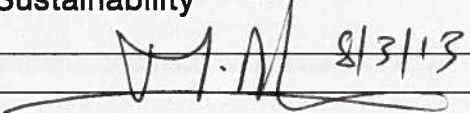




Haringey Council

Report for:	19 th March 2013 Cabinet	Item Number:	
Title:	Haringey's Annual Monitoring Report 2011/12		
Report Authorised by:	Lyn Garner, Director Place & Sustainability 		
Lead Officer:	Marc Dorfman, Assistant Director for Planning, Regeneration & Economy		
Ward(s) affected: All	Report for Key/Non Key Decisions: Non Key		

1. Describe the issue under consideration

- 1.1 The Annual Monitoring Report (AMR) is part of the Haringey Local Plan, and is used to assess the performance of the Council's planning policies and plan for the borough. The AMR monitors the performance for previous financial year, in this case 2011/12. In addition, this year's AMR includes data from the first six months of the 2012/13. The timescale means that AMR 2011/12 monitors the policies contained in the 2006-16 Unitary Development Plan (UDP). In the future the AMR will monitor policies contained in the Local Plan due to be approved by Council in March 2013, as well as any saved UDP policies.
- 1.2 The AMR reports on the following issues:
- Planning performance outcomes;
 - The impact of changes in national and regional policy;
 - The Plan making progress;
 - Planning and Regeneration activity; and
 - Future monitoring requirements
- 1.3 The Annual Monitoring Report (AMR) is part of the Local Development Framework and is used to assess the performance and effectiveness of current planning policies, and to report on the milestones of the Local Development Scheme.



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1.4 The list of indicators used to monitor planning performance in 2011/12 has been taken principally from the Unitary Development Plan and where relevant from the London Plan targets such as housing completions. Prior to the National Planning Policy Framework (NPPF) published in 2012, Core Output Indicators were used in line with Governmental guidance. These are now no longer required.

2 Cabinet member introduction

2.1 The planning system has changed significantly in the last year. A fundamental change has been the publication of the National Planning Policy Framework (NPPF) which came into force on 27 March 2012 and replaced the previous planning policy statements and guidance. The 2011/12 monitoring report has been produced in light of the NPPF and the range of corresponding changes to Planning Regulations and the Localism Act.

2.2 The AMR contains performance data for the monitoring year 1st April 2011 to 31st March 2012. Where available, we have also included information from 2012-13.

2.3 The AMR reports on key policy themes as well as the following issues:

- Planning and Regeneration Implementation;
- Impact of changes in national and regional policy; and
- Future monitoring – conclusions and policy implications.

3 Recommendations

3.1 Cabinet to note and approve the Annual Monitoring Report.

4 Other options considered

4.1 Local Planning Authorities can now decide the frequency and format of their monitoring reports. The current format of the annual monitoring process is the most effective way in presenting outcomes and achievements of the planning service in Haringey. As such, no other options were considered. However, we have extended the reporting period from 12 months to 18 months to provide a rolling monitoring information and a more complete picture. Hence this year's AMR also contains information from the first six month of 2012/13 financial year.

5 Background

Key Issues and Challenges

5.1 Riots

The 2011 riots in Tottenham have had a significant effect on planning in the Borough. Additional funding from the Mayor's Regeneration Fund has been allocated to the Borough, and the Council set up a work unit to focus on delivering positive outcomes for the greater Tottenham area. "A Plan for Tottenham" document which was jointly adopted by the Mayor and the Council in 2012 sets out the aspirations, potential measures and projects for regenerating Tottenham.



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Specific achievements and further work needed are reported under the areas of change section below.

5.2 Clustering of uses

The clustering of uses with detrimental spatial outcomes for local residents has been identified as an issue for the Council. Specific uses include hot food takeaways, betting shops, and pay day loan shops. In addition to the Overview and Scrutiny reports on betting shops, and the Council's representations to the government on clustering issues, a study has been completed identifying the locations of these uses and linking them to indices of deprivation in local areas. These assessments will help shape our emerging planning policy document for Development Management.

5.3 HMOs

An Article 4 Direction to bring small HMO development under planning control was made on the 30th November 2012. This will commence with a 12 month notice period and six week consultation period, and, subject to approval, will come into force in November 2013. Further work has been carried out and policy options for managing HMOs will be included in the consultation of the Development Management DPD scheduled for release in March 2013.

