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| <b>ADDRESS:</b> Former Hackney Police Station, 2 Lower Clapton Road and 32 St John's Church Road and adjacent land within St John's Churchyard London E5 0PD  |  |
| <b>APPLICATION NUMBERS:</b> 2020/1730 & 2020/2146   |  |
| <b>WARD:</b><br>Homerton Ward   | <b>REPORT AUTHOR:</b> Barry Coughlan                                   |
| <b>DOCUMENTS:</b><br><br><u>2020/1730</u><br><br>School Travel Plan (August 2020)<br><br><u>2020/2146</u><br><br>School Management Plan (26/08/2020)  | <b>VALID DATE:</b><br>17/06/2020 (2020/1730)<br>22/07/2020 (2020/2146) |
| <b>APPLICANT:</b><br><br>Ms Helen Olive<br>C/O Agent  | <b>AGENT:</b><br><br>RPS<br>140 London Wall<br>London EC2Y 5DN         |
| <b>PROPOSAL:</b><br><br><u>2020/1730:</u><br><br>Submission of details pursuant to condition 12 (Travel Plan) attached to planning permission 2019/4259 dated 24/05/2020<br><br><u>2020/2146</u><br><br>Submission of details pursuant to condition 5 (School Management Plan) attached to planning permission 2019/4259 dated 24/05/2020 |  |
| <b>POST SUBMISSION REVISIONS:</b><br><br>Amendments have been made to both documents since submission in response to officer feedback.  |  |

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| <b>REASON FOR BEING HEARD AT COMMITTEE:</b> |
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The application to which the above conditions relates (2015/3306), along with an associated Listed Building Consent (2015/3316), were refused planning permission at planning sub-committee on 08/06/2016. The applications were then granted planning permission by the Secretary of State following a public inquiry. Conditions 5 and 12 relate directly to the Council's original reasons for refusal. As such, it is considered in the public interest that these conditions should be brought back before Members for their consideration.

**RECOMMENDATION SUMMARY:**

Discharge Conditions

**ANALYSIS INFORMATION**

ZONING DESIGNATION: (Yes) (No)

|                             |   |   |
|-----------------------------|---|---|
| CPZ                         | X |   |
| Conservation Area           | X |   |
| Listed Building (Statutory) | X |   |
| Listed Building (Local)     |   | X |
| PEA                         |   | X |
| CAZ                         |   | X |

**EXISTING LAND USE DETAILS**

| LAND USE     | USE DESCRIPTION | GEA (SQM)    |
|--------------|-----------------|--------------|
| Sui Generis  | Police Station  | 1,508        |
| <b>TOTAL</b> |                 | <b>1,508</b> |

**PROPOSED AMENDED LAND USE DETAILS FOR THE MAIN APPLICATION**

| USE (SQM)    | USE DESCRIPTION              | GEA (SQM)    |
|--------------|------------------------------|--------------|
| D1           | Non-residential institutions | 2,757        |
| <b>TOTAL</b> |                              | <b>2,757</b> |

**PARKING DETAILS:**

|                 | Parking Spaces (General) | Parking Spaces (Disabled) | Bicycle storage |
|-----------------|--------------------------|---------------------------|-----------------|
| <b>Existing</b> | 40                       | 0                         | 0               |
| <b>Proposed</b> | 0                        | 0                         | 34              |

