

PROACTIVE APPROACH TO URBAN DESIGN
CASE STUDY: SOUTH SHOREDITCH / HACKNEY, LONDON

A THESIS SUBMITTED TO
THE GRADUATE SCHOOL OF NATURAL AND APPLIED SCIENCES
OF
MIDDLE EAST TECHNICAL UNIVERSITY

BY

DUYGU BORAZANCI

IN PARTIAL FULFILLMENT OF THE REQUIREMENTS
FOR
THE DEGREE OF MASTER OF SCIENCE
IN
CITY AND REGIONAL PLANNING
IN
URBAN DESIGN

JANUARY 2010

Approval of the thesis:

**PROACTIVE APPROACH TO URBAN DESIGN
CASE STUDY: SOUTH SHOREDITCH / HACKNEY, LONDON**

submitted by **DUYGU BORAZANCI** in partial fulfillment of the requirements for the degree of **Master in City and Regional Planning Department in Urban Design, Middle East Technical University** by,

Prof. Dr. Canan Özgen
Dean, Graduate School of **Natural and Applied Sciences** _____

Prof. Dr. Melih Ersoy
Head of Department, **City and Regional Planning** _____

Assoc. Prof. Dr. Baykan Günay
Supervisor, **City and Regional Planning Dept., METU** _____

Examining Committee Members:

Assoc. Prof. Dr. Adnan Barlas
City and Regional Planning Dept., METU _____

Assoc. Prof. Dr. Baykan Günay
City and Regional Planning Dept., METU _____

Dr. Zeki Kamil Ülkenli
City and Regional Planning Dept., METU _____

Assoc. Prof. Dr. Ela Babalık Sutcliffe
City and Regional Planning Dept., METU _____

M.Sc. Can Kubin
Promim Landscape Planning & Urban Design Co. Ltd. _____

Date: 15 / 01 / 2010

I hereby declare that all information in this document has been obtained and presented in accordance with academic rules and ethical conduct. I also declare that, as required by these rules and conduct, I have fully cited and referenced all material and results that are not original to this work.

Name, Last name : Duygu Borazancı

Signature :

ABSTRACT

PROACTIVE APPROACH TO URBAN DESIGN CASE STUDY: SOUTH SHOREDITCH / HACKNEY, LONDON

Borazancı, Duygu

M.Sc., Department of City and Regional Planning in Urban Design

Supervisor: Assoc. Prof. Dr. Baykan Günay

January 2010, 138 pages

This thesis analyzes the process of proactive urban design in a theoretical framework. It asks searching questions about how built environments are conceived of, designed, delivered, protected, enhanced and managed, and it explores these by examining the proactive planning practices in Britain. It defines the proactive approach firstly as; how both the spatial policy and detailed guidance express and prescribe the desired physical form, and secondly; how this is pursued through active negotiation. While encompasses land use planning, spatial planning goes beyond physical planning with a clearly defined local vision which emphasises social, economic and environmental values. This inclusive approach defines urban design as a spatial policy describing both the form and the life of the city. It deals with how urban design infuses planning policies at all levels. The case study looks into policy mechanisms associated with the delivery of good urban design. It represents the proactive planning practice through involvement, partnership working and negotiation processes based on a sustainable community strategy. It focuses on the policies influencing design quality and how these shape the decision-making processes of public and private sector stakeholders resulting in better quality of built environment and a more vibrant public realm. This study examines the social structure that developed the proactive approach for best practice to become common practice. It explains the lessons to learn from the definition of spatial planning process

with its context and implementation tools, even if these might not be adapted to Turkey without the same intellectual and philosophical backgrounds.

Keywords: Proactive, Spatial, Strategic, Holistic, Vision.

ÖZ

KENTSEL TASARIMA ÖNEYLEMSEL YAKLAŞIM SAHA ÇALIŞMASI : SHOREDITCH / HACKNEY, LONDON

Borazancı, Duygu

Yüksek Lisans, Şehir ve Bölge Planlama Bölümü, Kentsel Tasarım
Tez Yöneticisi: Assoc. Prof. Dr. Baykan Günay

Ocak 2010, 138 sayfa

Bu çalışma, öneylemsel kentsel tasarım sürecini teorik çerçeve içerisinde inceler. Kentsel gelişmenin nasıl tasarlandığını, bu tasarımın nasıl uygulandığını, korunduğunu, geliştirildiğini ve yönetildiğini İngiltere'deki öneylemsel planlama pratiği ile sorgular. Öneylemsel yaklaşımı ilk olarak; istenilen fiziksel formun mekansal politikalarda nasıl öngörülüp ifade edildiğiyle, ikinci olarak da; bunun aktif uzlaşma yöntemiyle nasıl sürdürüldüğüyle tanımlar. Mekansal planlama arazi kullanım planlamasını kapsar, sosyal ve ekonomik değerleri vurgulayan iyi tanımlanmış bir yerel vizyon üzerine kurgulanarak fiziksel planlamanın ötesine geçer. Kentsel tasarımı sadece bir form arayışı olarak değil, formla birlikte yaşamı da tasarlayan ve sürdüren bir mekansal politika olarak tanımlar ve her ölçekte planlama politikalarına nasıl aktarıldığıyla ilgilenir. Saha çalışması başarılı kentsel tasarım uygulamalarıyla ilişkilendirilen politika mekanizmalarını inceler. Öneylemsel planlama pratiğini sürdürülebilir toplum stratejisine dayalı katılım, ortak çalışma ve uzlaşma süreçleriyle tarif eder. Tasarım kalitesini etkileyen politikalara odaklanır ve bunların kamu ve özel sektör pay sahiplerinin karar verme mekanizmaları üzerindeki etkileriyle mekan ve yaşam kalitesine nasıl pozitif yansımaları olduğunu açıklar. Mümkün olan en iyi uygulamaya odaklı planlama anlayışını geliştiren toplumsal yapıyı inceleyen bu araştırma, aynı entellektüel ve felsefik kurguya sahip olmayan Türkiye'nin, bu pratiği adapte edemese

de süreç ve içerik tariflerinden çıkaracağı dersleri, edineceği yeni bakış açılarını ve örnek alabileceği uygulama araçlarını ortaya koymaktadır.

Anahtar Kelimeler: Öneylemsel, Mekansal, Stratejik, Bütünsel, Vizyon

Dedicated to the memory of my father

ACKNOWLEDGEMENTS

On this note I express my deepest appreciation to all those contributed towards the realization of this thesis. There are many and I thank them all.

This work wouldn't have been possible without Assoc. Prof. Dr. Baykan Günay and his constant encouragement and support, and also the planning officers and executives from Hackney Council, the Shoreditch Trust and Renaisi Ltd. with their invaluable co-operation and assistance.

Among all those with whom I have had invigorating discussions on proactive planning, which in turn contributed in their own way to this thesis, special thanks to Matt Payne (Urban Design Officer at Hackney Council), Kevin Sugrue (Chief Executive of Renaisi Ltd), Russell Peacock (Project management Adviser, Renaisi Ltd), James Palmer (Head of Team Hackney Strategic Partnership), Jacqui Henry (Program Manager of Peace of Mind, the Shoreditch Trust) and Jamie Eagles (Director of Neighbourhood Development, the Shoreditch Trust).

No words can express my gratitude towards my family; my father Hamit Borazancı, who is present even in his absence, my mother Ülkü Arın and my sister Nil Ünal to whom I owe more than I can ever convey for their love and more.

Special thanks to dear Geraldine Cawthorne (English and French tutor) for her precious help in editing.

Finally my appreciations go to the motivating graffiti at British Library, my second home in London for the last 9 months:

'Nothing in life is to be feared. It is only to be understood'

Marie Curie

TABLE OF CONTENTS

ABSTRACT	iv
ÖZ	vi
ACKNOWLEDGEMENTS.....	ix
TABLE OF CONTENTS.....	x
LIST OF TABLES.....	xiii
LIST OF FIGURES	xiv
LIST OF ABBREVIATIONS.....	xvi
CHAPTERS	
1. INTRODUCTION	1
1.1 EXPECTED OUTCOME.....	2
1.1.1 Process of Research.....	3
1.1.2 Research Methodology.....	3
1.1.3 Scope of Research	3
1.2 A SHIFT FROM LAND USE TO SPATIAL PLANNING.....	4
2. CASE STUDY: SOUTH SHOREDITCH/HACKNEY, LONDON.....	15
2.1 THE STUDY AREA.....	15
2.1.1 Profile of Hackney	15
2.1.2 History of Shoreditch	18
2.2 ORGANISATION	24
2.2.1 Design Team	24
2.2.2 Political Leadership.....	25
2.2.3 Vision and Objectives	26
2.2.4 Planning Context.....	26
2.3 ANALYSIS OF EVIDENCE BASE.....	27
2.3.1 Development Control	27
2.3.2 Social and Economic Analysis.....	27
2.3.3 Activity.....	29
2.3.4 Legibility	29
2.3.5 Movement	29
2.3.6 Building Heights	29

2.3.7 Conservation and Design	35
2.3.8 Open Space	35
2.3.9 Night Time and Evening Economy	35
2.3.10 Character Areas	35
2.3.11 Opportunities Plan.....	35
2.4 POLICY GUIDANCE	39
2.4.1 District Wide Guidance	39
2.4.2 Sub District Guidance	42
2.5 DEVELOPMENT CONTROL WITH NEGOTIATION.....	49
2.5.1 Visual Guides	49
2.5.2 Non-Prescriptive Approach to Procurement	50
2.5.3 Pre-Application Discussions	51
2.5.4 Design and Access Statements	51
2.5.5 Use of Conditions.....	55
2.5.6 Continuation of Involvement	57
2.6 MITIGATION WITH PLANNING CONTRIBUTION.....	58
2.6.1 Affordable Housing.....	61
2.6.2 Transport Impacts	62
2.6.3 Education Facilities	63
2.6.4 Employment	63
2.6.5 Sustainable Design and Development	65
2.6.6 Health and Other Community Facilities.....	65
2.6.7 Open Space, Play Areas and Recreation Facilities.....	66
2.7 ENFORCEMENT	68
2.8 REGENERATION CONTEXT	68
2.8.1 Sustainable Community Strategy	68
2.8.2 Local Strategic Partnership	71
2.8.3 Statement of Community Involvement	75
2.9 CONSERVATION.....	78
2.9.1 Old Building to Sustain	78
2.9.2 New Building with Old Facade.....	79
2.9.3 New Building in Old Setting.....	82
2.9.4 Tall Buildings Around the Heritages.....	83
2.9.5 Old Buildings in the City Fringe.....	85

2.10 ENVIRONMENTAL SUSTAINABILITY	88
2.11 MONITORING AND REVIEW	92
3. CONCLUSION.....	94
REFERENCES	109
APPENDICES	
A. PRINCIPLES OF SPATIAL PLANNING.....	116
B. PRINCIPLES OF URBAN DESIGN	118
C. ASPECTS OF DEVELOPMENT FORM	120
D. SOUTH SOREDITCH LDF VISION AND OBJECTIVES	123
E. ASSESSMENT CRIB SHEET FOR DESIGN AND ACCESS STATEMENTS	125
F. THE PAYBACK FROM INCLUSIVE DESIGN	127
G. APPROVAL CONTIDIONS FOR ERECTING A WIND TRIBUNE IN CONSERVATION AREA	129
H. DOCUMENTS TO SUBMIT WITH APPLICATION REFERRING TO S106 CONTRIBUTION.....	131
I. VISION, PRIORITIES AND EXPECTED OUTCOMES OF HACKNEY’S SUSTAINABLE COMMUNITY STRATEGY 2008-2018.....	133
J. SCI STAKEHOLDER ENGAGEMENT	136
K. METHODS OF CONSULTATIONS.....	138

LIST OF TABLES

TABLES

Table 1 Example of Principles for the Intensity of Development.....	40
Table 2 Example of Principles for Mixed Uses	40
Table 3 Example of Principles for Diverse Range of Housing.....	41
Table 4 Example of Policy Guidance for Safety and Security	41
Table 5 Example of Policy Guidance for Planning Gains	42
Table 6 Example of Policy Guidance for Land Use	44
Table 7 Example of Policy Guidance for Design Guidance	44
Table 8 Example of Policy Guidance for the Shop Fronts and Shop Signs Design	45
Table 9 Example of Policy Guidance for the Review of Conservation Area Boundary.	45
Table 10 Example of Policy Guidance for Permeability and Public Realm	46
Table 11 Example of Policy Guidance for the Review of Key Sites	46
Table 12 Example of Policy Guidance for Licensing	47
Table 13 Example of Policy Guidance for Capacity and Noise	48
Table 14 Evaluation of Design and Access Statements.....	53
Table 15 Qualifying Development Criteria	59
Table K.16 Methods of Consultations	138

LIST OF FIGURES

FIGURES

Figure 1 Location of Hackney in London.....	16
Figure 2 Landuse in Hackney	16
Figure 3 Hackney’s Conservation Areas	17
Figure 4 Housing Development in Hackney.....	19
Figure 5 Views from Conservation Areas in Hackney	19
Figure 6 Underground-Railway Links and 2012 Olympic Games’ Location	20
Figure 7 Hackney’s Link to the Regional Growth Areas	20
Figure 8 Hoxton Square.....	21
Figure 9 Location of South Shoreditch in Its City Context	23
Figure 10 Location of South Shoreditch in Its Local Context	23
Figure 11 Involvement of Stakeholders, Internal and External Team Members	24
Figure 12 Existing Opportunities and Constraints for the SSSPD Area.....	28
Figure 13 South Shoreditch Activity Analysis	30
Figure 14 South Shoreditch Legibility Analysis.....	31
Figure 15 Shoreditch Triangle Sub-District Legibility Analysis	32
Figure 16 Streetscape, View of ‘Gherkin’	33
Figure 17 South Shoreditch Pedestrian Experience.....	33
Figure 18 South Shoreditch Movement Analysis	34
Figure 19 Conservation Areas and Listed Buildings in South Shoreditch	36
Figure 20 Buildings of Interest in South Shoreditch	36
Figure 21 Character Areas in South Shoreditch	37
Figure 22 SPD Character Areas in South Shoreditch	37
Figure 23 Guidance and Proposals for South Shoreditch	38
Figure 24 Shoreditch Triangle Sub-District Guidance Map	43
Figure 25 Shopfronts in South Shoreditch.....	45
Figure 26 Using Feedback Throughout and After the Project.....	51
Figure 27 Inputs to the Brief Through Involvement.....	54
Figure 28 Erection of a Wind Turbine in Conservation Area.....	56

Figure 29 Contributions Priority Areas in Hackney	60
Figure 30 Consultation with Children for Hackney Play Strategy	67
Figure 31 Six Main Priorities for Hackney’s Sustainable Community Strategy	69
Figure 32 Policies, Plans and Strategies for Delivering the SCS.....	69
Figure 33 Hackney Local Area Agreement	70
Figure 34 Team Hackney Working Together as a Strategic Partnership.....	71
Figure 35 168 Pitfiels Street Student Accomodation and Spa Centre	74
Figure 36 Formation of LDF	75
Figure 37 30 Crown Place High Rise Development	77
Figure 38 Shoreditch Town Hall	80
Figure 39 Hoxton Cinema Building Redevelopment by Shoreditch Trust.....	81
Figure 40 Zaha Hadid’s Proposals in Hoxton Square.....	84
Figure 41 Bishops Good Yard, City Fringe Opportunity Area.....	86
Figure 42 Typical Building forms and Materials in Sun Street, South Shoreditch.....	87
Figure 43 South Shoreditch and Sun Street Conservation Areas.....	89
Figure 44 A Map of Energy Consumption within Hackney	90
Figure 45 Map of Estimated CO ₂ Concentrations Across Hackney	90

LIST OF ABBREVIATIONS

A1	Shop Use
AAP	Area Action Plans
B1	Offices, Research and Development, Light Industry Use
BURA	British Urban Regeneration Association
BPF	British Property Federation
BREEAM	Building Research Establishment Environmental Assessment Method
C1	Hotel Use
C2	Residential Institutions Use
C3	Dwellinghouses Use
CABE	Commission for Architecture and Built Environment
CLG	Department for Communities and Local Government
EC	European Commission
EEC	European Economic Community
EU	European Union
GLA	Greater London Authority
HUDU	Health Urban Development Unit
HSP	Hackney Strategic Partnership
LAA	Local Area Agreement
LDF	Local Development Framework
METU	Middle East Technical University
NDC	New Deal for Communities
NSH	National Health Service
NVQ	National Vocational Qualification
ODPM	Office of the Deputy Prime Minister
PPG	Planning Policy Guidance
PPS	Planning Policy Statement
RICS	Royal Institute of Chartered Surveyors
S106	Section 106
SCI	Statement of Community Involvement

SCS	Sustainable Community Strategy
SME	Small and medium sized enterprise
SPD	Supplementary Planning Document
SSLDF	South Shoreditch Local Development Framework
SSSPD	South Shoreditch Supplementary Planning Document
SWOT	Strength Weakness Opportunity Threat
UDP	Unitary Development Plans
UK	United Kingdom
UN	United Nations

CHAPTER 1

INTRODUCTION

During the 20th century, physical planning was at the forefront of British planning practice. At the end of the century, those views were significantly changing towards a proactive approach in general conformity with the European Spatial Development Perspective around the ideas for modernizing the planning agenda (EC 1999); consequently, spatial strategic planning came into prominence. Since 2004 this new approach has been representing different ethos which have encompassed but moved beyond land use planning. Nowadays, in 2010, Britain is still experiencing a transition period through renewing the content of policies and by innovating the implementation tools for managing the social, economic and environmental aspects of development rather than only controlling it. This study explores how built environments are conceived of, designed, delivered, protected, enhanced and managed by proactive planning practices in Britain. It inquires into the inclusion and cohesion of urban design principles within a broader spatial policy framework and the consequent outcomes of this integration on the ground. This inclusive approach defines urban design as a spatial policy that describes both the form and the life of the city.

The overall goal of planning is to deal with uncertainty. The way of setting out policies and their implementation tools to cope with unexpected circumstances can be reactive or proactive. While the former waits for the planning applications, the latter with a strategic agenda influences the applications before their submission, and keeps on managing the development during and after it's construction.

Physical planning shapes the social and economic development by physical interventions. It controls the form of the environment by physical means such as location, siting and street layout in order to assist in achieving goals of other types of planning such as social and economic ones. Urban functions are envisaged in terms of a

dominant aesthetic formalism rather than the other way round. On the other hand, spatial planning comprises a policy mechanism integrated with broader social, economic and environmental policies. It utilizes urban design as a tool to achieve all these policies.

While a physical plan with detailed prescriptions for densities, use and height put forward a fixed view of the future; spatial plans consisting of strategic policies allow flexibility to show coherence with possible changes that may affect the process of urban development.

Contrary to physical planning with a hierarchical system, spatial planning advocates the interaction between urban strategy and individual projects having regard to the essential interests of planning at larger scales. Centralized decision making in physical planning is replaced by early and systematic involvement of stakeholders and use of mediation in spatial planning.

In short, the transition Britain is experiencing is from a complex, prescriptive, legalistic, static, slow and plan-led approach of physical planning to a simple, flexible, dynamic, fast, front-loading, community-led approach with strategy driven policies of spatial planning.

A proactive approach represents urban design as a spatial policy through which local planning authority anticipates and encourages development. It influences and guides the developers by leading, scrutinizing and sometimes partnering their proposals. This study describes how proactive spatial policy and detailed guidance have prescribed the desired physical form and how it has come into existence with an improved quality through education, active negotiation, stakeholder involvement, and a collaborative control mechanism.

1.1 EXPECTED OUTCOME

The outcome of this research is expected at two levels; first at the general level of theory and second at the scale of the particular area of South Shoreditch. It reiterates the close relationship between the front leading and mediating spatial planning policies and the delivery of good urban design. It questions what kind of outcomes could be achieved on the ground by moving from physical planning to spatial planning. By examining the

social structure that developed British planning process with a proactive context, it expects to find out the lessons to learn for Turkish planning. By understanding the spatial planning process, with the definition of its context and the working examples of its implementation tools, Turkish planning could gain different points of view and innovative ways of thinking for developing a proactive approach in planning practice.

1.1.1 Process of Research

- i. Inquiry into historical background of flexible rules in British planning.
- ii. Theoretical comparison of spatial and physical planning systems
- iii. Analysis of Urban Design as a spatial policy
- iv. Case study on current practice and perspectives in British planning
- v. Findings and conclusion

1.1.2 Research Methodology

Analytical research based on theoretical framework of proactive planning has been conducted using primary sources of information such as books, official reports, published development plan documents, the planning application archives of Hackney Council, and online planning portals of the British government. Observation based information has also been gathered by attending pre and post permission discussions between the Council's planning officers and private sector professionals representing the developer, holding interviews with social enterprises from private and volunteer sector members of Team Hackney strategic partnerships, joining the monthly planning committee meetings held in public, and participating in regeneration project presentations to a public hearing. One to one consultation sessions with planning professionals working at Hackney Council's urban design, major projects, policy, development control and enforcement teams contributed to this research as invaluable sources of British planning practice in the public sector.

1.1.3 Scope of Research

The study does not cover the urban planning in UK and London at an in-depth and detailed level but in fact a general understanding of proactive urban design implementations is achieved through the extensive research on the case study area.

1.2 A SHIFT FROM LAND USE TO SPATIAL PLANNING

Cooperation over land transactions could be achieved either by the market spontaneously or by planning activity. The former has the price, whilst the latter has the policy as the coordination device. This part of the study examines Britain's attempts to find a balance between these two opposite extremes in order to optimize private and social gains. Although entrepreneurs and the developers have the greatest power to organise the development, they have often very limited knowledge about how to obtain social benefits out of it. That is why planning practice is changing from controlling development to managing it with a social learning process.

After the World War Two following the 1930s depression, the British government took over control of industry, education, health, transportation and land in the effort to reconstruct the country. John Maynard Keynes was the government's economics advisor of the time. As Ahlava and Edelman defined, his argument was around "active government involvement in managing the economy in pursuit of economic stability" (Ahlava and Edelman 2008:16). This approach brought the preparation of many reports on land and development forming the 1947 Town and Country Planning Act and much other socialist-orientated legislation providing the legal basis of the right to develop and passing it to the local planning authorities for centralization of knowledge and control.

Economic stability created the demand for physical growth, but it was very complex to manage a mixed marked urban development process with a legislative land use planning system. Consequently, the number of legislations, circulars and explanatory policies rose day by day. "...There were signs that a complex land use planning system might not be the best way to control a complex development market... It was not yet well understood that complex systems are best governed by simple rules"(Ahlava and Edelman 2008:17).

Controlled market economy was successful during and after the war until economic stability was reached. Between 1958 and 1966 although Britain experienced the strongest economic planning, at the same time, unemployment and inflation began. Government interventions using salary and price control were unable to make any progress. The price of oil increased by 400%, the trade unions put pressure for retaining a managed economy, and a violent strike by coal miners ended with a sudden change of power in government. Although British law constructed probably the strongest land

control mechanisms, it had been realized that cities couldn't be managed mechanically. Until this time British planners learnt only how to run a complicated bureaucracy.

In 1979 Margaret Thatcher, leader of the Conservative Party, took over the government with a Hayekian agenda. Friedrich von Hayek was defending classical liberalism and free-market capitalism against socialism and collectivism. The Conservative government sold the state owned companies and national industries. An internal market was introduced into the social sectors. Means of transportation were deregulated. According to Hayek decentralising the decision-making via the market would replace the political regulations with price signals, and consequently, competition would replace the control.

Knowing that land and the property market couldn't be regulated by static planning legislations, the Thatcher government was also aware of the fact that free market economy couldn't prioritise the benefit of the society without any intervention. In his Constitution of Liberty where Hayek stated his opinion on town planning, he accepts that market intervention might be necessary in order to prevent social costs deriving from non-marketed externalities such air pollution. Following his opinion, the Thatcher government made fundamental changes in planning laws. A negotiated planning process replaced standard development control procedure. Urban Development Corporations were established to secure the regeneration in designated areas. The Thatcher government reduced the scope of county-level structure plans and increased the power of development control at the district level. The new approach was looking for what land use planning was supposed to deliver for both society and the economy to discover the boundary between government-led and market-led planning approaches.

In 1997 Tony Blair's Labour Party came to power.. His intention was to set up a mechanism operating in between these two extremes. Blair's government made a lot of changes to the 1947 planning system and in 2004 brought the Planning and Compulsory Purchase Act into being. Ahlava and Edelman stated that "Blair's focus was on community and the mutual responsibility that creates it" (Ahlava and Edelman 2008:22). In this new act, deregulation of change in land-use, simplifying the planning zones, and section 106 planning contributions to formalise the compensation charges of the private development and their implementation procedure within the Local Development Frameworks were introduced. Strategic plans replaced the prescriptive ones in the new planning system which sets out the rights that could be changed

throughout negotiations regulated by market conditions. Although prescriptive rules are successful for certain kinds of development such as conservation areas, undeveloped land and historic city centres, it was experienced that prescriptive land use plans in larger scales could not respond to dynamic market conditions. In the new Act, the government still legally has the right of making the final decision about land use allocation and of initiating development. The aim is to use the right of development to establish a strategic spatial planning system in socially acceptable and market based coordination.

Britain has been through a long-term process of social learning from Keynesian planned economy to Hayekian market economy, influencing the subsequent progression from physical planning to spatial strategic planning. It is a move forward to an integrated concept from an isolated one.

Since the Second World War in 1945, Britain has been practising more or less similar urban planning practice to that of the other advanced capitalist democracies. However, during the economic depression following the war, the government at the time played an interventionist role representing social democracy. Expansion of the state's responsibilities for education, health care and social security reflected on the role of town planning authorities. Even then, aesthetic concerns were still at the centre of the planning approach. Planning profession was being perceived as an extension of architecture and civil engineering. Institutionally, town and country planning was controlling the location and intensity of public investment in urban infrastructure and producing blue print plans issuing the instructions to private land development. These interventions in the physical environment were assisting the other fields of planning. In other words, physical form, layout and size of the cities, the location and siting of the buildings and their use, street patterns, urban fabric, translocation of the industries and such were all seen as town planning instruments for advancing social and economic life. Despite the political ideology it required, land use planning was still being seen as a technical activity with normative implementations. This physicalist conception of planning endured for at least twenty more years after the war (Taylor 1998).

Land use zones in post war development plans would indicate the exact positions to which fixed densities and plot ratios were assigned. This static view of the future was unable to harmonise with the ongoing process of development. Blue print plans were not allowing for possible changes in accordance with outer conditions affecting the urban

development, especially at local level. The plan-led system with a legalistic procedure was very slow and unresponsive. Town planners were making decisions without consulting the people who lived there. Their decision-making was based on technical facts, and far from considering the social and cultural issues. Thus, the following years witnessed the cumulative damage of day-to-day decision-making.

Consequently, there became an awareness of a need for setting a vision of future protected by policies within a holistic proactive planning approach. Proactive planning manages the process of change by controlling and influencing it rather than reacting to it after the change has happened. It doesn't proceed independently of the development process and it simultaneously responds to this. It leads all the stakeholders to comply with public policy objectives by clarifying the development conditions and showing a flexible attitude for negotiations.

Discussions around the proactive approach brought a new definition called spatial planning that came to prominence as a wider and more inclusive approach than traditional land use planning which used to purely focus on the regulation and control of land. Spatial planning still concerns the physical aspects of land use and location, but it also pays attention to economic, social and environmental matters as a sustainable development delivery mechanism. One of the earliest definitions of spatial planning was made in the 1980s by the Council of Europe. It was about reducing regional disparities, distribution of activities, environmental protection and improvement of the quality of life. The Committee of Ministers urged the revision of t planning policies and principles in order to manage a better use and organisation of space, and with wider considerations. This new concept was defined as such: "Spatial planning gives geographical expression to the economic, social, cultural and ecological policies of society" (Council of Europe Committee of Ministers 1984:2). In addition, its characteristics were defined as follows: "Man and his well-being as well as his interaction with the environment are the central concern of spatial planning, its aims being to provide each individual with an environment and quality of life conducive to the development of his personality in surroundings planned on a human scale. Spatial planning should be democratic, comprehensive, functional and orientated towards the longer term" (Council of Europe Committee of Ministers 1984:2). Implementation of spatial planning objectives was mentioned to involve co-ordination of various sectors, co-operation between various levels of decision-making, and public participation at all stages of the planning process.

Following the above trend, the Planning and Compulsory Purchase Act 2004 was enacted in Britain. It is far more than refining the previous system of land use planning. The act ushers in a proactive approach to planning with a framework for “best practice to become common practice” (CABE 2005:5). PPS1 states that: “Spatial planning goes beyond traditional land use planning to bring together and integrate policies for the development and use of land with other policies and programmes which influence the nature of places and how they function. That will include policies which can impact on land use, for example by influencing the demands on or needs for development, but which are not capable of being delivered solely or mainly through the granting or refusal of planning permission and which may be implemented by other means” (ODPM 2005:12,13).

Spatial planning system focuses on the implementation instruments helping to achieve its objectives and provide proactive management of possible changes. These are policy-making, policy integration, community engagement, negotiation and collaboration of planners and stakeholders, and co-operation of partnership working. In this framework local authorities undertake a new role. PPS12 explains the changing local government context as such: “Local authorities have a key role in leading their communities, creating prosperity in our villages, towns and cities, and fostering local identity and civic pride. Communities need civic leadership to help bring together the local public, voluntary and community sectors together with private enterprise in order to create a vision of how to respond to and address a locality’s problems, needs and ambitions and build a strategy to deliver the vision in a coordinated way. This is what the Government means when it refers to local authorities as “place shapers” (CLG 2008:2). Strengthening community and stakeholder involvement, front-loading by seeking consensus at early stages, flexible attitude in negotiating, efficient program management with review and monitoring mechanisms are all the new principles applied by local authorities in order to manage the development proactively.

As there is no fixed definition of spatial planning, it has been depicted by the key principles of such; visionary, wide-ranging, participative, integrating, responsive, and deliverable (Appendix – A). Briefly, spatial planning enables the delivery of a vision that is based on community-derived strategic objectives. It translates this vision into the policies. It creates a framework promoting economic, social and environmental well being for the area. It coordinates a delivery strategy for realising the vision through

strategic partnerships. It establishes a mechanism for managing and monitoring the delivery process.

Spatial Planning deals with the organisation of the planning processes, which requires both theoretical and practical knowledge. Up to date published documents on policy making provides extremely helpful guidance to British planning practice. They set out the means of flexible wording of policies, and explain the procedures for their active monitoring and faster reviews (Planning Officer's Society 2005). These publications also update the practical knowledge of public and private planning professionals by representing the working samples of current planning applications.

In the scope of this study, land ownership pattern is not researched elaborately. However, as the land use formation is highly affected by the ownership pattern, the related following information cannot be underestimated. Tenure, value and the use are the key attributes of land to be managed. While ownership rights are generally managed by central government, use rights are under the responsibility of local governments. As Peter Dale and John McLaughlin stated: "This is in spite of the fact that ownership affects the use of land while conversely the use will influence the form and substance of the tenure" (Dale and McLaughlin 1999:8). Layout and scale of the development are highly influenced by ownership boundaries. Size and the composition of the land holding affect the urban morphology (Kivell 1993).

In Britain, there is an established national land information system providing the data on tenure, use and value of land to all governmental departments and to the public. Control over land ownership is being exercised through land development and use restrictions, zoning mechanisms, and the taxation system. Almost 6,000 landowners consisting of aristocrats, large institutions and the Crown, own about two thirds of the country. 70% of the land is owned by 1% of the population (Cahill 2001).

In addition to the landownership pattern in the country, the flexible nature of British planning also plays a crucial role in contributing to the self-improving process of this strategic planning system.

As in this study, there are many discussions on planning to establish the relationship between theory and practice. Planning theories derive from rational ideas of different points of views that give rise to disputes and conflicts. In Britain, planning is seen as a

tool for mediating between the conflicting interests of social objectives and market rationalities in land use. Although the British planning system is the most market friendly one among the European countries, the preservation and conservation ethos of British planning has always been protected by its notable flexibility in providing the benefit of public interest. The purpose of the wide formulation as aiming to regulate the development and use of land in the public interest is to embrace discretion. It gives local authorities the initiative of making the decision in accordance with the circumstances. Encouraging, facilitating with private or public corporations, guiding to a consensus or restricting the development are all possible decisions could be made for the benefit of public interest (Cullingworth and Nadin 2002).

