities associated with the size of the facility. The NPFA 6 acre standard (2001) should be used to assess levels of adequacy in terms of the range and quality of provision (para. 5.81).
- Proposals for new housing development should be accompanied by proposals to improve children's play provision. The nature of such improvements should reflect the additional play provision needs generated as a result of the proposed development (para. 5.77).

6.8 Issue: *Congestion and pollution*

Evidence reference sources:

- PPS1
- Draft Hackney Transport Strategy, LBH, 2005
- Hackney Transport Local Implementation Plan, LBH, 2005

Principal points from the evidence base:

- This issue is discussed in greater detail under the regeneration and transport sub-theme.

Policy implications arising include:

- See regeneration and transport.

6.9 Options: *Role and scope of S.106 provision*

- This is a generic issue, not solely related to this theme. Most of the evidence studies make reference to using Section 106 agreements to address various problems.
- A framework to guide developer contributions should be prepared to provide a rationale for calculating the contributions associated with individual development proposals (para. 11.46).
- The provision of extra resources should lead to an improved environment, thereby uplifting the value of development.
- If the proposed development is located within an identified area of deficiency for public park, children's play, playing pitch, natural green space or allotment provision, it will be necessary for additional sites to be brought into the relevant open space use. The developer will be required to make a contribution towards the provision of the open space. It may be appropriate for such provision to be incorporated within the curtilage of the development. Alternatively, a contribution to off-site provision may be appropriate (para. 11.44).
- If the proposed development is not located within an area which is deficient in either size of, or access to, open space provision, then consideration will be given to any deficiency in open space quality or value. The developer will be required to make a contribution towards the enhancement of the quality of open space provision including the range and condition of facilities (para. 11.45).

6.10 Options: *Amount and location of public open space*

- The Open Space study highlights different types of open space deficiencies in the borough, as follows.

Public Parks

- Overall within the borough there is an average of 2.30ha. of open space and 1.49ha. of public park provision per 1,000 population (para. 5.8). The provision of public parks equates to 64.48% of the total area of open space in the borough. However, the distribution of public park provision varies significantly between wards (para. 11.15).
- Most wards fall below the borough average of 1.49ha. of public park area per 1,000 population. This is due to the large area at Hackney Marsh.
- The definition of deficiency includes all areas which are further than 400m. from any form of public park (para. 5.24).
- Figure 5.5 in the study demonstrates that most of Dalston is deficient in pedestrian access to a public park.
- Areas of deficiency within wards with a high proportion of dwellings that are terraced flats or apartments are likely to be more significant than other deficiency areas, as residents are less likely to have access to private gardens (para. 5.30).
- It is important to consider what practical measures could be taken to extend present catchments, including creating more park accesses, or establishing clearly signposted routes to parts that avoid busy roads (para. 5.40).
- In order to meet the needs of the borough up to 2016 in the light of the existing quantity and distribution of existing public park provision, it is recommended that the quantity of public park provisions should increase by 13.5ha. (4.5%).

Natural And Semi-Natural Green Space Provision

- The proposed standard for the provision of natural green space is 1.0ha. per 1,000 population. The borough as a whole will meet this target in 2016. However, the distribution of natural green space is heavily skewed towards the east of the borough and so 11 wards, generally to the west, central and south of the borough, will fall short of this target (para. 7.90).

Allotments

- Modern housing developments tend to have smaller garden sizes, which may stimulate demand for community gardens and allotments (para. 8.3).
- The contribution of allotments to urban regeneration, sustainable development and quality of life is being increasingly recognised.

- The recommended standard of allotment provision to meet needs up to 2016 is 0.015ha. per 1,000 population. Allotment provision should be increased by up to 2.62ha. to meet these needs (para. 8.57).
- All households should have access to an allotment garden within 800m of home (para. 11.33).
- Allotment provision could be associated with new development in the borough. Scope may exist within underserved areas to bring forward allotment land through diversification of existing open spaces such as playing fields and development of allotments on infill sites (para. 8.54).
- Overall there is scope for improvements in the quality of allotment sites through improving the attractiveness of communal areas and screening.
- Allotment sites should be of adequate quality and support the needs of the local community. Allotment sites which under perform in terms of their value to the local community consistent with the criteria relating to the role of sites identified in Chapter 8 should be improved.

