

Planning Committee

London Thames Gateway Development Corporation

Hackney Core Preferred Options Paper

Observation Report

Report of the Director of Planning

1. Purpose of this report

- 1.1 Hackney Council issued their Core Strategy - Preferred Options paper for public consultation from 14th April – 2nd June 2008. This report considers those elements with direct relevance to the LTGDC and pays due regard to the wider planning context that the proposed Core Strategy would establish and any potential implications this would have for the aims and regeneration objectives of the Development Corporation.
- 1.2 This report has been presented to the LTGDC Board at their meeting on June 2nd 2008 to provide the opportunity for comment. However, the LTGDC Planning Committee has responsibility for considering policy documents and formally providing comments.
- 1.3 Following comment from the Board, officers agreed that to avoid any confusion reference will be made to the 'Hackney Wick part' of the Hackney Wick Fish Island Master Plan in final correspondence. The board then NOTED the report and its attachments.
- 1.4 This report provides the opportunity for the Planning Committee to make representation with regard to the consultation and proposed LTGDC response.

2. Background

- 2.1 London Borough of Hackney published its comprehensive Preferred Options paper for public consultation, as part of the next stage in preparing its Core Strategy. The document along with supporting plans can be viewed via the following link:

http://www.hackney.gov.uk/core_strategy_preferred_options.htm

- 2.2 The Core Strategy once adopted will set out the overarching vision and spatial framework for Hackney. This will contain the strategy for the regeneration of the Borough and the promotion and management of development for the period to 2026.
- 2.3 It is imperative that the Core Strategy is appropriate and provides a coherent and robust framework to plan effectively. Despite a relatively small geographic area of the London Borough of Hackney being under the planning jurisdiction of the LTGDC, the Core Strategy will be a significant policy determinant for this part of the Thames Gateway, especially given the current masterplanning work on the Hackney Wick and Fish Island area.
- 2.4 The Hackney Local Development Scheme identifies the various LDF documents that will in due course supplement and expand in more detail on its strategic policies. These planning documents will have varying weight in the decision making process and several will relate to areas outside of the LTGDC's jurisdiction.
- 2.5 The Board will be updated as the Core Strategy preferred option evolves, and will be similarly updated and asked to provide any comments to the planning committee on future documents which may come forward for consultation.

3. Summary

- 3.1 The Core Strategy consultation document sets out some 45 preferred options including two which relate solely to Hackney Wick and a number of others which would have an influence within the LTGDC area. Officers are generally satisfied that the content and preferred options are consistent with the objectives of the LTGDC and indeed complement the wider aims of the Corporation. However, officers suggest that more clarity in the proposals map and the wording of some policies would provide greater clarity and comfort with regard to the Core Strategy.
- 3.2 For brevity the comments for the area wide Preferred Options are listed in appendix 1. Comment on the two area specific preferred options is outlined below. The appendix and section 4 would be the basis for the formal observations and comment of the Corporation in response to the consultation on the Core Strategy.
- 3.3 Officers at Hackney are aware that comments from the LTGDC will arrive after the formal close of consultation.

4. LTGDC Comment on the Preferred Options:

- 4.1 This assessment has been made with regard to the regeneration needs of Hackney and the London Plan consolidated with alterations (2008) and the relevant projects and corporate objectives of the LTGDC.

Area Specific Policies: Hackney Wick

- 4.2 Polices 42 and 43 are specific to Hackney Wick and therefore the LTGDC. As such they are reproduced here verbatim for ease of reference.

Preferred Policy Option 42:

The regeneration of Hackney Wick (Lower Lea Valley) should seek to maximise the benefits to local communities from the London 2012 Olympic and Paralympic Games and Legacy as identified in the Hackney Wick Masterplan. Development should seek to be focussed on Hackney Wick station to act as a strong and distinctive neighbourhood hub providing mixed, active and higher density uses. The Council will seek employment led development with a sporting legacy and new open space.

Preferred Policy Option 43:

Development should seek to improve connectivity in Hackney Wick by the provision of the local and strategic transport linkages to the North London Line (Overground Network) viaduct, River Lea and A12 trunk road, and by harnessing the benefit of the area's waterways, creating linkages with the River Lea and promoting high quality waterfront development.