5.4 National and Regional Planning Framework

The new NPPF was published in March 2012, and seeks to provide a simplified planning framework that sets out the Government's planning policies for England. The document provides a framework for local councils and communities to produce their own distinctive local and neighbourhood plans.

The Localism Act has introduced the new initiatives of Neighbourhood Planning, the Community Right to Challenge and the Assets of Community Value. Haringey has worked with local resident in Highgate, and a Neighbourhood Area and Neighbourhood Forum was designated by the Council in December 2012.

The Government also amended the CIL regulations to ensure that new development sites were not double charged for CIL and existing s106s if a revised planning permission was sought.

5.5 Census 2011

England and Wales 2011 census was carried out in 2011. During the preparation of the AMR, new population data was released which showed Haringey's estimated population for 2011 as 254,900. This is higher than previously known and represents an a 13% increase on the ONS 2010 mid-year estimate. The Council has yet to receive other census detail but any significant increase will need to be included as a key assumption in developing planning documents in the future. Additionally it is possible that other authorities may revisit their assumptions in light of this increase. A specific issue has been identified in terms of a potential increase in housing target from the Greater London Authority. In general and for comparison reasons we use GLA projections for future growth trends which are yet to be released. This is an area that we will keep under review for any policy implications or updates to our growth figures.



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Our Progress during 2011/12

The main conclusions of AMR for the 1st April 2011 to 31st March 2012, including supplementary findings up to December 2012 are as follows:

5.6 Local Plan Preparation

Progress was made in developing the Council's planning policies in line with its Local Development Scheme, and in accordance with the protocols contained in the Statement of Community Involvement. The key milestones achieved in 2011/12 were;

- Final Inspector's Report for the Local Plan: Strategic Policies document received;
- Preliminary Draft Charging Schedule consultation for Haringey's Community Infrastructure Levy completed

Future anticipated Local Plan key milestones anticipated for 2013/14 are:

- Local Plan: Strategic Policies scheduled for adoption in March 2013
- Local Plan: Development Management Policies DPD initial consultation is scheduled to take place Spring 2013
- Site Allocations DPD call for sites due to commence in Spring 2013, followed by a consultation on a draft document in 2013.
- Community Infrastructure Levy scheduled to be consulted on a Draft Charging Schedule in spring/summer 2013, then subsequently examined and adopted before April 2014.
- The Sustainable Design Guide SPD went before Cabinet for approval for adoption in February 2013.
- The Upper Lee Valley OAPF was consulted on from November 2011 until January 2012. The final document is expected to be adopted by the Mayor of London in early 2013.
- A new set of improvement plans will be prepared in 2013 to meet the Council's and Mayor's aspirations for regenerating Tottenham.
- Work on the review and resubmission of the North London Waste Plan by the seven north London Boroughs will progress in 2013/14.

By place:

- 5.7 Place Making** relates to Haringey's identified areas of change and major projects and sites. Notwithstanding the recession and the significant slowdown in construction - progress was made in these areas.

The Heartlands/Wood Green -The s106 agreement relating to outline planning permission was granted in March 2012 for the Clarendon Square development which will form the centre of the new Haringey Heartlands neighbourhood.



Tottenham Hale - The development at the GLS site at Tottenham Hale was progressed during the monitoring period. This development stalled due to financial pressures linked to the global financial crisis. The HCA intervened in the development to ensure it went ahead, with an increase in the amount of affordable housing on the site. A s106 agreement was renegotiated on this site, with a similar gross total infrastructure contribution, albeit with a significant quantum linked to sale prices through overage.

Progress has been made on planning for and delivering the new station interchange and the removal of one way working on Tottenham gyratory. Work has commenced on Tottenham High Road following agreement on a funding package for the scheme which is estimated to cost £34m. By working with the GLA and TfL improvements to pedestrian and cycle accessibility through the gyratory would be achieved. The scheme is due to complete in October 2014.

Joint working with TfL, GLA and rail operators has secured a funding package to deliver a scheme to enhance capacity and accessibility at Tottenham Hale station. The £20m project will provide a fully accessible station, enhanced capacity, improved passenger interface and a direct link into the major residential development of Hale Village. The scheme is expected to complete by 2016.