Flexibility provides a continuous conformity between planning solutions and constantly changing problems linked to market fluctuations and public policy against and for development and conservation. While most of the other countries prefer having prescriptive policies to reduce the uncertainties, Britain built discretion into the process in order to tackle and deal with the changing circumstances. Plans are just the reference points on agreed process. Local analyses, public participation, consultation, political representatives' opinions shape and give lawfulness to them. Implementation of the plans is always different to the predicted outcome. While permitting this deviation, the control of development is provided through negotiation and mediation. Amenity is the main subject of these discussions between the local authority and the developer. Although amenity is the key concept of British planning, there is no written definition for it as it is easier to recognise than to define. 'Amenity injury' is the jargon used very often in planning refusals and appeals. It could be poor design, neglected wasteland or the potential to harm a tree. Local authorities have the power of preventing developments clashing with amenity (Cullingworth and Nadin 2002).

The wide degree of discretion can be carried out due to the lack of a constitutional constraint. Unlike most of the other countries, Britain doesn't have a codified constitution bringing statutory limitations to the government's action on land and property development. A plan is not a legally binding document, but just a guidance. Therefore practical variations could be allowed without waiting for a lengthy procedure of amendments to the plan. The degree of discretion goes too far by local plans, which are prepared and implemented by the very same local authority. Discretion is a traditional feature of British planning. Therefore no one even questions it (Cullingworth and Nadin 2002).

Flexible nature of British planning allows a certain degree of discretion, which helps the implementation of urban design principles in a wide formulation. Design expectations cannot be prescribed through static legislations. Instead, a comprehensive description of urban design should be integrated into the policy framework at all levels. Ensuring the co-ordination of various sectoral policies, spatial strategic planning integrates urban design into this overall approach.

Considering the strategic dimension of urban design, and implementing it through positive planning at a larger spatial scale, improve the social, environmental and economic value added by development. Hence, urban design is defined as a management tool for all these aspects of spatial planning in British practice. PPG1 (Planning Policy Guidance) states that: "...Good design should be the aim of all those involved in the development process and should be encouraged everywhere. Good design can help promote sustainable development; improve the quality of the existing environment; attract business and investment; and reinforce civic pride and a sense of place. It can help to secure public acceptance of necessary new development" (CLG 2001:5).

Value added by urban design is exemplified in PPS 11 as such: "By shaping the pattern of development and influencing the location, scale, density, design and mix of land uses, planning can help to reduce the need to travel, reduce the length of journeys and make it safer and easier for people to access jobs, shopping, leisure facilities and services by public transport, walking, and cycling. Conversely, good transport planning can provide access to economic and leisure activities, support or initiate regeneration, and promote sustainable land use choices" (ODPM 2004, PPS11:11).

Process of urban design sets out the means of organizing the space, so that it is far more than just the architectural quality of development. Dealing with physical form and structure of urban areas is not just a matter of scale but also of time. The physical outcome of urban design lasts longer than the use of land. That is why urban design initiatives engage with long-term negotiations. Therefore urban design as a consequence of physical planning is at the centre of spatial planning (Hall 2007).

Spatial planning intends to play a positive role in order to achieve real change on the ground. Its physical outcomes, which will support the vision made in the public interest,

are directly linked with design. In British planning practice, local authorities have a promotional role in urban design. They don't design the built environment, however they influence and guide investors and developers by setting out the objectives of place making within an understanding of site opportunities and the wider strategic picture. If the concept of good design is infused into all policies with a great amount of certainty, developers become very well aware of the design standards that a local authority expects. This resolves conflicts and prevents prolonged negotiations. Through the medium of design, spatial policies and stakeholder interests can be tested, reconciled and united. Design guidance in policy statements clarifies the acceptable design outcomes. It also raises awareness of any design concerns among the full range of stakeholders involved.. In this manner, planning becomes a more tangible process where complex spatial relationships are established through careful design.

If good design is a subjective matter, it cannot be achieved. Through systematic assessment of design quality, such as Design and Access Statements, paying attention to design quality and the contribution to the urban design of the surrounding area rather than the style, an objective approach is made possible (Derby Design Council 2004). In a publication called *Building in Context*, CABI and English Heritage make the same point as such: "...differences of opinion and matters of personal taste should not be allowed to obscure the fact that it is possible to arrive at opinions about design quality that are based on objective criteria" (CABI, English Heritage 2001:37).

Design policies and design guidance focus on describing what kind of development forms can achieve urban objectives by explaining the reasons underneath. For a healthy assessment, seven objectives of urban design were included in government guidance. There is also a checklist of eight aspects of development form. They all have great importance and legitimacy in British planning practice (Appendix B and C).

An engagement with design within spatial plans provides a significant dimension of policy that creatively guides, manages and controls the delivery of quality places in a purposeful manner, coherent with both strategic and site specific spatial vision (Carmona : 7,8). From Planning Policy Statements (PPS) to Supplementary Planning Documents (SPD), all the documents produced by multi-disciplinary spatial planning teams provide ways of implementing design policies at every scale and in every kind of circumstance.

Planning policy framework in Britain starts with supranational planning at the largest scale. Supranational planning is driven by the economic, social and environmental objectives of EU. Sustainability provided by a balanced development of activities amongst Europe is the objective of this highest scale of planning. The context of globalisation is having an intensive affect on the spatial development process even at local level, from procurement procedure, to funding, to conservation and regeneration projects (Cullingworth and Nadin 2002).

In Britain, there is no national land use planning that declares plans and policies for the whole country. Instead, there are national land use guidelines instructing local authorities to prepare their plans in consistency with the national policies. National guidance consists of planning policy guidance notes (PPGs). They have substantial impact on the creation of local policies, and assessment of planning applications and appeals (Cullingworth and Nadin 2002).

The London plan sets out spatial development strategies for London. It deals only with issues that have a strategic importance to the entire city such as the health of Londoners, equal opportunity, and London's contribution to sustainable development in the UK. The local authority's development plan documents must be coherent to it (GLA 2004).

Unitary Development Plans (UDPs) are development plans for London boroughs and other metropolitan areas. UDPs consist of policies related to transportation and land use but can be set in a wider economic and social context. They bring out proposals for the development and use of land, and also set out the policies to be followed while assessing the planning applications. Local Development Frameworks (LDFs) follow UDPs and concentrate on a lower scale in the borough. The South Shoreditch LDF produced by London Borough of Hackney was examined in depth as a policy background of the case study in the second chapter of this research (Hackney Council 1995). SSLDF sets out the local planning strategies specific to South Shoreditch. It is a great example of how a planning authority in Britain defines the process of urban design to not only control but also manage it. SSLDF starts with a vision statement and generic objectives followed by policies and guidance that derive from sustainable community strategy for the Borough. To support policies it provides a complete overview of local analysis of up to date evidence base. It covers detailed planning context for regeneration, conservation and environmental sustainability. Its policies describe the development control with active negotiations and partnership working. As well as contributing the processes of

community involvement, it also sets out the performance criteria for planning department and describes the monitoring and review process.

Briefly, in this research, the first chapter attempted to clarify the role of proactive planning. It inquired about the reasons for moving from physical planning to spatial planning in Britain. It set out the historical background and the theoretical framework of flexible rules against prescriptive rules around the definition of proactive planning. It expressed the way strategic planning undertakes urban design as a spatial policy.

In the second chapter, the case study examined the proactive planning tools necessary for providing consistency between the theoretical framework and the practical outcomes of spatial strategic planning. The South Shoreditch Local Development Framework with a conservation-led regeneration context for economic, social and environmental sustainability was scrutinized through the site analysis based on urban design principles, policies and strategies formed within a community involvement procedure, implementation tools such as conditional permission, negotiations and planning contributions, and finally performance measurements used within the monitoring and review mechanisms.

The conclusion with spatial planning outcomes on the ground was followed by the discussions on the international implications of the findings. The consequent understanding of spatial planning perspective describing both the form and the life of the city with a proactive approach is believed to contribute to current Turkish planning practice that focuses mainly on land use and physical form.

CHAPTER 2

CASE STUDY: SOUTH SHOREDITCH / HACKNEY, LONDON

2.1 THE STUDY AREA

2.1.1 Profile of Hackney

Hackney is an inner city borough (Figure 1). It has always been under the influence of central London's economic activities but this has not prevented it from being one of the most deprived boroughs in London. As one of the smallest boroughs of London, it has also the sixth highest level of overcrowding in England and Wales. Hackney's diverse society gives it a strong identity. More than 100 languages are spoken among the population estimated as 210.000 in 2007. Ethnicity percentages are as follows: 44% White English, 12% Black African, 10% Black Caribbeans and 34% non-white ethnic groups. The mean age of population is 32, much younger than the national average of 38. The largest religious groups are recorded as Christians, Muslims and Jewish. The biggest Jewish community in Europe, the third largest in the world after Israel and New York, lives in the Stamford Hill district of Hackney. The Jewish community had a remarkable success in the furniture trade giving South Shoreditch a sectoral identity. One third of all households are owner-occupied, which is the third lowest rate in England and Wales. Fifty one percent of households are rented from Social Housing Units. Although Hackney has a high level of manufacturing, employment trends are towards the one dominated by services (Figure 2).

Hackney's historic environment reflects its varied and sometimes turbulent past. Generations of migrant families have made their mark on the area as can be seen in the listed buildings and conservation areas of today (Hackney Council 2005). Hackney has 25 conservation areas (Figure 3). They vary in age, size, character and style. They include historic squares, urban open spaces, large areas of Georgian and Victorian



Figure 1: Location of Hackney in London
(Hackney Council 2005:7)

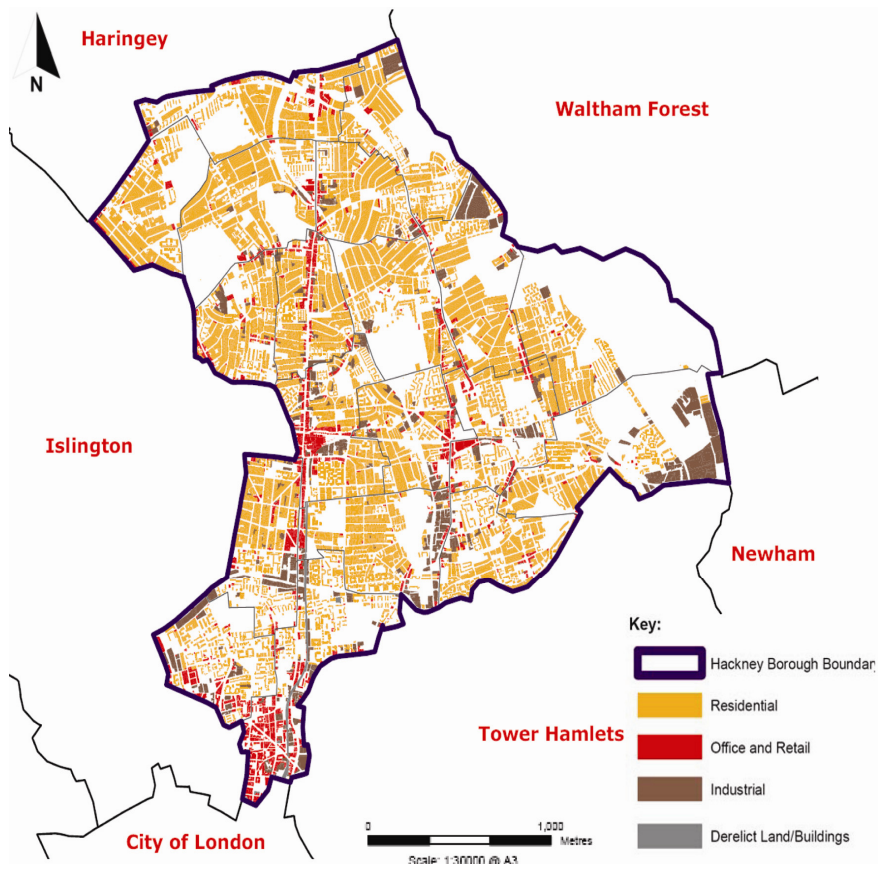
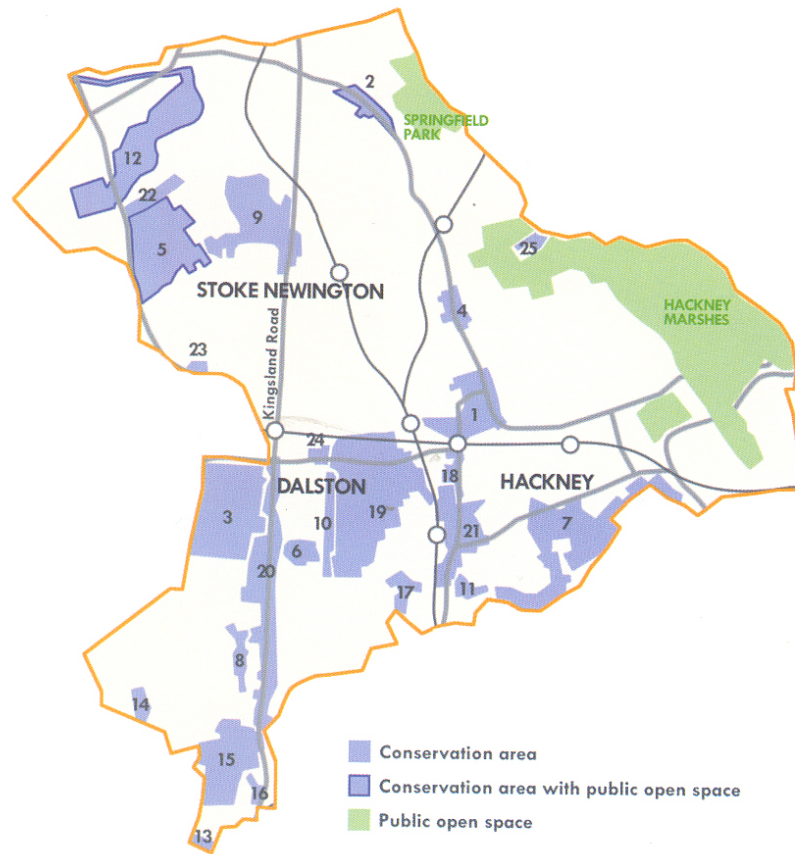


Figure 2: Landuse in Hackney
(Hackney Council, February 2009:56)



- | | |
|--|-----------------------------|
| 1. Clapton Square | 13. Sun Street |
| 2. Clapton Common | 14. Underwood Street |
| 3. De Beauvoir | 15. South Shoreditch |
| 4. Clapton Pond | 16. shoreditch High Street |
| 5. Clissold Park | 17. Broadway Market |
| 6. Albion Square | 18. Town Hall Square |
| 7. Victoria Park | 19. Graham Road & Mapledene |
| 8. Hoxton Street | 20. Kingsland |
| 9. Stoke Newington | 21. Mare Street |
| 10. Queensbridge Road | 22. Lordship Park |
| 11. Freemont & Warneford | 23. Newington Green (North) |
| 12. Stoke Newington Reservoirs, Filter
Beds & New River | 24. Dalston Lane (West) |
| | 25. Lea Bridge |

Figure 3: Hackney's Conservation Areas
(Hackney Council 2005:14)

housing developments and areas with industrial heritage like the ones in Shoreditch (Figure 4, 5).

There are several factors affecting Hackney's future as listed below. Hackney is the site of the 2012 London Olympic Games. The new tube line of London Underground links to the borough which will provide the option of transport by tube for the first time ever (Figure 6. Hackney is in close proximity to the ports in Docklands and the finance sector in the City. Hackney is on the London -Stanstead - Cambridge – Peterborough Growth Area and located at the western end of the Thames Gateway (Figure 7).

2.1.2 History of Shoreditch

Shoreditch's name has a Saxon origin and comes from a stream called "Sewerditch". Being on the main route for travellers, it has been always an area of entertainment and refreshment for centuries, and continues to serve that purpose now. The first two theatres in London were built in Shoreditch. 'The Theatre' of 1576 on Curtain Road was the first permanent playhouse in Britain. William Shakespeare came to Shoreditch as an actor to perform his first plays and lived in Bishopsgate. In addition to the cultural facilities, Shoreditch also held social facilities such as almshouses in the sixteenth century.

In 1669, one of the earliest Academies was established in Hoxton Square, that was a fashionable residential area and a centre for illegal non-Conformist sects of the time. In 2001 the White Cube art gallery was housed in a 1920s light industrial building in the same square surrounded by living and working places for the creative industry and elegant bars keeping the Square's character unique and vibrant. Hoxton Square was, and still is one of the most popular green open spaces in the area (Figure 8).

In the seventeenth century, Hoxton was known for the quality of its market and nursery gardens. Today's Hoxton Market is still one of London's traditional street markets, which was called 'the Market Place' two hundred years ago. During that time, a few private madhouses or asylums had been added into Shoreditch's social facilities.

Its location outside the City walls of London determines its history (Figure 9). South Shoreditch was the centre of the London furniture trade in the Victorian period. Timber trade became cheaper and easier in 1820 when the Regents Canal was opened.

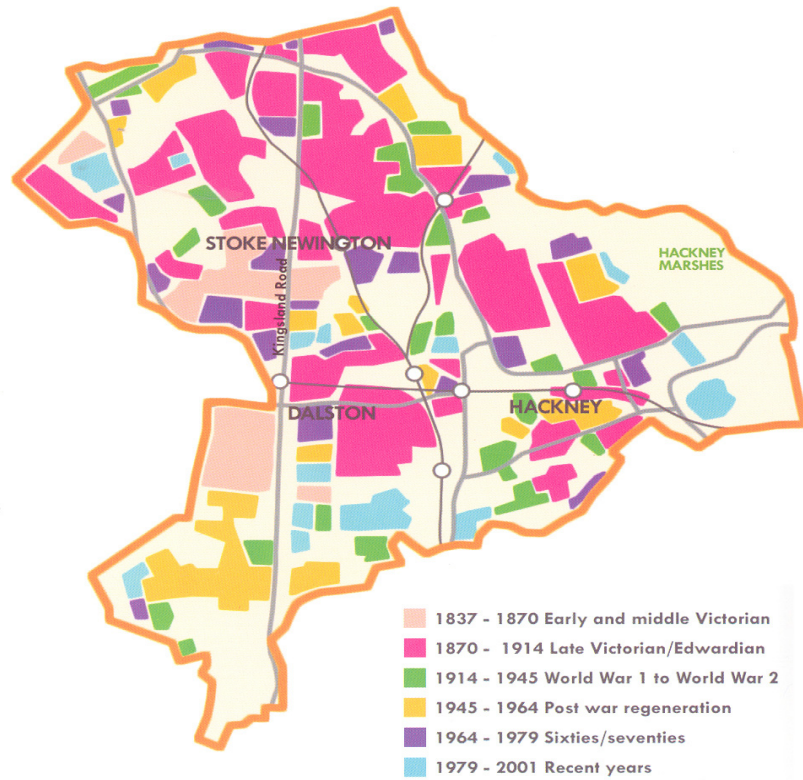


Figure 4: Housing Development in Hackney
(Hackney Council 2005:10)

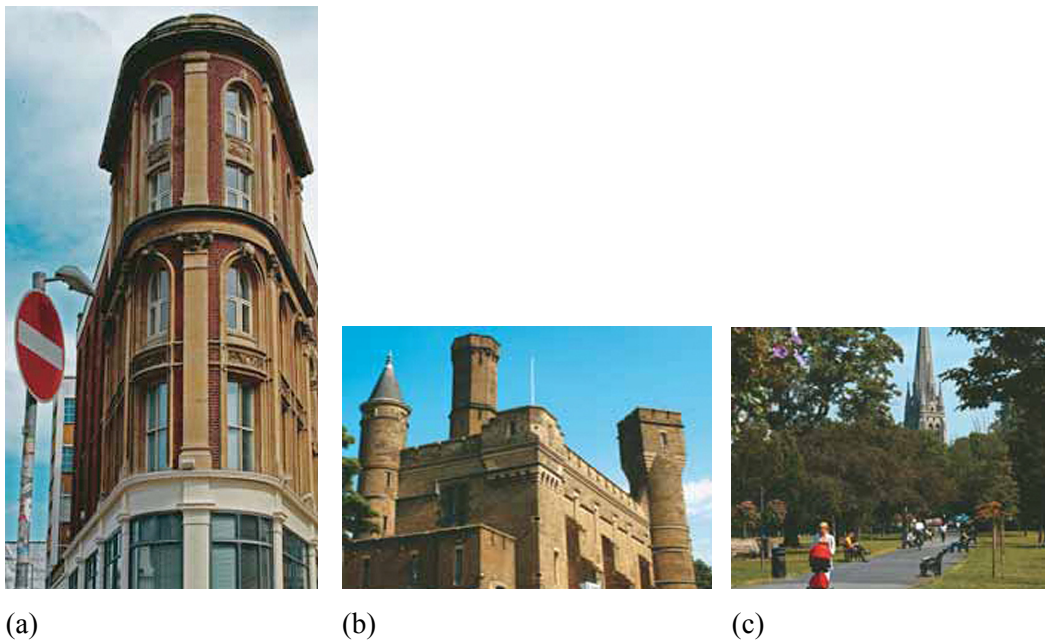


Figure 5: Views from Conservation Areas in Hackney
(a) Great Eastern Street, (b) Pumping Station, (c) Clissold Park
(Hackney Council 2005:15, 17, 19)

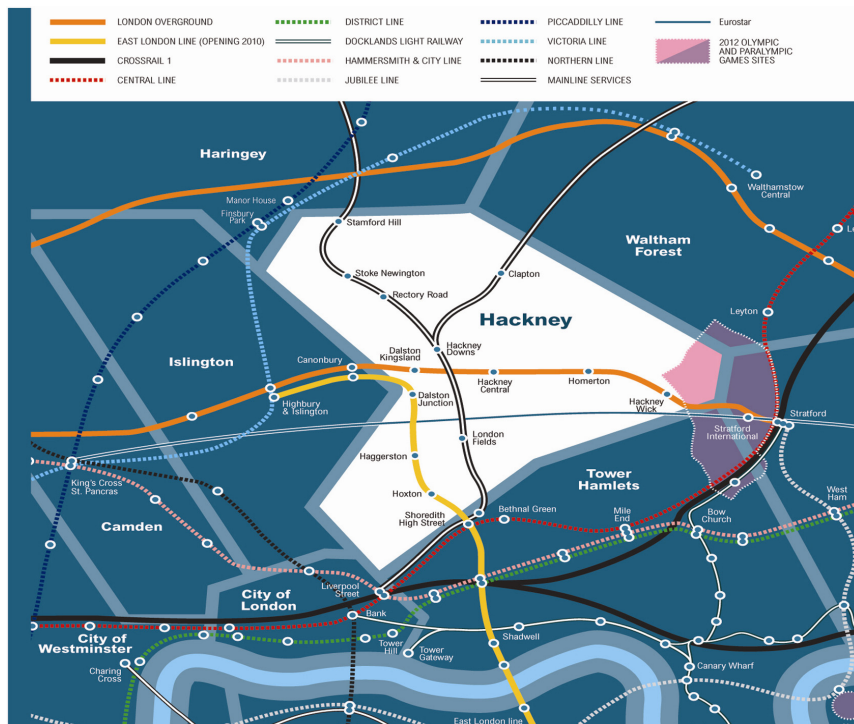


Figure 6: Underground-Railway Links and 2010 Olympic Games' Location (Hackney Council 2009:9)

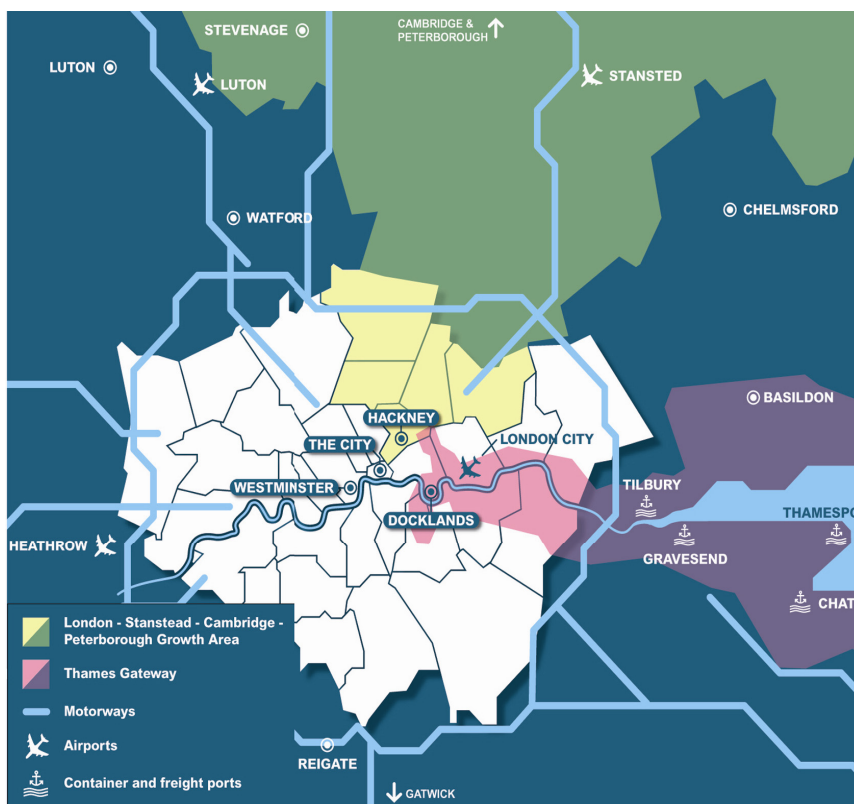


Figure 7: Hackney's Link to the Regional Growth Areas (Hackney Council 2009:10,11)



Figure 8: Hoxton Square
(Personal Archive)

South Shoreditch was close enough to trade with the City and far enough away to have lower rent rates. Many of today's warehouses and showroom buildings are associated with the furniture trade of the time.

In 1850s clothing, furniture and printing were the main trades in Shoreditch. Today's graphic design, media, print companies and also fashion schools and studios based in Shoreditch are current reflections of this history.

Social diversity occurred through the migration of Jewish, French and Dutch communities into the region. The Jewish community who fled from persecution in Russia, Lithuania and Poland came in large numbers to the East End of London, spreading into Shoreditch from the 1880s, and played a key role in commerce and manufacturing in the area.

In the 20th century, when the warehouses and factories start expanding into residential buildings, the rents became impossible to afford, which forced the poor inhabitants to move towards North London, beyond Shoreditch. Railway developments supported the workers commuting from outer regions to Shoreditch. Before and during the inter-war period there was still great demand for furniture production. However the trade declined from the 1960s (Owen 1991). Afterwards office developments related to City activities have grown in and around the Shoreditch area (Figure 10).

Today, the northern part of the study area consists of social housing estates. The southern part, the city fringe area, is under pressure from high-rise office development. In between these two zones, a commercially led, mixed-used urban fabric exists within a traditional street pattern hosting a distinctive creative industry and vibrant nightlife. In 2000, Shoreditch was the most deprived area in Hackney and one of the most deprived areas in the UK. The office of the Deputy Prime Minister identified Shoreditch as one of the NDC (New Deal for Communities) projects. The aim was to achieve social regeneration. 82% of the population was living in social housing, and 47% of the tenants were receiving housing benefit. 33% of the households were on income support. Illness, crime and mortality rates were higher than the UK average. 87% were not able to access higher education. Central government's New Deal for Communities programme delivered £2bn to the 39 most deprived areas in UK. £68m of this was streamed to South Shoreditch for a 10-year period. In 2004, the government introduced the spatial planning framework to local authorities.

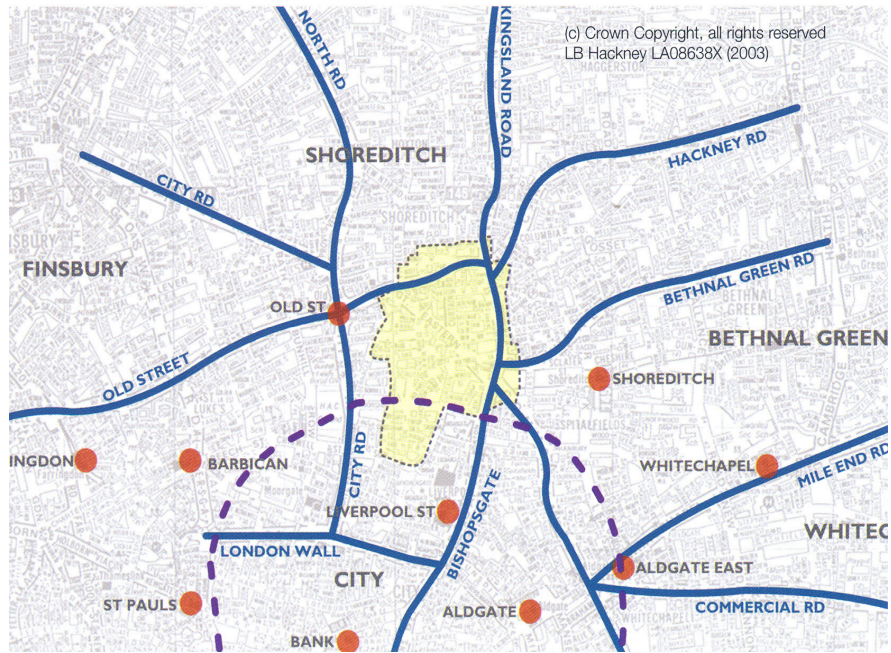


Figure 9: Location of South Shoreditch in its city context
(Hackney Council, February 2006:8)

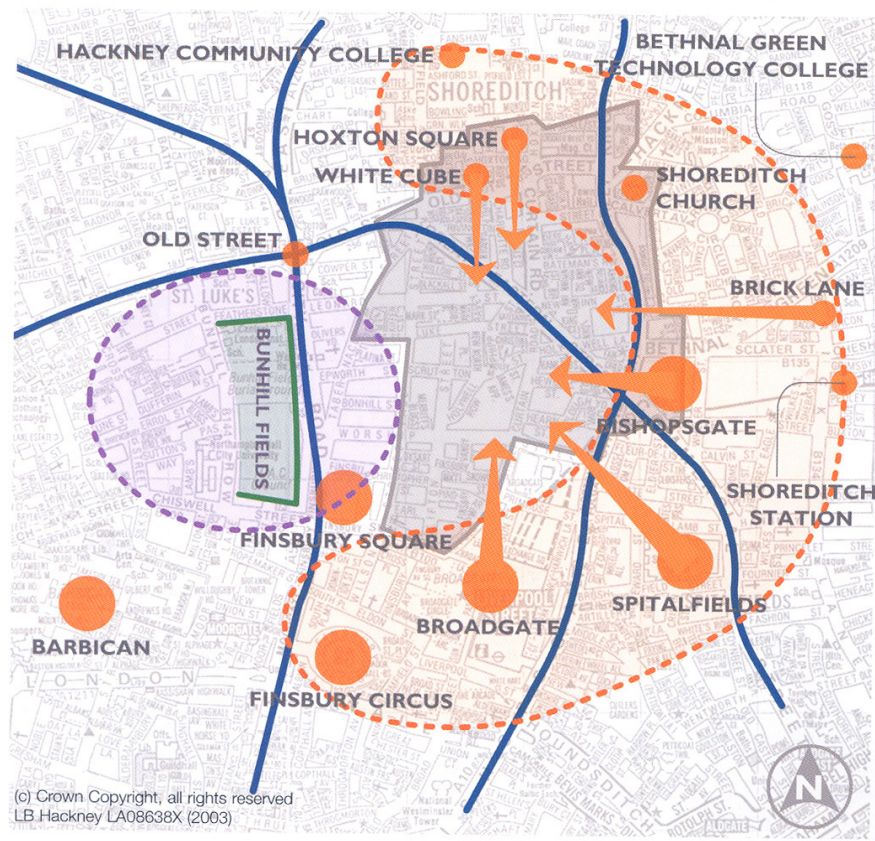


Figure 10: Location of South Shoreditch in Its Local Context
(Hackney Council, February 2006:10)

Now, at the beginning of 2010, we are able to evaluate the outcomes of partnership working to deliver the urban design objectives set out in the proactive spatial planning policy framework.

2.2 ORGANISATION

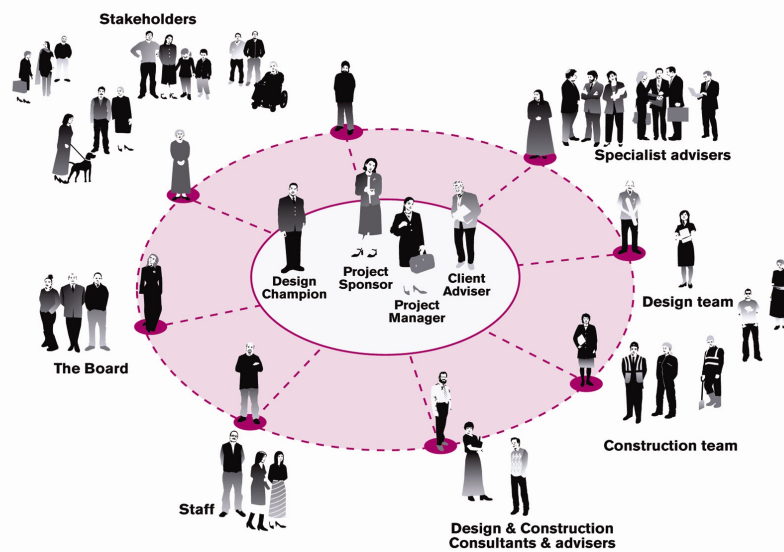


Figure 11: Involvement of Stakeholders, Internal and External Team Members (Eley, J. Davis Langdon Consultancy, CABE Steering Committee 2003: 66)

The process of urban design is a pluralist activity affecting physical form and structure. In Britain, urban design, as part of a wider planning function in local authorities, is set up within an ongoing process of control embracing the creativity.

