



Haringey Council

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| Report for: | Cabinet | Item Number: | |
| Title: | Authority Monitoring Report (AMR) 2013/14 | | |
| Report Authorised by: | Lyn Garner, Director Regeneration, Planning and Development | | |
| Lead Officer: | Erik Nilsen Strategic Planning and Transport Policy | | |
| Ward(s) affected: All | | Report for Key/Non Key Decisions: | |

1 Describe the issue under consideration

- 1.1 The Authority Monitoring Report (AMR) is used to assess the effectiveness of Haringey's planning policies. It also reports on milestones in the Local Development Scheme (LDS). The AMR is a key tool identifying how planning policies are performing and provides a robust basis to inform any future revisions to policies or their implementation. This AMR covers the monitoring period 1 April 2013 to 31 March 2014. As the current Corporate Plan is finalised, the service expects that future monitoring reports will engage not only with planning policy performance, but the priority outcomes covered by the service that are reflected in the Corporate Plan.

2 Cabinet Member introduction

- 2.1 The Localism Act 2011 requires the local planning authority to prepare performance monitoring reports on an annual (or more frequent) basis. The AMR is an important tool used to report on current performance and inform future policy directions.

3 Recommendations

- 3.1 The Cabinet note and approve the Authority Monitoring Report (AMR) 2013/14 for publication on the Council's website.



4 Alternative options considered

- 4.1 The Localism Act 2011 requires local planning authorities to produce monitoring reports. Haringey's existing procedure of annual monitoring is considered an effective way for presenting the effectiveness of planning policies, within existing resources. As such, no other options were considered. However, the report includes information beyond the monitoring year where it helps to provide a more current picture of performance outcomes.

5 Background information

- 5.1 This AMR monitors the performance of planning policies as set out in the Strategic Policies Local Plan (2013) and Saved Unitary Development Plan (adopted in 2006 and saved in 2009).
- 5.2 Haringey adopted its Strategic Policies Local Plan ('Strategic Policies') in March 2013. The AMR 2013/14 is the first such report to begin monitoring the performance of this document.
- 5.3 The AMR does not review each planning policy individually, rather it focuses monitoring on key policy objectives in order to assess overall outcomes in plan delivery.
- 5.4 The AMR broadly consists of 3 parts. Part 1 provides a local plan making update and also highlights key changes in the national and regional planning framework. Part 2 sets out performance outcomes across a range of policy topic areas. Part 3 summarises performance with regard to the handling of planning applications, appeals and enforcement decisions.

AMR Part 1 - Plan-making update

- 5.5 There have been significant changes at the national and regional planning levels in recent years. The Government's programme of planning reform has resulted in a new National Planning Policy Framework (NPPF), along with new rules governing the change of use of land for housing, employment and retail uses. In addition, the Mayor of London has introduced Further Alterations to the London Plan (FALP) which are expected to be adopted in the near future. The FALP propose significant increases to Haringey's housing and jobs targets.
- 5.6 The Council is proactively responding to these changes with its new and emerging planning documents. These will help to ensure a coordinated approach to growth and regeneration in Haringey, with a focus on enabling new development that is appropriate to its location within the borough and well supported by strategic and community infrastructure.
- 5.7 A key milestone was achieved with the adoption of Haringey's Strategic Policies on 18 March 2013. Importantly, the plan was tested against the NPPF and found to be consistent with it. The Strategic Policies provide a robust basis for planning decisions, as well as guiding new development and investment in the borough.