- 4.3 With regard to the aforementioned policy options 42 and 43 – officers are supportive of the content and scope and welcome the reference to the Hackney Wick masterplan which is being produced in conjunction with Hackney Council with the support of the LTGDC.
- 4.4 The LTGDC would seek further comfort with regard to the proposals for Hackney Wick and its environs, that there is sufficient flexibility within the Core Strategy proposals so as not to compromise the work presently being undertaken on a master plan for the area and the Legacy Masterplan Framework which will include the area. As such officers suggest that greater clarity is needed to the wording of Policy 42 and 43. These must recognise the exceptional circumstances that the games and run up to the four year Olympiad are already having in terms of planning and regeneration, and that there remain many elements to the detailed planning, infrastructure and land-use including legacy, that are still being refined.
- 4.5 It would, therefore be premature to try and define the role and land uses of Hackney Wick too rigidly and Policy 42 should reflect the emerging masterplan, legacy masterplan framework and the need for flexibility and a mixed use approach to the area.
- 4.6 The proposals map which accompanies the Core Strategy should also be amended to make it more legible and to ensure the designations identified in the key are a clear match.
- 4.7 In addition Policy Option 43 could make greater emphasis on ensuring a greatly enhance public realm and improved pedestrian and cycle routes through the area connecting the surrounding area with Hackney Wick and neighbouring Newham and the Olympic Park.

5. Conclusion

- 5.1 It is considered that the LTGDC should express support for the Core Strategy in principle subject to amendments and specific comments as identified in Section 4 of this report, the general comments listed in the appendix and the attached response form. These shall (subject to comment and amendment from the board and planning committee) form the basis for the formal response to the London Borough of Hackney with regard to this stage of consultation on the Core Strategy.

6. Next Steps

- 6.1 That the response to Hackney is drafted to take into account any comments of the Planning Committee and Board members.

7. Recommendations

- 7.1 That, subject to any comments they may have, the Planning Committee **AGREE** the contents of this report, including sections 4, 5 and the appendices, and that these form the basis of LTGDC's response to Hackney Council's consultation on this document.

The Core Strategy Preferred Policy Options lists a number of ways we believe development can transform a vision for Hackney into a reality. These are highlighted throughout the document as Preferred Policy Options. We would like your views on these. A summary of a few are below. Please include extra pages if needed.

Chapter 4 – Spatial Vision for Hackney – Preferred Policy Option 2 – 7.

- We should encourage development and investment that strengthens existing communities and creates new ones in and around town centres and key regeneration areas (eg Woodberry Down and Hackney Wick).

Strongly Agree Agree Neutral Disagree Strongly Disagree

Comments: _____

- We should maximise opportunities offered by the 2012 Olympic and Paralympic Games and its legacy to regenerate Hackney Wick (Lower Lea Valley) and ensure that all residents share in the benefits.

Strongly Agree Agree Neutral Disagree Strongly Disagree

Comments: _____

Chapter 5 – Strategic Spatial Implications – Preferred Policy Option 8 – 12.

- We should make sure new commercial, retail, mixed-use, cultural and leisure development locate in centres, are accessible to all and reflect local needs.

Strongly Agree Agree Neutral Disagree Strongly Disagree

Comments: _____

Chapter 6 – Promoting Quality – Preferred Policy Option 13 – 16.

- We should ensure all new development is of the highest quality design.

Strongly Agree Agree Neutral Disagree Strongly Disagree

Comments: _____

- We should protect and enhance the special character of Hackney's Conservation Areas and listed buildings.

Strongly Agree Agree Neutral Disagree Strongly Disagree

Comments: _____

- We should ensure new and refurbished homes are built in a way that does not waste land, energy or water; and produces energy on-site to address climate change locally in Hackney.

Strongly Agree Agree Neutral Disagree Strongly Disagree

Comments: _____

Chapter 7 – Providing Better Homes – Preferred Policy Option 17 – 21.

- We should require a minimum of 35% affordable homes in mixed-use development and 40% in housing only development.

Strongly Agree Agree Neutral Disagree Strongly Disagree

Comments: _____

Dependent on viability and any changes to strategic policies.