2.2.1 Design Team

Hackney Council's Sustainability and Design Team consists of thirteen professionals; a team manager (architect), a principal officer (architect & urban designer), planning officers with various backgrounds (city planners, architects, urban designers) and a landscape designer. They work closely with all other planning operations and council services, such as housing, parks, and leisure. They assess design and access statements of planning applications prepared by developers. As well as policies in development plan documents, the urban design team also prepares character appraisals for special

sites such as conservation areas. The major projects team consists of five city planners with strong urban design and procurement procedure backgrounds to negotiate with internal and external parties before, during and after the planning applications for major projects.

Development control officers have to consult the urban design team for any planning application inside the conservation area at the first stage. This procedure is also valid for some medium-scale and all large-scale developments in all the areas. The urban design team also consults other departments and external organizations when it is necessary to prepare a brief about expectations or predicted outcomes of the proposal. Although the development control department's way of working is practical, categorizing and rational, the process of development control embraces the conceptual, holistic and instinctive approach of urban design department. In other words, the urban design department evaluates the whole picture before the development control department starts working on the details. In addition, Hackney Council prefers topic related development control policies such as 'protecting residential amenity' rather than use-related ones in order not to be repetitive and become quickly out of date.

2.2.2 Political Leadership

Hackney Council organizes a monthly planning committee for the resolution of debates on major projects. These meetings are open to the public, where local councillors present public opinion against the planning department's decisions. Experiencing good urban design outcomes can change public attitude. Creating this opportunity depends on the coordination between the councillors and the planning officers. The Sustainability and Design Team act as design champions at office level consulting councillors regularly. Hackney Council has also a design champion at councillor level consulting the committee regularly. Design champions are appointed leaders of the local authority. They ensure that design issues are placed solidly on the agenda.

The process of preparing strategic spatial policies starts with a panel consisting of members from all political parties in order to stop the potential disagreements at an early stage. After this panel, the draft policy is presented to the board of councillors. The board discusses the draft policy publicly and presents their opinion to the council for the final debate and decision. For the final decision-making, the council has the full power.

2.2.3 Vision and Objectives

A proactive approach requires a sense of vision, a set of clearly defined objectives followed by policies and guidance. These provide the ways of handling the unexpected circumstances and forming the planning proposals. The vision statement for Shoreditch is based on up to date economic, demographic and environmental evidence base analysis and it deals with the realisation of the expected future.

The main objectives are based on economic, social, environmental and cultural sustainability and the enhancement of the public realm, promoting sustainable modes of transportation, mixed uses, conservation and regeneration.

In addition to identifying and supporting the development opportunities, these objectives also aim to provide a framework for implementation and monitoring process (Appendix D).

2.2.4 Planning Context

The Shoreditch Local Development Framework is set out in the hierarchy of national, regional (London Plan) and local planning policy and it needs to be in general conformity with them.

The overall approach of the government to the planning system is stated as such; “Sustainable development should be approached in an integrated way through a sustainable, innovative and productive economy that delivers high levels of employment, and a just society that promote social inclusion, sustainable communities and personal well being, in ways that protect and enhance the physical environment and optimize resource and energy use” (ODPM 2005).

In the London plan, South Shoreditch and Bishopsgate are designated as opportunity areas. The City Fringe and Opportunity Area Planning Framework provides further guidance to the London Plan, revealing the integration of landuse and design policies beyond the borough boundaries. It refers to the location of tall buildings, mixed use policies, strategic pedestrian connections, open space networks, transportation, cultural and entertainment uses, pooling of planning contributions and prescriptive design principles.

Local planning policy (Hackney UDP) sets out the employment and conservation areas in Shoreditch. It contains documents on affordable housing, residential extensions, planning contributions, community strategies, and cross boundary issues which cover the City Fringe area and the development frameworks of adjacent boroughs.

2.3 ANALYSIS OF EVIDENCE BASE

Spatial planning requires having up-to-date evidence to support policies. In South Shoreditch Local Development Framework (SSLDF), Hackney Council provides a complete overview of the current baseline characteristics of the area ranging from economy and employment trends to urban design analysis (Hackney Council, February 2006).

2.3.1 Development Control

It is an overview of existing opportunities and constraints defined by existing plans and strategies (Figure 12).

2.3.2 Social and Economic Analysis

Due to its economic diversity and the advantage of being in the city fringe, London Plan identifies Shoreditch as an opportunity area. LDF reviews the economic strategic priorities -such as promoting Hackney's economy as a centre for arts, culture, creativity and entertainment in order to support the employment policies in the plan by defining a clear typology of employment sites and premises.

Analysis shows that the supply of affordable workspace for small creative and cultural enterprises is a significant issue for the area. It also shows that the area has the potential for the expansion of the City Financial cluster, even though this is badly affected by the recent economic recession. Local people experiencing complex barriers to employment are another focus point of the priorities.

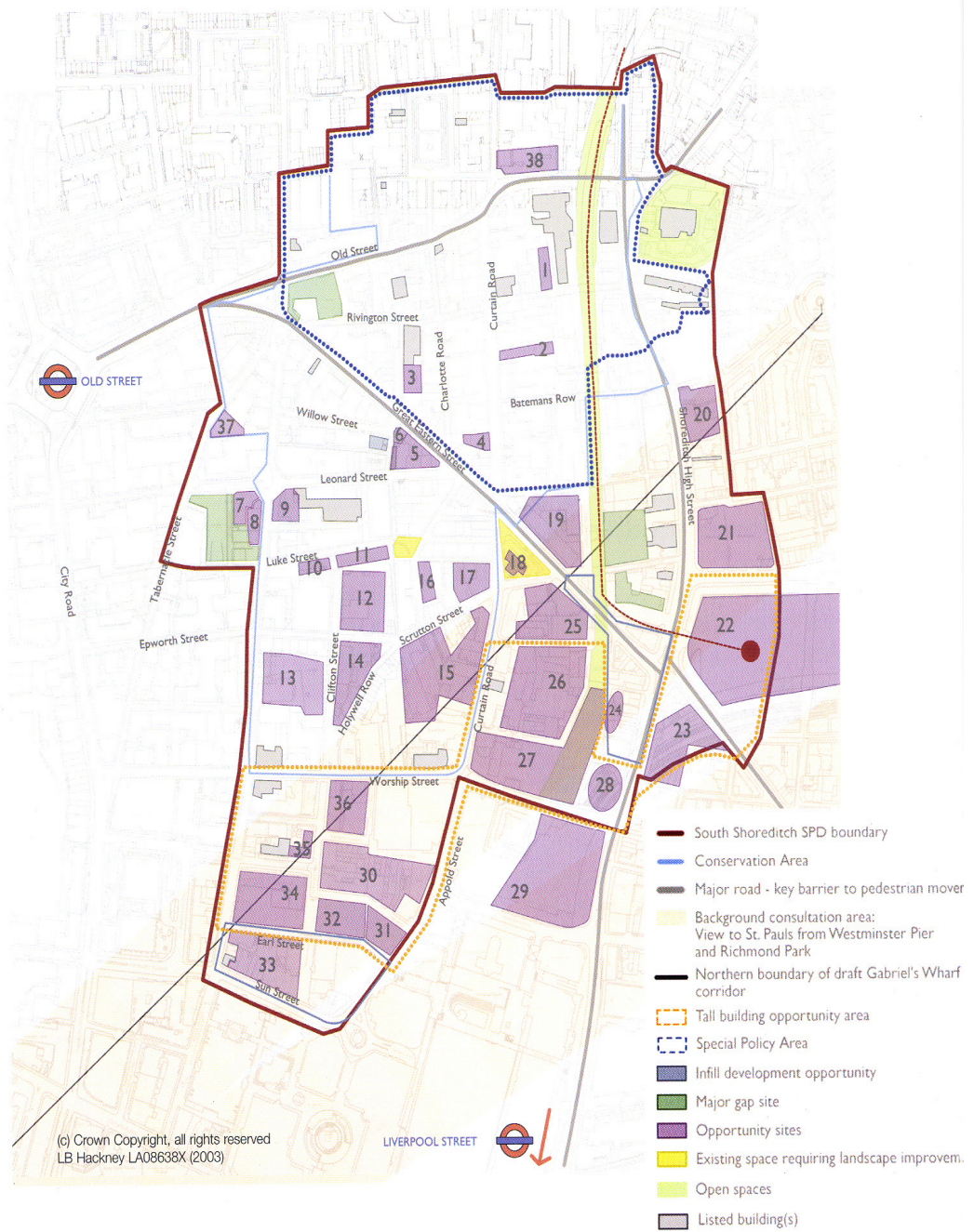


Figure 12: Existing Opportunities and Constraints for the SSSPD Area (Hackney Council, February 2006:30)

2.3.3 Activity

Activity analysis shows that while evening entertainment uses and art and crafts workshops are concentrated in the north, daytime economic activity is concentrated in the City and the south. There is poor linkage and inactive zones between these two activity areas (Figure 13).

2.3.4 Legibility

Legibility is the way a place is understood by the layout of its architecture, routes, nodes, landmarks, spaces, views and the relation between the character areas. Hoxton Square is the most important open space of the study area (Figure 14, 15). A successful major node is seen in the Triangle area. There are views through the ‘Gherkin’ and the Barbican centre (Figure 16).

2.3.5 Movement

Analysis of pedestrian, rail and underground, bus, vehicle and cycle use show how the existing flows are, and how it will be affected by the transportation proposals (Figure 17, 18)

2.3.6 Building Heights

In addition to general height analysis, Hackney Council has developed a tall building strategy to evaluate the proposals in the opportunity area shown in figure 9. The council considers that tall buildings can be defined either quantitatively or qualitatively. For example, a building is considered as tall when it is significantly taller than the surrounding development by exceeding the mean height in a 100m radius. The council’s tall building strategy has a flexible approach to the concept of height. It doesn’t restrict the height to zones or streets. Instead, design quality, land use, density, access, response to urban setting, materials, maintenance, and the contribution to preservation of urban settings are the subjects considered in relation to tall buildings. These subjects are mentioned in the related policies restricting tall building development.

(c) Crown Copyright,
all rights reserved
LB Hackney LA08638X (2003)

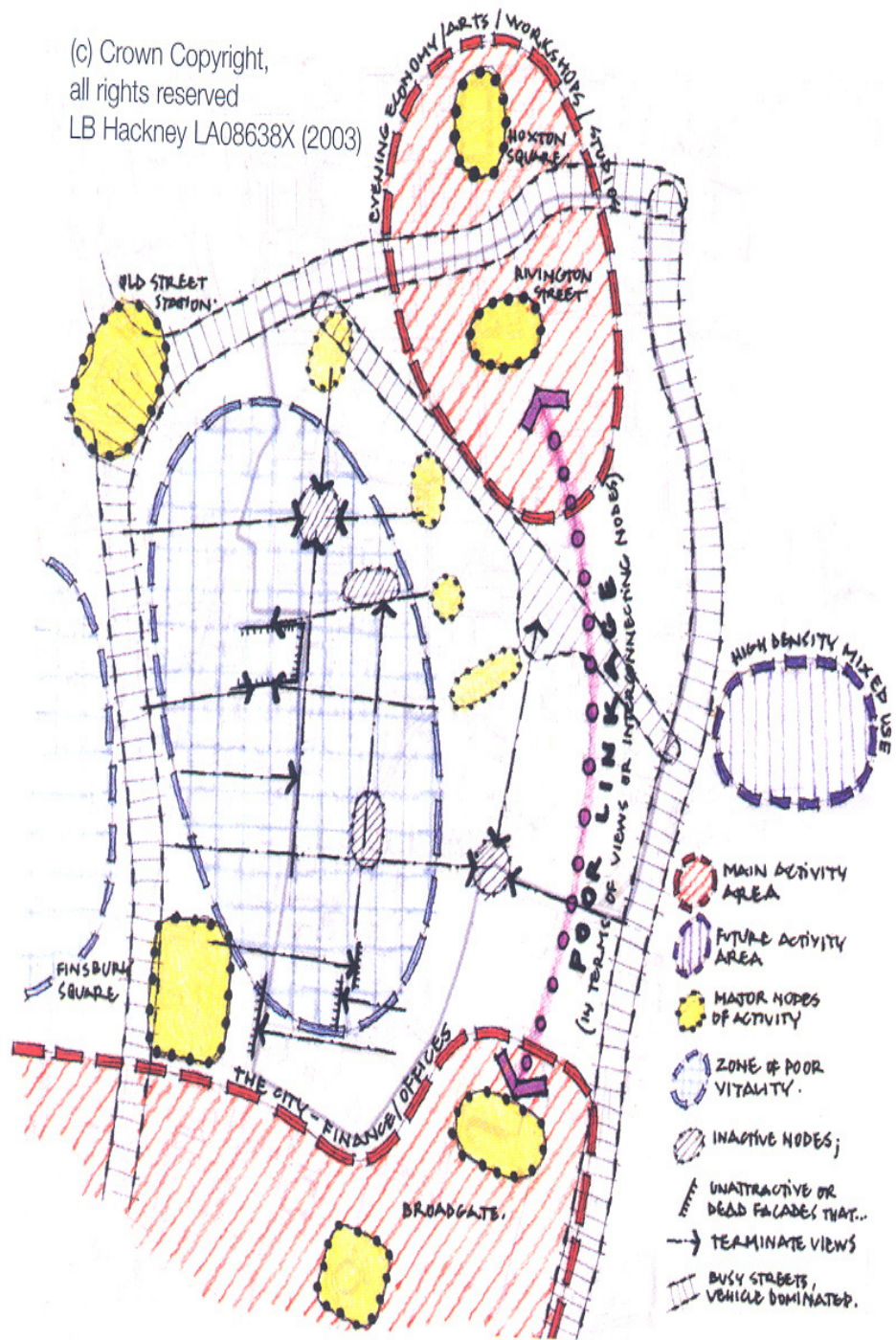


Figure 13: South Shoreditch Activity Analysis
(Hackney Council, February 2006:38)

(c) Crown Copyright,
all rights reserved
LB Hackney LA08638X (2003)



Figure 14: South Shoreditch Legibility Analysis
(Hackney Council, February 2006:39)















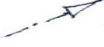
-  HEART/FOCUS OF THE AREA (CENTRE OF EVENING ECONOMY).
-  MAJOR GATEWAY TO SOUTH SHOREDITCH DISTRICT
-  MINOR GATEWAY TO 'SUB-DISTRICT' AREA.
-  KEY LANDMARK BUILDINGS ARE FEW IN NUMBER AND ON THE PERIPHERY OF THE SITE.
-  A STRING EDGE HAS BEEN CREATED BY THE MAIN ROADS.
-  ADJACENT NODES PLAY LITTLE ROLE IN ORIENTATION.
-  RAILWAY VIADUCT HELPS ORIENTATE, BUT SEVERS SUB-DISTRICT
-  NETWORK OF ALLEYWAYS AND COURTYARDS.
-  CONTRASTING SPATIAL DYNAMIC ON EDGE OF SITE.
-  OPPORTUNITY FOR INFILL DEVELOPMENT OR LANDSCAPE IMPROVEMENTS.
-  UNATTRACTIVE BUILDINGS, DETRIMENTAL TO THE IMAGE OF THE AREA.
-  OPPORTUNITY FOR A LANDMARK BUILDING.
-  KEY VIEWS OF ORIENTATION

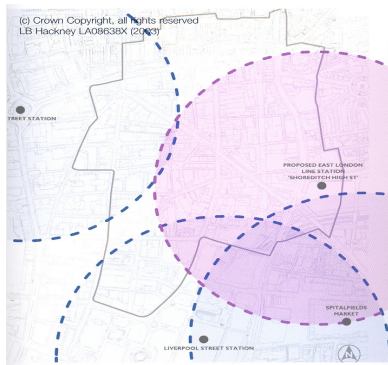
Figure 15: Shoreditch Triangle Sub-District Legibility Analysis (Hackney Council, February 2006:40)



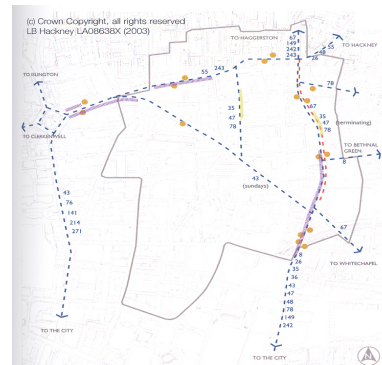
Figure 16: Streetscape, View of 'Gherkin'
(Hackney Council 2005:28)



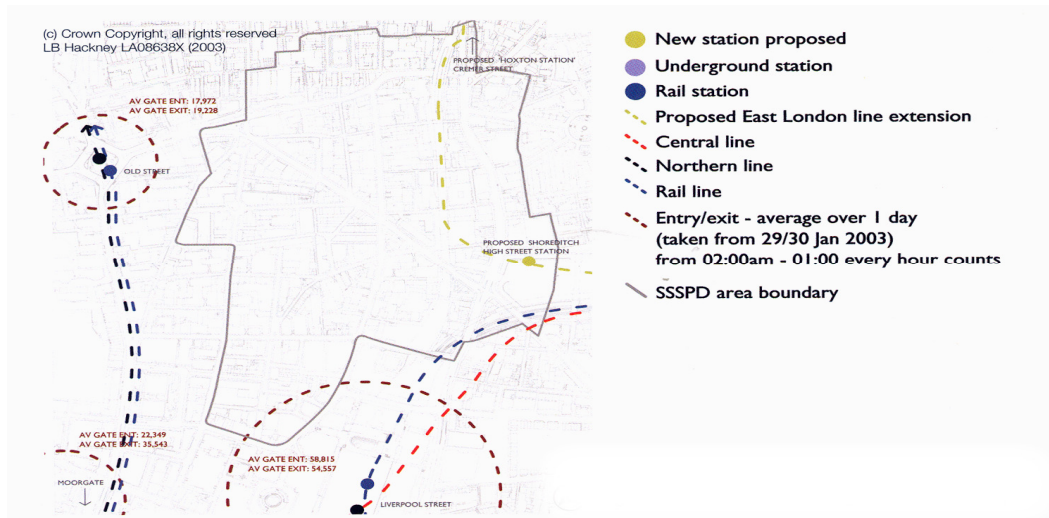
Figure 17: South Shoreditch Pedestrian Experience
(Hackney Council, February 2006:44)



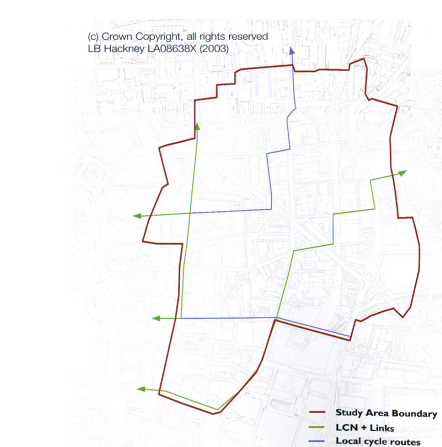
(a)



(b)



(c)



(d)



(e)

Figure 18: South Shoreditch Movement Analyses
 (a) Five Minute Walking Circles, (b) Bus Routes, (c) Rail Infrastructure,
 (d) Cycle Network, (e) Vehicle Movement
 (Hackney Council, February 2006:44, 45, 46, 47, 48)

2.3.7 Conservation and Design

South Shoreditch has a unique character with historic commercial buildings from the furniture trade. Listed buildings, historic landmarks, a variety of plot patterns, and marked contrasts in the scale of the City fringe buildings are the features of the study area to be preserved. The proactive approach deals mainly with the economic and social sustainability of the buildings and the environment. Old buildings in new settings and new buildings in old settings are not restricted by pure physical conditions. Rather than distinguishing between the individual listed buildings, designation of conservation areas is used for character mapping (Figure 19, 20).

2.3.8 Open Space

The council has an Open Space and Sports Assessment that shows the open space deficiency in the area and the opportunities to provide relatively minor requirements.

2.3.9 Night Time and Evening Economy

The Night-time economy has reached saturation point in the area. To prevent negative impacts such as rising crime, environmental degradation, and noise pollution for residents and visitors, there are proposals such as the designation of an Entertainment Management Zone and a Licensing Special Policy Area.

2.3.10 Character Areas

There are 3 identified character areas producing a varied townscape by different street patterns, architecture, connections and activities (Figure 21, 22).

2.3.11 Opportunities Plan

Three sub-districts each with clear economic identity are defined. The council permits the development to promote economic growth as long as it doesn't have any negative impact on the historic character and identity. High quality pedestrian experience is a priority in this plan (Figure 23).

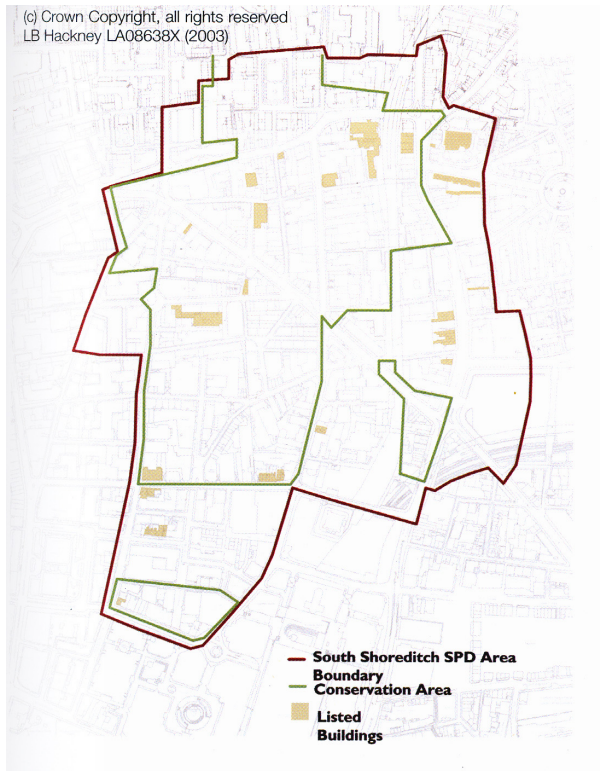


Figure 19: Conservation Areas and Listed Buildings in South Shoreditch
(Hackney Council, February 2006:51)



Figure 20: Buildings of Interest in South Shoreditch
(Hackney Council, February 2006:51)

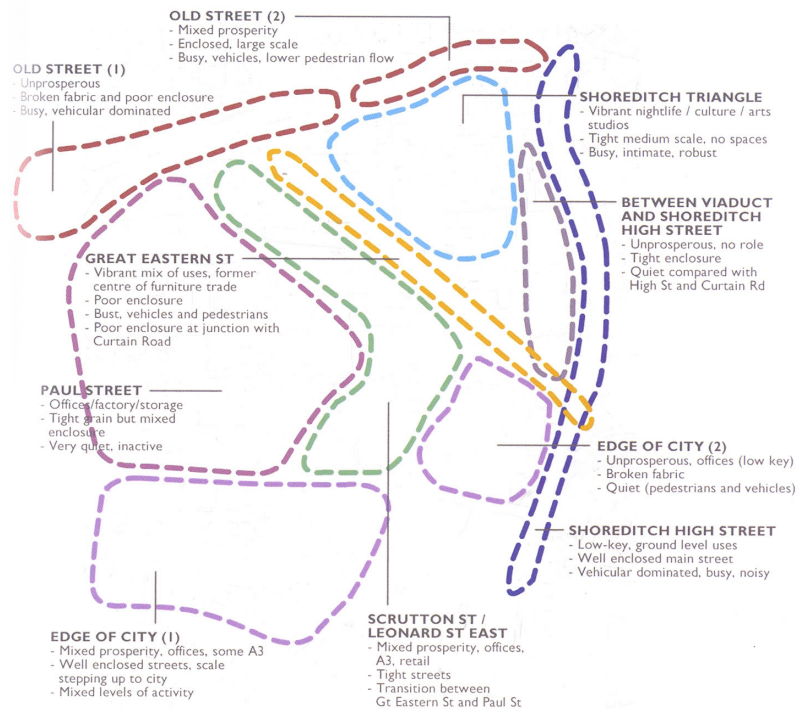


Figure 21: Character Areas in South Shoreditch
 (Hackney Council, February 2006:59)

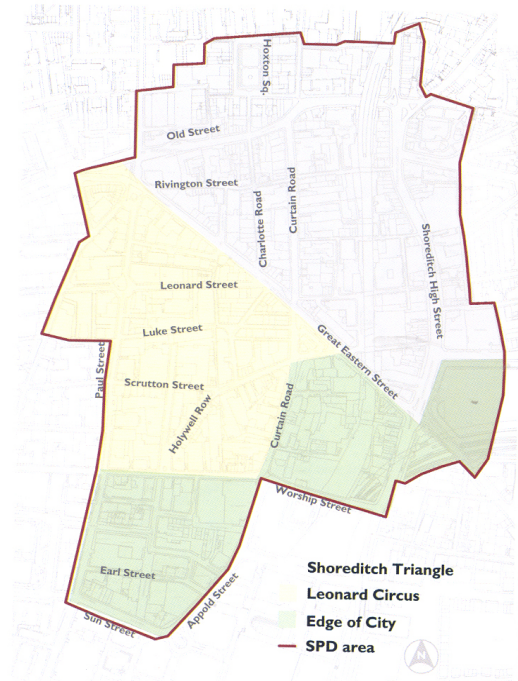
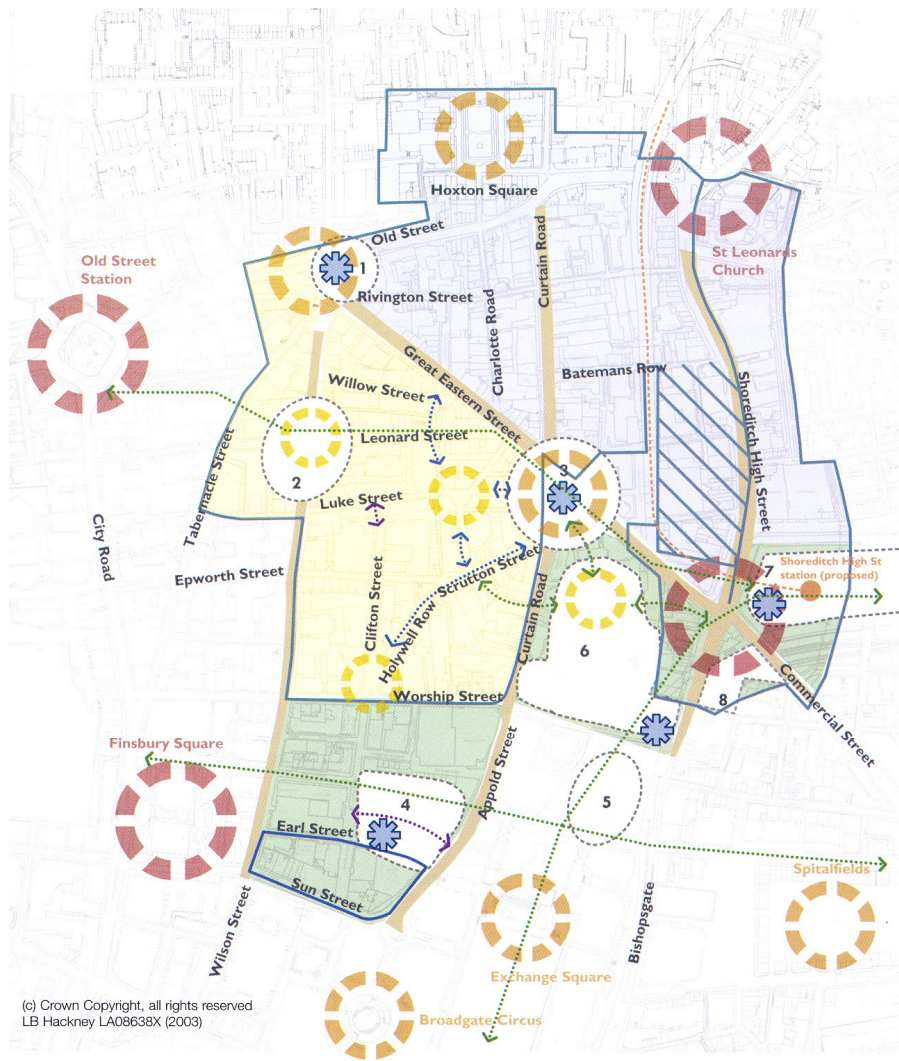


Figure 22: SPD Character Areas in South Shoreditch
 (Hackney Council, February 2006:60)



(c) Crown Copyright, all rights reserved
 LB Hackney LA08638X (2003)

- Conservation area boundary
 - ▨ Conservation area boundary extension
 - South Shoreditch SPD boundary
- SUB DISTRICT POLICY AREAS**
- Leonard Circus sub-district
 - Shoreditch Triangle sub-district
 - Edge of City sub-district
 - ⋯ Potential for new pedestrian route
 - ⋯ Potential for new vehicular street
 - ⋯ Pedestrian priority street
 - Vehicular access reintroduced
 - ⊙ Major strategic node
 - ⊙ 'Medium' node
 - ⊙ Minor local node
- Points of focus - scope for new development including infill:
- 1 Old Street prominent development
 - 2 Paul Street/Leonard Street junction
 - 3 Great Eastern Street/Curtain road junction
 - 4 Pindar Street/Crown Place
 - 5 201 Bishopsgate
 - 6 Northgate House, Norton Folgate, Hearn Street Plough Yard
 - 7 Bishopsgate Goodsyard
 - 8 Apex site
- ⊙ Potential for prominent building
 - Ground floor - 'A use' activity encouraged
 - ⋯ East London Line Extension

Figure 23: Guidance and Proposals for South Shoreditch
 (Hackney Council, February 2006:65)

2.4 POLICY GUIDANCE

Strategic and detailed planning of the physical form of an urban area cannot be dealt with as if they are two separate activities due to their different spatial scales. The Shoreditch Local Development Framework (LDF) spells out the expected physical outcomes of the strategic objectives prepared within an understanding of urban design principles. Hackney Council follows the government guidelines for these principles outlined in the publication called *By Design*; 1: Character, 2: Continuity and Enclosure, 3: Quality of the Public Realm, 4: Ease of Movement, 5: Legibility, 6: Adaptability, 7: Diversity (Appendix B)

These principles are adopted for making places with high physical and intangible qualities. The policy guidance below sets out how the development forms to ensure that these qualities will persist for a long periods of time (Appendix C)

2.4.1 District Wide Guidance

District wide guidance consists of following main headings: sustainable development principles, land uses, conservation and design, building height and scale, environment and streetscene, safety and security, transport and access, and planning contributions. Hereinafter, I am going to look into sustainable development principles, safety security and planning gains and write brief interpretation for these picked titles of district wide guidance.

National guidance on sustainable development emphasizes the importance of creating areas where people genuinely want to live long-term, and which can be provided by realising the potential of existing urban areas. It helps to reduce the need for travelling and the pressure for development of the countryside. It also helps to revitalize and regenerate urban centres (HM Government 2005). Hackney Council sets out policies to accommodate additional growth in South Shoreditch that would be consistent with maintaining and enhancing the quality of the urban environment. Therefore by sustainable development principles, the council supports, manages and controls a self-sufficient sustainable pattern of development based on an efficient access to local transport nodes and facilities.

These principles also promote: mixed uses, a diverse range of housing, biodiversity, adaptability and longevity of urban fabric, efficient use of urban land and buildings, increased densities, improvement of London-wide transportation links, a street network that facilitates walking and cycling, an infrastructure supporting the proposed growth, and also sustainable design and construction standards maintaining and enhancing the quality and character of the townscape. Some of these principles were elaborated and interpreted as below.

Table 1 : Example of Principles for the Intensity of Development

The Council will encourage the promotion of increased densities to support viability and increase the proportion of people who are within easy reach of the services, which they require by walking, cycling or public transport. Developments with increased densities should embody the principles of sustainable development and good design.
--

(Hackney Council, February 2006:70)

The term ‘density’ here possesses a meaning of intensity. It is not only about the physical form but also about the activity and social interaction. Therefore any physical design proposal should meet the needs for more compact but sustainable urban living.

