London Borough of Hackney

An overview of Local Plan 2033

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Growth Strategy

1. The role of Local Plan 2033 is to enable the delivery of the Borough’s Community Strategy and realise the Council’s vision for a fairer, safer and more sustainable Hackney. The Proposed Submission Local Plan (LP33) sets out a growth strategy and an approach to managing land uses, alongside planning policies and planning guidance for places and neighbourhoods. It will direct development and investment in the borough and help shape regeneration plans for neighbourhoods.

2. The Local Plan explains the Council’s spatial and development management approach to enable growth in homes, jobs and supporting infrastructure for these. The Council’s proactive approach to development to date is evidenced (in the Authority Monitoring Report for 2017 – 2018) by the fact that Hackney has exceeded its housing target in recent years with 7,165 new homes delivered between 2013 and 2017.

3. LP33 seeks to sustain these conditions for growth. The Council will meet its housing target to deliver 1,330 homes per year, as detailed in the draft London Plan, by encouraging development on small sites and through site allocations. Growth is planned in around Shoreditch, in the north of the borough at Woodberry Down/ Stamford Hill and around Dalston and Hackney Central. To address the small gap between identified capacity and housing need (of 1,750 homes per annum as evidence in the Council’s Strategic Housing Market Assessment) the Council will bring forward new growth areas through master planning in Clapton, Homerton and along key corridors as shown on the Key Diagram.

4. The Council has undertaken extensive viability testing of its policies to ensure that LP33 is deliverable (BNP Paribas London Borough of Hackney: Proposed Submission Local Plan and Community Infrastructure Levy Viability Assessment, 2018). Engagement with developers in relation to strategic sites and areas of change is an ongoing conversation that has informed the plan policies. Responsiveness to changes in market needs – from changes in retail patterns to projected office demand - have all informed the Plan.

5. Critically, the LP33 approach reflects and responds to the challenges facing the borough, its residents and businesses and their priorities for the way growth is delivered. These priorities have been identified through an extensive evidence gathering and analysis as well as through a far-reaching community engagement programme. This consultation feedback is detailed in the Regulation 18 Consultation Statement (2018) and the Consultation Summary Report - Summary of consultation undertaken November 2016 – April 2017 (2017). The number one priority for residents in Hackney is the provision of genuinely affordable homes. Median house prices in the borough more than 15 times median incomes in 2017 (Authority Monitoring Report for 2017 – 2018).

6. Workspaces that are affordable – and accommodate a diverse range of businesses was another message that came through the consultation feedback loud and clear. Ensuring that services and facilities are available to serve communities and the importance of the green and natural environment also featured strongly in responses at each stage of consultation.
Designing Places for People

7. The starting point for defining the spatial and design approaches for LP33, and in particular ‘place’ policies in the first part of the plan, is the borough wide Hackney Characterisation Study (2018). Informed by this analysis specific place policies have been developed for each of the growth areas: Dalston; Hackney Central; Stamford Hill; Shoreditch and Hoxton; Manor House; Homerton; Clapton and Lea Bridge Roundabout; Hackney Wick; and ‘Enhanced Corridors’.

8. The Place policies in Section 4 reflect the distinctive character of these places in the borough and provide guidance for the type of growth and development expected in each of these areas – including providing an indication of the intensity of change and a framework for the delivery of the specific site allocations identified. These Place policies are complemented by policies to ensure high quality design throughout the borough.

9. The Council has already begun work on the development of Area Action Plans (AAPs) for Shoreditch and Stamford Hill. Drafts of these AAPs were published for formal consultation (‘Regulation 18 stage). These will contain further guidance on the form of development in these locations and will also contain site allocations for the their respective areas. The Council is also developing masterplans for each of the other growth areas identified in LP33, the development of which will include engagement with developers and the communities living and working in these locations.

Prioritising the delivery of affordable homes and workspaces

10. LP33 reflects the Council’s position regarding an important theme that emerged in consultation responses, which was that no one should be left behind or excluded from the benefits of growth. This has necessarily put maximising the delivery of affordable homes and opening up access to affordable workspace for a diverse range of business at the heart of the plan approach.

11. The policies in Section 7 are focused on meeting housing needs identified in the Hackney Strategic Housing Market Assessment Addendum (November, 2018) and ensuring homes are genuinely affordable to residents. LP33 integrates requirements to enable the Council to prioritise the delivery of homes (or in some cases workspace) ahead of hotel accommodation or other non-conventional housing where it is demonstrated that this best meets the needs of our communities. This does not preclude the development of hotels or other forms of housing – but it does seek to manage the balance of uses and maximise Use Class C3 housing in general and by extension maximise opportunities for affordable housing.

12. The 50% target for affordable homes, subject to viability, is based on robust viability testing that indicates that this level can be supported across the authority area (BNP Paribas London Borough of Hackney: Proposed Submission Local Plan and Community Infrastructure Levy Viability Assessment, 2018). The Council also consulted on the type of affordable housing delivered on larger sites of 10 units or more, to ensure that what is delivered is actually affordable to Hackney residents. This has resulted in the policy approach which focuses on affordable housing products such as the Hackney Living Rent.
13. This ambition to maximise the delivery of affordable homes underpins policy LP13 which would require affordable housing contributions on small sites with developments of less than 10 units. In 2017 half of new housing came from sites of 9 units or less (Authority Monitoring Report for 2017 – 2018). This aligns with the approach adopted in the new Draft London Plan and is justified by evidence (BNP Paribas London Borough of Hackney: Proposed Submission Local Plan and Community Infrastructure Levy Viability Assessment, 2018). The financial contributions secured from small sites can fund council-led projects to deliver genuinely affordable housing (see Hackney is Building: Delivering Affordable Homes and the Role of Section 106 Financial Contributions, 2018). The sharp focus on ensuring delivery of affordable homes is also reflected in the requirement in Policy LP21 to ensure shared accommodation provides at least 50% on site affordable housing at Hackney Living Rent levels.