**CASE OFFICER'S REPORT**

**1. SITE AND CONTEXT**

- 1.1 The application Site totals 0.19ha in size and is rectangular in shape. The Site comprises a former police building, outbuildings, a rear tarmacked car park and a three storey Victorian terraced house (no. 32 St. John's Church Road). The police vacated the Site in July 2013 and it has remained vacant since this date. The site is located within the Clapton Square Conservation Area and an Archaeological Priority Area. The site also falls within the Hackney Central District Town Centre.
- 1.2 The northern boundary of the Site faces Lower Clapton Road and contains the main pedestrian entrance into the former police building. The southern, rear boundary of the Site faces St John's Church Road and provides vehicular access into the Site.
- 1.3 The main former police building extends over lower ground, ground, first and second floors with an attic storey above. The building dates from 1904 and was designed by John Dixon-Butler for the Metropolitan Police Board. The construction is red brick with Portland stone dressings in a Queen Anne Revival style.
- 1.4 To the rear of the main buildings, adjoining the western perimeter wall, are two small, modern, single storey service buildings. To the centre-east of the Site abutting the eastern boundary is a single storey ancillary hall. The building could have originally served as a parade room but has most recently been used as a gymnasium. To the north of the gymnasium adjoining the eastern boundary are two further single storey ancillary buildings (stores). The gymnasium and the four above mentioned ancillary buildings are all proposed to be demolished.
- 1.5 Further south the Site comprises a large tarmacked car park with the boundary wall extending around the perimeter. There are two openings into the car park - one off St. John's Church Road to the south and one off Rowe Lane to the east. To the south-east is a three storey, Victorian terraced house which also falls within the Site and within the Conservation Area. The house was previously used by the police for administration purposes.
- 1.6 There are a number of large mature trees within the pavement area beyond the side boundary wall to the west. There is also a mature tree within the neighbouring rear garden of 6-8 Lower Clapton Road.
- 1.7 The Site lies on the corner of Lower Clapton Square and the eastern boundary cycle and footpath of St. John-at-Hackney Churchyard Gardens (known as Churchwell Path). This footpath delineates the eastern boundary of the St. John-at Hackney Churchyard Gardens. These Gardens include the War Memorial (Grade II listed), numerous burial tombs (several Grade II listed) and St. John-at-Hackney church (Grade II\* listed). This boundary is marked by a c. 7ft. brick perimeter wall.

- 1.8 The southern boundary is St. John's Church Road and includes the south (main elevation) of no. 32 St. John's Church Road. The boundary wall along the majority of the southern boundary is a similar height to the western wall. St. John's Church Road is a residential road with mid Victorian terraced housing.
- 1.9 The eastern boundary of the Site meets Rowe Lane. This access road was previously used by the police but does not form part of the Development proposals. The southern side of Rowe Lane contains the rear gardens of the terrace housing on St John's Church Road and the northern side contains a mixture of small commercial uses and residential. This boundary also meets the western edge of no. 6 and no. 8 Lower Clapton Road which are Grade II listed.
- 1.10 The northern boundary faces Lower Clapton Road. To the north-west is Clapton Square (including several Grade II listed buildings). To the northeast is the Kings Hall former public baths (Grade II listed) and 19-35 (odd) Lower Clapton Road (locally listed). The two telephone kiosks outside the former police station at the junction with Lower Clapton Road and Churchwell Path are also Grade II listed.
- 1.11 In terms of accessibility, the Site has a Public Transport Accessibility Level (PTAL) rating of 6B, which is 'Excellent' accessibility as defined by TfL. It is within 600 metres walking distance of Hackney Central and Hackney Downs rail stations. The Site is also well served by bus routes (routes 38, 48, 55, 106, 242, 253, 254, 276, 425, 488, N38, N55 and N253) and there are a number of bus stops located on Lower Clapton Road, Urswick Road and Dalston Lane.

## **2. CONSERVATION IMPLICATIONS**

- 2.1 The site contains the Grade II Listed Former Police Building and associated curtilage and structures. The two telephone kiosks outside the former police station at the junction with Lower Clapton Road and Churchwell Path are also Grade II listed. The site adjoins the St. John-at-Hackney Churchyard Gardens include the War Memorial (Grade II listed), numerous burial tombs (several Grade II listed) and St. John-at-Hackney church (Grade II\* listed). The site boundary also meets the western edge of no. 6 and no. 8 Lower Clapton Road which are Grade II listed. 32 St Johns Church Road is identified as a Building of Townscape Merit in the Clapton Square Conservation Area Appraisal. The site is located within the Clapton Square Conservation Area.

## **3. HISTORY**

- 3.1 Planning Ref: 2015/3306  
Development Description: Change of use and refurbishment of listed building; demolition of rear buildings; and three-storey new build; to

provide a new primary school with associated playspace, access, bus layby, servicing and cycle parking.

Decision Level: Appeal

Decision Date: 19/12/2017

Decision Type: Granted

3.2 Planning Ref: 2015/3316

Development Description: Listed building consent for demolition of rear buildings and structures and various internal and external alterations associated with conversion of the building to a primary school; provision of bus layby upon adjacent land within St Johns Churchyard.