Table 2 : Example of Principles for Mixed Uses

The Council will seek development, which contributes to a mix of uses in the area. The Council will ensure that there is a range of employment, housing and other facilities, which are in easy reach of homes or places of work by walking, cycling or public transport.

(Hackney Council, February 2006:69)

Mixed used development is encouraged in order to secure economic vitality, quality of public realm, and local services. In sub-district guidance, mixed use with defined percentage of the total quantum floor space is promoted. The council exercise some control over the type of shops. It is defined by the intensity of the same types. For example, a planning application for a chemist will be refused if there is another chemist in close proximity. On the other hand, detailed mixed-use policies may allow some conditional flexibility for new developments to accommodate a single use. There are no strict rules which define the physical form, but rather conditions which will secure the sustainability of the neighbourhood.

Table 3 : Example of Principles for Diverse Range of Housing

The Council will require all new housing to be built to lifetime homes standards, to cater for a variety of Household structures and incomes and to promote a safe environment.

(Hackney Council, February 2006:70)

Principles for a diverse range of housing is mainly about the provision and integration of affordable housing and the creation of mixed and balanced communities. In Britain since the 1920s, publicly funded housing for lower income groups had taken the form of estates, which were often stigmatized by their appearances. From the 1980s onwards, the government changed its policy to provide subsidised rented accommodation managed by independent housing associations. This reduces the spatial separation of social housing. In order to eliminate this physical differentiation, social rented dwellings are not being concentrated in a single location anymore. 50% of all developments in Shoreditch are forced to be affordable with a tenure mix of 70% social rented housing and 30% intermediate housing. In addition, all major developments are encouraged to achieve certain standards accredited by BREEAM, a governmental body assessing some broad range of environmental impacts such as management, health and wellbeing, energy, transport, water, material and waste, landuse and ecology, and pollution (Web 1).

Table 4: Example of Policy Guidance for Safety and Security

All development proposals must take into account key principles to reduce both incidence and fear of crime identified by the ODPM. In assessing new development proposals must demonstrate that PPS1 (Planning Policy Statement 1, Delivering Sustainable Development, ODPM, 2004), Circular 5/94 (Planning Out Crime, DoE, 1994) and the ODPM publication, Safer Places: Crime and the Planning System (Crime and Planning System, ODPM, 2004) have been taken into consideration in design rationale. Developers will be encouraged to consult with Crime Prevention Officers on major development.

(Hackney Council, February 2006:90)

Hackney Council has a Community Strategy called ‘Mind the Gap’. There are six key themes in this strategy to reduce inequalities and poverty. One of them is ‘A safer, cleaner place to live’. The above policy is associated with this strategy. With a corporate working structure, urban design professionals benefit from the knowledge and assessment of Crime Prevention Officers in order to prevent the plan from any criminal potentiality at an early stage. To provide a multi-agency approach against crime, Hackney Council also establishes local hubs where traffic wardens, environmental

enforcement officers and police community safety teams work together to control the urban development, transportation and other policy implementations such as licensing.

Table 5: Example of Policy Guidance for Planning Gains

New development will be expected to help achieve the vision and objectives of the SSSPD and the London Plan. The Planning Contributions Supplementary Planning Document outlines the section 106 priorities for new development based on its location, type of development and size. In addition South Shoreditch has particular section 106 priorities for:

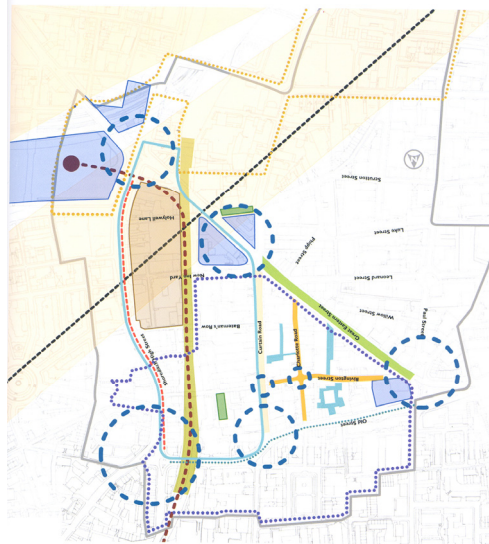
1. Training and employment land provision;
2. Community facilities such as libraries, healthcare, meeting places, education, childcare, recreational facilities;
3. Town Centre Management; and
4. Public Art.

(Hackney Council, February 2006:98)

Planning gains, known as Section 106 contributions, are the most powerful tools for securing sustainability. Every development brings potential needs for certain provisions for its users, and thus creates impacts on the locality. The council negotiates with the developer before and during the planning application process to seek a financial or in kind contribution to compensate public investments to provide services that are needed because of this new development. Reasonable grounds for contributions are calculated in accordance with local need assessments and set as a condition for planning permission. Detailed explanation of S106 contributions has been given in the further sections of this study.

2.4.2 Sub District Guidance

There are three sub districts in Shoreditch as defined in the character area analysis mentioned previously. Each sub district has its own guidance maps associating all these policies. This part of the study examines the detailed spatial policy guidance for the Shoreditch Triangle (Figure 24). The triangle is composed of mixed uses but predominantly for creative industry and an evening economy sector. The area leads the district's reputation for innovation. Policy guidance for the area is to protect and enhance the amenity of existing residents and ensure that the area is attractive to new residents and a range of businesses. Each heading belongs to the policy guidance for Shoreditch Triangle sub-district is going to be interpreted below. These are land use, design guidance, review of conservation area boundary, permeability and public realm, key sites, and managing the night time economy.



- SSSPD area
- Nodes
- Proposed conservation area boundary extension to encourage the retention of isolated examples of historic townscape and new design of the highest architectural quality, adhering to good urban design principles. Retention of existing historic pattern of courts/alleys and the encouragement of varied block and plot pattern. This extension fills in the gap between South Shoreditch and Shoreditch High Street Conservation Area.
- Sites with potential for prominent new development that is of a high architectural quality and follows principles of good urban design, well integrated with the surrounding urban form and pedestrian movements.
- Existing network of courts and alleys in these areas to be retained for historic interest and to encourage pedestrian permeability. New development that adds to or enhances this network will be encouraged.
- Sites appropriate for new public spaces (hard landscaped).
- Coherent frontage treatment and scale to be promoted to maintain long views along Great Eastern Street. Reinstatement of fine detail to buildings of special interest is highly desirable. Oblique corners of Great Eastern Street should be a feature of infill development or given prominence in refurbishment schemes.
- Area of greatest sensitivity in the South Shoreditch district. Views in the south part of Charlotte Road and Rivington Street are of particular importance. There is scope for enhancing the latter on north side, towards the west end of the street.
- Views along Curtain Road to be enhanced by development of negative sites to create a uniform scale of not less than 4 to 5 storeys.
- Encourage reuse of railway arches and retention of routes/spaces threaded through and around the viaduct. The retention and creative reuse of stretches of the viaduct not needed by ELLP to be encouraged as a significant work of industrial archaeology that compliments and adds interest to the district as a whole.
- 'High Street' active frontages (A class use) to be encouraged with varied elevational treatments to create a lively articulate frontage, maintaining the integrity of views in the northern stretch, around St Leonard's Church. Impact of new development on St Leonard's spire will be carefully assessed.
- Views along Old Street from Chapel Court east are critical and can be broken up into two discrete townscape stretches, defined by the changing road alignment. In the eastern stretch, views of St Leonard's tower and the Town Hall are especially significant, and new development affecting these will be carefully assessed.
- Background consultation area:
View to St. Pauls from Westminster Pier and Richmond Park
- Tall building opportunity area
- Northern boundary of draft Gabriel's Wharf viewing corridor
- East London Line extension
- Special Policy Area

Figure 24: Shoreditch Triangle Sub-District Guidance Map (Hackney Council, February 2006:120)

Table 6: Example of Policy Guidance for Land Use

<ul style="list-style-type: none">• The Council will normally resist proposals which result in the loss of employment land and premises through change of use and redevelopment;• The Council will promote mix of uses with 50% of the total quantum floorspace as B1 employment and 50% as residential• The Council will require 50% of new employment floorspace to be suitable for SME space. The Council may consider the off site provision of residential use and SME space or monetary contributions for such under the following circumstances:<ul style="list-style-type: none">• Where it is acceptable for the site to accommodate a single use building;• Where the developer can identify a particular end user need for the employment element with a demonstrable need for a single use building; and• Where the B1 employment use is not suitable due to commercial considerations, design, size or accessibility for SME use.
--

(Hackney Council, February 2006:118)

Land use priorities are set for responding to the economic demands. Although the above policies bring rules about uses, there are conditions of flexibility to implement them realistically. These flexibilities never mean sacrifices. For example, in case of accepting the monetary contribution as a substitution of a certain kind of use, this fund is being used purely for accommodating the same use in another part of the same area.

Table 7: Example of Policy Guidance for Design Guidance

<ul style="list-style-type: none">• Sites with potential for prominent new development should be of high architectural quality and follow principles of good urban design, well integrated with surrounding urban form and pedestrian movements.• The existing network of courts and alleys, which exist primarily between Shoreditch High Street and Curtain Road, should be retained for historic interest and to encourage pedestrian permeability. New development that adds to or enhances this network will be encouraged.• Development on sites along Curtain Road identified in the townscape analysis as suitable for development should be of a uniform scale, not less than four to five storeys, thereby enhancing the views along the street.• The Council will resist the amalgamation of plots in the Shoreditch Triangle, associated with the floorspace requirements of larger commercial nighttime economy operators. The Council will require that building plot sizes be retained in order to preserve the original character of the area and discourage the location of large 'super pubs' and nightclubs.
--

(Hackney Council, February 2006:119)

This guidance reflects a detailed examination of sub-district legibility analysis (Figure 17). It guides new developments to provide consistency with the existing setting. It also expects them to encourage and enhance the pedestrian network. It promotes the creation of lively articulate frontages and integrity of views. The general purpose of the design guidance is to create a sense of place respecting the existing character and meeting the functional expectations. The developers follow this guidance while preparing the design and access statements along with their planning applications inside the Shoreditch

Triangle. Besides, development control officers make decisions on minor applications referring to these design restrictions in order to protect the existing urban character.

Table 8: Example of Policy Guidance for the Shop Fronts and Shop Signs Design

The Council will normally require new shopfronts to: Be a high standard of design and materials and relate to the architectural composition of the building on which they are fitted. Be in keeping with the surrounding scale and townscape and enhance the street scene Not result in the loss of traditional shopfront Permit safe and convenient access for people with disabilities and people with young children

(Hackney Council Conservation and Design Team:2)

In district wide policies, advertisements and signs are mentioned under the environment and streetscene section. An example of one further step to these generic policies is the shop front design guide published by Hackney council for application inside the conservation areas. Within the design guide for smaller scale developments, policies are set again in a qualitative way relating to the surrounding environment.

The council advises applicants to discuss their design proposals with conservation and urban design officers before making the planning application. To protect the innovative environment of the area, sign and shopfront applications by creative industry and entertainment sector is flexible assessed by the council (Figure 25).

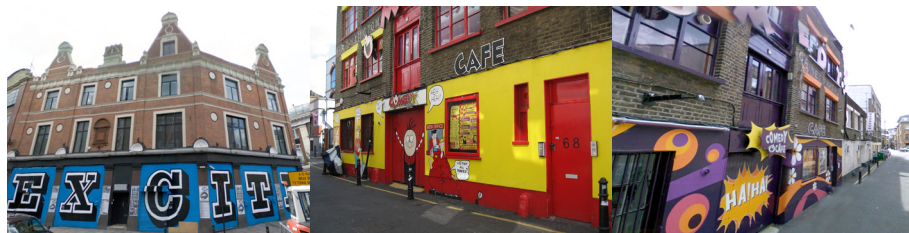


Figure 25: Shopfronts in Shoreditch Triangle
(Web 2)

Table 9: Example of Policy Guidance for the Review of Conservation Area Boundary

The Council will consider the proposed extension of the Shoreditch Conservation Area boundary, as illustrated in Figure 31 to encourage the retention of isolated examples of historic townscape and new design of the highest architectural quality.

(Hackney Council February 2006:122)

An urban character is derived from historical evolutions. Its form and structure, its uses and activity pattern, its architectural fabric, skyline and setting are used to define the conservation area boundaries. Designation and extension of the conservation areas are for the provision of general continuity of the collective memory, character and appearance. In Britain, the new definition of conservation is process not of preventing, but of managing the change while sustaining the heritage values and responding to the opportunities for new development. English Heritage leads a constructive conservation policy. Its ‘use it or lose it’ slogan promotes a proactive approach of finding a new use for saving a building (Web 3). Local authorities in London undertake conservation and sustainable economic growth as complementary objectives. A flexible planning approach helps them not to be seen as in opposition to one another. The council’s conservation-led regeneration policy permits prominent new developments and refurbishments inside the designated conservation area.

Table 10: Example of Policy Guidance for Permeability and Public Realm Improvement

<ul style="list-style-type: none"> • Upgrade of gateways under railway viaduct and associated lanes, alleys and access routes along it; • Upgrade and improve the Curtain Road, Charlotte Road and Rivington Street node as a focal space; • Improvements, which encourage the use of safe, well defined walking routes at night that do not compromise residential amenity. This could be achieved through improved street lighting and signage for example.
--

(Hackney Council February 2006:122)

The public realm addresses amenity, coherence and identity. It is about creating a safe, attractive and accessible urban space reinforcing its character and identity. The Council supports initiatives and proposals, which incorporate improved permeability and the public realm.

Table 11: Example of Policy Guidance for the Review of Key Sites

<p>The sites on the corner of Great Eastern Street and Rivington Street are considered to be key sites for the regeneration and character of the sub-district and South Shoreditch as a whole. Development should take following specific principles:</p> <ul style="list-style-type: none"> • Redevelopment at this node provides an opportunity for a landmark building or structure which is distinctive and prominent; • Buildings should be of high quality design; • Buildings should provide a strong frontage to Old Street, Great Eastern Street and Rivington Street, reinforcing the gateway location of the site; • The development should have active ground floor uses; and • Extensive public realm improvements are required to provide links to the surrounding areas.
--

(Hackney Council February 2006:123)

Several areas are identified as opportunity sites, which have the potential for redevelopment and refurbishment. They are considered as major projects. Application for developments should show how they see the local context, paying specific attention to the character of the adjacent conservation area. Before and during construction, the council's urban design team analyses the environmental impacts of the new development, negotiate with the developer's project and construction team, and keep involved after the planning permission is granted. Proposals are assessed using the following factors; design quality, visual impact, sustainability and environmental impact, impact on conservation areas and listed buildings, access to transportation, public infrastructure, open space, land use and density, response to urban setting, townscape and microclimate, and finally material and maintenance.

Applicants are required to submit a written and illustrated local area analysis. This sets out: an assessment of mean height in 100m radius, a diagram showing that the proposed site is related to the tall building opportunity area, a design statement responding to the opportunities and constraints of the site, samples of alternative but shorter development forms, an environmental impact assessment and sustainability appraisal.

The council encourages the developers towards good urban design practices promoted by organisations such as CABE and DETR. Therefore all the applicants are conscious about what is expected from their proposals. Developers need to have, or consult an urban design team to prepare all the requested documents for the planning application, otherwise permission is declined.

30 Crown Place in the City Fringe area is one of the examples of an opportunity site creating a destination with public realm improvements.

Table 12: Example of Policy Guidance for Licensing

<p>The Licensing Policy must achieve the following four main licensing objectives:</p> <ul style="list-style-type: none">• Prevention of crime and disorder;• Public safety• Prevention of public nuisance; and• Protection of children from harm.

(Hackney Council February 2006:124)

In South Shoreditch, the council encourages development that improves quality, variety

and distribution of accessible visitor accommodation and other facilities. Proposals must ensure that residential amenity was protected and night-time economy was managed under the related policies. Like the others, this policy guidance is not just reactive, but also responsive with guidelines to prevent its negative impacts and to allow benefits to be gained out of the desired economic investment.

Table 13: Example of Policy Guidance for Capacity and Noise

<ul style="list-style-type: none">• An application for a night-time economy use will not be granted if there is another nighttime economy use within a 50 meter radius of the proposed development, unless it can be demonstrated that no alternative use for the unit can be found, for example on a retail frontage, where there is no demand for A1 (shops) units;• an application for residential or hotel use (class C1, C2 or C3) will not be granted planning permission in a property where there are existing night-time economy uses, or if there are night-time economy uses in an adjoining property, unless those night-time economy uses have existing restrictions on their opening hours to 11pm.• The Council will require planning permission for all new residential development within the SSSPD area to be subject to the provision of adequate and effective noise insulation, and must ensure that the design of the building minimises the escape of noise and fumes from doors and windows• For new night-time economy uses, the Council should also seek to ensure that conditions relating to noise attenuation are included, such as the installation of an acoustic lobby at entrances and exits to the premises, acoustic glazing and acoustically treated ventilation.
--

(Hackney Council February 2006:125)

The Council sets short-term and long-term action policies for managing the night-time economy carefully. In the short term, the council designates a special policy area shown in Figure 9. Within this area, applications for any new licensing or increasing the capacity of an existing premise would be rejected unless the applicant could demonstrate that this would not add to the cumulative impact already existing in the area. The responsibility of preparing a convincing case regarding cumulative impact assessment lies with the applicants. They need to be conscious about capacity and noise restrictions while applying for a licence.

In addition, even if the impact is being created by business premises, new applications for residential uses are subject to restriction because of the potential impact they would be under. The council also declares that there will be a legal agreement requiring financial contributions from the night-time economy uses. These contributions would be used for night-time cleansing operations, and also provision and maintenance of public toilets.

In the long term the council intends to have an integrated action from a range of agencies in consultation with local businesses, residents, groups and key partners based in the Shoreditch Triangle. This partnership working will target to coordinate the night-time economic activities and minimize their impacts. Council Licensing, Planning, Enforcement, Cleansing and Transport Teams, Police and the venue operators will work jointly, sharing a database and meeting regularly. Licensing policy is used as an opportunity for policy conditions to be imposed. The council has area action plans as a starting point for the implementation process of these policies. During the implementation process negotiations play a crucial role in development control.

2.5 DEVELOPMENT CONTROL WITH NEGOTIATION

The proactive approach requires continuous negotiations between the local authority and the developer even if a clear policy and guidance has been set. Before, during and after the consideration of a planning application, negotiations with the applicant's designers create opportunities to protect the design quality of the proposal and improve the public realm on and around the site. The proactive approach takes planning applications as projects to be managed by the applicant and the planning authority together, and identifies the ways of collaboration between building design and planning control processes.

2.5.1 Visual Guides

Written policies can have a positive and creative influence on physical form if they are set in the context of design guides and site-specific guidance. Relying on only tactical use of them cannot make any progress. Hackney Council produces design guides, site-specific guides and area strategies to support development framework documents. The council also prepares masterplans for regeneration areas. The planning officer's duty is to write policies and make decisions about the applications. Private companies undertake the job of designing the proposals and producing the visuals outside the council.

South Shoreditch is in the developed part of the Borough. As it is mainly within the conservation area, conservation legislations apply for most of the applications. Development control officers can evaluate the minor applications outside the

conservation area boundary without consulting the urban design officers. They are mostly for extensions or change of uses. In all other circumstances the development control officer has to consult the urban design team. The team will use the LDF as guidance for any decision they will make. If the proposal is on a major scale, the applicant has to submit design and access statements including all the relevant visual documents. The urban design team of the council assesses these documents. For all these new developments and major projects, a negotiation process manages the planning proposals proactively.

Masterplanning is a proactive process, providing the opportunity to think about physical effects of a development or regeneration on a large scale. Master plans go into substantial physical detail and cover aspects of implementation. The key components to British masterplanning are the strategic framework, the spatial masterplan, and the implementation plan. The strategic framework is set during the preparation process. It contains a statement of aims and objectives based on physical, economic, social and political contexts, as well as the needs of local people. It functions as a brief for the spatial master plan. During the design process, the spatial masterplan evolves in accordance with the data gathered in the strategic framework, consisting of three-dimensional proposals, plans, visuals and written documentation. It doesn't go as far as designing the buildings. The implementation plan overlaps with preparation and design processes from the beginning. It addresses risk, funding and procurement once the spatial master planning starts. It is the strategy for turning the vision into reality. Public and private sector professionals and local people work on the masterplan together to make it detailed and deliverable.

2.5.2 Non-Prescriptive Approach to Procurement

In British spatial planning, the public sector provides vision instead of prescription. This is a flexible system open to negotiation. Vision statements are in the form of a qualitative area development framework. The public sector states the objectives to be delivered and leaves the way of achieving them to the developer.

In British practice the less costly option is not necessarily the best one. The council prefers to work with the option that best delivers the designated vision even if that option is more costly. The council also trains the planning officers to give them more commercial thinking for a better understanding of private sector partners (BURA 2005).

2.5.3 Pre-Application Discussions

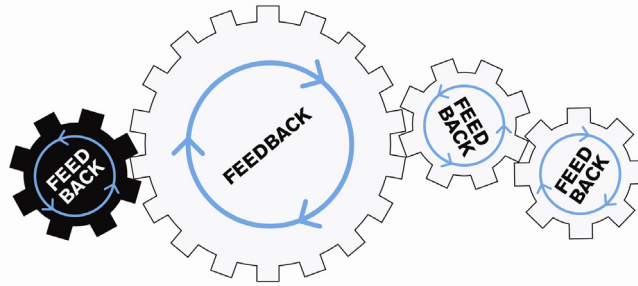


Figure 26: Using Feedback Throughout and After the Project
(Eley, J. Davis Langdon Consultancy, CABE Steering Committee 2003: 156)

Before submitting the development proposal, applicants are encouraged to have a meeting with planning officers to discuss what the council expects from them. They are given information and guidance showing how they should prepare their proposal. These discussions are to empower applicants with an increasing awareness of existing planning policies, design guidance, site briefings and action plans specific to the site they are applying for. The council's written and drawn shared vision for the site leads proactively to the proposals for it.

It is also very important that all these pre-application negotiations are explicitly recorded in case of a delegated decision. Planning permissions are related to a proposal and to a site. The decision is not limited to any individual planning officer and implementation is not limited to any individual commercial organization.

2.5.4 Design and Access Statements

PPG1 states: "... Applicants for planning permission should be able to demonstrate how they have taken account of the need for good design in their development proposals and that they have had regard to development plan policies and supplementary design guidance..." (CLG 2001:5). The proactive approach guides developers to provide the required information related to an assessment of their proposal.

A design and access statement explains the design thinking behind a planning application. It helps the local authority to understand possible effects of the proposed development before making a decision on it. It is to make sure that the applicant's

proposal is based on a solid economic, social and environmental evaluation. All the development proposals in the area are expected to back up the planning policies set out in Shoreditch LDF. Things like landscaping and building materials need to be approved by the conditions of planning permission. Therefore the statements are used even after planning permission is granted to enforce these conditions during construction. The access statement is for evaluating the proposal's suitability for users with disabilities. It comes from the government's equal opportunity policy against disability discrimination (CABE 2006).

Both the applicant and the planning officer are expected to have a good understanding of the site. The applicants have to show that they have had a look at the local context, which includes physical, social and economic characteristics of the site and its surroundings, and also any existing planning policies. How the local people will be affected, what kind of contribution the development will make on the local economy, and how the development proposal suits the existing planning policies and guidance are set out in the analysis. The applicant is expected to evaluate the information collected and identify opportunities and constraints, which would influence the solutions that give the best layout. Why and how the planning decision is made should be stated clearly.

Design and access statements comprise four sections; Assessment, Involvement, Evaluation, and Design. This is part of the social learning process in proactive planning. All the developers are expected to be conscious about what their proposal means in social, economic, environmental and planning policy context. Accordingly, the planning officer decides if the design proposal is good enough to approve or bad enough to refuse. In Paragraph 34 of PPS1, it is stated that: "Design which is inappropriate in its context or which fails to take the opportunities available for improving the character and quality of an area should not be accepted" (ODPM 2005:14). There are government guidances prepared for applicants to show them how to write design and access statements, and for planning officers to show how to read and assess this. It is also a common method of evaluation to make a matrix with principles of urban design (Appendix B) on one site and the design and access criteria on another site (Appendix E), so that cells of the matrix show the expected physical expressions. It is an efficient way of using urban design objectives as a creative tool in negotiations to control the development process.

Table 14: Evaluation of Design and Access Statements with physical expression of Urban Design

	Use	Amount	Layout	Scale	Landscaping	Appearance	Access
Character	Right uses for the area	Intensity and density is suitable for the local setting		Support identified local siting	Integral landscape	Attractive details material usage	
Continuity and Enclosure				Support existing street form and building scale	Protect continuity of the existing landscape		
Quality of the public realm	Control of licensing hours	Neighbourhood services support the amount of development	Seamless affordable housing	Support existing public spaces	Sufficient green infrastructure		
Ease of movement	Connection to existing land use				Pedestrian routes through connected green open spaces	Surfaces showing directions and their usage restrictions	Easy access to public transport
Legibility	Type of uses recognized by physical form		Recognisable routes, nodes and vistas		Well defined gathering places, cycles ways, pavements	Clear image with its details and materials	Well defined entrances and exits
Adaptability	Suitable location for different usage in the future		Suitable for different usage in the future		Conformity with the existing landscape and street furnitures		
Diversity	Multiple types of activities		Suitable for different income groups		Supporting biodiversity		Separate service access

(Hackney Council February 2006:125)

The design statement explains how the development will fit in within the area by the use of it. Existing land use and land use policies are evaluated. Also how the access to the other uses needs to be clarified. Secondly the amount of uses are defined by floor space figures and density criteria. Thirdly layout is explained and reasoned by means of solar gain, crime prevention and accessibility. Conceptual diagrams set out the principles that will influence the final layout and how the design has developed. The applicant shows that different layouts and options have been considered. Fifth of all, the details about the scale of the development are set out to show how it imposes on the existing setting. Three-dimensional drawings show the scales of each part of the building and how they work together. In addition, a landscape design on the basis of detailed landscape analysis is drawn. As well as plants, it includes all treatments of outdoor spaces like street furniture, road materials and water features. The link between the indoor and outdoor space is clearly identified. The council always asks the reason for chosen materials or design. For example by using non-slip materials and providing resting

places, the statement shows how the needs of elderly people will be met. Finally the appearance as a combination of landscaping, layout and scale is explained. In addition to the drawings, elevations, floor plans, roof plans, models, perspectives and cross sections, a supporting statement can be submitted to provide factual background of the proposal if there is any consideration such as policy conflict or ownership issue.

Two potential aspects of access also need to be covered in the statement. First is the vehicular transport links. Second is the inclusive access, which ensures everyone is able to access the place on equal terms and use it comfortably and safely. This is because; people with disabilities or people from different ethnic background and social grouping cannot be excluded or segregated. The applicant is expected to consult local communities and also highway and urban design specialists on how the pattern of movement around and through the site will work. Diagrams need to be prepared to show entrances and how the access for the emergency services will be provided. To assess the accessibility of the place, the government published a document called ‘Principles of Inclusive Design’ (Fletcher 2006) about making a place everyone can use. Referring to this document, the planning officers are expecting to see that these eight features are available in the project: Inclusive, responsive, flexible, convenient, accommodating, welcoming, realistic, and understandable (Appendix-F).

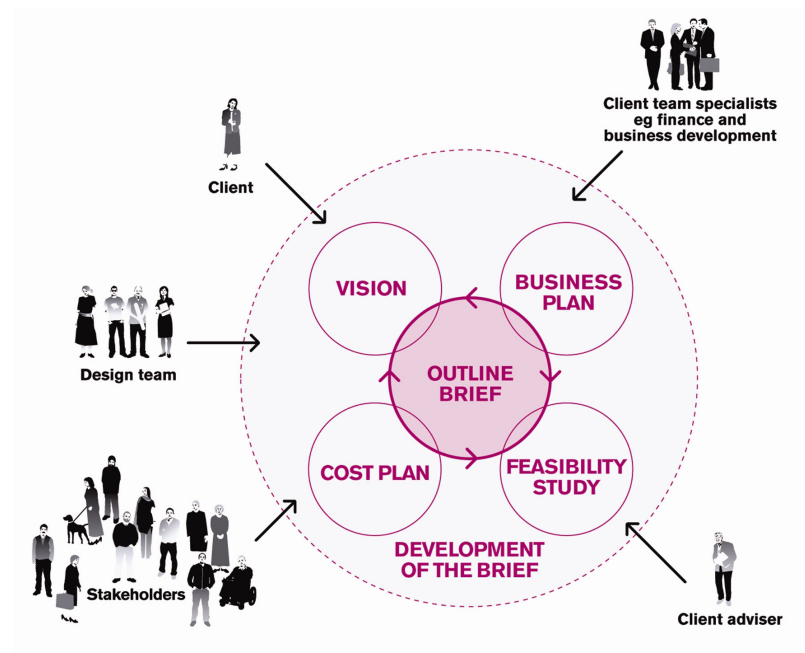


Figure 27: Inputs to the Brief Through Involvement
(Eley, J. Davis Langdon Consultancy, CABE Steering Committee 2003: 77)

The council expects the applicants to perform professional consultations and community involvement at an early stage. Any application affecting the community needs a public consultation. Even if it is a garage extension which affects the next door neighbour, the council send a written notice of the application and wait for the responses before making a decision. In major projects, the procedure is the same but more intense by means of public consultation. Stakeholders such as funders, users and neighbours and the wider community including general public, passers by in the street and once in a lifetime users are all affected. Public meetings and project discussions, generally called 'Have Your Say!' all have a great effect on the decision to be made. Therefore applicants have a responsibility to consult the public in order to meet their needs as a part of council's community involvement strategy.

I have joined one of the public consultation meetings for the Dalston Junction Regeneration Project in Hackney. All the residents and the business owners who are going to be affected by the development were invited in advance by a written letter. The venue was a local library very close to the site. The project's master plan and model was presented. The council's urban designers and city planners answered all the questions and made a written record of all the enquiries and the feedbacks as critical input for the further development plan documents related to the site.

2.5.5 Use of Conditions

Using conditions for planning permissions is one of the most effective tools of controlling design quality in British practice. It is a negotiation in order to realize design objectives effectively. For each condition the council expresses the reason below.

In Shoreditch, the application for erection of a wind turbine measuring 10m high on part of a 5-story building is an example of conditional permission (Figure 28). The building is inside the conservation area. The applicant aimed to develop an energy efficient office and to demonstrate renewable energy technologies. The applicant also had an intention to use the site as a demonstration building for other people interested in alternative energy solutions. It could have been expected to create such an exceptional visual intrusion as to warrant refusal. However, it was not considered more harmful than existing aerial masts around the area. In addition, the central government's and the council's policies of supporting proposals for sustainable development and renewable energy are considered more important than the minor visual effects.



Figure 28: Erection of a Wind Turbine in Conservation Area
(Hackney Council 2002:4)

The turbine was considered unlikely to generate significant noise disturbances to adjoining occupiers as 24 occupiers of surrounding properties were consulted and 2 notices were posted onsite, and there was no objection. The English Heritage as a statutory consultee, The Shoreditch Conservation Area Committee as a local group, and Council's Pollution Group and Urban Design Team were consulted. There was no objection. The council recommended conditional approval with a trial period of 2 years, setting out five conditions and their reasons.

They were for appearance related material usage, noise and vibration, and energy usage. If it creates any disturbance to its surroundings, or if the turbine doesn't create energy for the first six months it will be dismantled (Appendix G). Sustainability is the council's priority in decision-making. Physical appearance and design objectives are secured by the use of conditions.

Use of informatives is another important means of development control in British planning. Informatives are the documents which are not legally binding like planning conditions, but they have great influence on design quality by restating the expectations of the local authority.

2.5.6 Continuation of Involvement

After permission is granted, the person who negotiated with the planning officer during the design and access statement might have disappeared as the development could be sub-contracted. The new contact would always be in need of requesting many changes in the plan due to the practical reasons. Planning officers use this period as a continuation of the control process. The council's planning officers review each request on the site with the developer to make sure that the details are being implemented coherently in accordance with the plan.

I joined one of the consultation meetings between the planning officer and the developer after conditional permission had been given. It was exactly the same as what we were practising at urban design studio critiques at METU. The council's urban design officer made comments on the project and asked about the alternative solutions for certain parts of it. The meeting covered both large and small-scale design elements from pedestrian and vehicular circulation to actual façade material samples. In this way, the council's officer effectively engaged in the site planning and the making of the townscape and secured the design at an early stage. The developer's representative agreed to submit amendments by a defined deadline for further feedback until the actual building was completed. This meeting was a fragment of an ongoing process of control and negotiation. Every post-permission dialogue between the planning officer and the developer is recorded.