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- 5.8 However, as a result of the significant increase in Haringey's growth targets coming out from the revised London Plan, as well as new local evidence, the Council has subsequently embarked on an early review and update to the Strategic Policies Local Plan. Following approval from Cabinet in January 2015, the Council has now commenced formal public consultation on proposed alterations to the Strategic Policies. The alterations involve mostly factual updates to policies, where required, to ensure the plan appropriately reflects the FALP's revised growth figures and updated technical evidence.
- 5.9 The Local Development Scheme (LDS) sets the timetable for production of the Council's Local Plan documents. It is subject to regular review to take account of changes in the national and regional planning framework, local priorities and the need to programme the undertaking of local studies and public consultation into the plan production process.
- 5.10 Haringey's current LDS (covering 2015 to 2018) was approved by Cabinet in January 2015. The LDS appropriately reflects the current work programme, which includes the proposed Strategic Policies review and additional public consultations on 3 draft Local Plans: Development Management Policies, Site Allocations and Tottenham Area Action Plan. The LDS also reflects the Council's intention to prepare an Area Action Plan for Wood Green later in 2015.
- 5.11 During the 2013/14 reporting year, work was progressed on the 'preferred option' consultation versions of these emerging Local Plan documents. This work included assessments of previous consultation outcomes, commissioning new technical evidence and studies, as well as ongoing collaboration with key stakeholders and delivery partners.
- 5.12 Following Cabinet approval, public consultation on the borough's three draft Local Plans commenced on 9 February 2015. Due to the volume and nature of consultation outcomes, as well as the interrelationship with other key work (such as master plans), this stage of consultation is a Regulation 18 stage consultation. This will provide the public with an opportunity to comment on 'preferred options' for each plan before they are finalised.
- 5.13 The Council has also jointly commissioned (with the 5 other boroughs in North London) the preparation of the North London Waste Local Plan. This document will ensure North London provides sufficient capacity to manage waste generated in North London, including the achievement of recycling targets. The plan is scheduled for adoption in March 2017.
- 5.14 The Council has also continued to support the Highgate Neighbourhood Forum in preparation of its emerging Neighbourhood Plan. The Forum is currently undertaking a 'pre-submission' consultation on its draft plan and the Council will provide the Forum with a response to the emerging proposals.
- 5.15 In July 2014, Cabinet Members agreed to commence a process of consolidating the Council's suite of supplementary planning guidance. This will ensure that guidance appropriately supports Haringey's current development plan policies. The streamlined suite of guidance will also reduce confusion amongst communities and remove contradictions in local advice to help guide development more effectively. Following a review of some 48 guidance documents, 20 were withdrawn or revoked. Additional guidance documents were superseded by recently adopted Supplementary Planning Documents, and others will be superseded when Haringey's Development Management Policies, Site Allocations and Tottenham AAP Local Plans are adopted.



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- 5.16 In January 2014, the Mayor of London published draft Further Alterations to the London Plan. Haringey's annual target for new homes is proposed to increase from 820 to 1,502 under this plan. An independent examination on the FALP commenced in September 2014. The Inspector's Report was published in December 2014. It concludes that the FALP provide an appropriate basis for planning in London, subject to incorporation of several suggested changes. It is expected that the revised plan will be adopted soon. As noted above, the Council is undertaking work to ensure its Local Plans remain in general conformity with the London Plan.
- 5.17 To help in the realisation of the FALP's more ambitious housing target, Haringey has submitted a successful bid for the London Mayor's Housing Zone initiative, which will provide additional funding to significantly accelerate housing delivery and regeneration in Tottenham. Tottenham Hale is the proposed first phase. In future drafts there will be a need to ensure that the Housing Zone is appropriately reflected within Local Plan documents, particularly to ensure coordination with other key plans and strategies, and to maximise its benefits.