Decision Level: Appeal

Decision Date: 19/12/2017

Decision Type: Granted

3.3 Planning Ref: 2015/3316

Development Description: Listed building consent for demolition of rear buildings and structures and various internal and external alterations associated with conversion of the building to a primary school; provision of bus layby upon adjacent land within St Johns Churchyard.

Decision Level: Appeal

Decision Date: 19/12/2017

Decision Type: Granted

3.4 Planning Ref: 2019/2595

Development Description: Non material amendment to planning application 2015/3306 in order to undertake the following changes to the development:

- amendments to louvres in the roof slope
- amendment to plant enclosures
- changes to fenestration
- changes to the materiality of the external elements of the building

Decision Level: Delegated

Decision Date: 13/09/2019

Decision Type: Granted

3.5 Planning Ref: 2019/4259

Development Description: Minor Material Amendment application to vary condition 30 (staggered occupation) attached to planning permission 2015/3306 dated 19/12/2017 in order to allow 180 pupils to be admitted in the first year rather than 90.

Decision Level: Committee

Decision Date: 24/05/2020

Decision Type: Granted

3.6 In the vicinity of the site the following planning permission is considered relevant to the current application:

3.7 Site Address: The Rectory, Scout Hut and former Learning Trust Facility, St John-at-Hackney, Lower Clapton Road, London E5 0PD

Planning Ref: 2012/3345

Development Description: Mixed use redevelopment to provide buildings of 4 storeys plus basement storey, accommodating 58no mixed tenure dwellings, comprising 18 x 1 bed, 23 x 2 bed, 13 x 3 bed and 4 x 4 bedroom units, and up to 1120sq m community facilities (Use Class D1), with semi-public urban square, communal garden areas and alterations to boundary treatment at St John-at-Hackney Churchyard. Associated works to include demolition of existing Rectory building and outbuilding, Scout hut, and former Learning Trust facility.

Decision Level: Committee

Decision Date: 06-03-2015

Decision Type: Granted

#### **4. CONSULTATION**

4.1 Site Notice: No. Public consultation is not statutorily required for Approval of Details applications.

4.2 Press Advert: No. Public consultation is not statutorily required for Approval of Details applications.

#### **4.3 Neighbour Consultation**

4.3.1 Given that the applications are for Approval of Details, no neighbour consultation is statutorily required. However the application was listed on the planning register/website and 2 responses have been received to application 2020/2146 and 1 objection has been received to 2020/1730. The matters raised can be summarised as follows:

##### 2020/1730 (Travel Plan)

- The submitted Travel Plan contains a number of inaccuracies or lacks clarity in certain areas. OFFICER NOTE: A detailed response on these matters has been provided by the applicant. This has been reviewed and is considered acceptable. Where inaccuracies have been identified these have been corrected in the revised Travel Plan. Similarly, the revised Travel Plan contains some further information by way of clarification on the specific issues raised.

##### 2020/2146 (School Management Plan)

- The School Management Plan (SMP) underestimates walking times between school locations. OFFICER NOTE: This is background information for the purposes of the SMP. The assessment of walking times and other aspects of pupil arrival included in the Travel Plan is considered to be acceptable.
- Marshalls should be in place from 7:30 to line up with the start of Breakfast Club. OFFICER COMMENT: Marshalls start on site at 7:45. This is considered acceptable to cover the majority of arrivals.

- The needs of families with children of different age groups attending the school has not been addressed. OFFICER COMMENT: Some flexibility may be necessary in such cases. It would be inappropriate for the School Management Plan to be overly prescriptive in this respect.
- The use of the church yard as an emergency muster point will need to be coordinated with the church for drills etc. and the second muster point location may be inappropriately far from the school. OFFICER COMMENT: The Emergency Evacuation Plan will be finalised following a full risk assessment. The use of the church grounds has been agreed with the dioceses.
- The s73 application stated that pupils would enter from Lower Clapton Road but this is not made clear. OFFICER COMMENT: The intention is for pupils to use St John's Church Road (SJCR) to begin with due to social distancing measures.
- The SMP does not cover staff parking/travel. OFFICER COMMENT: This is covered in the Travel Plan.
- Residents of SJCR have not been consulted on the School Streets proposal and may object to any lack of access for servicing/deliveries. OFFICER COMMENT: Pre-implementation consultation is not a requirement for Experimental Traffic Orders (including School Streets) - the first 6 months of operation is considered to be the consultation period where people can view the actual impacts of the measures and respond back to the Council with their views. Access for residents does not include deliveries and servicing but resident (and carer) vehicles and blue badge holders may be registered for an exemption.
- If drop offs become a problem, there should be a strategy to tackle them.
- There is no review statement in the plan. OFFICER COMMENT: The Travel Plan will be monitored going forward. It is not considered necessary to impose a similar requirement for the SMP which could be applied to be amended if circumstances change.