After the permission is granted, design often changes due to highway and fire safety adoption procedures. Technical standards may force a decrease in the design quality. Nowadays local authorities argue for these standards to be adjusted in order to allow for the design innovations.

2.6 MITIGATION WITH PLANNING CONTRIBUTION

Section 106 Agreements are legally binding documents about the planning contribution, which is negotiated between the planning authority and the developer. It is a means of making the development acceptable in planning terms. Contributions, in cash or in kind, address community or infrastructure needs associated with the development. Contributions are due to the council when the development begins on the site (Hackney Council Planning Service 2007:44)

Negotiation does not mean bargaining about the charges. It means agreeing about the type of contributions. Contributions can be formulated in different ways. They can restrict the development or use of land; require specified activities to be carried out; or require cash payments to be made.

Every development creates potential requirements. The council negotiates to seek a contribution towards a full cost of all provisions fairly and reasonably related to the proposed development, either to mitigate its impact on the locality or to compensate for loss or damage created by it. This is a powerful tool to secure sustainability. Proposed regeneration and environmental improvements in South Shoreditch LDF are funded through these planning contributions.

An important point should be emphasized in clarifying that contributions can only be sought where the development is acceptable in planning terms i.e., contributions cannot be used to overcome the objections to the granting of planning permission. In addition, contributions can only be sought when they are directly related to the proposed development. Therefore the council and the developer cannot abuse this mechanism.

If the development is on a site adjoining or in close proximity to other boroughs, a pool system is applied. The council will carry out the negotiations in partnership with other boroughs. Gained contribution will be shared and each borough will have the responsibility of distributing the funds in relation to this specific development.

Again here, there are no fixed amounts to be charged with a simple calculation in accordance with the location or size of the development. That is because every development has its own unique impact and needs to be assessed individually. There is a

long list of documents to be submitted by the developer to the council. They will help to assign the contribution category and the lump sum (Appendix H).

Table 15: Qualifying Development Criteria

	Planning Contribution	Qualifying Development	Contribution
1	Affordable Housing	10 units or more	Residential units or monetary contribution in lieu of onsite and/or offsite provision
2	Transport Impacts Associated with All Development	All development proposals where contributions are required to mitigate the transport impacts of development	Monetary contribution
3	Education Facilities & Life Long Learning	5 units or more	In most cases a monetary contribution will be pooled otherwise on-site development
4	4 Providing for Employment and Removing Barriers to Work	Employment Land and Floorspace Provision – All development within the hierarchy of employment areas Training & Local Labour in Construction – All major development Removing Barriers to Work – All development which generates employment and will employ 10 persons or more	Monetary contribution to be pooled Training – Monetary contribution plus local labour non-monetary Clauses Removing Barriers to Work – Monetary Contribution
5	Sustainable Design and Development	All development	Monetary contributions will only be accepted in lieu of works in exceptional circumstances. Large strategic development will be asked to make a monetary schemes to strategic initiative
6	Strategic Transport Impacts Associated with Major Development	All major development as identified within Table 3	In most cases a monetary contribution will be pooled
7	Other Community Facilities	All residential development (excluding residential extensions that don't create self contained units)	In most cases a monetary contribution will be pooled otherwise on-site development
8	Health Facilities	All residential development (excluding residential extensions that don't create self contained units)	In most cases a monetary contribution will be pooled otherwise on-site development
9	Open Space, Children's Play Areas and Recreation Facilities	All major development	Monetary contribution or onsite or nearby
10	Live-work Units to Residential	Change of use granted from Live-work to residential	Monetary contribution to be pooled

(Hackney Council November 2006:20)

Priorities are defined by each development's own circumstances. However, there is also a map showing the physical location of priorities where the specific contributions will be sought (Figure 29). These priorities are defined by the need assessment analysis of each area. For example in South Shoreditch the first priority is for transport impacts including environmental and public realm improvements. The second one is for health facilities. The third priority is for open space, play areas for children and recreation facilities. When contributions are distributed according to these priorities, the inequalities between the areas

and the boroughs will be reduced. The whole idea is based on the creation of sustainable and self-sufficient place-making in order to provide equal opportunities for the local communities.

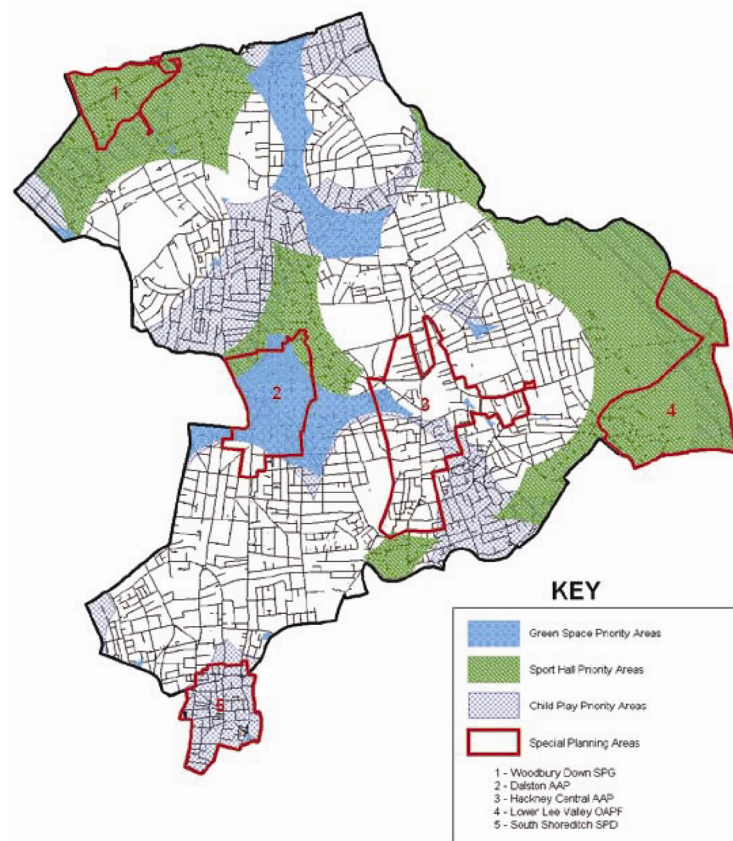


Figure 29: Contributions Priority Areas in Hackney
(Hackney Council November 2006:26)

Recently there have been a high amount of applications for new development - which would take place via the demolition of existing buildings. As part of the regeneration process, the council approved most of the applications, which were for buildings taller than the existing one. While economic return is protected by increased volume, gentrification is controlled by S106 contributions providing the needs of local communities in housing, social services, infrastructure and transportation. LDF Planning Contributions Supplementary Planning Document (Hackney Council, November 2006) was used as the published source for the below description of s106 contribution process.

2.6.1 Affordable Housing

Provision of affordable housing, for example, is a key priority of Hackney Council. 50% of the all the new housing developments are required to be affordable. This is not only a control mechanism against the gentrification issue especially in regeneration areas, but also part of a policy to scatter the affordable housing areas into the urban fabric rather than gathering them in uncontrollable and stigmatized social housing estates. Therefore, diverse and balanced communities with various tenure mixtures are provided.

To prevent developers from producing the smallest space for affordable housing and a larger area for the rest, the percentage of affordable housing is based on the number of units or habitable rooms, whichever is the greater. Therefore different family sizes can be accommodated from different income groups. If the area has a lack of social housing, the council advises the developer to increase the percentage from 50% to 70% for affordable housing. Most of these units are transferred to council occupation in order to meet the social housing needs in the borough. As the dominant landowner, the council negotiates on the ratios of affordable units in the new developments in order to meet the needs of its community. Here we can see how the land ownership pattern has intense affects on urban morphology.

To prevent delay in completion and a change in the usage of the affordable housing units, a legal agreement restricts the occupation of private residential units until the affordable housing units are completed and transferred to a Registered Social Landlord, such as councils and housing associations. This is to ensure that affordable housing units are used, occupied and retained forever for the purpose of affordable housing, without changing hands.

Herein, it could be beneficial to explain that councils in London behave as individual businesses with their own business plans. They invest their surplus into most profitable projects or banks in any part of the world. Bankruptcy of banks holding London Council's capital investments created crucial criticisms in the recent economic recession. On the other hand it is the way to sustain corporations in the capitalist market.

Monetary contribution can only be accepted in exceptional circumstances where there is no possibility of meeting the obligations for affordable housing. In this case the calculation is as below:

[Market price of units (50% affordable housing contribution)]
- [Average grant rate for unit type in Hackney]
= [Total off-site monetary contribution]

This contribution can only be used for funding the affordable housing. While providing the affordable housing to perform in a sustainable community, an appropriate level of social infrastructure and supporting services is also provided through the S106 obligations.

2.6.2 Transport Impacts

Hackney's Transport Strategy with general objectives such as improving safety and security, reducing car dependency, supporting physical and economic regeneration of the area, reducing the harmful environmental impacts, etc., guide the transport development in the Borough. Planning contributions for sustainable modes of transport are framed around these objectives. The size of any monetary contribution is adjusted to mitigate the transport impacts of the development and one year of maintenance costs.

Major developments cause a need for an increase on the capacity of public transport, road networks and urban realm by attracting additional people to the area. In order to be accurate and fair in the monetary contribution, the council's Traffic and Transportation Team are engaged in pre-application discussions as early in the process as possible.

168 Pitfield Street is a student accommodation development replacing the existing social housing block. The building consists of 514 non-self contained student cluster units, as it should always be in use for the initial purpose. The S106 agreement between the developer and the council include financial and also in kind contributions. £35,548 was taken as a library contribution. £50,000 was taken as local environmental improvement contribution. £89,257 was taken as highway contributions, for the reinstatement and improvement of the public footway adjacent to the building, street furniture and carriageway markings. The application was made as a car-free development. Therefore there are only 3 disabled car parking spaces and a cycle park. Residents are not able to get a Resident's Parking Permit unless they are registered as disabled. In Britain, to get a resident permit, one needs to show proof of address, alongside the insurance and tax document related to the vehicle. 168 Pitfield Street appears as a restricted car free address on the data base system. Therefore a resident permit cannot be issued for this

particular address. It is a simple and effective control mechanism. 528m² floor space was also constructed for community space as an in kind contribution of the S106 agreement. Community space is being used as a spa centre, for which the long-term lease was given to the Shoreditch Trust .

2.6.3 Education Facilities

Planning contributions for education facilities, such as a library, new education facilities, new fittings and IT equipment, book stock, environmental and public car parking improvements around education facilities, etc, are required for all residential developments with 5 or more units. Monetary contributions are pooled. The developer either contributes to the cost of the building of an education facility, or builds it if it is cheaper than assumed, but to the same standard. If the development is not large enough to contribute to the building of the whole facility, the developer either adds a monetary contribution into the pool, or builds the facility with the financial support from previously collected contributions. Monetary calculation for education contributions is as below:

$$\begin{aligned} & [\text{Average cost per school place per child (£13.503)}] \\ & \times [\text{child yield of proposed development}] \\ & = [\text{total contribution}] \end{aligned}$$

Child yield is calculated by the number of bedrooms of the dwellings. It is 0.562 for a two-bedroomed dwelling, 1.202 for a three-bedroom and 1.969 for a four-bedroomed dwelling. On top of the school contribution, the library contribution below is added:

$$\begin{aligned} & [\text{Average cost of library per person (£69.16)}] \\ & \times [\text{no of person/employees generated by the proposed development}] \\ & = [\text{total contribution}] \end{aligned}$$

2.6.4 Employment

Policies supporting employment land in Hackney help to create a vibrant local economy providing jobs for local people and services for the residents and visitors. If the development fails to meet the council's employment policies, such as by reducing the floorspace used for employment generating land uses, application will be refused as a

part of development control process. The council sets a hierarchical system protected by priorities based on social, economic and environmental analyses and need assessments. Accordingly, planning policies show a flexible approach to allow a more controlled loss of employment land except for the areas defined as key employment sites.

The council also sets the policies to secure the provision of a proportion of affordable and incubator business units, as there are a high demand for these by start-up firms and small businesses in Hackney.

Hackney's employment rate is much lower than the average for London. Based on public surveys, the reason behind this situation is mostly because of the lack of training and skills of the residents. In spatial planning, employment policies are supported by training initiatives that work for local labour market. Therefore, by preserving local employment, spatial planning policies embrace the land use policies to achieve a sustainable regeneration. Monetary calculation of the employment contribution is as below:

$$\begin{aligned} & [\text{Cost of providing employment floorspace } \text{£}1024 \text{ per sqm in key areas,} \\ & \text{£}512 \text{ per sqm in non-designated employment sites }] \\ & \times [\text{identified shortfall of employment floorspace or site area in sqm }] \\ & = [\text{total contribution}] \end{aligned}$$

In addition to the above monetary calculation, the council also asks for contributions for training courses for the construction industry in order to integrate migrant workers and licence skilled workers who lack formal qualifications. £3750 will be charged for the cost of NVQ training per £5million of construction contract value. The labour need for the development has to be recruited through Hackney Council's recruitment centre in order to employ a local workforce.

As a part of the equal opportunity policy, a contribution called 'removing Barriers to Work' is also added on top of the ones above. This contribution will fund the initiatives that are working on removing barriers to work by providing; childcare, access to information, apprenticeship, disability access, training and such. Therefore employment is supported by both space and job provision, and by removing the social, economic and physical barriers via occupational trainings.

Hackney Council was faced with an unlawful usage of live-work units until 2005. Initially it was the council's flexible approach to the provision of affordable workspace. After a while developers exploited this as a 'back door' entry to gain planning permission for residential use, because applications for live-work units were used to enable developers to avoid requirements for both affordable housing and employment provisions. In 2005 the council decided to not to approve any further integrated live-work unit proposals in Hackney. Previous live-work unit owners are seeking a lawful change of use to pure residential. In defined employment areas the council doesn't accept the contribution. Outside the defined employment areas, the council is asking for financial contribution for the lost potential from the employment generating floorspace.

2.6.5 Sustainable Design and Development

Regardless of its size, location and type, sustainable design and development is the key priority of all new applications in Hackney. Monetary contribution may be asked for strategic initiatives dealing with recycling, waste management, renewable energy, air quality, additional energy and such. Negotiations are done on a case-by-case basis.

2.6.6 Health and Other Community Facilities

In physical planning boroughs used to concentrate on securing the services they themselves normally provide, such as affordable housing, education, transport and open space. Health and other community facilities had been seen as outside this system. In the London Plan, health was made a priority for S106 contributions alongside the others. In 2004 a unit called HUDU (Health Urban Development Unit) was established to calculate the health service requirements resulting from a new development (Web 4). HUDU is funded by 31 NHS (National Health Service) Primary Care Trusts.

This is a sharp example of improved communication and cooperation between planning and one of the social sectors. HUDU provides specialist knowledge, expertise, advice and support to organisations involved in spatial planning. It also provides information and advice to the developers. The health sector understands, contributes and uses the spatial planning policy. Meanwhile the local authority aims to deliver a sustainable community through LDF where health is an essential component. Contributions for health facilities are managed under an agreement between HUDU and the Council outlining regular meetings, monitoring and review. This systematic approach provides

local development frameworks and a planning application process to address health issues considering the existing deficiencies and geographical disparities.

Planning contributions are also expected to deliver other community facilities improving the economic, social and cultural life of neighbourhoods by the provision of leisure, recreation, education and job training opportunities. For example, in large residential development proposals, Council asks for a public space where local people and groups can meet and interact.

2.6.7 Open Space, Play Areas and Recreation Facilities

Spatial planning views the provision of open spaces, play areas for children and recreational facilities not only as an environmental value but also as social value important to the individual's physical, mental and social well-being, constituting a thriving and healthy community. As new developments increase, along with the local needs for open spaces and recreation areas, planning contributions are used to increase the quantity and quality of these kinds of facilities.

Hackney Council's Open Spaces Strategy shows the priorities for improving all 62 parks and gardens in the borough on the basis of local needs. It sets out how S106 contributions will be allocated accordingly. Waterside developments are another subject of negotiation for planning contribution. Councils call such contributions for improving the recreational, amenity and community value of the waterways, the 'Blue Ribbon Network'. Calculations for the planning contributions are as below:

$$\begin{aligned} & [\text{Cost per person (£20.50 residents, £14.76 employees)}] \\ & \times [\text{no. of people generated by the development}] \\ & + [\text{agreed maintenance fee}] \\ & = [\text{total contribution}] \end{aligned}$$

If the developer submits plans for a green space or for child play equipment and will not take any responsibility for long term management and maintenance by establishing a company or a trust, the council also asks for maintenance contributions for at least ten years. In addition, the council doesn't accept the transfer of the green space before an initial 12 months of its maintenance.

For childrens' play areas, Hackney Council has a Hackney Play Strategy stating the vision, key themes, priorities, and principles. It includes the analyses based on consultations with children and their parents. It is important to ask children's opinion as they are the target groups and their cognition is very different to that of the adults (Figure 30). As a result of these analyses an action plan is prepared. Therefore, once planning contributions are delivered to the Children Play Service, the strategy shows how to allocate this fund in accordance with the local needs and priorities (The Learning Trust, Hackney Council 2007).

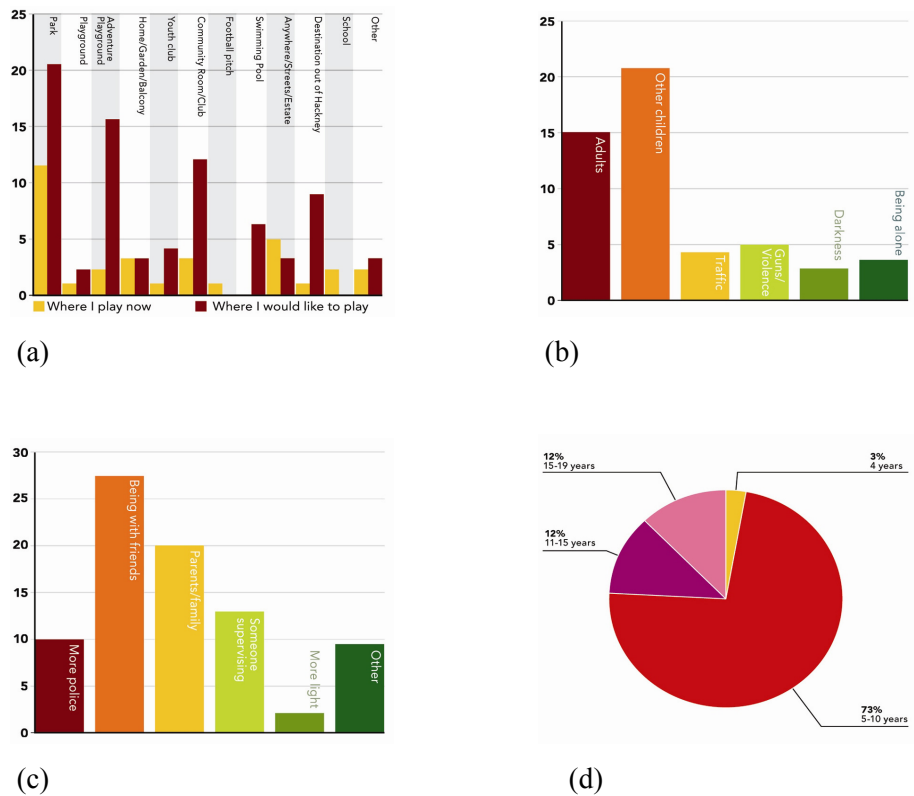


Figure 30: Consultation with Children for Hackney Play Strategy
 (a) Where do you play now? Where would you like to play?
 (b) What makes you feel unsafe, What would make you feel safer
 (c) Age of participants
 (The Learning Trust, Hackney Council 2007:45,46)

2.7 ENFORCEMENT

Enforcement in British planning is based on firmness and fairness. It has a risk-based inspection approach. Risk identification is in line with the council's statutory duties and legislative powers, while taking into account the needs of vulnerable populations (like children and the elderly) and locales (like schools and hospitals). Enforcement division is in strategic partnership with a range of stakeholders such as Transport for London, police, fire and health services, utility companies, the DVLA, and street wardens, composing a proactive inspection and monitoring cycle. There are various implementations of enforcement for local environmental quality, noise, licensing, and building control.

Most of the tipoffs come from the public, as they are well aware of their rights. Obligations could vary from a verbal warning to heavy financial contributions and also a record of a conviction on a criminal record (Hackney Council, May 2009).

Keeping a record of post-approval dialogue between the developer and the local authority clarifies the details of submission and resolutions, which give the local authority the ability to take an enforcement action (CABE 2003).

2.8 REGENERATION CONTEXT

2.8.1 Sustainable Community Strategy

Spatial planning is the spatial expression of the Community Strategy (Hackney Council 2009), which sets out how to address the economic, social, and environmental needs of the local community over a long term. It is not about the extra activities to be placed on top of the existing ones, but it is examining how to do things differently and why do them in the first place. Hackney Community Strategy's 10-year vision and 6 priorities to achieve this vision consist of very generic statements about improving the quality of life in Hackney including thematic targets of housing, education, health, crime, lack of work and liveability (Appendix I). The ways of achieving these goals are set out in the plans and LDFs in detail. In other words, LDF policies derive from these high level goals.

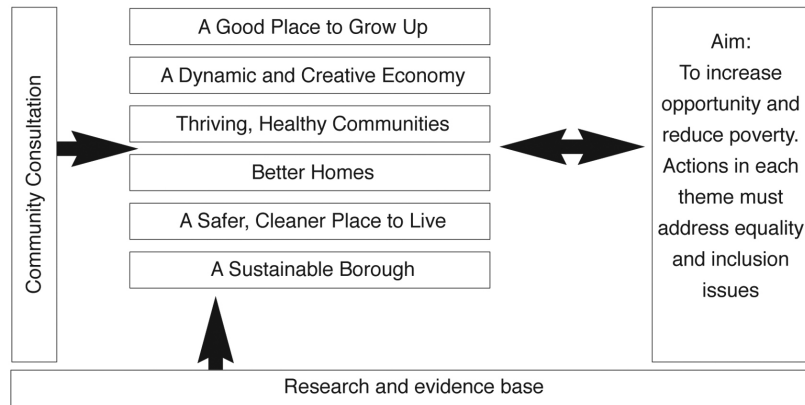


Figure 31: Six Main Priorities for Hackney’s Sustainable Community Strategy (HSP 2004:9)

For example, Hackney Community Strategy aims to promote local employment opportunities due to the high rate of unemployment and economic inactivity in the borough. LDF sets out policies to achieve this goal. It provides this not only by supporting the mixed-use and business units, but also with S106 contributions agreed for qualification and skill training. It puts conditions on planning permissions to use local employment for the construction of the large-scale projects. It states that 50% of all the new employment floorspace is required to be suitable for small and medium enterprises in order to allocate the local start-up businesses, in spite of pressure from the City for larger office places. LDF also creates town centres in Dalston, Hackney Central and Hackney Wick to attract employers.

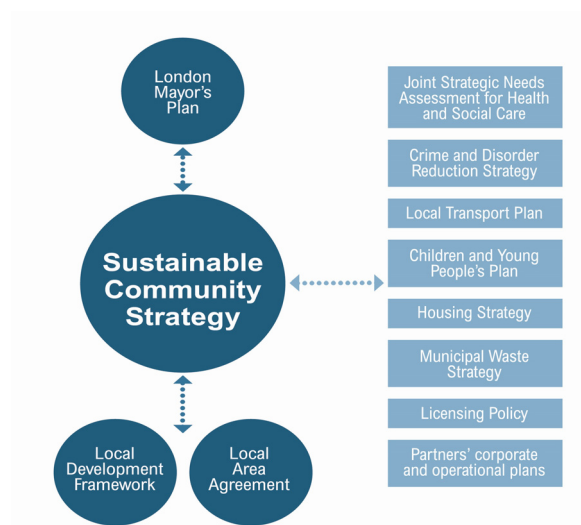


Figure 32: Policies, Plans and Strategies for Delivering the Sustainable Community Strategy (Hackney Council 2009:19)

The Sustainable Community Strategy is based on the local community's needs. It targets these needs to be addressed. Like employment policies, affordable housing policies are also set to accommodate the local needs. They are provided for the use of local residents with a low income. This approach minimises possible gentrification during the regeneration process. Land use policies restrict the type and the floorspace of the business units as well as the ratio of the dwellings. Therefore high-income groups and businesses catering to a more affluent and sophisticated base of consumers could not occupy units other than the ones assigned to them, because the rest of the units don't meet their needs.

The overall target of the community strategies is to decrease the gap between the wealthy and the most excluded groups in the community. The performance criteria to compare the London boroughs are nothing to do with the capital they raise but health, education, employment, and crime statistics showing the quality of local community life.

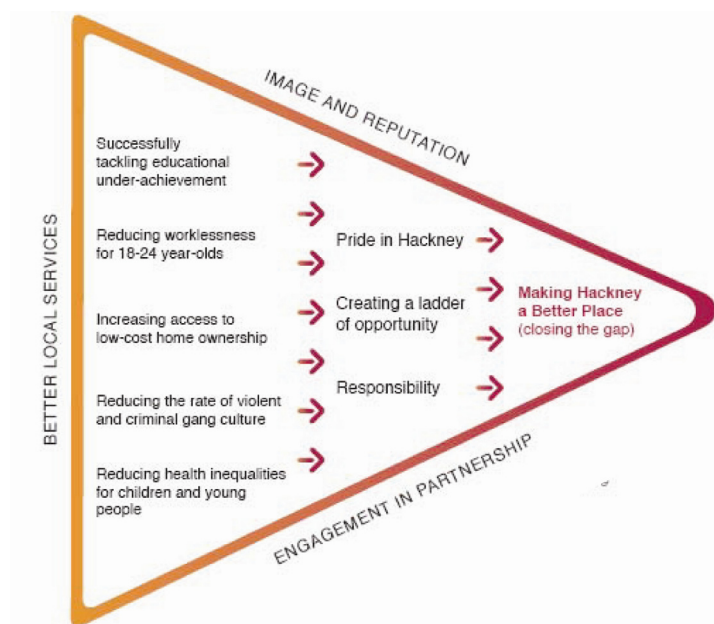


Figure 33: Hackney Local Area Agreement (Team Hackney 2007:4)

The delivery plan for the Sustainable Community Strategy is known as Local Area Agreement. Local authorities in consultation with local partners prepare this delivery plan in accordance with the local priorities.

2.8.2 Local Strategic Partnership

In spatial planning, the role of a local authority as a strategic leader is to enable local partners to work together to meet the needs of their communities. The key idea underneath this statutory mechanism is to reshape the public services around the communities who use them. In order to be responsive to the changing economic and social patterns, local strategic partnerships encourage the citizens to have their say. Central government allows a flexible delivery of the public services with the awareness of different needs that exist in different communities. For example, instead of delivering the funds directly to the police, central government streamed the fund to local authorities and let them lead the local partners. For example, regeneration partner the Shoreditch Trust and the police work together on a delivery plan based on the priorities defined in the LAA (Team Hackney 2007). The aim is to improve the whole area rather than just the identified services.

The council established a family of partnerships called Team Hackney aiming to deliver the goals of Community Strategy. The partnership consists of council, other public services, community and voluntary organisations and businesses in the borough. Partners work with the other agencies and with local people.

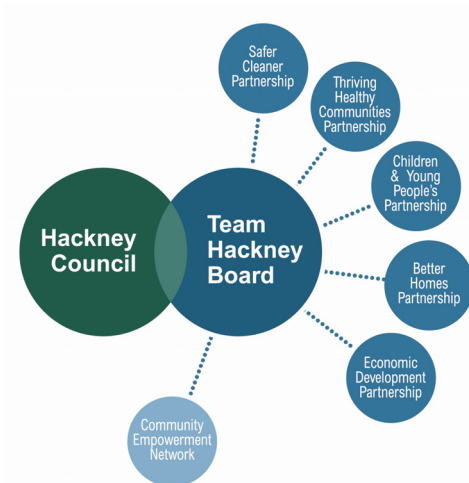


Figure 34: Team Hackney working together as a strategic partnership (Hackney Council 2009:66)

The board of Team Hackney supervises five themed partnerships. The Community Empowerment Network supports local people and local organisations in the voluntary and community sectors to have a voice in Team Hackney.

Spatial planning doesn't impose a 'one size fits all' model. To have their say, it supports local community getting involved in decision making by participating in volunteering, by attending the local councillor's advice surgery, taking part in regular online surveys and research activities through the council's e-panel, joining in at the exhibitions and public meetings, and also by reading through a variety of publications such as the council's newspaper 'Hackney Today'. The council always consults the target groups before taking any action affecting them. For example Hackney Youth Service run Hackney Youth Parliament, consisting of elected representatives of young people aged 13-19 having their say on what concerns them.

Team Hackney's partners consist of charities, public organisations, and not for profit companies. Team Hackney commissions the partners by contracting and procurement. In addition, it enables partners to work together instead of competing for the fund. The capital is streamed from central government and pooled in the council. Each partnership delivers it to the other agencies according to priorities. Strategy Action Plans report the targeted progress of outcomes annually. The performance of partnership agencies is evaluated with the progress they have made in accordance with this plan. Each partner's performance is evaluated against LAA targets. According to these outcomes, Team Hackney reviews LAA priorities and targets again.

Shoreditch Trust and Renaisi are the partners of Team Hackney specializing in the delivery of regeneration projects in Shoreditch. These two partners have a direct relationship to the urban design projects.

The local community in Shoreditch created a property company under the Shoreditch Trust. Having the ownership of the public assets, the Trust ensures that these assets serve the interests of local community. As an example, the Shoreditch Trust owns 12 Orsman Road. The Trust applied for planning permission to change the ground floor use to that of office, in order to designate it as Shoreditch's Safer Neighbourhood office. It was a special occasion and permission was granted for the community service use only. The Trust, Metropolitan Police and Hackney Council currently operate this project as a partnership. Community police teams which work at night time and weekends, the wardens' team which control the parking, and the environmental enforcement and community safety team which control the development are placed in Shoreditch to provide a coordinated multi-agency approach against crime. This office is first of its kind in the country. This is a local hub controlling the crime, urban development,

transportation and policy implementations such as licensing and waste management. Due to the vibrant night-life in Shoreditch, the local community invested in such a project, allocating the funds they receive from central government. Local government takes the responsibility for community safety and works together with partnerships to meet shared priorities. For example, a superintendent from Hackney Police is a member of Team Hackney Board.

Shoreditch Trust received £60 million for regeneration in Shoreditch for a ten year period. All such funds have time limits. At the end of the contract the outcomes are assessed according to previously set targets. If it is a successful implementation, and if the community is still in need of the same services, it creates its sustainability by new funds created from the project or, by streaming from the central government again. Shoreditch Trust is aiming to sustain the projects by purchasing the ownership of their premises. Shoreditch Trust is playing a key role in Regeneration Delivery Framework. Most of the central and local government's funds go to deprivation areas. Shoreditch was the most deprived area in Hackney due its housing quality, crime rate, services and such. The Trust established as a regeneration organization in 2000. All the voluntary or non-profit sector organisations are expected to be social enterprises capable of long duration. They have contracts with a range of funders. But they always have to pay their rent and bills out of these funds and by the income created from the services they provide. Most social enterprises work together. It is government strategy not to allocate more funds for the same target. That is why education, health, and crime prevention groups work together under the same roof. The sustainability of the social services is provided by success of each social enterprise's own business management.

The Trust has another property in 165 Pitfield Street where it engaged with the developer at an early stage. The developer applied for planning permission to demolish a residential social housing block in order to erect student accommodation. S106 contributions have been negotiated for health facilities as the Trust aimed to purchase the lease of 7000sq ft of the ground floor for 125 years to accommodate a social health project called the Shoreditch Spa. Shoreditch Spa works in partnership with an NHS team who have hired part of the premises. In the Spa, 40% of the employees are from local residents. 80% discount is offered to the local service users. With this project, regeneration surplus is delivered as a health service to the local community in a sustainable framework. NHS bodies and local strategic partnerships work together to deliver local health targets of the local authority (Figure 35).



(a)



(b)



(c)



(d)



(e)

Figure 35: 168 Pitfiels Street Student Accommodation and Spa Centre
(a) Aerial Photo, (b) After Demolition , (c) During Construction
(d) Spa Centre on the Ground Floor, (e) Attached Council Flats
(Web 5)

A proactive approach provides preventative and early intervention activity in health safety, social exclusion, economic development, climate change, housing and planning. Childrens' centres are one of the sharp examples of a proactive approach. The government funds local authorities to establish these centres for children under five years old where many statutory and voluntary organisations work together. The aim of the project is to decrease the gap between the most excluded children and the rest by giving them a better start to life before school age. In Hackney there are 18 childrens centres currently operating at present. Each covers the surrounding neighbourhood.

They all need the specific approach of urban design and architecture for their location, access, security, buggy parking and open spaces.