AMR Part 2 - Highlights of plan and policy performance outcomes

Housing

- 5.18 The Council is committed to meeting its London Plan housing delivery targets. The current annual target is 820 new homes. While this was not met in 2013/14, with only 493 net units completed, in the previous two years the target was exceeded, and over the plan period to date, the Borough is on course to meet its strategic housing target. It is currently exceeding the target by 578 units to-date. Informed by monitoring outcomes, Haringey's emerging Local Plan documents propose targeted policy interventions to address local housing supply, taking into account the new FALP targets.
- 5.19 The housing delivery figure is calculated by factoring 3 types of supply: completions of conventional units (self-contained houses and flats), non-conventional units (student bedrooms, hostels, HMOs), and counting empty homes brought back into use. Housing delivery in 2013/14 comprised of:
- 474 net conventional housing units completed;
 - A net loss of -40 non-conventional units (owing mainly to conversions of HMO, residential hostel and care home to larger self-contained units); and
 - 59 empty homes brought back into use through targeted enforcement action.
- 5.20 150 affordable housing units were completed in 2013/14, accounting for 26% of new gross conventional housing units completed. This performance is down from previous years. It reflects the lower levels of housing completions across all tenure types compared to previous years, as well as the challenge of continued provision of affordable rent (including social rent) products for affordable housing. Provision is linked to development viability and changing patterns of affordable housing funding options.
- 5.21 Planning contributions remain an important tool for the Council to secure affordable housing. Since 2004, 64 S106 agreements have required the specific provision of on-site affordable housing, totalling almost 2,500 units. In 2013/14, S106 agreements accounted for more than one-third of affordable units delivered.



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- 5.22 Monitoring indicates that a higher proportion of 1 and 2 bedroom units are being delivered compared to larger and family sized housing. This continues a trend from previous years. The emerging planning policy response to this challenge, in part driven by site characteristics and development viability, will need to be more sophisticated and strategic in future.

Employment land and town centres

- 5.23 In 2013/14, planning permissions resulted in a net loss of some 4,000 sq m of employment (Class B) floorspace. The majority of employment floorspace lost was for change of use to housing, owing to the approved residential-led mixed use scheme at the Pembroke Works site in Hornsey Ward. Importantly, the site is not located within a designated employment area and therefore considered acceptable for this change of use.
- 5.24 Monitoring indicates that the Council is effectively managing the borough's stock of employment land through its plans and policies. However, in light of emerging FALP housing and jobs targets, the emerging Local Plan documents will need to explore in more depth, how the Borough can safeguard key employment areas and seek a greater intensity of uses on sites, so as to increase business and job numbers. The plans will also identify opportunities for enabling mixed-use proposals where viability issues have prevented sites coming forward for employment use development.
- 5.25 Haringey's town centre vacancy rates have increased in recent years. However, when surveys were last carried out in summer 2013, the overall local vacancy rate (7%) remained lower than the national (14%) and London (9%) averages at that time. The proportion of non-retail uses in Haringey's town centres is consistent with local targets, which suggests that planning policies are supporting an appropriate balance of uses.
- 5.26 In the future, it is noted that town centres are expected to be subject to changes reflecting new shopping and macroeconomic patterns, as well as the proposed national planning policies that aim to relax planning rules for town centre uses. This reinforces the importance of continued monitoring so that impacts are effectively tracked and that any necessary policy responses can be robustly supported by evidence.

Environmental sustainability

- 5.27 There was no net loss of designated open spaces or sites of biodiversity in the reporting period.
- 5.28 In 2014, Down Lane Park and Ducketts Common became the latest Council managed parks to be recognised by the national Green Flag scheme, representing the highest quality green spaces across the country. Green Flags were also awarded to Highgate Wood (managed by the Corporation of London), Alexandra Park (run by the Alexandra Palace Trust) and Tottenham Marshes (run by the Lee Valley Regional Park Authority).
- 5.29 In the reporting year, two new Local Nature Reserves were designated: Alexandra Palace & Park and Coldfall Wood.
- 5.30 An Open Space & Biodiversity study has been prepared to support Local Plan preparation. It assesses sites across the borough for nature conservation status. It also updates information on areas of public open space deficiency in the borough, taking account of new population growth figures.



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- 5.31 Household recycling rates in Haringey have shown continued improvement in recent years, with 36.5% of household waste recycled or composted in 2013/14, up from 21% in 2006/07 and 32% 2012/13. Residual waste per household (i.e. waste not recycled or re-used) reduced by 10% in 2013/14 from 579 kg to 528 kg. This is a 21% reduction since 2011/12.
- 5.32 The latest data on carbon emissions was published in 2014 by the Government Department of Energy and Climate Change and covers the year 2011-2012. During this period, Haringey's carbon emissions increased by 6.9%. This is consistent with regional and national trends (driven in part by the colder winter, which resulted in an increase in residential heating); London wide emissions increased by 8% and UK emissions by 5.3%. However, since 2005, the earliest year for which emissions data are available at the local authority level, Haringey's emissions have fallen by 11%, whereas London's have decreased 7.5%.