14. Hackney’s adopted Local Plan already seeks 10% affordable workspace on major developments with the workspace provided at up to 80% of market rents. To reflect differences in land values and affordability across the borough, LP33 consulted on policies to deliver affordable workspace at a greater discount - reflecting spatial differences in rental levels. Local evidence on viability supports this approach to securing affordable workspace (40% of market rents in Shoreditch and 60% of market rents elsewhere in other Priority Office Areas in the borough) and demonstrates that this would not impact on the delivery of affordable homes (see BNP Paribas London Borough of Hackney: Proposed Submission Local Plan and Community Infrastructure Levy Viability Assessment, 2018).

Protecting Industrial Floorspace

15. Between 2013 and 2017, there was a net loss of of B1c-B8 employment floorspace throughout the Borough and a net gain of 3,071sqm of B1a office space (Authority Monitoring Report for 2017 – 2018). LP33 seeks to retain vital industrial land and floorspace within Hackney in response to the ‘tight demand/supply’ identified in the employment period and the growth in demand for B1 space (Hackney Employment Land Study, 2017). This also reflects the draft London Plan (Policy E4) characterisation of Hackney as a ‘retain borough’ which should seek to intensify industrial floorspace capacity following the general principle of no net loss across designated strategic and local industrial sites. Accordingly, the policy focus (in LP28) is on retaining the employment character of these space and enabling B1a provision in meeting demand alongside other B class uses (ibid). New office development is directed to the most sustainable locations; primarily in the south within the City Fringe Opportunity Area and within existing town centres.

Town Centres

16. Town centres in Hackney operate as a network and perform different roles and functions – larger town centres provide more shops for durable comparison goods with smaller centres meeting the day to day needs of residents (London Borough of Hackney Town Centre & Retail Study 2017). Town centres will remain the main shopping focus and this is reflected in the plan. However, the growth of online retailing, means that for centres to remain viable they must provide an attractive shopping and leisure experience, to increase the amount of time people spend on the high street. The policy approaches and site allocations reflect this.
17. The Council continues to work closely with the GLA to influence the future role of our town centres. The Council carried out additional analysis of two of its Hackney Central and Stamford Hill (Additional Evidence for Hackney Central and Stamford Hill, November 2018) which review the role of these centres and the way in which the status of the centres was classified. The draft London Plan now reflects the Council’s re-classification:

- **Hackney Central** has been re-classified up from a *district* to a *major* centre. The centre has the highest comparison goods turnover of the centres in the Borough, it also has important leisure, service and civic function. Designation as a major centre will give it the same status in the town hierarchy as Dalston.

- **Stamford Hill** has been re-classified up from a *local* to a *district* centre. The centre is the largest in terms of number of units of the current designated local shopping centres. There is also a sizeable quantum of comparison and service uses. Stamford Hill also has international significance with its retail offer serving visiting Orthodox Jews from around the world.

18. Greater recognition of the importance of these centres will raise their profile in term of being areas for investment and development, and they would be afforded a greater degree of protection in terms through planning policy. LP33 also proposes to designate new local shopping centres at Old Hill Street, Dunsmure Road, Green Lanes and Hackney Downs. This reflects the consultation feedback about the importance of retaining more locally oriented services and facilities to support existing and future residents.

**Health and Infrastructure**

19. The Council has developed an infrastructure plan and associated governance processes to ensure that growth is supported by infrastructure - and this is reflected in Policy LP8 and Hackney Council Infrastructure Delivery Plan (IDP, 2018 (Q3). The IDP document provides a mechanism for ongoing engagement with service providers in the context of changing models of service delivery and evolving estates strategies (as noted in LP33, paragraph 6.4). On health matters engagement extends beyond these IDP governance process. The Council works closely with the CCG and NHS Property through the Estates Enabler Group and One Public Estate Programme. These forum help ensure a coordinating approach to the NHS evolving strategies related to their estate.

20. The focus on health and well-being goes beyond just facilities provision and estate strategy. It permeates the vision of the plan and the policies that flow from it - such as the focus on active travel. The approach to managing hot food takeaways in Policy LP39 is an important component of this strategy. As highlighted in the (LP39 Evidence Base (Hot Food Takeaways), 2018), the National Child Measurement Programme (2016/17) data shows that over 40% of Hackney children are overweight or obese (15% and 27% respectively). This is compared to 34% in England. Reducing obesity in children and adolescents is therefore an important objective for the Council. Restricting the location of fast food outlets near close to schools will contribute to achieving this and is a priority action from Hackney’s Obesity Strategic Partnership.

21. Linked to this health and well-being agenda, open space provision emerged as a particular priority for residents in consultation. Policies LP46 and LP48 set out an
approach to improving and expanding the network on green infrastructure. Policy LP47 highlights the need to expand natural environments. These policies reflect the priorities that emerged during consultation on the open space study for more provision of natural and semi-natural urban green space and green corridors and community gardens (Hackney Open Space Assessment 2018).

A positive growth framework for Hackney

22. LP33 sets out to provide a positive growth framework for development that reflects Hackney’s context and the distinctive character of places in the borough. It will enable growth and reflects the priorities of its existing residents and business. LP33 will ensure that new development in the Borough serves the needs of the community – making sure that the right development is built in the right place and ‘growth’ is managed in a thoughtful and considered way.