Local authorities used to deliver all the services by themselves. Today they are delivering these services through partnerships. They develop a joint vision, support and commission other agencies to provide solutions on place shaping.

Involvement and participation is at the focus of public services. The spatial planning and proactive approach of a local authority as a strategic leader, enables the local community to choose the services they want and who provides them. This process starts with developing a vision, and then working jointly to make it happen (CLG 2006).

2.8.3 Statement of Community Involvement

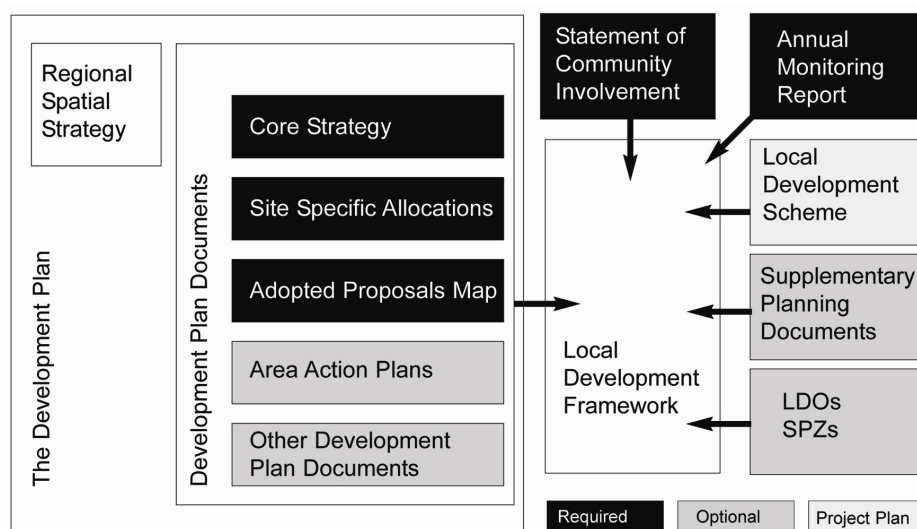


Figure 36: Formation of LDF
(ODPM 2004 : 18)

Community involvement is an obligatory condition in spatial planning. Involvement starts at the earliest stage to influence and inform the policy decisions. The community gets involved in two stages of the planning process. First is the consultation on local development plan documents. Before publishing the planning documents, policies have to be approved by the public, stakeholders and consultees. For example the S106 Planning Document consulted 33 stakeholders by certain methods (Appendix-J). When consultees raise key issues on the draft, the council responds to them and amends where necessary. All these inputs and the feedback from the council are collected under the document called the Consultation Statement. The final version of the development plan document is prepared afterwards.

The second consultation stage is the one during the planning permission. For example in the case of an extension for an opening hours application, the development control planning officer needs to consult police, local residents and associations, and also the licensing division of the council (Hackney Council 2006).

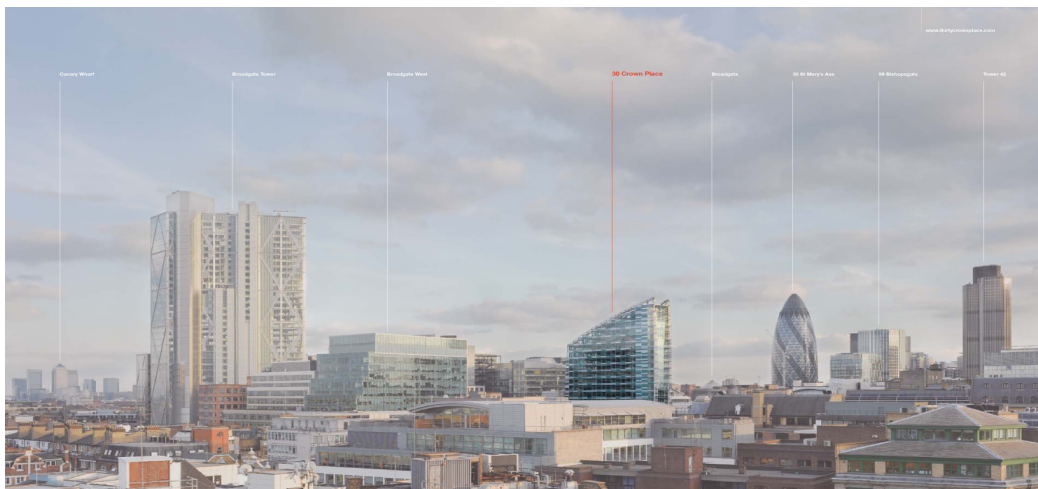
One of the interesting examples of community involvement in a high-rise new development is at 30 Crown Place (Web 6). Renaisi is a regeneration delivery company, specializing in public consultancy services. In 2005, HDG Ltd consulted Renaisi to undertake a pre-planning application consultation and stakeholder engagement programme. The project was for a 19 storey commercial development. Although it is a major project, the planning permission was given after only 16 weeks, which was considered as a unique success. Renaisi identified the views of stakeholders before HDG Ltd. submitted the planning application. It was done through exhibitions, information boards, a comment box, website, flyers and a hotline. There is a standard development control consultation procedure by which the council has to notify the public throughout the assessment of planning application. It is normally undertaken by the development control service (Appendix-K). In this project Renaisi led the same procedure prior to the planning application. Negotiations between the architect of the project and the occupiers of the adjacent properties resolved the disagreements on many issues such as the blocking of light. In this project, the council passed the responsibility onto applicants to undertake community consultation. Also it has been proven that working with regeneration companies made the planning process much shorter and more efficient (Figure 37).



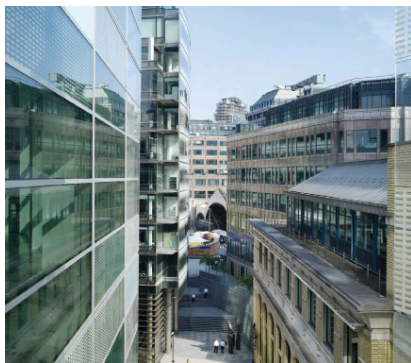
(a)



(b)



(c)



(d)



(e)

Figure 37: 30 Crown Place High Rise Development
 (a) Computer Generated Image of the Project
 (b) Access and Scale, (c) 30 Crown place in London's Skyline
 (d) Street Scene, (e) Roof Terrace
 (Web 6)

There is also a back-story to this project. As any objection from the stakeholders or public may have power to change the project dramatically, the initial developer followed a tactical strategy. There used to be an active local pub and a derelict 3-storey industrial building on the site. The developer bought these properties and only demolished the pub during the Christmas holiday when no body was aware of this action. The derelict building was purposely left as it is. Therefore, the new project was introduced as a clearance of the place while there couldn't be any objection for the pub, as it was too late. The reason why I mention this tactical move is to show how public engagement is important for the planning permission decision of local authority.

2.9 CONSERVATION

A proactive approach to the planning system brings an early understanding of the character and value of the historic environment. It increases the input historic assets can make into future economic growth and the public realm. Conservation led regeneration attracts private sector investments by the power of existing values. Conservation is the management of change against deprivation. Planning policies have a flexible conservation approach to balance economic, social and environmental values. They aim to protect the quality of life and a sense of place while attracting investment and sustainability (Web 7).

2.9.1 Old Building to Sustain

‘To sustain’ means to both preserve and enhance the values of a place. The re-use of heritage assets sustains the development by attracting investment, highlighting local distinctiveness and boosting the local economy. English Heritage calls this approach Constructive Conservation. Their slogan is ‘Use it or Loose It’ It’ (Web 8).

The best example of historical building with a new economic use is the Shoreditch Town Hall. It was built in 1866 as a Vestry Hall and used as the Council Chamber. In 1904 a major fire destroyed some parts of it. In 1907 these parts were re-built. In 1965 Shoreditch was no longer a separate borough. The municipal centre moved to Hackney Town Hall. It was then used as council offices for another 30 years but the building was gradually left in poor condition because of neglect. In 1996 the building was on the at risk register. Hackney Council organised a public meeting to discuss the future of the

building. After the meeting, a steering group was established to take the necessary actions. As a result, the Shoreditch Town Hall Trust was formed in 1998. In 2002, the Trust was granted a 99-year lease by Hackney Council. The Trust aimed to restore the building for the benefit of the community. Its vision is to create a venue, which is financially secure, effectively managed, and resourced by its cultural, charitable and commercial use (Figure 38).

Since 2002, the Trust has been raising funds to complete restoration of the building. The Heritage Lottery Fund, European Regional Development Fund and many other trusts fund the Shoreditch Town Hall Trust. In addition, rental income from its office uses and events halls is also received. In this way, management of change against deprivation is succeeding (Web 9).

2.9.2 New Building with Old Facade

The Shoreditch Trust, a local regeneration delivery company, is funded by central government. Hackney Council received almost £60 million on behalf of the Shoreditch Trust. This is because the funds can only be submitted through an accountable body. The Local authority monitors the way the Shoreditch Trust uses this fund to deliver services to local community.

A property company belonging to the Shoreditch Trust searches for properties in Shoreditch area to invest in individually or in partnership with developers. On 55 Pitfield Street, there used to be a cinema building, built in 1914. Due to its closure in 1956, it became a redundant brownfield site.

As a developer itself, the Trust applied for planning permission for part demolition of the existing building with façade retention. Building permission was granted for a two-screen cinema, café, event space, and office accommodation. This is an example of re-use of previously developed urban land with mixed-uses. In order to get the permission, the Trust consulted with local stakeholders extensively. It showed that the local community had a strong desire to activate the cinema building (Figure 39).



Figure 38: Shoreditch Town Hall
(Web 9)



(a)



(b)



(c)



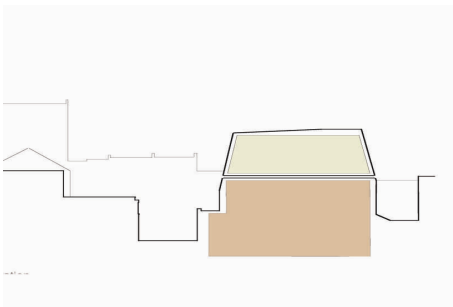
(d)



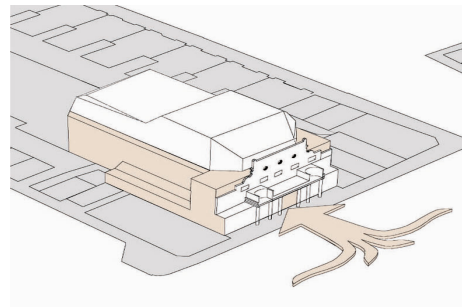
(e)



(f)



(g)



(h)

Figure 39: Hoxton Cinema Building Redevelopment by Shoreditch Trust
 (a) in 1915, (b) in 1949, (c) in 2009, (d) Site Area (e) Computer Generated Image of Proposal
 (f) Computer Generated Image of Proposed Streetscene
 (g) Overlooking and Separation, (h) Volume and Entrance
 (Waugh Thistleton Architecture 2009:4, 5, 8, 10, 11, 12, 13)

The Shoreditch Trust prepared the project with its design team consisting of architects, a structural engineer, a quantity surveyor, a planning consultant, an acoustic consultant, and experts of building control and rights for lighting. The Trust had several pre-application meetings with the council's urban design team to respond to their concerns about the listed terraces behind the cinema. The urban design team offered the roof cladding with a light coloured wood to mitigate against the bulk and mass of the building. The team also asked for the detailed façade drawings to make sure that it will remain as close as possible to the original.

This development is a great example of proactive spatial planning. The Shoreditch Trust as a regeneration delivery agency and one of the partners of Team Hackney, is well aware of the local needs and public consultation procedure. The Trust shows its responsibility as a developer by attending pre-application consultations with Council planning officers. The Trust also planned the management of the building after it's opening. For example the cinema operator has been chosen from a well-known company managing one of the oldest independent cinemas in London. The Hampstead-based company is expected to broaden the content of the venues. It looks like a minor detail at present, but it has a direct effect on the sustainability of this project. In other words, spatial planning aims to achieve sustainability within the long run.

2.9.3 New Building in Old Setting

Buildings of different periods have co-existed harmoniously in London because of their similar building methods, materials and scales composing an organic urban pattern. In the 20th century, not only the means of transportation and need for infrastructure, but also building materials and methods have changed, challenging this organic model. To prevent the loss of valuable urban fabric, planning policy developed a way to identify areas of architectural and historic interest. This established a special protection for them. New definition of conservation is managing the change in ways that will best sustain the heritage values. High quality, along with innovative and contemporary design is compulsory for all new developments within and adjacent to the conservation area. There is no restriction of new development in conservation areas, as long as they respect the urban fabric and contribute to the economic sustainability of the area. In the opportunity sites, high-rise developments are expected to have world-class designs. The reflection of policies that force an improvement in design quality is clearly visible in

Shoreditch. It is supported by local authorities due to the contribution towards the regeneration of the area.

In Hoxton Square, there is an interesting example of this new approach to conservation. Years ago, under physical planning, it would have been impossible for such an application to be granted, whereas in spatial planning, the evaluation criteria have been changed. Answering local needs, respecting the environment, providing benefits with the mixed use it contains, and creating a unique design following all the policies and guidance sought from the council, make new developments applicable. Zaha Hadid's initial proposal which had an innovative design stated that Hoxton Square does not have a strong cohesive architectural character; therefore, the proposal was a modern but also elegant addition to the area. It is a replacement of another modern but architecturally unsuccessful building. This proposal was surprisingly granted planning permission in 2005. Zaha Hadid made another planning application in 2008 for the very same site but including the adjacent building into the proposal. A decision has not yet been made on it (Figure 40).

The above example shows that London is going to change its appearance faster than expected. Listed buildings will always be under protection but the modern ones will be under pressure to be as innovative as possible otherwise they will be replaced by better designed alternatives. It is also proof that the flexible planning system without rigid height restrictions creates opportunities for innovative designs. In spatial planning social, economic and environmental benefits can only be provided with a high quality design adding proven value.

The right approach for new developments in any conservation area is expected to start with a character appraisal to relate it to the surrounding geography and history. Projects are expected to respect important views and the scale of neighbouring buildings. In addition to the design, involving the architect in discussions with the local authorities at an early stage is making for much more successful outcomes.

2.9.4 Tall Buildings Around the Heritages

Bishopsgate Goods Yard is a strategic site in Shoreditch. It is identified as being located within the City Fringe Opportunity area in the London Plan (Tower Hamlets, Mayor of London, Hackney Council 2009). It is defined as opportunity site in SSLDF.



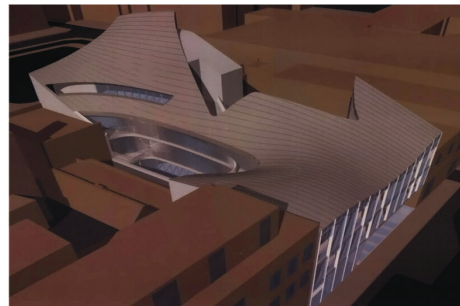
(a)



(b)



(c)



(d)



(e)



(f)

Figure 40: Zaha Hadid's Proposals in Hoxton Square

(a) Existing buildings in Hoxton Square, (b) Existing buildings to replace with the proposal
 (c) and (d) Zaha Hadid's first application, granted a planning permission in 2005

(e) and (f) Zaha Hadid's current application at 33-35 Hoxton Square
 (Zaha Hadid Architecture 2008:4, 5, 13, 16 and Zaha Hadid Architecture 2005:8, 15)

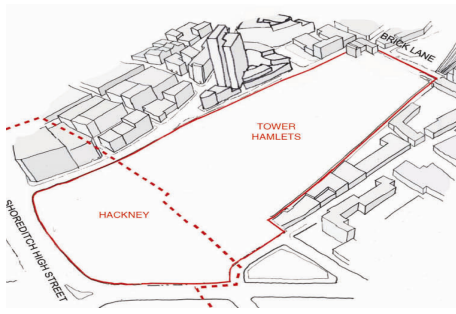
A tube station and a train station will soon exist within the site. Due to the improved accessibility, it became an opportunity area to contribute to regeneration of the area. The site doesn't belong to only one borough but to both Tower Hamlets and Hackney Council. These two local authorities and the Greater London Authority jointly prepared an interim planning guidance by an independent urban design consultation company. This guidance aimed to provide a framework for the future development of the site. It provided guidance on reuse of historic structures such as 19th century arches, and also delivery of large areas of public open space on top of and around them. As a result of the community consultation covering local residents, businesses and interested parties, a need for large green open space was raised. The issue of tall buildings was a matter of dispute.

After the vision statements, urban design principles were set out based on the site analysis, planning policies, opportunities and constraints. They are about improving the permeability, providing connection with the surrounding streets, integrating the site's context with adjoining ones by means of design standard and mixed uses, providing a sustainable way of life and opportunities for diverse communities.

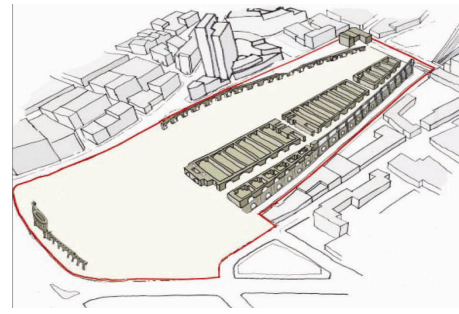
Conservation at the site was set up around the re-use of the historic structures located on the site. This keeps the character of the site unique creating a successful sense of place with a local distinction. Arches were designated as mixed use spaces for education, entertainment, leisure, and retail uses supporting a vibrant public realm. A green open space covering their roof improved the pedestrian links. The whole idea was to create continuity between the past and the future while mediating between different typology and scales on and around the site. This is provided by retention of the existing historical structures (Figure 41).

2.9.5 Old Buildings in the City Fringe

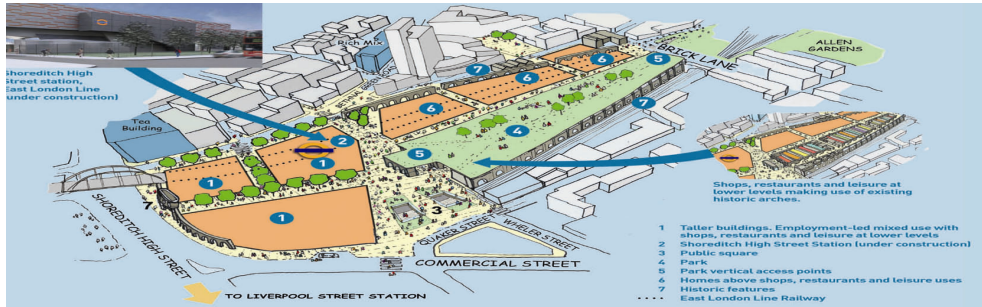
Sun Street Conservation area is at the southern tip of the Borough. Historical industrial buildings of the furniture and printing trade bring this area a valuable and distinctive character (Figure 42). The area reflects the various development pressures due to its location adjacent to the City Fringe. The planning department sees these pressures as opportunities for enhancement and development. Enhancement of the physical environment and pedestrian experience without compromising the historic and architectural value is the main target.



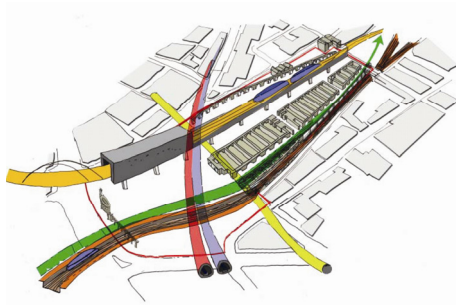
(a)



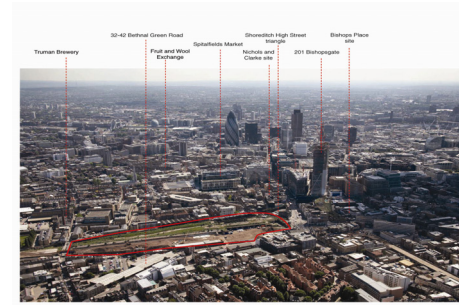
(b)



(c)



(d)



(e)



(f)



(g)

Figure 41: Bishopsgate Good Yard, City Fringe Opportunity Area
 (a) Bishopsgate Good Yard Borough Boundary, (b) Historic Structures on the Site
 (c) A Unique Place Created by Reusing Historic Structures, (d) Site Constraints
 (e) Aerial View (f) Historical Arches, (g) Site View of City Fringe
 (Tower Hamlets, Mayor of London, Hackney Council 2009: 22, 28, 31, 32, 50)



Figure 42: Typical Building Forms and Materials in Sun Street, South Shoreditch (Hackney Council Sustainability and Design Team 2009: 23,45)

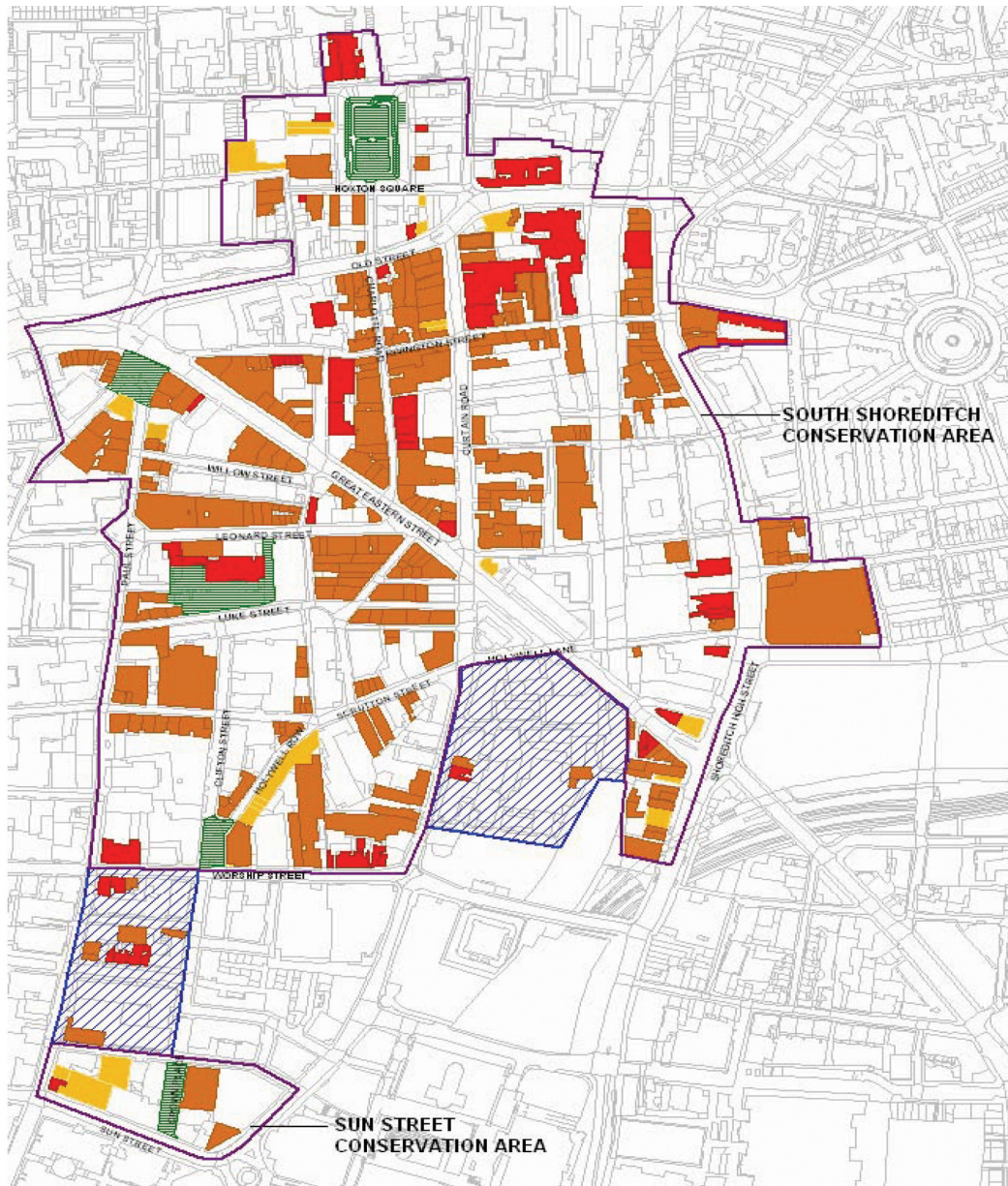
The high-rise development applications are proactively managed during the planning permission process. Planning contributions are requested for public realm improvements such as landscape, streetscape, traffic management and highway improvements. The high-rise development at 30 Crown Place planning permission was subject to £3m worth of S106 contributions for creating greater legibility and pedestrian flow in the area. The council supports high quality innovative architecture, which re-designs the intersection points with pedestrian priority. Therefore developers have to prove that their proposal is improving the surrounding area.

On the other hand, the council applies conservation and design guidance for the historic part of the area (Figure 43). The aim of the conservation is not to stifle or prevent, but to control the change in order to sustain and improve the distinct character of the area. The street patterns, streetscape, layout, views, and urban fabric as well as the architectural style of the buildings influence the historic urban form.

Briefly, while conserving the old fabric, the council support the prominent developments providing enhancement opportunities for the whole area while respecting the existing setting. The height of the new development is defined in the policies for the key priority areas (Hackney Council Sustainability and Design Team 2009).

2.10 ENVIRONMENTAL SUSTAINABILITY

In Britain local governments have a fundamental role in mitigating against the climate change. The Energy Saving Trust, Carbon Trust, Local Government Association, Improvement and Development Agency and many other public, private and third sector organisations work with local authorities. In 2008 Hackney Council published a report on the state of the environment (Hackney Council, February 2009). Air quality, energy useage and climate change, flooding, water consumption and river water quality, biodiversity, land use, traffic and transport, noise pollution, litter and waste management are the topics considered in this report (Figure 44, 45). The council uses this report to help future planning policies as it identifies the local environmental issues. With the lowest carbon dioxide emissions Hackney is the greenest borough in London. A high rate of recycling and large green open space make Hackney green. The council tries to raise awareness of environmental issues by communicating with its residents.



- Listed buildings; Buildings or structures which the Secretary of State for Culture, Media and Sport considers to be of special architectural or historic interest.
- Locally listed buildings; Unlisted buildings of recognised local significance that make an important contribution to the character of the conservation area.
- Buildings of townscape merit; Other unlisted buildings that make a positive contribution to the character of the conservation area. Together these buildings contribute to a cohesive historic townscape within the conservation area.
- Important open/public spaces
- Area of townscape merit; Although recognised as an area of historic interest exhibiting some of the characteristics of the wider Shoreditch area, its townscape and heritage value has been too diluted by poor quality buildings to prevent its inclusion within the Conservation Area. However, its key position within South Shoreditch warrants consideration of its merits and the contribution it makes to the townscape character of the area when considering future development.

Figure 43: South Shoreditch and Sun Street Conservation Areas
 (Hackney Council Sustainability and Design Team 2009: 43)

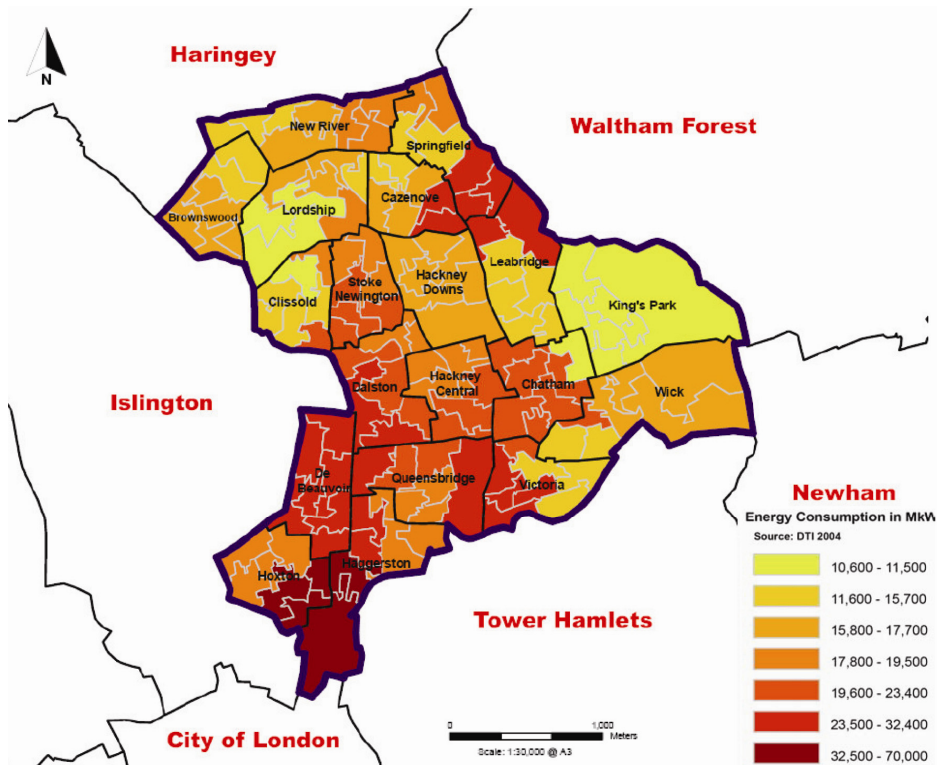


Figure 44: A Map of Energy Consumption within Hackney (Hackney Council February 2009 : 22)

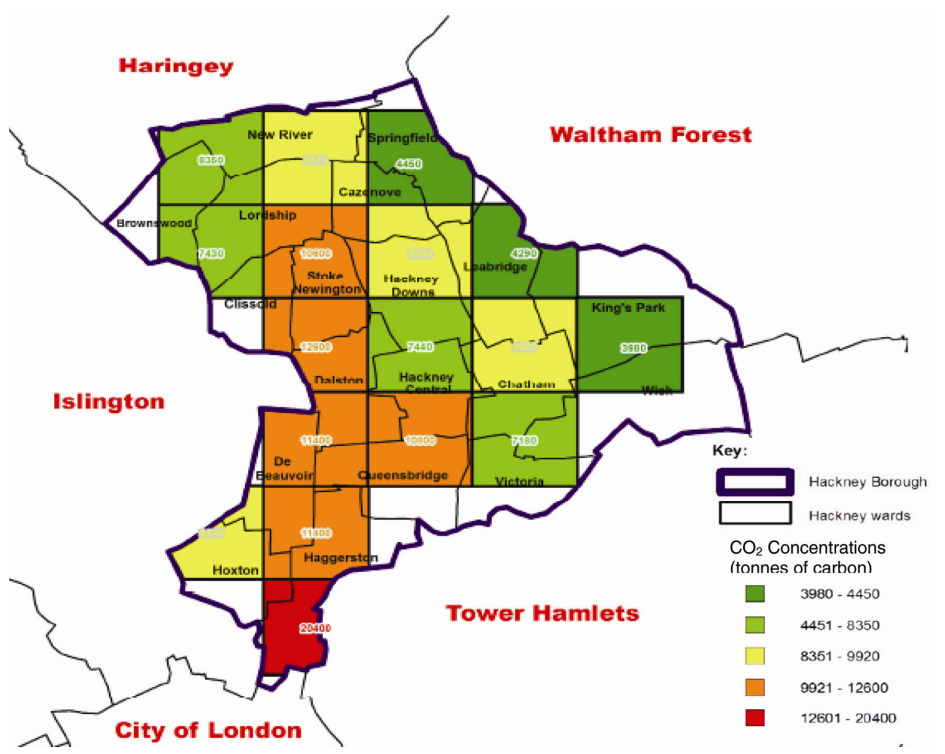


Figure 45: Map of Estimated CO₂ Concentrations Across Hackney (Hackney Council February 2009 : 26)

The council gives advice on energy efficiency, via websites, neighbourhood panels, estate committees and newsletters. Team Hackney's safer cleaner partnerships focus on this issue.

In addition to the targets the government is obliged to meet under the Kyoto Protocol, Hackney Council has also signed the Nottingham Declaration on Climate Change, which requires local authorities to work in partnership with communities on an action plan at local level to deal with climate change. Partners start with case studies in key areas. They organize education and raising awareness events to show how their decisions will directly improve their life. Local authorities install energy efficient tools like wind turbines and solar panels on town hall buildings and schools to show the instant outcomes publicly.

Climate crisis and economic crisis together urged local authorities to become more sustainable. Good spatial planning shapes the urban environment by responding to the needs at regional, city and neighbourhood level. Distributing activities in a sustainable way starts with increasing the accessibility through walking, cycling or by public transport. That is why lower or zero car usage is a primary consideration of the councils when giving permission for a development. Transportation policies such as the congestion charge, increasing bus services and parking strategies have a strong impact on prevention of environmental issues or problems. Strategically connected green space supports transportation policies against environmental pollution. In addition to green cycling and walking routes, they provide cooler and cleaner air across the city (Brown 2009).