Tottenham High Road - Progress has been made in regenerating this area following the destruction caused during the 2011 riots. A town centre manager has been appointed and started work in summer 2012. A number of planning permissions have been given to replace buildings that were damaged or destroyed, including the rebuilding of the Aldi and CarpetRight stores, and listed building consent has been granted for the development of 639 Tottenham High Rd as a business and community hub.

Neighbourhood Plans – At December 2012 Cabinet, a Neighbourhood Area and Neighbourhood Forum were approved for Highgate. Work on a Neighbourhood Plan for the approved area will take place in 2013. This is joint work with Camden Council.

Lawrence Road development – A planning application was granted permission in January 2013 for a residential-led, mixed use redevelopment including 258 residential units with a cafe, gym and commercial/retail unit.

St Ann's hospital site – Consultation on options by the landowners has been carried out in 2012. The redevelopment of existing hospital to provide a new healthcare campus with a sustainable mix of mental health and other services, including new housing, public open space and other community



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infrastructure is expected to be submitted for planning consent in spring 2013.

Wood Green Town Centre - The Council is developing a project to deliver public realm, pedestrian and cycle, road safety improvements to the town centre. Consultants have been retained to develop designs to deliver a greatly improved experience for people living, working and visiting Wood Green. Subject to approval by TfL we are planning to invest more than £4m on these improvements which should be completed by 2015.

Haringey Green Lanes - Similar urban realm improvements are proposed for Green Lanes to complement the plans for Wood Green. Footway improvements, enhancements to shop fronts, environmental measures and improvements to cycle accessibility are proposed. With an overall investment of about £3m the scheme should be completed in 2014.

5.8 By theme:

Design – The Council ran a successful Design Awards in July 2012 which celebrated the best design in the Borough. The Haringey Design Panel continues to be used as a method of ensuring high quality design happens on new developments in the Borough. The Mayor's adopted Housing Design Guide will now provide a key policy tool to ensure that new developments meet minimum design standards.

Conservation – The principal piece of work carried out this year was the appraisal of the Highgate Conservation Area. This was a significant piece of work as Highgate Conservation Area would be considered as 7 separate areas if it were to be designated today. The public consultation of the reports' findings concluded on 11th January, and is expected to be adopted in 2013.

Housing – Despite the recession the number of additional new houses delivered in 2011/12 was almost on target. Haringey's annual housing target is 820 new units with 50% of this affordable. Taking into account demolitions and conversions, the total net additional housing figure for 2011/12 is 818. 100% of new dwellings were built on previously developed land. There were 458 affordable completions in 2011/12.. This accounts for 43% of total gross completions in the borough for this year. A significant proportion of this total can be accounted for by the 256 units completed on the GLS site in Tottenham Hale.

In terms of residential planning permissions, from April 2011-November 2012 there were 754 units approved on 208 sites totalling 546 net units. The overall average density of development over this period was 75 dwellings per hectare.



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Environment – The Council has established the Muswell Hill Low Carbon Zone, and membership of the Council's 20:40 scheme has continued to increase over the past year. Recycling rates have stayed steady at around 26% over the monitoring period and the recent roll out of fortnightly collections is expected to have a positive long-term effect on recycling rates in the borough in the next monitoring period. Tonnes of CO₂ emanating from ground based transport was reduced from 164 kilotonnes in 2008 to 154 kilotonnes in 2010/11.

In December 2012 the NLWA decided to withdraw its application to provide a new waste facility on land at Pinkham Way. The North London Waste Plan will be reviewed to take account of the duty to co-operate included in the Localism Act, and future waste sites will be allocated in this document. A Decentralised Energy business case for the Lee Valley Heat Network is being prepared and may have implications for planning policies which will be taken into account.

The household recycling rates were recorded as 26.75%. There was an increase in the recycling rate for the first quarter of 2012/13, which is largely attributable to the roll-out of fortnightly waste collection services in parts of the borough. A third phase of the roll-out is set to follow, after which the Council expects to exceed this year's recycling rate target of 31.7%

Employment and Town Centres – Successful bids were made to the Outer London Fund for funding to improve and market Muswell Hill and Green Lanes as town centres. Overall there was a decrease in town centre uses of approximately 58m² in the monitoring year. Appeal decisions make it clear that the Council is required to maintain up-to-date evidence on retail frontages, including vacant units.