Scope for improvement

- The open space site assessments identified some 112 sites (45 % of open spaces) as having potential for improvement.
- Establishing a defined “green network” for the borough which summarises existing open space, needs, existing provision and local deficiencies provides a diagnostic tool for identifying priorities for open space improvements on a spatial basis (para. 10.14).
- The identification of such a network also provides a basis to consolidate the existing network within the borough and to examine ways of providing further linkages between presently remote sites (para. 11.50).
- Proposals for new housing development should be accompanied by proposals to improve open space provision, including Local Nature Reserves, natural and semi-natural green space and allotments. The nature of such improvements should reflect the additional open space needs generated as a result of the proposed development but also take into consideration average garden sizes.

6.11 Option: *Significance of environmental guidelines*

- In order to address issues of litter dropped outside premises, the Council should seek to enter into a legal agreement for new A3 and D2 developments, requiring that contributions are made to the provision of a targeted night time cleansing operation in the Shoreditch area. In addition, a legal agreement could be used to provide litter bins.
- Consideration should be given to proximity of residential uses throughout the borough, particularly with regard to the design and location of these areas, where glass-recycling activity could create substantial noise disturbance.
- To address issues of street urination, a legal agreement could be used for applications for A3 and D2 uses, requiring contributions towards the provision and maintenance of a public toilet or street urinals.
- It is recommended that the Council carry out an audit of the pavement space in the Shoreditch EMZ and produce a street-by-street plan to illustrate where it would be appropriate for tables and chairs to be placed outside licensed venues. Tables and chairs should only be allowed where pedestrian through traffic is not impeded.
- The Council should also carry out an audit of pavement space on Kingsland High Street and Stoke Newington High Street to identify suitable areas for outdoor seating during the day and night-time. The location of outdoor seating on Stoke Newington Church Street may be difficult as pavements here are particularly narrow. In Dalston, outdoor seating could be encouraged on Bradbury Street and Gillette Street. In Hackney Central, there could be an opportunity for more outdoor seating around the Town Hall and opposite on Mare Street.
- In order to address the borough-wide issue of refuse bags being placed on the street, the granting of planning permission for new developments should require the design of the building to include adequate space for refuse storage and recycling facilities within the curtilage of the premises.
- Being able to provide developers with clear standards when proposals come forward should result in a better environment.

6.12 Option: *Priority areas for enforcement*

- It is recommended that Hackney Council exercises powers under the Criminal Justice and Police Act 2001 to designate key areas within the Shoreditch EMZ as 'no-drinking zones'. The Shoreditch Night-Time Economy Implementation Group should work closely with the police, the Council's planning and street trading departments and Shoreditch Our Way to develop a plan for designated drinking areas and other areas where on-street drinking is permitted.
- It is recommended that venues with a designated on-street drinking area should be encouraged to provide outdoor seating with waiter service, where pavement space allows. Where this is not suitable, venues should serve drinks in plastic containers to customers who wish to drink outside, and cordon a designated area outside the venue for people to drink.
- Making high profile improvements to an area can assist its longer-term regeneration.

6.13 Option: *Opportunities for defensible spaces*

- No evidence base study directly addresses this issue.
- Defensible space is known to reduce both the fear and incidence of crime.
- Regard should be paid to this element, both in the design parameters of new development and regeneration, and also in “Designing out Crime” initiatives.

6.14 Option: *Contribution of the Olympic legacy*

- A properly planned Olympics could result in a step-change improvement in the environment of this part of the borough.
- The Council has taken a full part in the planning exercises for both the 2012 Olympics and the Planning Framework for the Lower Lea Valley, in order to ensure that the Olympic Legacy contributes fully to the regeneration of the borough.