Hackney council set environmental policies at local scale to deliver climate change objectives via LDF, SPDs, area action plans, and area-based refurbishment programmes. The council brings planning, design and management together. Negotiations through pre-application discussions and S106 obligations have great influences on the implementation of environmental policies. Hackney council as a social landlord has control over the refurbishment of a huge quantity of existing housing stock, and over new development to comply with energy efficiency standards.

By dealing with the environmental aspects, spatial planning creates an opportunity to respond simultaneously to the economic and social aspects, as all three of them are interconnected with each other's development to maintain sustainability. At national

level, the UK government is working on legislative frameworks to establish principles and policy frameworks for local authorities. At regional level there are nine zones where the spatial planning system operates. Solutions for each region are completely different from each other depending on the local needs. Sub-regions cover more than one local authority. Sub-regions are spatial territories beyond political boundaries. Delivery structure of sub-regions ranges from Multi Area Agreements to regeneration partnerships. In the cities LDFs are the key delivery mechanism of sustainability objectives. At neighbourhood level, resource management, transport and green infrastructure are integrated in order to contribute to economic, social and environmental sustainability. The site stage is where urban design helps the creation of green infrastructure, delivery of mixed tenure, and connections to surrounding neighbourhoods via easier walking and cycling routes. Masterplans, area action plans, development control policies and pre-application negotiations take place at this scale. At the building stage, architectural associations bring standards to be applied to prevent environmental problems. Local authorities secure these outcomes by planning policies (Web 10).

2.11 MONITORING AND REVIEW

There are two documents explaining the monitoring process in planning: the Annual Monitoring report and Sustainability Appraisal. The information on the implementation of the local development scheme and the extent to which saved policies are being achieved in South Shoreditch is explained in the Annual Monitoring Report (Hackney Council, March 2009). The report starts with the distribution of S106 contributions. It lists how much financial contribution has been agreed, received and allocated. In 2007 Hackney agreed over £22million of S106 contributions. The planning gains vary from borough to borough. Therefore the government doesn't have a fixed target to evaluate S106 contributions. The other outcomes are monitored by comparison with government targets. Planning enforcement is evaluated by the time taken to resolve each case and the number of backlog cases actioned. The percentage of planning appeals the council lost is expected not to be below the percentage of government targets. It shows the accuracy and lawfulness of the decision mechanism during the planning refusal process. Sustainability Appraisal also follows the same path of evaluation based on objectives, indicators and targets. For example, one of the indicators to measure the achievement of the objective 'maintain or enhance the quality and distinctiveness of the built

environment' is the ratio of buildings at risk among the listed ones. Briefly the policies and guidances are monitored against local and national targets based on need assessment in Hackney and in the London Plan. The targets are to achieve sustainability therefore they are not just for enhancing current capacity but also for meeting future needs. Each borough has its own targets to improve its status in London. Whichever borough holds below average ratios, central funds are diverted there. Before funding the deprived boroughs, their sustainability appraisal and annual monitoring reports are examined to clarify whether or not their policy mechanism is sufficient to achieve the targets (Hackney Council, January 2006).

Set policies affect the nature and the number of the appeals lost and won. The planning sub-committee evaluates the appeals monthly. Accordingly policies are reviewed. Policies are quoted in the planning application assessment report. In the annual monitoring report, the number of times each policy was quoted in approvals or refusals shows the usage and efficiency of each policy.

Planning documents are reviewed in the form of Area Action Plans (Masterplans) giving a more fine-tuned approach to land use and allocations than the policy guidance.

As Charles Landry states: "The assessment of potential and obstacles allows one to dream and analyze forward and to plan backwards by devising an action plan focused on overcoming obstacles. This is the opposite of the traditional forward-planning process" (Landry 2008). Spatial plans are not the final documents but policies influencing implementation. And policies are constantly renewed if they are not delivering targets in the community strategies. With constant monitoring, review and feedback mechanisms, the spatial planning system experiences a continuous self-improvement process.

CHAPTER 3

CONCLUSION

In 2006 when I initiated this research, it was still difficult to predict the outcomes of the strategic spatial planning process introduced in Britain in 2004. Now in 2010, progress not only of a physical, but also of a social, economic and environmental nature, is clearly apparent on the ground. More visible results are still to come, as the proactive approach is a continuing process providing a context in which it can develop rapidly and successfully.

Although similar written policies are available in many countries, statutory implementation mechanisms in British planning provide them with functionality.

The strategic spatial planning process in South Shoreditch is following the idea of urban renaissance promoted recently by central government. This entails establishing a vision based on the principles of design excellence, social and cultural welfare, environmental responsibility and economic feasibility. Hackney Council established a local strategic partnership called Team Hackney to deliver the goals of community strategy containing Hackney's ten-year vision. Including urban design in every stage of the planning process and setting out the control mechanisms to protect the design quality is being achieved by multidisciplinary working. The design quality is controlled by pre-application and post -permission discussions, use of conditions, S106 contributions, and exercising effective enforcement. In contrast to physical planning, not just the buildings but also the activities they carry and the public realm providing the access to them are all considered in the planning policies.

This research examined South Shoreditch as a case study area for several reasons. Implementation of both conservation and regeneration policies were observed in South Shoreditch. Modern redevelopment in historic squares, renovation of social housing

estates, management of vibrant commercial development within the historic fabric, and erection of tall buildings on the city fringe were all discussed within the spatial planning context. Central government contributed to Hackney financially to reduce inequalities and poverty in the borough. It was important that the fund was managed and delivered in accordance with community strategies by partnership team working.

Spatial planning exercised in Shoreditch brings the benefits that cannot be achieved by a physical planning approach. Increasing the densities in a way which did not affect the streetscape but improved the public realm, is provided by implementation of design control and planning contributions mechanisms. South Shoreditch used to have three different character zones loosely connected to each other. Efficient permeability is provided by public realm improvements with a coordinated and holistic view. Through S106 planning contribution agreements, each development was forced to make a contribution towards recovering the impact it had created on the area. Consequently development responsibility was shared between developer, local authority and the local community. Profit gained by planning permission was partially delivered back to the local community. This also helped the implementation of policies against gentrification.

Social housing estates on the northern part of Shoreditch were renovated, as most of the occupiers were against redevelopment of the blocks. Local community had their say and contributed to the decision making process. Scattered redevelopment in this area brought community facilities such as the Shoreditch Spa at 170 Pitfield Street, the Safer Neighbourhood Office at 12 Orsman Road and the Cinema redevelopment at 55 Pitfield Street. Each community facility has its own planning history. They all reflect how efficient spatial planning was implemented, as there was no possibility for them to have been realised in a physical planning process. The building in which Shoreditch Spa is situated has proved the successful implementation of conditional permission for car free development. Cinema redevelopment with a retention of the old façade at 55 Pitfield Street is an interesting investment by the Shoreditch Trust, a Team Hackney Partnership, acting as a property company on behalf of the local community. The Safer Neighbourhood Office at 12 Orsman Road is the first of its kind in the country working on the basis of a multi agency approach against crime. It brings together the council's enforcement officers, police and traffic wardens.

Hoxton Square is in between the Shoreditch Triangle and the social housing estates. It is one of the priority zones for conservation where Zaha Hadid has placed two applications

with extremely modern architectural design, giving priority to sustainability, spatial planning substitutes and physical restrictions, with environmental, social and economic contributions. It secures the quality of development by innovative design approach as a statutory condition.

In the Shoreditch Triangle, between the social housing estates and City Fringe area, nightlife economy is controlled by partnership working with business owners and the local authority. Responsibility of protecting the public realm is placed on the local businesses. Character appraisals and licensing policies of Hackney Council restricted floorspace usage by the entertainment sector. Planning applications for merging two entertainment units were rejected in order to protect the existing character. Not just the type of use of land but also how it interacts with other uses and how it contributes to the public realm is also organised by spatial planning. Consistent monitoring and review mechanisms, set up to determine the efficiency of the policies, detected that live and work units for creative sector were not serving to their initial aim. Therefore related policies have been changed.

On the northern edge of the Triangle, Shoreditch Town Hall was given a new economic use under management of a non-profit organization. Using this historic building as a venue to generate income for its restoration was successfully implemented. It was well resourced by its cultural, charitable and commercial uses.

In the southern part, the City Fringe Area, regeneration and conservation were managed in a balance. Old buildings in the city fringe were conserved with ariel designations with development restrictions and improved public realm funded by the adjacent developments. New developments in opportunity zones were forced to follow the council's tall building strategy minimizing the visual impacts. Small scale new developments were forced to respect the existing urban fabric and contribute to their surroundings with quality design. Therefore invasion of modern development was denied in areas where historical character needs to be protected. While setting out the policies for different spatial scales, a flow of decision and information referring to its lower and upper scales was provided. The South Shoreditch Local Development Framework is set out in the hierarchy of national, regional (London Plan) and local planning policy (Hackney UDP). Land use and design policies are integrated beyond the borough boundaries in the City Fringe Opportunity Area. The development in the areas defined as 'change zone' is proactively managed. Implementation of these policies was

assisted by the City Fringe Regeneration partnership. In the case study area, Bishopsgate Goods Yard is one of the examples of urban design implementations beyond the borough boundary.

Again in the city fringe area, 30 Crown Place is a great example of government proactive approach by placing responsibility on applicants to undertake community consultation.

This study searched for the tools of providing consistency between the theoretical framework and the practice of spatial strategic planning. It should be seen as a step towards clarifying the ones which change the developer practice and raise community awareness in planning as a shared responsibility for environmental, social and economic sustainability. Considering good urban design as a necessity by private stakeholders to achieve their economic targets and by public stakeholders to enhance the environmental, social and cultural values could be structuralised by policy mechanism influencing the design quality. Further steps with reference to this study can be taken by a comparative research of urban design quality and policy mechanism. The tools for securing the realistic implementations of these policies and how they change the attitude of stakeholders can be analysed in different locations comparatively.

Briefly, this study advocates a holistic and proactive approach to urban design within a strategic spatial planning framework focusing on practice at local level. The process starts with understanding the site's constraints and opportunities, generating a shared vision for the future by engaging the local community, and leading the implementation. Rather than being reactive within the standard prescriptive scheme accumulating the damage caused by day-to-day decision-making, a proactive approach manages the development before it happens and offers a framework that allows design to uncover possibilities. Spatial planning includes urban design in every stage of the process with multidisciplinary collaborative working. Protection of design quality is provided by structural pre-application and post-permission negotiations between the local authority and the developer. Spatial planning goes beyond the physical planning and complements land use policies with social, economic and environmental policies in a framework encouraging the best practice to deliver better quality and more sustainable urban development.

Planning is a process of co-ordination. This study collected data on determination of vision, analysis of evidence base, spatial policy writing, the relationship between government and private planners, regulations, laws, partnership working, consultation, participation, negotiation, procurement, and the organisation of urban design. These are examples of the methods by which the proactive development process is co-ordinated. They altogether describe the process of social learning. In a spatial strategic framework, planning becomes urban management. And where planning concerns the spatial arrangement of resources, it becomes urban design management that has a more proactive and reactive approach than land-use and the other scopes of physical planning. In Shoreditch the outcomes of spatial planning on the ground was not able to be achieved in the context of a physical planning framework. What is seen on the ground was summarised at the beginning of this chapter.

Since the British government introduced the implementation methodology of proactive spatial planning, each local authority has been working to establish their own community strategies, written policies and guidances, partnership working teams, delivery and control mechanisms. Annual monitoring reports of Hackney Council show that a spatial strategic planning system is much more efficient, comprehensive, flexible and self improving than the old-style physical planning, and therefore better in achieving the social, economic and environmental targets.

This study examined the planning tools for implementing the written policies protecting the quality of urban design. Different to physical planning, the spatial planning process creates its own self-improving practice and control mechanisms by the help of such tools; public access to information, a multidisciplinary approach to training, education at all levels, up to date informative publications with proven practical solutions, pre- and post- application discussions, mitigation by planning contribution negotiations, and statutory community involvement.

Design is the focal point of spatial planning as a quality criterion. Experiencing the negative impacts of isolated affordable housing units, lack of health, education and other social services on personal development, British planning is now focusing on improving the quality of buildings and surroundings to shape a 'sense of place' in order to improve the quality of life and the economic health of the country. Quality of urban design is forced to be to high standard by the new policies. 'Fit to all site' stereotype architectural approaches cannot get planning permission anymore. Design and access statements,

character appraisals, negotiations, pre-application consultations and statutory community involvement procedure are playing a great role in these positive changes. Design champions are employed for enhancing the quality of design proposals. Central government constantly provides published up to date information, which helps local authorities to guide their communities and the developers with very clear, simple and explicit design guides. It is very easy to access the information. Every single planning application is accessible through the council's website. Submitted documents, planning officer's reports on decisions about the applications and the appeals are all in public access. This makes the British system transparent and accurate. It also helps the social learning process.

Planning authorities are very well aware of the contribution good design makes to economic vitality and social wellbeing. In British planning, urban design is seen as an agent of rapprochement for all built environment disciplines rather than a scope of an interim scale between town planning and architecture. Therefore, The Urban Design Skills Working Group brings a multi-disciplinary approach to training in urban design. The group considers how local authorities encourage and promote better urban design in their areas. Like urban designers, when all those who have an impact on the built environment such as councillors, engineers, transport planners, surveyors, house builders, developers, utility companies, funding bodies, academic institutions are being trained to have a grasp of urban design principles, their contributions become complementary rather than conflicting.

Multi disciplinary collaboration opportunities are provided through education and training from early schooling through to professional development. School buildings with high design quality are the models which will help to initiate pupils' design quality expectations. In primary schools, workshops and lectures are carried out to promote visual awareness of the built environment and help pupils become more critical of the built environment. In secondary schools the curriculum prescribes geography classes which include good and bad examples of urban design. By increasing the urban design content in education for 16-19 year olds, more students are expected to choose urban design related studies at university level. Urban design is taught as modules within other subjects at undergraduate level. Student exchange with equivalent institutions in countries with successful urban design practice such as the Netherlands and Norway is also on the agenda. At university level, engineers, architects, and surveyors are also having urban design courses in order to qualify with a degree. Trainings and seminars

for the public and private sector are organised to help raise awareness in urban design and to bring a holistic approach to construction and development issues. Planners assessing the planning applications are being trained about modern procurement processes and the way architects work in order to engage within the delivery process. Efficient enforcement and development control mechanisms are achieved by multi-disciplinary collaborative working inside and outside of the local authority. Funding bodies are also aware that their effectiveness is affected by the quality of urban design creating safer, and more accessible places. That is why funding organisations have started to put conditions on the quality of any proposed design solution before releasing the funds. They front load the funding applications by publishing the quality related guidance (CABE 2001).

Government initiatives such as CABE (Commission for Architecture and Built Environment) and DETR (Department for the Environment, Transport and the Regions) constantly promote design quality in the urban environment through their publications that guide the local authorities, professionals and the developers about the government's expectations. Guidances related to these control mechanisms are prescriptive, detailed and purposeful. Design and access statements enforce the architect-design schemes specific to each site. Negotiations between the developers and the local authority minimise the conflicts so that decreases the number of appeals. When efficient design brief and pre-application discussion is achieved, the process of application becomes a formality. Statutory post-application discussions provide control after conditional permission and during the construction.

Through negotiations, discussions and design guidance, planning authorities change the developers' practice by placing more responsibility on them in a more structural way. For example, in 30 Crown Place, the developer took the responsibility of undertaking the statutory community consultation. In this project, the developer worked in partnership with Renaisi, a regeneration company based in Shoreditch, to carry out the community consultation procedure of the planning application before the submission. Renaisi was very well aware of the statutory expectations of the planning authority. Rejections to the project were minimized by negotiations with stakeholders and general public. Some changes were made to the proposed plan during this consultation process. The developer also worked with an architectural firm to prepare the design and access statement and amended it according to pre-application design briefs given by the urban design planning officers in Hackney Council. Changing the planning application

practice of developers with an explicit guidance made the system work more efficiently and faster. 30 Crown Place was granted permission within the determination time period despite of its scale.

Renaissi, the regeneration partnership mentioned above, is a non-profit private company. It earns income from regeneration projects by providing interim management support to the local authorities and consultation to the private sector. Also often mentioned as the other partnership in Team Hackney is the Shoreditch Trust. It is a charitable organization. It has 12 board members from local residents and 8 non-elected experts from the service providing backgrounds to support them on the Board, and 4 youth representatives. The Trust is funded mostly by central government grants. It has also established its own property company to act as a sustainable social enterprise. The Trust aims to promote urban regeneration for the public benefit. The Trust advises the persons working and living in the South Shoreditch area how to get most benefit out of the regeneration surplus. To achieve this object the Trust operates through themes prioritized in Council's community strategies.

Although it is inevitable that gentrification will happen in the City Fringe Area where slum clearance as part of regeneration happens due to the economic pressure, in outer areas gentrification is being minimised by regeneration policies following the sustainable community strategy rather than a physical renewal concept. It is a process aiming to improve the living standards of the existing communities. Enforcing all residential developments to provide affordable housing units to a ratio of 70%, shaping mixed use policies according to local employment trends and leading the proposals to provide affordable small scale and start-up business uses, stops displacement of lower income groups. Regeneration process for the existing social housing estates on the northern part of Shoreditch was accomplished with a structural and efficient public consultation procedure. Existing residents had full control over the decision making on future of the units. It was agreed that most of them were not to be demolished but refurbished, and the rest of them are being redeveloped under the condition of offering the same occupiers better solutions while relocating them somewhere else temporarily. Therefore, an informal economic eviction of lower income residents didn't happen. This condition has been achieved also because of the landownership pattern in which the local authority has a high rate of the share. A considerable amount of financial contributions are streamed to the Shoreditch Trust to provide several services for local residents. Affordable desk spaces for start up businesses in 55 Pitfield Road, the health

facilities of the Shoreditch Spa in 170 Pitfield Road provide discounted service for the local residents, and the improvement of public realm and safety by the multi-disciplinary working hub at 12 Orsman Road are examples of such formations. Many more proactive implementations have prevented possible gentrification in the area. Shoreditch is being perceived as the future Soho of London. It is highly associated with an artistic and creative population. Vibrant night-life and public spaces integrated with historic fabric such as Hoxton Square attract many visitors. But the social character of the district is being protected by community strategies and land use policies. Sustainability of urban development is being secured by planning contributions. Maintaining the social diversity has ensured that the benefits of regeneration are widely shared.

Mitigation is one of the strongest tools of the British planning system to manipulate the demands for new development in order to protect and improve the quality of existing community life. When a proposal gets planning permission the developer stands to make a profit. The public sector uses part of this profit to mitigate the impact it creates as a condition of making the proposal acceptable in planning terms. Section 106 of the Town and Country Planning Act 1990 allows local authorities to negotiate agreements with developers that require them to make some financial or 'in kind' contributions. Estimated S106 contributions to London boroughs in the next ten years are £1 billion financially, and hundreds of millions more 'in kind'. In 2006/07 Hackney Council earned £7.3 m while some of city boroughs earned £35m. This is how the planning system operates in Britain. In Hackney a total of £32.2 million has been agreed through S106 contributions since 1990. Increase in the total amount of contribution each year is round 63% which means that S106 contributions are being implemented in a more effective way via the help of changes in the policy and practice of planning. It is also increased by developments in opportunity sites promoted by central government. For example the 30 Crown Place project contributed £3.5m of S106 obligation funds that is to be used for public realm improvement.

S106 contributions, fundings streamed from central government, and the council taxes create great amount of financial income for the local authorities. In order to allocate all these resources, the council follows its community strategies. Fair and restrained distribution of funds is secured by participatory democracy provided through an effective electoral mechanism. Planning in Britain is not a tool to bring power and create self-interests for the local politicians. It is rather a tool to provide social, economical and

environmental sustainability by reducing the gap between the mostly excluded communities and the rest. The electoral system and the monitoring mechanism protect the political balance.

Spatial planning involves not only representative but also participatory democracy. Community engagement as a statutory process brings transparency and fairness, which promotes a sense of civic pride and gives citizens more responsibility in their living environment. Shared visions and ideas make the process realistic and applicable. The planning authority has a legal duty to inform the stakeholders and citizens affected by the planning application. Asking their opinion is the way of placing a responsibility on them within the planning process.

The GLA (Greater London Authority) is the strategic government for London. It is made up of the Mayor and the Assembly. 11 of the 25 assembly members are elected on a London wide basis and 14 are elected as Constituency Assembly members representing separate areas of London. Each area is made up of two or three complete London boroughs. The present assembly consists of different political party members. The Assembly's duty is to examine closely the Mayor's activities and question him about his decisions. The Assembly is able to investigate any issue and publish its findings.

Local authorities have a similar structure. Around 60 elected councillors, two or three for each ward, represent different wards of the borough. Each Council has a scrutiny committee made up of councillors who are not cabinet members, reflecting the political balance of the council. Councillors are not paid a salary but an allowance for the expenses they incur. Their role is to establish a powerful link between the council and the local community by forwarding the enquiries of citizens to the council. Issues like staffing, auditing and licensing are dealt with by quasi-legal committees not by the Mayor.

In addition, the Planning Inspectorate, serving the Department for Communities and Local Government (CLG), use their impartial expertise in planning and landuse for making a decision on planning appeals. How to appeal is explained step by step through websites. There is no charge for making an appeal. It is very important that the system raises awareness of legal rights and provides equal and free opportunity to access legal aid. All the appeal documents are in public access on the Planning Inspectorate's website. If the planning inspectorate contests the local authority's decision, it means the

loss of the appeal for the local authority. The percentage of the planning appeals council lost is one of the performance indicators to monitor the effectiveness of the decision-making mechanism in planning department.

In conclusion, all these implementation instruments mentioned above were systematically developed in the current British planning practice in order to provide the spatial strategic policies at all levels. These policies are in general conformity with the ones defined in European Spatial Development Perspective aiming to compensate the disparities and to retain social and economic integration and to achieve a balanced and sustainable development of the territory of the EU. The UN conferences in Rio and Istanbul (Habitat II) promoting opportunities for “thinking globally and acting locally” are also agreed by member states of EU to be implemented by an integrated development strategy and coherent local policies. These policies are not standardizing the local and regional identities but help to increase the quality of life of its citizens (EC 1999).

Turkey has still continued to participate in the debates on the integration process to European Union since its first application for membership to EEC in 1959. Nowadays, the necessity for a detailed review of the current planning practice in Turkey is on the agenda. The Urbanisation Council recently published a report on spatial planning system and institutional organization. In this report the definition of problems in the Turkish planning system shows that implementing the theoretical framework of spatial planning could be the ultimate solution for changing the undesirable circumstances resulting from the country’s current physical planning practice.

Having said that the implementation model exercised in Britain could be effectual in Turkey, this study also advocated these conditions; participatory democracy with a fair electoral system, an independent justice system, an education system creating awareness of the value added by good urban design at all levels, an up to date data base and structural record keeping culture establishing a solid information infrastructure, and an efficient control mechanism over the land ownership pattern. These were all achieved out of a long-term effort carried out in Britain in order to provide a context where spatial planning could be exercised.

In addition to the above provisions within the long term reach, there are other essential actions that need to be taken in the Turkish planning system to provide a transition

through to a proactive spatial strategic planning. The comparisons below would give some idea on how to initiate this transition. They are mainly related to the institutional organisation of spatial planning as the scope of this research is limited to it.

In Turkey there is no national spatial strategy framing any vision of the expected future that is related to provision of equal opportunity for all regions. In Britain, strategic planning for energy, transportation and infrastructure links, health, education and employment in accordance with the population projection and future needs is applied to all scales from national to local. Having a picture of the future, and using the planning as a tool to reach this future is the proactive management of development. At local level, development plans are based on achieving the community strategy, which set out the future social, economic, cultural and environmental targets to create sustainable and habitable living environment providing equal opportunities for the community. These targets are linked to the realities defined by local analysis of population, age groups, education, employment, income, health and housing statistics. In spatial planning, although local policies are steered by national ones, they are highly influenced by local analysis which brings out the local potential. Strategic planning policies are set out in accordance with the priorities based on these local analyses. Spatial planning sets out the vision, objectives and supportive policies at the beginning, and then describes the processes of achieving them. It explains funding, managing and monitoring procedures of delivery plans such as LAA (Local Area Agreements) agreed by partnership organisations. Consequently spatial planning doesn't impose generic solutions that fail to understand the local character. On the other hand, physical development planning law provides generic solutions regardless of the local character.

In Britain, there is no conflict of authority for the same level of planning. Scope of authority is clearly defined. Proactively working partnerships are established to manage the development located at an area where several boroughs intersect. The City Fringe Partnership in London is an example of such organizations. Hackney Council is involved in the opportunity sites of South Shoreditch. In this way, corporate and collaborative working between authorities is provided. In Turkey local and metropolitan authorities are experiencing conflicts of interest due to overlapping authority zones where responsibilities are defined by physical parameters such as the width of the roads. When the metropolitan municipality holds most of the authorization, local councils can only control the development rather than manage it.

In spatial planning, urban design is an instrument able to identify the urban settlements' strategic and spatial needs, and manage the development creatively to meet these needs. By publishing design guides such as Design and Access Statements and explaining their assessment methodologies, local authorities are changing the practices developers and planning officers used to follow. Therefore visualisation of expectations both from public and private sector is structuralised. Setting out powerful tools for implementing urban design principles raises the urban planner's trade expectations and gives them the opportunity of being proactive in their duties. The government's published guidances and training programmes establish an occupational discipline of challenge by defining the design objectives and issues within an understanding of the local context. Hackney Council have skilled urban designers specialized in design briefs and pre-application discussion for major projects, development control in conservation areas and policy writing on design. On the other hand in Turkey, physical development planning law (*imar kanunu*) prescribes the static and legalistic expectations within physical definitions. It neither encourages nor obliges the implementation of urban design principles both by public and private professionals in a way that would affect urban development. This centralised system doesn't provide up to date guidance for tools to achieve better urban design at local level.

In Britain, local policies are written in accordance with local analyses of evidence based to meet the local needs. On the contrary, site-specific policies and action plans are hardly often seen in Turkish planning practice. A physical planning framework underestimates the local social, environmental, cultural and economic differences. Spatial planning deals with designing and managing the process realistically. It includes constant feedback mechanisms and alterations according to local social, economic and environmental needs. Eventually, spatial plans are not the final documents but the policies influencing the implementation. Implementation strategies are updated according to results on the ground.

In Turkey partnership working is set in a frame of contractual service provision. Service provision for profit takes part through subcontracting rather than in partnership. In Britain these companies are not for profit. Their financial sources are renewed according to a quarterly monitoring procedure, checking if the services they provide meet the targets set in the agreement they signed with local authorities. They all are expected to be self sufficient and sustainable enterprises. They exist as long as they come up with

projects eligible for funding. Team Hackney is a great example of a team of partnerships providing community services or controlling the delivery of them.

In Turkey there is no planning contribution system on the basis of the impact each development creates. There are fixed tax and planning approval fees, again based on physical parameters of the construction. In Britain S106 planning contributions are almost the strongest tool to provide sustainability in planning through mitigation.

Lastly, a statement of community involvement is a statutory obligation in British planning practice. It is applied during both the creation of development plans and the evaluation of every planning application. Public and private stakeholders actively take part in the decision making team. Wide participation of voluntary and community bodies are also involved very systematically in the process. On the other hand, in Turkey although there are written policies on community engagement, there are not effective tools for implementing these policies. For example, development proposals could have planning permission without consulting the fire department. Sometimes even if the fire department is consulted, their rejection doesn't have any legal power to change the plans. As a result of the lack of a control mechanism in statutory community involvement, individual interests could go beyond the public interests. Whereas in Britain, the vision, objectives, policies and the performance measurements of urban planning are based solely on the public interest achieved on the ground.

To sum up, spatial planning could be achieved by focusing on good urban design, a vision of the expected future, policies with a holistic approach to social, economic and environmental objectives based on explicit local analyses, public and private sector stakeholder participation, multidisciplinary and collaborative partnership working, effective development control after planning permission and during construction, monitoring and review of policies within a feedback mechanism, and raising social consciousness to enhance civic responsibility.

In conclusion, it might not be possible for Turkey to adopt exactly the long- and short-term conditions of the spatial planning system as mentioned above, due to the difference in intellectual and philosophical contexts under which urban planning is carried out there, compared with those currently affecting practice in Britain. However, current issues in Turkish planning practice could be resolved by learning some lessons from the British planning practice examined in this research. In this manner, the Turkish planning

system could play a more effective role, not just in assisting, but also in managing the social, economic and environmental development of the country. The current British planning practice examined in this study is based on describing and managing the process. It steers all the local authorities to describe and manage the development process in their own geographical areas by taking local conditions into consideration. It provides guidance for policy writing, implementation tools, and delivery and control mechanisms.

Instead of considering an exact adoption of British spatial planning, this study recommends working on describing the process of managing development based on local SWOT analyses at all levels. Working on describing the proactive planning process would be a realistic approach for initiating a transition from physical planning to spatial planning in Turkey. Turkish planning practice at present mainly focuses on land use and physical form. Therefore a spatial planning approach, dealing with both the form and life of urban settlements would contribute by bringing with it new points of view.

Even though terms like sustainability, participation and collaboration are being mentioned in Turkish planning, it has not yet been possible to improve the implications of these concepts, since at present purely technical and physical approaches are still being used when trying to resolve planning issues. During the process of integration into the EU, Turkish planning will need to be able to put such concepts into practice. A proactive planning approach aims to sustain the environment along with the individuals living in it. It includes physical, social and environmental decision-making processes. The South Shoreditch case study set out very important indications as to how this setup and systematic way of thinking are being implemented in spatial planning practice. I believe that this research has a considerable contribution to make to future planning practice in Turkey.