Infrastructure – Spending from s106 infrastructure receipts associated with new planning permissions was generally low in the 2011/12 financial year. However, due to significant agreements negotiated on the Hale Village site, receipts and spend in 2012/13 have already far exceeded the historic trend.

Education is generally the largest recipient of s106 funding from new development. There was a zero amount of spending on education in 2011/12, with monies only being spent on highways and recreation. In 2012/12 it is expected that over £2m will be spent on education, and approximately £1m on highways.

The Council has made good progress in securing its aspirations for enhanced capacity on the West Anglia main line through Tottenham Hale and Northumberland Park. With Enfield and other boroughs in the Lee Valley we have sought the inclusion of the project for a 3rd track to deliver a



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4 trains per hour stopping service between Angel Road and Stratford. Network Rail is including the scheme in its Strategic Business Plan for 2014-19.

In addition to transport projects and infrastructure mentioned above, we have made progress on the promotion of car clubs and cycle parking in new developments, as well as off-site, as these are key measures for the Council in creating modal shift through planning. We have around 100 car club bays in the borough and have a target of around 150 by 2014 although our current car club operator has put a temporary hold on expansion at the present time. Walking mode share in Haringey has increased from 35% in 2010/11 to 38% in 2011/12 (based on 3 year averages), and the cycling mode share went up from 1% to 2% for the same period. The Council won the London Transport awards for the Most Improved Borough in 2011/12.

Planning Regeneration and Economy Activity Reporting

- 5.9 Associated with planning permissions, the Council signed 27 agreements under Section 106 (s106) of the Town & Country Planning Act 1990. The total value negotiated was £21.9m. These funds will only become available if the planning permissions are triggered. This is a particularly high figure, and is largely due to significant planning applications granted at Clarendon Square, Haringey Heartlands, and Hale Village, which together total £18m.
- 5.10 2011/12 saw a high level of s106 revenue negotiated and a three-year high amount collected. Due to lower collected amounts in previous years, spend was low in 2011/12. Spend for 2012/13 is forecast to be higher.

	2009/10	2010/11	2011/12	Total
s.106 funds agreed (negotiated)	£3,128,036	£907,854	£21,896,711	£25,932,601
s.106 funds received	£1,379,733	£1,560,670	£2,067,933	£5,008,336
s.106 funds spent	£3,422,844	£1,701,282	£379,496	£5,503,622

- 5.11 In 2011/12, the Council processed 1,774 planning applications, consisting of 19 major applications, 300 minor applications, and 1,455 other applications.
- 5.12 2011/12 was a particularly challenging year for the planning service because of the Tottenham riots and the need to relocate from 639 High Road to River Park House in Wood Green. Major applications in particular took longer to deal with due to their complexity and the fact that many related to major regeneration and to the riot damaged sites in Tottenham.



- 5.13 In terms of meeting its targets for application processing times, 0% of major applications were determined within 13 weeks; 66% of minor applications were determined within 8 weeks; and 69% of remaining other applications were determined within 8 weeks. Of 30 major applications that took longer than the 13 week target to process during the two year period 2010/11-2011/12, 29 received planning consent.
- 5.14 Plans are now in place to ensure that this performance is improved during 2012/13.
- 5.15 There were a total number of 96 planning appeals in 2011/12 – the Council won 68 (71%) and lost 21 (22%).
- 5.16 In 2011/12, the Council issued 84 planning enforcement notices against breaches of planning control. Nearly two thirds of these related to the conversion to flats or houses in multiple occupation.

6 Comments of the Chief Finance Officer and financial implications

- 6.1 The costs of producing this report have been met from within existing budgets. Additional monies were allocated to address planning issues within Tottenham as part of the 2012/13 budget and the resources required to address the extra demands of the Localism Act are included as part of the budget for 2013/14. The Council needs to ensure work on the Community Infrastructure Levy is progressed as this will represent an increasingly important source of funding for the Council going forward.

7 Head of Legal Services and legal implications

- 7.1 In relation to CIL at clause 5 this must be in place by March 2014. The Head of Legal has no further comments on this report at this time.

8 Equalities and Community Cohesion Comments

- 8.1 There is no requirement to produce an Equalities Impact Assessment (EqIA) for the AMR.