#### **4.4 Other Council Departments**

##### Transport

- 4.4.1 No objections following the submission of the revised Travel Plan and OMP.

#### **5. POLICIES**

- 5.1 The following details the adopted policies of relevance to the determination of the application:

##### **5.2 Hackney Local Plan (2020)**

|      |                                     |
|------|-------------------------------------|
| LP2  | Development and Amenity             |
| LP42 | Walking and Cycling                 |
| LP43 | Transport and Development           |
| LP44 | Public Transport and Infrastructure |
| LP45 | Parking and Car Free Development    |

**5.3 London Plan (2016)**

- 6.3 Assessing effects of development on transport
- 7.15 Reducing and managing noise, improving and enhancing the acoustic environment and promoting appropriate soundscapes

**5.4 National Planning Policies**

National Planning Policy Framework (NPPF)  
National Planning Policy Guidance (NPPG)

**5.5 Emerging Planning Policy**

The GLA is producing a new London Plan, which was subject to Examination in Public between January 2019 and May 2019. The Inspectors' Panel report was published on 08 October 2019. This contained a series of recommendations on amendments to the Plan, some of which the Mayor chose to accept and some which he chose to reject. The reasons for his rejections accompany the London Plan "Intend to Publish" version was sent to the Secretary of State (SoS) on the 9th December 2019. Subsequently, on the 13th March the SoS raised significant concerns with Intend to Publish London Plan. The Mayor of London responded to the SoS on 24th April to commence discussions regarding the SoS's directions. The adoption of the new Plan is not imminent.

The NPPF sets out that decision takers may also give weight to relevant policies in emerging plans according to their stage in preparation, the extent of unresolved objections and degree of consistency with the NPPF. Both emerging plans are material planning considerations and carry weight in decision making at this stage. Now that the Inspector's final report on Hackney's Local plan has been received, all policies in LP33 carry significant weight in decision making in accordance with the modifications recommended by the Inspector

**6. COMMENT**

**Condition 12 (Travel Plan)**

- 6.1 Condition 12 attached to planning permission 2019/4259 dated 24/05/2020, states:

*Prior to occupation of the development hereby approved, a school travel plan shall be submitted to and approved in writing by the local planning authority. The school travel plan shall include measures to discourage the use of private cars and to encourage the use of sustainable modes of transport. Baseline travel surveys of staff and pupils will be undertaken within 3 months of the school opening and the full travel plan will be operational within 6 months of the school opening. The school travel plan shall seek to achieve TfL Mode STARS Gold Accreditation in the 4th year*



*of operation. The site shall be operated in accordance with the approved school travel plan at all times.*

- 6.2 The condition requires the submission and approval of a School Travel Plan, to include details and survey information in relation to pupil and staff travel patterns as well as measures to discourage the use of private cars.
- 6.3 The School Travel Plan document that was initially submitted has been amended following feedback from officers and in response to certain matters raised by an objector. The principal changes sought by officers were:
- To include a commitment to participate in the School Streets programme and to promote said programme to parents.
  - The positioning of a marshall at the entrance to the proposed School Street on St John's Church Road.
  - Reduced capacity on public transport during the pandemic to be acknowledged in the Travel Plan and remedial measures proposed.
  - To include further detail in relation to how much time the Travel Plan Coordinator will be allocated to work on delivering the actions of the travel plan.
- 6.4 The plan has since been amended in line with the above to the satisfaction of officers. The commitment to participate in School Streets is considered particularly welcome and will help ensure that the pedestrian environment on St John's Church Road is safe for school pupils while preventing the unauthorised use of the road for pupil pick-up/drop-off during core hours, a particular concern of residents when the application was first considered.
- 6.5 The travel plan is otherwise considered acceptable in terms of its assessment of pupil and staff travel patterns and the measures to be put in place to promote sustainable transport. Overall, the revised document is considered acceptable to discharge the condition.