Strategic and community infrastructure, including funding

- 5.33 Following work on and publication of a draft Charging Schedule, which was subject to examination and a public hearing in December 2013, Haringey's Community Infrastructure Levy (CIL) Charging Schedule was adopted by full Council on 21 July 2014.
- 5.34 Haringey's CIL has been implemented from 01 November 2014, with all applications for qualifying development decided on or after this date liable to pay the levy. Haringey's CIL is underpinned by a viability appraisal which has informed the setting of rates across the borough. In the future, further viability testing may be undertaken to assess any change in circumstance, which might suggest that current CIL rates require reviewing.
- 5.35 Planning contributions (including S106 agreements) remain an important tool to ensure adequate provision of infrastructure across the borough, particularly for affordable housing, as noted above. However, due to changes in national legislation, uptake of S106 funding will be more limited in the future, as the focus on provision of strategic infrastructure will shift to Haringey's CIL. Affordable housing and site specific infrastructure will still come under S106 negotiations.
- 5.36 In 2013/14, the Council secured over £2 million in Section 106 funds. This is down from the previous year and likely reflects the general lower levels of development activity over the reporting period.
- 5.37 The Council's Infrastructure Delivery Plan (IDP) is a key document which supports the Strategic Policies Local Plan. It identifies current and future infrastructure needs and sets the basis for securing developer contributions. The IDP is intended to be reviewed regularly. It was last updated in 2013 and is currently being reviewed as part of work on Haringey's emerging Local Plans.

AMR Part 3 - Development management performance

- 5.38 In 2013/14 the Council decided 1,965 planning applications consisting of 22 major applications, 356 minor applications and 1587 householder and other applications.
- 5.39 The Council's performance in processing applications in 2013/14 was: 81.82% of major applications determined within 13 weeks; 77.25% of minor applications determined within 8 weeks; and 83.05% of other applications determined within 8 weeks.



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- 5.40 The Council met and exceeded its local performance targets for the processing of major, minor and other applications. The service has also exceeded the Government's published 'performance standard' for Major applications, which was a matter for concern during the early part of the monitoring period. The service is continuing to investigate opportunities for further service improvements.
- 5.41 In 2013/14, there were a total of 73 appeals on refusals decided by the Planning Inspectorate, with 24 appeals allowed (32.9%) and 49 (67.1%) appeals dismissed. The proportion of appeals allowed in Haringey was an improvement on the previous year (39%) and generally in line with national and regional averages.
- 5.42 The Council carried out a snapshot survey of all applicants and enforcement complainants for Quarter 1 of 2013/14. This showed above satisfaction levels for all areas of interaction except the pre-application service. Measures have been put in place to address this and a revamped pre-application service is being implemented on 1 April 2015.
- 5.43 Recognising the importance of understanding how the planning service is meeting customer needs and expectations, and for considering future service improvements, the Council is taking part in a free program offered by the Planning Advisory Service (PAS) and is actively participating in both corporate and service specific improvement programmes.

AMR - Summary of key considerations for future monitoring

- 5.44 As noted previously, there have been a number of changes in the national and regional planning framework which will need to be monitored, with a potential need for further local policy responses, particularly:
- The Government's programme of planning reform, including impacts of revised **permitted development rights (for example, allowing conversions of offices/shops to residential use)**;
 - The **Further Alterations to the London Plan**, including the revised housing delivery and employment targets; and
 - Outcomes of the **Housing Zone** bid for Tottenham, as discussed previously in this report.
- 5.45 Effective and timely policy performance monitoring is largely dependent the availability of quality information from reliable data sources. The AMR has identified some key data sources which are essential to monitoring Haringey's Local Plan indicators (including the London Development Database and town centre surveys). It is important that resources are appropriately allocated in order to support the maintenance of these sources.