9 Head of Procurement Comments

- 9.1 Not applicable

10 Policy Implications and Conclusions

- 10.1 Looking to 2013/14 the implications of the Census 2011 outcomes and the population projections up to 2026 will be kept under review. New figures



may have implications in the long term for infrastructure needs, planning policy documents and housing targets.

- 10.2 Housing – Despite the recession the numbers of additional new houses delivered in 2011/12 was almost on target. However any slowdown will be monitored carefully. The reasons for a slowdown could be varied and include macroeconomic pressures. The Council should look at how it can become involved in speeding up this process. Assessment of site viability for delivery of major sites, affordable housing and infrastructure will be critical.
- 10.3 Significant progress is made in Plan-Making with the Local Plan Strategic Policies to be adopted in March 2013. We will keep under review our planning policies in light of delivery of major sites, population growth and recent regeneration initiatives in Tottenham. Various masterplans for regenerating Tottenham are expected to be developed. These will be delivered via a combination of planning policy documents, e.g. the Site Allocations Document, the Development Management Policies and potential Area Action Plans.
- 10.4 To underpin the plan-making process, the progress on supporting evidence base is critical. The Retail Capacity Study and the Strategic Flood Risk Assessment (second stage) study will be completed in 2012-2013. An Urban Characterisation study, and the Open Space and Nature Conservation Study will be carried out in the next monitoring period.
- 10.5 Monitoring of retail frontages needs to be kept up to date including vacant units in order for Council's planning policies to be successful at appeal. The clustering of certain uses in town centres such as betting shops will require a policy response in these areas. This will be addressed in the emerging Development Management Policies.
- 10.6 Strategic and Community Infrastructure- regular reviews of the Infrastructure Delivery Plan will be critical over the coming years especially as Haringey moves towards adopting and implementing its own CIL tariff.
- 10.7 Good progress has been made in delivering key transport, education, public realm, and highways projects in 2011-12 and the first half of 2012-2013. Some of these projects such as the Tottenham Gyratory and the Tottenham Hale station improvements, when completed, will support future growth in housing and jobs. Funding for infrastructure projects came from various sources including central government funding for schools, section 106 contributions, Transport for London (TfL) and Council's own capital budget.



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10.8 S106 obligations collections and delivery of infrastructure will be continued to be reviewed especially for jobs and training.

10.9 Major Planning Applications – Expected performance regarding deciding permissions on major applications was not met in 2011/12. A strong focus on these will be maintained to improve performance. New performance management processes have been put into place to improve timeliness of processing applications. For 2013, the Service is encouraging applicants to consider formal pre-application planning advice and where appropriate Planning Performance Agreements.

10.10 Thought needs to be given to how the Monitoring Criteria in the Local Plan will be collected. It is recommended that a working group be set up to ensure this is managed in time for collection for the 2013/14 financial year.

11 Reason for Decision

11.1 The Annual Monitoring Report (AMR) is part of the Haringey Local Plan, and is used to assess the performance of the Council's planning policies and plan for the borough. Monitoring is a key part of plan-making.

12 Use of Appendices

12.1 Appendix 1 – Summary of key performance targets

12.2 Appendix 2- Annual Monitoring Report 2011/12

13 Local Government (Access to Information) Act 1985

13.1 The following documents were used in the preparation of this report:-

- Haringey Unitary Development Plan (July 2006)
- London Plan Annual Monitoring Report 8 (Mayor of London, March 2012)
- Haringey's Annual Monitoring Report 2010/11
- Planning, Regeneration and Economy Annual Report 2011/12
- The Council's Quarterly Performance Assessment Quarters 1 and 2 2012/13



Appendix 1 - Summary of Key Performance Targets

The AMR 2011/12 principally covers the year ending 31st March 2012. This document was written in November 2012, and wherever possible, data up until the end of October 2012 was gathered to make the document as up-to-date as possible. The AMR 2011-2012 monitors the performance of the current Local Plan policies, i.e. the Unitary Development Plan adopted in 2006 and saved in 2009.