- We should ensure new housing provides homes for families and we should resist the conversion of existing family sized homes to smaller units.

Strongly Agree Agree Neutral Disagree Strongly Disagree

Comments: _____

Chapter 8 – Supporting Hackney's Neighbourhoods and Communities – Preferred Policy Option 22 – 23.

- We should ensure new and improved community facilities are concentrated in areas accessible to the community by public transport, cycling and walking.

Strongly Agree Agree Neutral Disagree Strongly Disagree

Comments: _____

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Chapter 9 – Dynamic and Creative Economy – Preferred Policy Option 24 – 28.

- We should ensure that there is no loss of employment land and that employment activities locate within specific areas.

Strongly Agree Agree Neutral Disagree Strongly Disagree

Comments: _____

- We should encourage and manage expansion of Hackney’s visitor and night-time activities in Hackney Central, Dalston and South Shoreditch while taking into account any negative impacts on residents.

Strongly Agree Agree Neutral Disagree Strongly Disagree

Comments: _____

Chapter 10 – Promoting Sustainable Transport – Preferred Policy Option 29 – 31.

- We should encourage and protect sustainable transport – walking, cycling, public transport – over other forms of transport by –
 - Prioritising Strategic Transport Infrastructure (East London Line, North London Line and Cross Rail).

Strongly Agree Agree Neutral Disagree Strongly Disagree

Comments: _____

- Raising the profile of cycling through new on-street and off-street cycling routes.

Strongly Agree Agree Neutral Disagree Strongly Disagree

Comments: _____

- Encouraging walking by providing safe, attractive streets and connecting open spaces and town centres.

Strongly Agree Agree Neutral Disagree Strongly Disagree

Comments: _____

Chapter 11 – Making a Safer Cleaner Place – Preferred Policy Option 32 – 35.

- We should ensure development is designed to promote communal activities, be well lit and reduce hidden places by applying these and other principles of ‘designing out crime’

Strongly Agree Agree Neutral Disagree Strongly Disagree

Comments: _____

- We should protect existing open space and improve the quality and access to Hackney’s open spaces and natural environment.

Strongly Agree Agree Neutral Disagree Strongly Disagree

Comments: _____

Do you have any further comments?

Thank you for taking the time to provide your comments.

APPENDIX 2

Hackney Core Strategy Preferred Options Consultation

Observation Report - Policy Extracts:

General Comments (where a policy option is not listed, then the Corporation does not wish to make a comment):

Preferred Policy Option 1:

Future development and regeneration in Hackney will:

- *seek to implement the Government's Sustainable Communities aspirations as outlined in Planning Policy Statement 1;*
- *contribute fully to London's overall planning needs as identified in the London Plan; and*
- *contribute to the visions and policy objectives of the Thames Gateway and London Stansted Cambridge growth corridors.*

Preferred Policy Option 2:

Development and investment will be directed towards the creation of balanced and mixed communities, re-establishing and strengthening the borough's existing neighbourhoods and communities at Dalston, Hackney Central, Stoke Newington, Shoreditch and Hoxton, and providing support for the creation of new services and facilities in Stamford Hill and Hackney Wick (Lower Lea Valley).

- Policies 1 and 2 - are strongly supported by the LTGDC.

Preferred Policy Option 3:

Development and investment will seek to re-establish neighbourhoods which will develop a sense of place, taking account of each area's character, identity and distinctiveness and integrating with the existing urban fabric. Neighbourhoods will contain a range of uses and activities, taking advantage of the diversity of the borough's population and businesses and providing a wide range of opportunities for regeneration and the improvement of living and working conditions.

Preferred Policy Option 4:

The spatial vision for Hackney is of a borough which promotes the co-existence of a diverse mix of uses and activities and promotes a balanced approach within designated centres, employment areas and the City fringe, which creates an acceptable quality of life for residents while enabling non-residential uses to flourish.

- Policy 3 and 4 - are supported but could be reworded to be clearer.