6 Comments of the Chief Finance Officer and financial implication



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- 6.1 As the Council becomes more dependent on increasing Council Tax and Business Rates income due to reductions in central government grant, planning policy has become increasingly important to ensure that economic and housing growth is possible, whilst making sure that this growth is not detrimental to the local area. The Community Infrastructure Levy (CIL), in conjunction with S106 payments are an increasingly important source of funding for the Council and provide financial support to Infrastructure projects.
- 6.2 The cost of preparing this report and associated initiatives discussed within it, have been met from existing budgets and the Planning service itself is broadly cost neutral due to the income generated from fees and charges.

7 Comments of the Assistant Director of Corporate Governance and legal implications

- 7.1 The Assistant Director of Corporate Guidance has been consulted on the preparation of this report and comments as follows.
- 7.2 The Council is required by virtue of s35 Planning and Compulsory Purchase Act 2004, as amended by s113 Localism Act 2011, to prepare an annual report providing such information as is prescribed as to the implementation of the local development scheme; and the extent to which the policies set out in the local development documents are being achieved.
- 7.3 The report must be in respect of a period which the authority considers appropriate in the interests of transparency, which begins with the end of the period covered by the authority's most recent report, and which is not longer than 12 months or such shorter period as is prescribed. The report must also be in such form as is prescribed; and contain such other matters as is prescribed. The Council must make these reports available to the public.

8 Equalities and Community Cohesion Comments

- 8.1 In the exercise of its function as the local planning authority the Council is subject to the Public Sector Equalities Duty set out in section 149 of the Equalities Act 2010 which obliges the Council in performing its functions “to have due regard to the need to:
- a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
 - b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
 - c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it”.
- 8.2 The protected characteristics under the legislation are: age, sex, race, sexual orientation, disability, religion or belief, pregnancy or maternity, gender reassignment, marriage and civil partnership.

9 Head of Procurement Comments



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9.1 Not applicable.

10 Policy Implication

- 10.1 Outcome 1: Outstanding for all: Enabling all Haringey children to thrive –The AMR enables the Council to properly monitor the impacts of existing planning policy, and by extension it informs current and future decisions about planning policies including policies for children.
- 10.2 Outcome 2: Safety and wellbeing for all: A place where everyone feels safe and has a good quality of life –The AMR enables the Council to properly monitor the impacts of existing planning policy, and by extension it informs current and future decisions about planning policies including policies about safety and well being.
- 10.3 Outcome 3: Opportunities for all; A successful place for everyone –The AMR enables the Council to properly monitor the impacts of existing planning policy, and by extension it informs current and future decisions about planning policies including opportunities for all.
- 10.4 Outcome 4: A better Council: Delivering responsive, high quality services – The AMR enables the Council to properly monitor the impacts of existing planning policy, and by extension it informs current and future decisions about planning policies.

11 Reasons for decision

- 11.1 The publication of the Authority Monitoring Report is a requirement of the Localism Act 2011. Approval of the contents of the AMR 2013/14 for publication will ensure that the Council meets its statutory obligations for planning performance monitoring.

12 Use of Appendices

- Appendix A: Authority Monitoring Report 2013/14 headline summary
- Appendix B: Authority Monitoring Report 2013/14

13 Local Government (Access to Information) Act 1985

- Haringey Strategic Policies Local Plan (2013)
- Haringey Local Development Scheme (2015)
- Haringey Infrastructure Delivery Plan Update (2013)
- Haringey Council Performance Indicators
- Smarter Travel Haringey Reports (2014)
- Haringey Fourth Annual Carbon Report (2014)
- Frontline Service Satisfaction Research Report for Haringey Council (2013)
- London Plan Annual Monitoring Report 10 (2014)
- London Development Database (LDD)
- North London Waste Authority Annual Monitoring Report