**Condition 5 (School Management Plan)**

- 6.6 Condition 5 attached to planning permission 2019/4259 dated 24/05/2020, states:

*Prior to occupation of the development hereby approved, a school management plan shall be submitted to and approved in writing by the local planning authority. The approved management plan shall be adhered to for so long as the premises are operated as a school. The plan shall include details of the following matters.*

- *management of external play areas including details of staggered play times and pupil numbers*
- *management of rooftop study area*
- *management of extra-curricular and physical education including*

*travel to off-site locations*

- *management of children arriving and leaving school including the use of entrances and provision of traffic marshals*
- *use of school outside teaching hours*

- 6.7 The condition requires the submission of a School Management Plan to include the details set out above. The plan is intended to work in unison with the School Travel Plan to mitigate the impact of pupil and staff movements at the school upon the surrounding community as well as putting in place measures to mitigate potential amenity impacts that may arise from the school use.
- 6.8 The document initially submitted has been amended following officer feedback and now includes further detail in relation to cycle parking and cyclist/scooter entrance and the lining-up of marshalling hours with the proposed School Street programme (where appropriate).
- 6.9 In terms of mitigating the potential impacts of pupil/staff movements from the school, the revised plan is considered acceptable to demonstrate that these impacts will be mitigated as much as is practically possible. The combined implementation of the measures in the Travel Plan and School Management Plan, plus participation in the School Streets programme, will ensure that a robust framework is in place to minimise the impact upon the local community.
- 6.10 The School Management Plan includes timetables which will manage the staggered use of play areas and the quiet study area located on the roof of the new build part of the school. The staggered use of these spaces will help minimise noise and disturbance impacts upon local residents. The use of the quiet study area has also been more clearly defined providing assurance that it will not be used as conventional play space. Comprehensive details of off-site activities have also been provided including a restriction that groups taken off-site would be restricted to one class at a time.
- 6.11 In terms of emergency evacuations, a full risk assessment will be undertaken as part of an inspection by the Fire Service when building works are complete. However, the indicative proposal to use the church grounds for muster points is considered acceptable to address this issue at this stage and it is noted that agreement to use the grounds in this way has been secured by the church.
- 6.12 Overall, the measures proposed in the School Management Plan to mitigate the operational impacts of the school are considered comprehensive and an appropriate response to the challenges posed by the provision of a 630 pupil school on this constrained site. As such, the details submitted are considered acceptable to discharge the condition.

## **7. CONCLUSION**

- 7.1.1 The details submitted are considered sufficient and acceptable to discharge both conditions. As such, it is recommended that condition 12 (School Travel Plan) and condition 5 (School Management Plan) attached to planning permission 2019/4259 dated 24/05/2020 be discharged.

**8. RECOMMENDATION**

**RECOMMENDATION A:**

That condition 12 (School Travel Plan) attached to planning permission 2019/4259 dated 24/05/2020 be discharged.

**RECOMMENDATION B:**

That condition 5 (School Management Plan) attached to planning permission 2019/4259 dated 24/05/2020 be discharged.

**9. INFORMATIVES**

No informatives necessary.

**Signed..... Date.....**

**ALED RICHARDS – DIRECTOR, PUBLIC REALM**

| NO | BACKGROUND PAPERS  | NAME/DESIGNATION AND TELEPHONE EXTENSION OF ORIGINAL COPY | LOCATION CONTACT OFFICER             |
|----|--|---|--------------------------------------|
| 1. | Submission documents and LBH policies/guidance referred to in this report are available for inspection on the Council's website.     | Barry Coughlan<br>Planning Officer<br>Ext. 7939           | 2 Hillman Street,<br>Hackney, E8 1FB |
| 2. | Policy/guidance from other authorities/bodies referred to in this report are available for inspection on the website of the relevant |   |                                      |
| 3. | authorities/bodies   |   |                                      |

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|  | <p>Other background papers referred to in this report are available for inspection upon request to the officer named in this section.</p> |  |  |
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