Preferred Policy Option 12:

Development will be guided to a hierarchy of centres which will accommodate commercial, retail, mixed use, cultural and leisure development within the following areas:

- *Dalston Major Town Centre;*
- *Hackney Central potential major town centre;*
- *District centres in Stoke Newington, Stamford Hill and Woodberry Down Manor House;*
- *City Fringe district of South Shoreditch; and*
- *Hackney Wick (Lower Lea Valley).*

- Policy 12 - is supported.

Preferred Policy Option 14:

Development should protect and enhance the special character of Hackney's 25 Conservation Areas (as outlined on the Proposals Map and Key Diagram 2) and any new Conservation Areas designated by the Council, as well as protecting statutorily listed buildings.

- Policy 14 - it is suggested that all development throughout the borough should seek to protect and enhance the character of the area and particularly so in Conservation Areas.

Preferred Policy Option 15:

Development and regeneration in Hackney will seek to address climate change at a local level through the mitigation and adaptation of development, specifically by:

- *the prudent and most efficient use of land, energy, water and other resources*
- *initiatives relating to on site renewable energy including the establishment of energy centres at appropriate locations such as Dalston, Hackney Central and Woodberry Down*
- *climate proofing new and existing development.*

- Policy 15 - the policy relates to climate change and sustainability and therefore should make reference to sustainable materials, waste minimisation in design, build and operation of new development and the capacity to reduce waste, reuse materials and recapture embodied energy.

Preferred Policy Option 20:

Residential development should be built to Level 4 of the Code of Sustainable Homes across the borough, regardless of tenure, and make provision for the appropriate level of social infrastructure to contribute positively to neighbourhood identity. New development will be required to conform to development standards and provide external amenity space wherever possible.

- Policy 20 - the policy to secure Level 4 Code for Sustainable Homes for all residential development is strongly supported and compliments the eco-region aspiration of the Corporation.

Preferred Policy Option 24:

A hierarchy of employment priorities within designated areas (as outlined on the Proposals Map and Key Diagram 5) will protect the most important employment land in the borough, and provide for the achievement of strategic housing targets outside these areas:

- *Strategic Industrial Locations, Locally Significant Industrial Sites and Other Industrial Areas: preferred locations for industrial, manufacturing, warehousing, specifically B1 (b), B1(c), and high value B2 and B8 uses or closely related uses.*
- *Priority Employment Areas (PEAs) contained within Dalston and Hackney Central Area Action Plans (AAPs) boundaries and South Shoreditch: preferred locations for employment generating uses which provide a critical mass of existing employment use and for investment (including the pooling of planning contributions) and to provide uplift in employment floorspace that maximises the advantages of clustered economic activity.*

- *PEAs outside South Shoreditch and the Area Action Plan boundaries: key locations for employment generating uses and for investment from planning contributions and to provide uplift in employment floorspace that maximises the advantages of clustered economic activity.*
- *Other Employment Sites: discrete existing employment sites for employment generating uses where space may be released according to identified criteria through the formulation of Development Control policy*

Preferred Policy Option 26:

New retail, commercial, leisure and related uses will be located within the following town centres hierarchy, as designated on the Proposals Map:

1. *Dalston Major Town Centre*
2. *Hackney Central as a potential major town centre*
3. *Stoke Newington High Street and Stamford Hill District Town Centres*
4. *Local Centres as identified on the Key Diagram:*
 - • *Shoreditch High Street*
 - • *Hoxton Street*
 - • *Broadway Market*
 - • *Kingsland Road*
 - • *South Hackney*
 - • *Lauriston Road*
 - • *Well Street*
 - • *Chatsworth Road*
 - • *Lower Clapton Road (South)*
 - • *Lower Clapton Road (North)*
 - • *Shacklewell Lane*
 - • *Stoke Newington Church Street*
 - • *Finsbury Park*
 - • *Manor House*
 - • *Upper Clapton Road*
 - • *Hackney Wick*

- Policies 24 & 26 - there is concern that Policy 24 seeks to protect all industrial land in addition to that identified as Strategic Industrial Locations and Locally Significant Industrial Sites. This cannot be supported, as this would be a 'catch all' policy. Sites that are needed for industry have already been identified as locally significant or strategic and therefore protection of additional industrial space within the core strategy is not necessarily required. The principle of balancing a robust employment base with the need to develop and enhance other uses within established (and expanding) commercial centres, including Hackney Wick is supported. However, Policy 24 would benefit from rewording to make its aims clearer and to ensure that the potential legacy and future development of the area is not stymied by over prescriptive employment or other land use designations at this stage.