REFERENCES

- Ahlava, A., Edelman, H. (2008) *Urban Design Management, A Guide to Good Practice*, published by Taylor and Francis
- Brown, P. (2009) *Hallmarks of a Sustainable City*, published by CABE, London, retrieved from CABE, <http://www.cabe.org.uk/files/hallmarks-of-a-sustainable-city.pdf>, last accessed date:04/01/2010
- BURA (2005) *Procurement in Urban Regeneration, Accountability, Shared Vision and Partnering, A BURA Steering and Development Forum Report*, London
- CABE (2001) *Urban Design Skills Working Group, Report to the Minister for Housing, Planning and Regeneration, DTLR*, retrieved from CABE, <http://www.cabe.org.uk/files/urban-design-skills-working-group.pdf>, last accessed date:04/01/2010
- CABE (2003) *Protecting Design Quality in Planning*, London, retrieved from CABE, <http://www.cabe.org.uk/files/protecting-design-quality-in-planning.pdf>, last accessed date:04/01/2010
- CABE (2005) *Making Design Policy Work, How to Deliver Good Design Through Your Local Development Framework*, London, retrieved from CABE, <http://www.cabe.org.uk/files/making-design-policy-work.pdf>, last accessed date:04/01/2010
- CABE (2006) *Design and Access Statements: How to write, read and use them*, London, retrieved from CABE, <http://www.cabe.org.uk/files/design-and-access-statements.pdf>, last accessed date:04/01/2010
- CABE, DETR (2000) *By Design, Urban Design in the Planning System: Towards Better Practice*, London, retrieved from CABE, <http://www.cabe.org.uk/files/by-design-urban-design-in-the-planning-system.pdf>, last accessed date:04/01/2010
- CABE, English Heritage (2001) *Building in Context, New Development in Historic Areas*, published by Westerham Press Ltd, retrieved from CABE, <http://www.cabe.org.uk/files/building-in-context-new-development-in-historic-areas.pdf>, last accessed date:04/01/2010

Cahill, K. (2001) *Who Owns Britain, the Hidden facts Behind Landownership in the UK and Ireland*, published by Canongate Books

Carmona, M., commissioned by CABE, *Spatial Planning by Design*, London, retrieved from Colchester Council,
http://consultation.colchester.gov.uk/doclib/Spatial_Planning_by_Design.pdf, last accessed date:04/01/2010

CLG (2001) *Planning Policy Guidance 1: General Policy and Principles*, UK, retrieved from Leicester County Council,
http://www.leics.gov.uk/ppg01_general_policy_and_principles_1997.pdf, last accessed date:04/01/2010

CLG (2006) *Strong and Prosperous Communities, The Local Government White Paper*, Volume II, UK, retrieved from Communities and Local Government,
<http://www.communities.gov.uk/documents/localgovernment/pdf/154067.pdf>, last accessed date:04/01/2010

CLG (2008) *Planning Policy Statement 12: Creating Strong Safe and Prosperous Communities Through Local Spatial Planning*, UK, retrieved from Communities and Local Government,
<http://www.communities.gov.uk/documents/planningandbuilding/pdf/pps12lsp.pdf>, last accessed date:04/01/2010

Council of Europe Committee of Ministers (1984) *Recommendation No. R (84) 2 of the Committee of Ministers to Member States on the European Regional/Spatial Planning Charter, Adopted by the Committee of Ministers on 25 January 1984 at the 366th meeting of the Ministers' Deputies*, retrieved from Council of Europe,
<https://wcd.coe.int/com.instranet.InstraServlet?command=com.instranet.CmdBlobGet&InstranetImage=974473&SecMode=1&DocId=681646&Usage=2>, last accessed date:04/01/2010

Cullingworth, B., Nadin, V. (2002) *Town and Country Planning in the UK*, 2002, USA and Canada published by Routledge

Dale, P., McLaughlin, J. (1999) *Land Administration*, Oxford University Press, UK

Derby City Council (2004) *Derby City Design Papers 1*, UK, retrieved from Derby City Council,
http://www.derby.gov.uk/NR/rdonlyres/16C3A928-CFE4-4BB0-A2CD-A6C15DADF65D/0/LUP_DerbyCityDesignPapers7.pdf, last accessed date:04/01/2010

EC (1999) *European Spatial, Development Perspective: Towards Balanced and Sustainable Development of the Territory of the European Union*, Agreed at the Informal Council of Ministers responsible for Spatial Planning in Potsdam, published by European Communities in Italy, retrieved from European Commission, http://ec.europa.eu/regional_policy/sources/docoffic/official/reports/pdf/sum_en.pdf, last accessed date:04/01/2010

Eley, J. Davis Langdon Consultancy, CABE Steering Committee (2003) *Creating Excellent Buildings, A Guide for Clients*, 1st edition, London, retrieved from CABE, <http://www.cabe.org.uk/files/creating-excellent-buildings.pdf>, last accessed date:04/01/2010

English Heritage, RICS, BPF, Drivers Jonas, *Heritage Works, The use of Historic Buildings in Regeneration, A toolkit of good practice*, retrieved from English Heritage, http://www.english-heritage.org.uk/upload/pdf/Heritage_Works.pdf, last accessed date:04/01/2010

Fletcher, H. (2006) *The Principles of Inclusive Design: They Include You*, London, published by CABE, retrieved from CABE, <http://www.cabe.org.uk/files/the-principles-of-inclusive-design.pdf>, last accessed date:04/01/2010

GLA (2004) *The London Plan, Spatial Development Strategy for Greater London*, London, retrieved from Greater London Authority, http://www.london.gov.uk/mayor/strategies/sds/london_plan/lon_plan_all.pdf, last accessed date:04/01/2010

Hackney Council (1995) *Hackney Unitary Development Plan*, London, retrieved from Hackney Council, <http://www.hackney.gov.uk/ep-udp.pdf>, last accessed date:04/01/2010

Hackney Council (2002) *Planning Application Archive: App No. 2002/1071*, retrieved from Hackney Council, http://www.hackney.gov.uk/servapps/reports/s_ViewRptDoc.ASP?ID=4038, last accessed date:04/01/2010

Hackney Council (2005) *The State of Hackney's Historic Environment, Managing our Unique Heritage For our Community 2005*, London, retrieved from Hackney Council, http://www.hackney.gov.uk/hackneys_historic_enviroment_final_version2.pdf, last accessed date:04/01/2010

Hackney Council (2006) *Statement of Community Involvement*, London, retrieved from Hackney Council, <http://www.hackney.gov.uk/ep-sci-09.07.pdf>, last accessed date:04/01/2010

Hackney Council (January 2006) *Planning Contributions South Shoreditch Supplementary Planning Document, Consultation Statement and Summary of Submissions Report*, London

Hackney Council (February 2006) *South Shoreditch Local Development Framework*, London, retrieved from Hackney Council,

http://www.hackney.gov.uk/south_shoreditch_supplementary_planning_document.pdf, last accessed date:04/01/2010

Hackney Council (November 2006) *Local Development Framework, Planning Contributions Supplementary Planning Document*, London, retrieved from Hackney Council,

http://www.hackney.gov.uk/hackney_planning_contributions_spd.pdf, last accessed date:04/01/2010

Hackney Council (2009) *Sustainable Community Strategy 2008-2018*, London, retrieved from Hackney Council, <http://www.hackney.gov.uk/scs.pdf>, last accessed date:04/01/2010

Hackney Council (February 2009) *State of the Environment Report for Hackney*, London

Hackney Council (March 2009) LDF Annual Monitoring Report 2007-2008, London, retrieved from Hackney Council, http://www.hackney.gov.uk/amr_2007.08.pdf, last accessed date:04/01/2010

Hackney Council (May 2009) *Safer Neighbourhoods Joint Enforcement Policy*, prepared by Neighbourhoods and Regeneration Directorate, retrieved from Hackney Council,

<http://www.hackney.gov.uk/joint-enforcement-policy.pdf>, last accessed date:04/01/2010

Hackney Council Conservation and Design Team, *Shopfront Design Guide*, London, retrieved from Hackney Council, <http://www.hackney.gov.uk/ep-shopfront-design-guide.pdf>, last accessed date:04/01/2010

Hackney Council Planning Service (2007) *LDF Annual Monitoring Report*, London, retrieved from Hackney Council, <http://www.hackney.gov.uk/ep-amr-06-07.pdf>, last accessed date:04/01/2010

Hackney Council Planning Service (January 2006) *South Shoreditch Supplementary Planning Document, Sustainability Appraisal*, London, retrieved from Hackney Council,

http://www.hackney.gov.uk/souhth_shoretich_sustainability_appraisal_2005.pdf, last accessed date:04/01/2010

Hackney Council Sustainability and Design Team (2009) *Sun Street Conservation Area Appraisal*, London, retrieved from Hackney Council, http://www.hackney.gov.uk/sun_street_ca_appraisal_april_09.pdf, last accessed date:04/01/2010

Hall, T. (2007) *Turning a Town Around, A Proactive Approach to Urban Design*, Oxford, Blackwell Publishing

HM Government (2005) *Securing the Future, Delivering UK Sustainable Development Strategy*, UK, retrieved from Department for Environment Food and Rural Affairs, http://www.defra.gov.uk/sustainable/government/publications/uk-strategy/documents/SecFut_complete.pdf, last accessed date:04/01/2010

HSP (2004) Mind the Gap, Hackney's strategy to reduce inequalities and poverty, Community strategy 2005 – 2015, London, retrieved from Hackney Council, <http://www.hackney.gov.uk/xp-community-strategy-final.pdf>, last accessed date:04/01/2010

Kivell, P. (1993) *Land and the City, Patterns and processes of Urban Change*, London, published by Routledge

Landry, C. (2008) *The Creative City, A Toolkit for Urban Innovators*, 2nd edition, published by Comedia, UK and USA

ODPM, (2004) *PPS11, Planning Policy Statement 11, Regional Spatial Strategies*, retrieved from Communities and Local Government, <http://www.communities.gov.uk/documents/planningandbuilding/pdf/147423.pdf>, last accessed date:04/01/2010

ODPM (2004) *PPS12, Creating Local Development Frameworks: A Companion guide to PPS12*, UK, retrieved from Onesuffolk, <http://fhdcw.onesuffolk.co.uk/NR/rdonlyres/9B4A44C9-B95A-4892-A0C6-16CFFFA93BD4/0/PPS12CompanionGuide.pdf>, last accessed date:04/01/2010

ODPM (2005) *Planning Policy Statement 1, Delivering Sustainable Development*, UK, retrieved from Communities and Local Government, <http://www.communities.gov.uk/documents/planningandbuilding/pdf/planningpolicystatement1.pdf>, last accessed date:04/01/2010

Owen, K. (1991), *A General History of Shoreditch and South Hoxton*, published by Hackney Council, London, retrieved from Hackney Council, <http://www.hackney.gov.uk/ep-shoreditch-history.pdf>, last accessed date:04/01/2010

Planning Officer's Society (2005) *Policies for Spatial Plans, A guide to Writing the Policy Content of Local Development Documents*, Aylesbury

Taylor, N. (1998) *Urban Planning Theory Since 1945*, London, Sage Publications Ltd.

Team Hackney (2007) *Local Area Agreement 2007 - 2010, Putting Hackney First, London*, retrieved from Hackney Council, http://www.teamhackney.org/team_hackney_laa_2007_-_2010_final.pdf, last accessed date:04/01/2010

The Learning Trust, Hackney Council (2007) *Hackney Play Strategy 2007 – 2012*, London, retrieved from Hackney Council, <http://www.hackney.gov.uk/hackney-play-strategy.pdf>, last accessed date:04/01/2010

Tower Hamlets, Mayor of London, Hackney Council (2009) *Bishopsgate Goods Yard, Draft Interim Planning Guidance, Draft for public consultation*, London, retrieved from Hackney Council, <http://www.hackney.gov.uk/ep-spd-bishopsgate-goodsyrd.htm>
<http://www.hackney.gov.uk/bgy-ipg-final-draft-consultation-part1.pdf>
<http://www.hackney.gov.uk/bgy-ipg-final-draft-consultation-part2.pdf>
<http://www.hackney.gov.uk/bgy-ipg-final-draft-consultation-part3.pdf>
<http://www.hackney.gov.uk/bgy-ipg-final-draft-consultation-part4.pdf>, last accessed date:04/01/2010

Waugh Thistleton Arcitecture (2009), *Hackney Council Application No: 2009/0521, Design and Access Statement for Hoxton Cinema at 55 Pitfield Street, London*, retrieved from Hackney Council, <http://idox.hackney.gov.uk/WAM/doc/Design%20and%20Access%20Statement-269394.pdf?extension=.pdf&id=269394&location=VOLUME1&contentType=&pageCount=1>, last accessed date:04/01/2010

Web 1 : Environmental Assessment Method for Buildings Around The World,
<http://www.breeam.org>, last accessed date : 04/01/2010

Web 2 : Google Map, <http://maps.google.co.uk/>, last accessed date : 04/01/2010

Web 3 : English Heritage, <http://www.english-heritage.org.uk>, last accessed date : 04/01/2010

Web 4 : NHS London Healthy Urban Development Unit,
<http://www.healthyurbandevlopment.nhs.uk/index.html>, last accessed date : 04/01/2010

Web 5: Google Map, <http://maps.google.co.uk/>, last accessed date : 04/01/2010

Web 6: 30 Crown Place London EC2, <http://www.thirtycrownplace.com>, last accessed date:04/01/2010

Web 7: Historic Environment Local Management,
<http://www.helm.org.uk/server/show/nav.19587>, last accessed date : 04/01/2010

Web 8 : English Heritage,
<http://www.english-heritage.org.uk/server/show/nav.19808>, last accessed date : 04/01/2010

Web 9 : Shoreditch Town Hall, <http://www.shoreditchtownhall.org.uk>, last accessed date : 04/01/2010

Web 10 : CABE, <http://www.sustainablecities.org.uk/>, last accessed date : 04/01/2010

Zaha Hadid Architecture (2005) *Design and Access Statement, Hackney Council Planning Application Number: 2005/3073*, London, retrieved from Hackney Council,
<http://idox.hackney.gov.uk/WAM/doc/208462-Page-9.pdf?extension=.pdf&page=9&id=208462&contentType=application/pdf&location=VOLUME1>
last accessed date:04/01/2010

Zaha Hadid Architecture (2008) *Design and Access Statement, Hackney Council Planning Application Number: 2008/1322*, London, retrieved from Hackney Council,
<http://idox.hackney.gov.uk/WAM/doc/Design%20and%20Access%20Statement-258189.pdf?extension=.pdf&id=258189&location=VOLUME1&contentType=&pageCount=1>,
last accessed date:04/01/2010

APPENDIX A

PRINCIPLES OF SPATIAL PLANNING

The Companion Guide to PPS12 (CLG 2008), Creating Local Development Frameworks (ODPM 2004, PPS12) establishes that whilst there is no single definition of spatial planning, it is possible to identify six core principles of the concept. It is:

Visionary: setting out a clear, distinctive and realistic vision of how an area will develop and change;

Wide-ranging: going beyond a narrow land-use focus to provide a mechanism for delivering sustainable development objectives by addressing social, environmental and economic issues and relating them to the use of land;

Participative: based on strengthened mechanisms for community involvement to consider the needs, issues and aspirations of communities and stakeholders within an area, to provide a basis for making difficult choices and to build commitment to delivery;

Integrating: an integrated approach, which informs, takes account of and helps deliver other strategies and policy;

Responsive: a flexible approach, informed by monitoring, that can respond to developments in wider policy, degree of progress with implementation, development pressures and changes on the ground;

Deliverable: focusing on implementation, setting out delivery mechanisms, including development control, and identifying how the plan will be delivered with and through other organisations with the powers and resources to make a difference (Carmona: 6,7).

Other key principles of spatial planning include:

- It assists with the philosophy of ‘plan monitor and manage’;
- It derives from the unique features or characteristics of an area. By considering the needs and problems of communities, it can help to identify the spatial ‘drivers of change’ within an area. This in turn allows plans to express a sense of place for their area from which spatial vision and objectives can be derived;
- It is an inclusive approach that informs, as well as takes account of, other strategies and programmes, especially the Community Strategy (as far as possible, spatial planning should be the spatial expression of the Community Strategy). This could include regeneration, economic development, education, housing, health, waste, energy, recycling, environmental protection and culture;
- It facilitates new forms of partnership and engagement with a range of bodies including communities, stakeholders and business. This will assist co-ordinated action on a wide range issues including design and creating attractive public spaces; and
- It focuses on outcomes by setting out agreed delivery plans that have regard to the investment and operational plans of relevant infrastructure and public service providers (Planning Officer’s Society 2005:13).

APPENDIX B

PRINCIPLES OF URBAN DESIGN

Character

A place with its own identity

To promote character in townscape and landscape by responding to and reinforcing locally distinctive patterns of development, landscape and culture.

Continuity and enclosure

A place where public and private spaces are

clearly distinguished To promote the continuity of street frontages and the enclosure of space by development which clearly defines private and public areas.

Quality of the public realm

A place with attractive and successful outdoor areas

To promote public spaces and routes that are attractive, safe, uncluttered and work effectively for all in society, including disabled and elderly people.

Ease of movement

A place that is easy to get to and move through

To promote accessibility and local permeability by making places that connect with each other and are easy to move through, putting people before traffic and integrating land uses and transport.

Legibility

A place that has a clear image and is easy to understand To promote legibility through development that provides recognisable routes, intersections and landmarks to help people find their way around.

Adaptability

A place that can change easily. To promote adaptability through development that can respond to changing social, technological and economic conditions.

Diversity

A place with variety and choice to promote diversity and choice through a mix of compatible developments and uses that work together to create viable places that respond to local needs (CABE, DETR 2000:14,15).

APPENDIX C

ASPECTS OF DEVELOPMENT FORM

Urban design objectives are, by themselves, abstract. They have an impact on people's lives only by being translated into development. The form of buildings, structures and spaces is the physical expression of urban design. It is what influences the pattern of uses, activity and movement in a place, and the experiences of those who visit, live or work there. This guide sets out the most important characteristics of the physical form of development by articulating eight aspects. Effective design policy and design guidance is likely to focus on how, in a particular context, development form can achieve the urban design objectives. The lists of objectives and aspects of form have been produced in order to encourage writers of policy and guidance and decision-makers to ask a series of questions that go deeper than generalisations. For example, what form of layout would help to achieve a particular objective in this context? What scale? And so on, depending on what is considered relevant.

Layout: urban structure

The framework of routes and spaces that connect locally and more widely, and the way developments, routes and open spaces relate to one other. The layout provides the basic plan on which all other aspects of the form and uses of a development depend.

Layout: urban grain

The pattern of the arrangement of street blocks, plots and their buildings in a settlement. The degree to which an area's pattern of blocks and plot subdivisions is respectively small and frequent (fine grain), or large and infrequent (coarse grain).

Landscape

The character and appearance of land, including its shape, form, ecology, natural features, colours and elements, and the way these components combine. This includes all open space, including its planting, boundaries and treatment.

Density and mix

The amount of development on a given piece of land and the range of uses. Density influences the intensity of development, and in combination with the mix of uses can affect a place's vitality and viability. The density of a development can be expressed in a number of ways. This could be in terms of plot ratio (particularly for commercial developments), number of dwellings, or the number of habitable rooms (for residential developments).

Scale: height

Scale is the size of a building in relation to its surroundings, or the size of parts of a building or its details, particularly in relation to the size of a person. Height determines the impact of development on views, vistas and skylines. Height can be expressed in terms of the number of floors; height of parapet or ridge; overall height; any of these in combination; a ratio of building height to street or space width; height relative to particular landmarks or background buildings; or strategic views.

Scale: massing

The combined effect of the arrangement, volume and shape of a building or group of buildings in relation to other buildings and spaces. Massing is the three-dimensional expression of the amount of development on a given piece of land.

Appearance: details

The craftsmanship, building techniques, decoration, styles and lighting of a building or structure. This includes all building elements such as openings and bays; entrances and colonnades; balconies and roofscape; and the rhythm of the facade.

Appearance: materials

The texture, colour, pattern and durability of materials, and how they are used. The richness of a building lies in its use of materials which contribute to the attractiveness of its appearance and the character of an area (CABE, DETR 2000:16,17).

APPENDIX D

SOUTH SHOREDITCH LDF VISION AND OBJECTIVES

Vision

South Shoreditch will be defined as a major destination characterised by its diverse historic character and identity, good transport links, and its role within the local economy as a focus for local and regional growth and jobs. South Shoreditch will also play a key role within the City Fringe – supporting London's position as an international financial and business centre through the carefully managed northward expansion of the City's functions in the southern part of the SSSPD area.

Objective 1: To define a framework for the sustainable environmental, economic, social and cultural development of the South Shoreditch area.

Objective 2: To provide guidance on the mix of uses and urban design principles which are appropriate to the sustainable development and regeneration of South Shoreditch.

Objective 3: To provide guidance for the enhancement and maintenance of the public realm.

Objective 4: To provide guidance for the conservation and enhancement of the historic environment.

Objective 5: To define a planning framework which respects and responds to the distinct character areas of South Shoreditch.

Objective 6: To assist in the coordination of transport and public realm proposals for

improvements to movement, connectivity and permeability, and to identify and support development opportunities that improve access to and the use of sustainable modes of transport, including walking, cycling, London Buses, the London Underground and the mainline railways.

Objective 7: To provide a comprehensive framework for implementing and monitoring the SPD, and associated regeneration initiatives.

Objective 8: To identify and support development opportunities to realise South Shoreditch's contribution to the London Plan targets for new jobs and homes in the Bishopsgate/ South Shoreditch Opportunity Area.

Objective 9: To provide a context for and support development that contributes to London's financial and business services sectors, the creative and cultural industries, and those industries which directly service the financial and business services sectors, and promotes the beneficial clustering of these enterprises in the City and the City Fringe (Hackney Council, February 2006:12).

APPENDIX E

ASSESSMENT CRIB SHEET FOR DESIGN AND ACCESS STATEMENTS

Design

Design and access statements are required to provide information covering the design process and physical characteristics of the scheme. You can use this sheet as a starting point when checking the quality of a development scheme. You may find it useful to photocopy this sheet and keep it close at hand. You could then use a copy for each application you look at.

The process

Does the statement show that the applicant has assessed the site's full context, including physical, social and economic characteristics and relevant planning policies?

Has the applicant demonstrated how they have taken account of the results of any community involvement?

Does the statement show that the scheme has emerged from a rigorous assessment-involvement-evaluation-design process rather than trying to justify retrospectively a pre-determined solution?

Use

Would the application help to create an appropriate mix of uses in the area?

Would different uses work together well, or would they cause unacceptable annoyance?

Amount

Is the density appropriate?

Could the neighbourhood's services support the amount of development planned?

Layout

Do all spaces have a purpose?

Will public spaces be practical, safe, overlooked and inclusive?

Will private spaces be adaptable, secure and inviting?

Scale

Will the buildings sit comfortably with their surroundings?

Will they, and parts like doors and windows, be of a comfortable scale for people?

Landscaping

Has landscaping been properly considered from the start?

Will it help to make the place look good and work well, and will it meet any specific aims for the site?

Appearance

How will the development visually relate to its surroundings?

Will it look attractive?

Access

Will the place be safe and easy for everyone to move around?

Will it make the most of the surrounding movement network?

Has the applicant clearly described their policy approach and consultation process, whether carried out or planned? (CABE 2006:32)

APPENDIX F

THE PAYBACK FROM INCLUSIVE DESIGN

1 Inclusive design places people at the heart of the design process

Design and development should create spaces and buildings that people can use to form strong, vibrant and sustainable communities. To achieve this, you should ensure that you involve as many people as possible on the design. This will help to promote personal well-being, social cohesion and enjoyment for all.

2 Inclusive design acknowledges diversity and difference

Good design can be achieved only if the environment created meets as many people's needs as possible. Everyone at some point will probably experience limited mobility – as a tourist laden with bulky luggage, a parent with young children, an older person or an individual with injuries. It is important to identify barriers to inclusion as early as possible within the design process so that good design can overcome them.

3 Inclusive design offers choice where a single design solution cannot accommodate all users

An inclusive environment does not attempt to meet every need. By considering people's diversity, however, it can break down barriers and exclusion and will often achieve superior solutions that benefit everyone. Disabled people are not homogenous, of course, but considering their needs within the design process will secure benefits for everyone.

4 Inclusive design provides for flexibility in use

Meeting the principles of inclusive design requires an understanding of how the building or space will be used and who will use it. Places need to be designed so that they can adapt to changing uses and demands.

5 Inclusive design provides buildings and environments that are convenient and enjoyable to use for everyone

Making environments easy to use for everyone means considering signage, lighting, visual contrast and materials. Access to buildings isn't simply a question of their physical layout. It also requires people having sufficient information, often before they leave their house, that makes them feel confident enough to access a building or space. Ensuring this 'intellectual' and 'emotional' access means considering signage, lighting, visual contrast and materials.

The adoption of these inclusive design principles will help people use developments safely, with dignity, comfort, convenience and confidence. People will be able to make effective, independent choices about how they use a development without experiencing undue effort or separation. They will be able to participate equally in the activities that the development offers. Following the five principles set out above ends up with a development that is:

Inclusive so everyone can use them safely, easily and with dignity.

Responsive taking account of what people say they need and want.

Flexible so different people can use them in different ways.

Convenient so everyone can use them without too much effort or separation.

Accommodating for all people, regardless of their age, gender, mobility, ethnicity or circumstances.

Welcoming with no disabling barriers that might exclude some people.

Realistic offering more than one solution to help balance everyone's needs and recognising that one solution may not work for all (Fletcher 2006:7,16).

APPENDIX G

APPROVAL CONDITIONS FOR ERECTING A WIND TURBINE IN CONSERVATION AREA

That planning permission be granted subject to the followings:

1. The wind turbine shall be installed on the roof of the building for a period not exceeding 2 years. The dates of installation and removal of the turbine shall be submitted to and agreed in writing by the Council before any works take place. On removal of the turbines and any associated fixtures, the roof shall be restored to its former condition.

Reason: The proposal contributes to the debate on sustainable energy but as the site is situated within the South Shoreditch Conservation Area, this permission is recommended for a trial period of 2 years only in order to then reassess the possible impact on the character or appearance of the Conservation Area.

2. Full particulars and details of the materials to be used on the mounting pole and rotor blades of the turbine and any ancillary equipment to be mounted on top of the roof shall be submitted to and approved in writing by the Local Planning Authority prior to work commencing onsite. The development shall not be carried out otherwise than in accordance with the details thus approved.

Reason: To ensure that the external appearance of the turbine is satisfactory and does not detract from the character or appearance of the subject building and the Conservation Area.

3. Before work commences onsite, full particulars and details showing how the turbine will be fixed to the building's lift shaft shall be submitted to and approved in writing by the Local Planning Authority. The development shall not be carried out otherwise than in accordance with the details thus approved.

Reason: To ensure the turbine is structurally sound in order to safeguard the well-being of the building's occupants.

4. A detailed acoustic report (to include but not limited to: Existing background noise levels, projected noise levels, proposed noise attenuation measures) must be submitted to and approved in writing by the Local Planning Authority before the commencement of any works onsite.

Reason: So that the noise generated by the plant/machinery hereby permitted will not exceed the background noise outside the nearest noise sensitive property.

5. The plant/machinery hereby permitted shall be operated so as to ensure that there is no perceptible noise or vibration transmitted through the structure to adjoining premises.

Reason: To safeguard the amenity of occupiers of adjoining premises by preventing noise and vibration nuisance.

6. If the turbine is not producing electricity for six months it would be deemed to have ceased to be needed and must be dismantled and the roof restored to its former condition unless the local planning authority agrees in writing otherwise.

Reason: To ensure the structure does not remain in place unduly and to safeguard environmental and visual amenity in the Conservation Area (Hackney Council 2002:7,8).

APPENDIX H

DOCUMENTS TO SUBMIT WITH APPLICATION REFERRING TO S106 CONTRIBUTION

The range of information required to be submitted with a development scheme will depend on the scale, type and location of the proposal. Hackney's emerging LDF policies will provide further clarity regarding particular information requirements as will pre-application meetings organised with Development Control Officers. A checklist of information to be submitted outlined in the Council's emerging pre-application packs for major applications. The information that may be required with a development scheme include, but are not limited to, the following:

- Design and Access Statements;
- Energy Statement or Environmental Performance Statement;
- Sunlight/Daylight Assessments and Shadow Studies;
- Visual/townscape analysis and Tall Building Assessment;
- Three Dragons Model Viability Assessment (or other financial model);
- Waste Management Plans/Recycling Proposal;
- Environmental Impact Assessment;
- Transport Assessment/Traffic Assessment;
- Travel Plan;
- Arboricultural Impact Assessment;
- Arborist Assessment;
- Phasing Plan (an indication of provision of major activities and services);
- Ecological Survey for proposals affecting nature conservation sites;
- Flood Risk Assessment (FRA);
- Landscape Assessment and Landscape Management Plan;
- Drainage and Water Quality Assessment;
- Archaeological Assessments/Survey;
- Heritage Study;

- Noise/Acoustic Assessment;
- Listed Building Report;
- Consultation Report;
- Social and Infrastructure Impact Assessment/Engineering Report on Infrastructure Capacity;
- Air Quality Assessment;
- Retail Impact Assessment; and
- Contamination Report.

These documents should refer to potential planning contributions making reference to the Planning Contribution Priorities Table (Table 2) as necessary and will be taken into account by the Council in determining the exact scope and nature of applicable planning contributions (Hackney Council, November 2006:16,18).

APPENDIX I

VISION, PRIORITIES AND EXPECTED OUTCOMES OF HACKNEY'S SUSTAINABLE COMMUNITY STRATEGY 2008 - 2018

Vision

An aspirational, working borough, a vibrant part of this world city, renowned for its innovative and creative economy; a place that values the diversity of its neighbourhoods, and makes the most of their links across the globe to enrich the economic and social life of everyone who lives in the borough; A borough with greater opportunity and prosperity for everyone, whatever their background, and narrowing economic, environmental and health inequality. We will have secured the benefits arising from hosting the 2012 Olympic and Paralympic Games; A green, cosmopolitan part of London with safe, strong and cohesive communities, and a shared sense of fairness, citizenship, and social responsibility.

Priorities

1. Reduce poverty by supporting residents into sustainable employment, and promoting employment opportunities.
2. Help residents to become better qualified and raise educational aspirations.
3. Promote health and wellbeing for all, and support independent living.
4. Make the borough safer, and help people to feel safe in Hackney.
5. Promote mixed communities in well-designed neighbourhoods, where people can access high quality, affordable housing
6. Be a sustainable community, where all citizens take pride in and take care of Hackney and its environment, for future generations.

Expected Outcomes

1. Substantially narrow the gap between Hackney's employment rate and the London average.
2. Increase employment for people in Hackney who are disabled or have a long-term health condition or mental health problems.
3. Improve the earnings of people in Hackney to lift them out of poverty.
4. Close the gap between the percentage of people in Hackney with no qualifications at all and the London average and increase the percentage of people of working age in Hackney who hold qualifications fit for the job market.
5. Ensure the educational improvement of Hackney's children and young people is excellent and that educational performance by school leaving age is consistently above the national average.
6. Ensure parents, families and carers are effectively supported to inspire their children to achieve wellbeing and reach their full potential in life, particularly families living in poverty.
7. Promote and maintain mixed, sustainable communities in all our neighbourhoods by securing a tenure and dwelling mix, including affordable homes and homes adaptable for people's changing needs.
8. Reduce the overall mortality rate in Hackney for all.
9. Reduce health inequalities in Hackney by promoting fair access to health advice, support, programmes and local amenities so everyone is able to enjoy good health.
10. To reduce the rate of mental illness in Hackney and close the gap in mental wellbeing between people from different backgrounds and between people living in the most and least deprived areas in the borough.
11. To enable independent living and offer personalized support for people with support needs living in Hackney, including older people, disabled people and carers.
12. Use excellent, sustainable urban design across the borough in our streets, on our estates, in our town centres and in other public spaces and local amenities; design which encourages and enables people to walk, cycle, play and spend time together safely in the community.
13. To make the borough safer, and make sure people living in, working in, studying in and visiting Hackney can feel safe in our borough.
14. To ensure that our town centres in Dalston and Hackney Central and our areas of growth in Shoreditch, Woodberry Down and Hackney Wick are vibrant places where

local people and visitors choose to shop and spend leisure time, and make sure these centres remain attractive places to do business and invest in.

15. To enable and empower all our citizens to take an active role in local community, civic and democratic life in the borough.

16. To achieve a reduction in CO2 emissions from the local area in line with national and internationally set standards from domestic, commercial, industrial and transport emissions.

17. To minimise the waste produced by local public services and enable local citizens, businesses and public services to minimise waste and to use resources including energy, water and waste in a sustainable way.

18. To provide fair access to first class public services in Hackney, and provide value for money for local residents and businesses (Hackney Council 2009:16,17).

APPENDIX J

SCI STAKEHOLDER ENGAGEMENT

Government Office for London
Greater London Authority
Transport for London
London Development Agency
London Borough of Tower Hamlets
Metropolitan Police Authority (via CgMs)
Shoreditch Business Forum (via GVA Grimley)
City Fringe Partnership
Thames Water
Hepher Dixon
Fairview New Homes Ltd (via RPS Planning)
Shoreditch Trust
Indigo (on behalf of a major investor / landowner is Hackney)
Age Concern Hackney (via Peter D Kyte Associates)
Hackney Affordable Homes Project Group Southern Housing Group/Gerard Eve
Bellway Homes
Countryside Agency – Landscape Access Recreation
Cluttons
Sun Street Properties (via DP9)
British Waterways
BNB Developments Ltd
Hammerson plc (via DP9)
Bishopgate Regeneration Goodsyard Regeneration Limited - joint venture between
Hammerson plc and Ballymore Ltd (via DP9)
Network Rail
Steve Harris

Artmed Systems Ltd
Adam Hart
Housing Corporation
North London Waste Authority
Frances Hollis
Invest in Hackney
The Learning Trust - Student Support Section
(Hackney Council, January 2006:2)

APPENDIX K

METHODS OF CONSULTATIONS

Table K.16 : Methods of Consultations

METHODS	CORE POLICIES	AREA ACTION PLANS SPECIFIC AREA PLANS GENERAL POLICIES	SPD
Public exhibitions / displays / stalls / community surgeries	OPTIONAL	REQUIRED	OPTIONAL
Workshops (interactive): Planning For Real / Design Days / etc	REQUIRED	REQUIRED	REQUIRED
One-to-one meetings with selected stakeholders	OPTIONAL	REQUIRED	REQUIRED
Focus groups	REQUIRED	REQUIRED	OPTIONAL
Public meetings / area meetings	OPTIONAL	OPTIONAL	OPTIONAL
Formal written consultation / referenda / community surveys / leaflets / newsletters	REQUIRED	REQUIRED	REQUIRED
Letters to statutory bodies listed in Regulations)	STATUTORY	STATUTORY	STATUTORY
Documents, available for inspection at Council offices during set consultation period	STATUTORY	STATUTORY	STATUTORY
Meeting presentations (if requested)	REQUIRED	REQUIRED	OPTIONAL
Steering / advisory group	REQUIRED	REQUIRED	REQUIRED
Media (local press, TV, radio, etc)	STATUTORY	STATUTORY	STATUTORY
Internet (website)	STATUTORY	STATUTORY	STATUTORY
Hotline / contact number / contact email / contact address	REQUIRED	REQUIRED	REQUIRED
Official launch	REQUIRED	OPTIONAL	OPTIONAL

STATUTORY Must be undertaken. Statutory requirement.

REQUIRED Must be considered and addressed in the consultation plan.
Should not be dismissed without good reason.

OPTIONAL Not required but may be used if considered appropriate
(Hackney Council 2006:16,17).