Indicators	Target	Relevant UDP Policies	Performance						Action	Relevant Local Plan Policy	Future Target
			2011/12	2010/11	2009/10	2008/09	2007/08	2006/07			
Number of Housing Completions	820 additional homes per year	G3 Housing Supply, HSG 1 New Housing Developments	818	629	635	828	657	1067	SHLAA review underway	SP2 Housing 820 additional homes per year	
<p>Housing completions were only 2 below the London Plan 2011 target for the Borough. The total was a significant increase on last year, and exceeds the previous London Plan target of 680 units per annum. The housing market is generally considered to be depressed both nationally and within London, and as such this result is generally considered to be fairly positive. Large sites contributed to this total, with 256 affordable units completed at Hale Village, and 56 at the former Hornsey Central Hospital site. So far in 2012/13, 436 net units have been completed.</p>											
Percentage of Affordable Units	50% of additional new homes	HSG 4 Affordable Housing	43%	48%	43%	41%	32%	29%	Policy performing Keep under review	SP2 Housing 50% of additional new homes	
<p>The majority of affordable housing was delivered through HCA funding to meet the high affordable housing need. Development at the regeneration site at Tottenham Hale continued through the downturn as a result of significant investment by HCA. All of the 256 units completed this year were for affordable housing.</p>											



Indicators	Target	Relevant UDP Policies	Performance					Action	Relevant Local Plan Policy	Future Target
			2011/12	2010/11	2009/10	2008/09	2007/08			
Loss of Open Space	No loss of areas of biodiversity, or designated open spaces 100% no loss	OS 1 Green Belt, OS 2 MOL, OS 3 SLOL, OS 11 Biodiversity, OS 17 Tree Protection, Tree Masses and Spines	100%	100%	100%	100%	100%	100%	SP13	No loss of areas of biodiversity, or designated open spaces 100% no loss
Existing open space continues to be protected and enhanced. 18 parks held Green Flag status in April 2012.										
Waste Management	35% of municipal waste should be recycled or composted	ENV 13 Sustainable Waste Management	26.75% (residential waste recycling figure)	28%	26.10%	24%	24%	21%	SP6	N. London – wide target to manage growth in waste
The residential recycling rate has fallen back from last years' figure, but remains above the 26% residential recycling rate. The recycling rate for the first quarter of 2012/13 was 28%.										
Additional Employment Floorspace	6737m ² p.a. of additional employment	G 4 Employment, EMP 5 Promoting Employment	+8,700m ² B1 - 20,264m ²	364	5979	3456	4400	1052	SP9	9,133m ² additional employment floorspace



Indicators	Target	Relevant UDP Policies	Performance						Action	Relevant Local Plan Policy	Future Target
			2011/12	2010/11	2009/10	2008/09	2007/08	2006/07			
	floor space 2000 - 2016	Uses	B2/B8								p.a.
<p>Over the monitoring period there has been a consolidation of B1 uses thanks to a significant conversion of B8 to B1 at 550 White Hart Lane. Despite the impacts of the recession there were a number of successful outcomes from the Council's economic development programmes during 2010/11, including support and training for people looking to get back into work. Despite the gain in B1 there was a loss in B2 & B8 floorspace, meaning that overall there was a loss of employment floorspace. Several sites were lost from B1 to residential despite the overall increase in B1 floorspace.</p>											
Additional floorspace for Town Centres	2,999m ² pa of additional floorspace for town centre uses 2008-2016	TCR1, Development in Town and Local Shopping Centres, TCR 3 Protection of Shops in the Town Centres, TCR 4 Protection of Local Shops, TCR 5 A3, A4 and A5 class uses.	-58m ² town centre uses	0sqm	1650	7066	4400	no figure	Continue to promote town centres for additional development, management, changes of use from A1 retail	SP10	2,760m ² comparison floorspace p.a. 2,039m ² convenience floorspace p.a.
<p>Overall, the total change of retail floor space (A1) within designated town centres was 58m².</p>											
S106 negotiated	No target	OS15 Open Space	£ 21,896,7	£ 907,85	£ 3,128,0	£ 2,796,3	£ 3,100,3	£ 1,714,6	Continue to collect	SP16	N/A



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Indicators	Target	Relevant UDP Policies	Performance						Action	Relevant Local Plan Policy	Future Target
			2011/12	2010/11	2009/10	2008/09	2007/08	2006/07			
		Deficiency and New Developments, CW1 New Community/Health Facilities, G6: Strategic Transport Links	11	4	36	68	02	84	S106, and develop a CIL charging schedule		
<p>2011/12 saw a historically high level of S106 agreement negotiated. These were principally due to large agreements at Hale Village (renegotiation) and Clarendon Square.</p>											