Preferred Policy Option 25

The Council will not permit the net loss of employment space within the hierarchy of designated employment locations.

- Policy 25 - cannot be supported as it could, if adopted, compromise the ability to deliver emerging masterplan and legacy regeneration for Hackney Wick and the wider area. Suggest the word 'generally' be inserted after 'not' in the policy option.

Preferred Policy Option 30:

The need to travel will be reduced through the efficient spatial arrangement of activities and land uses throughout the borough. Specifically, significant development will be located close to major transport nodes in Dalston, Hackney Central and South Shoreditch and heavy traffic generators will be located close to the higher level road network to minimise noise and disturbance.

Preferred Policy Option 31:

Sustainable modes of transport will be promoted over other forms of transport by:

1. protecting designated Strategic Transport Infrastructure (as outlined on the Proposals Map);

- East London Line (Overground Network);
 - North London Line (Overground Network);
 - Cross Rail 2 Safeguarding (updated 2007);
 - Dalston Eastern Curve;
- 2. raising further the profile of cycling through the provision of new on-street and off-street cycle routes, including increased cycle parking; and*
- 3. increasing provision for pedestrians including the provision of attractive, safe streets and joining up open spaces, places of interest and activities such as town centres and transport interchanges, and aiding permeability in housing areas.*

Preferred Policy Option 32:

High quality design should seek to prevent crime and the perception of crime by promoting social inclusion, reducing barriers to movement and applying the principles of 'designing out crime'.

Preferred Policy Option 33:

Hackney's open space and natural environment (including archaeological heritage) will be protected and enhanced to improve quality, capacity and accessibility of Hackney's designated Green Spaces (including Metropolitan Open Land) and accessibility to the Blue Ribbon Network. This will be achieved through no loss of open space and by ensuring that development protects biodiversity and sites of archaeological value, having particular regard to Hackney's emerging State of the Environment Report and to the designations outlined on the Proposals Map and Key Diagram 7 including;

- Habitat Protection and Nature Conservation Areas (including Sites of Metropolitan Importance for Nature Conservation as defined in the London Plan);
- Areas of Archaeological Priority;
- Green Corridors;
- Waterfront Developments area.

Preferred Policy Option 34:

New development will be required to incorporate sustainable construction methods such as rain water harvesting, green and brown roofs and green walls, particularly within 150 metres of a Green or Blue Corridor where practicable.

- Policies 30 to 34 inclusive - are supported.

Preferred Policy Option 35:

New development will support the objectives of sustainable waste management, and to achieve this, the Council will:

- *Seek to maximise self-sufficiency in waste management capacity inline with the London Plan;*
- *Seek to minimise waste creation and increase household recycling rates in line with the London Plan and EU directives and address waste as a last resort;*
- *Work with partners in the North London Waste Authority to prepare a Joint Waste Plan which will identify locations suitable for waste management facilities;*
- *Safeguard existing waste sites unless compensatory provision is made;*
- *Require integrated, well designed recycling facilities to be incorporated into all new developments where appropriate;*
- *Consider favourably applications for waste facilities on designated employment areas and existing waste management sites; and*
- *Monitor changes in waste management facilities, waste arisings and the amount of waste recovered for disposal.*

Preferred Policy Option 36:

Development in Hackney will be subject to planning obligations under Section 106 of the Town and Country Planning Act 1990 (as amended) under, but not limited to, the following headings:

- *Affordable housing;*
- *Transport impacts associated with developments;*
- *Education facilities and life-long learning;*
- *Providing for employment and removing barriers to work;*
- *Sustainable design and development;*
- *Strategic transport associated to major development;*
- *Health facilities;*
- *Other community facilities;*
- *Open space, child and recreation facilities; and*
- *Live-work units to residential.*

- Policies 35 - is strongly support and should relate to an amended policy 15.
- Policy 36 - is supported in principle but the LTGDC standard charge should be mentioned with regard to residential development within the LTGDC area.

End.