

<b>ADDRESS:</b> Hackney Central Station, 231 -237 Graham Road, Hackney Central E8 1PE	
<b>WARD:</b> Hackney Central	<b>REPORT AUTHORS:</b> Claire Moore
<b>APPLICATION NUMBER:</b> 2020/3325	<b>VALID DATE:</b> 02/11/2020
<b>Plan/Drawing nos:</b> <ul style="list-style-type: none"> <li>• Design, Access &amp; Planning Statement, prepared by TTPP, dated 29.05.2020</li> <li>• Drawing no. 6102(00)00 Rev FM1-2</li> <li>• Drawing no. 6102(00)03 Rev FM1-2</li> <li>• Drawing no. 6102(00)05 Rev FM1-1</li> <li>• Drawing no. 6102(00)06 Rev FM1-1</li> <li>• Drawing no. 6102(00)12 Rev FM1-1</li> <li>• Drawing no. 6102(02)03 Rev FM1-1</li> <li>• Drawing no. 6102(02)05 Rev FM1-1</li> <li>• Drawing no. 6102(02)06 Rev FM1-1</li> <li>• Drawing no. 6102(02)12 Rev FM1-1</li> <li>• Drawing no. 6102(02)20 Rev FM1-1</li> <li>• Drawing no. 6102(10)03 Rev FM1-1</li> <li>• Letter from the Crime Prevention &amp; Operational Security Compliance, Policing &amp; On-street Services department of TfL, dated 08.01.2020</li> <li>• Daylight &amp; Sunlight Statement, prepared by Schroeders Begg, dated 20 May 2020</li> <li>• Delivery Schedule (Revision 0), dated 21.05.20</li> <li>• New station lighting, prepared by KH Engineering Services, dated 10.03.2020</li> <li>• Preliminary Ecological Appraisal, prepared by The Ecology Consultancy, dated 29.11.2019</li> <li>• Healthy Streets Transport Assessment, prepared by Markides Associates, dated 19 May 2020</li> <li>• Letter from TTPP, dated 18 August 2020</li> </ul>	
<b>APPLICANT:</b> Transport for London C/- Mark Peyton	<b>AGENT:</b> TTPP C/- David Beer
<b>PROPOSAL:</b> Creation of new access to Hackney Central Overground Station on Graham Road and creation of associated facilities including a gating shelter with ticket gates, a kiosk, bike storage, a new staff refuge area and landscaping.	
<b>POST SUBMISSION REVISIONS:</b> None.	
<b>RECOMMENDATION SUMMARY:</b> Grant planning permission subject to conditions, and completion of a legal agreement	
<b>NOTE TO MEMBERS:</b> This application is presented to the Planning Sub-Committee due to the level of public interest received.	

**ANALYSIS INFORMATION**
**ZONING DESIGNATION:**

(Yes)

(No)

CPZ	Yes- Zone D	(No)
Conservation Area		No; however, the site adjoins both the Town Hall Square and Clapton Square Conservation Areas.
Listed Building (Statutory)		No
Listed Building (Local)		No
Priority Employment Area		No

LAND USE:	Use Class	Use Description	Floorspace Sqm
<b>Existing</b>	Sui- generis	Informal community garden	0m2
<b>Proposed</b>	Sui-generis	Station entrance and ancillary station activities	98 m2

<b>PARKING DETAILS:</b>	Parking Spaces (General)	Parking Spaces (Disabled)	Bicycle storage
<b>Existing</b>	0	0	0
<b>Proposed</b>	0	0	62

**CASE OFFICER'S REPORT**
**1.0 SITE CONTEXT AND BACKGROUND**

- 1.1 The site is located on the northern side of Graham Road and is situated adjoining residential terraces to the west and mixed-use terraces to the west, which include commercial uses at ground floor level and predominantly residential uses at the upper floor levels.
- 1.2 The site adjoins the southern boundary of Hackney Central Train Station; however, it does not facilitate access to the station.
- 1.3 The site is included within the opportunity site designation of HC4 (333-337 Mare Street (Iceland Foods) and 231 -237 Graham Road).

- 1.4 The site was historically used as a car sales yard; however, the land has been purchased by the Council, following which, the site has been used informally as a community garden.
- 1.5 Hackney Central Station currently has one access point from Amhurst Road, housed within a single story portico building located to the north of Platform 2 (east-west) that includes the automated ticket gates. The station suffers from severe overcrowding during peak periods. There are limited cycle parking facilities available and these are over utilised.
- 1.6 For clarity, this application is a resubmission on the application made under 2020/1644; due to the cyber attack, the applicant has resubmitted to enable full consultation to be undertaken again and for the application to be determined.

## **2.0 CONSERVATION IMPLICATIONS**

- 2.1 The site itself does not include any listed buildings; however, adjoins both the Town Hall Square (to the south) and Clapton Square (to the east/north) Conservation Areas

## **3.0 HISTORY**

### **3.1 Development site**

- 3.1.1 **2015/3132** - Variation of conditions 6 (roof plant), 7 (Code for Sustainable Homes) and 9 (PV installation) attached to planning permission 2014/0727 dated 08/04/2014 in order to amend the requirements related to sustainability and amend the layout of PV panels on the roof of the building - Granted 08/06/2016
- 3.1.2 **2015/1928** - Non-material amendment to planning permission ref 2014/0727 dated 08/04/2014 comprising elevational changes, changes to the internal floorplan, changes to the extent of the site and changes to the unit mix - Granted 03/06/2015
- 3.1.3 **2014/0727** - Erection of part 3, part 4-storey mixed use development comprising 80sqm of B1 floorspace at ground floor level and 9 x self contained residential units at ground, first, second and third floor level (4x1 bedroom, 2x2 bedroom and 3x3 bedroom); provision of cycle and waste storage; landscaping of rear garden - Granted 30/06/2015

## **4.0 Consultations**

### **4.1 Dates**

- 4.1.1 Date Statutory Consultation Period Started: 05/11/2020
- 4.1.2 Date Statutory Consultation Period Ended: 26/11/2020
- 4.1.3 Site Notices: Yes; 1 adjoining frontage of the site on Graham Road, 1 adjoining the Amhurst Road access point into the station and 1 adjoining the Station parking area.
- 4.1.4 Press Advert: No; not required under the Council's Statement of Community Involvement.

## 4.2 Neighbours

4.2.1 Letters of consultation were sent to 374 adjoining owners/occupiers. At the time of writing the report, four representations had been received. These are summarised as follows:

- The plants proposed are cosmetic. More plants should be included and the green space expanded; nature connection is important for mental health, especially in dense urban areas like Hackney Central
- Edible, low maintenance perennials should be planted, with reference to permaculture and forest garden design systems, with educational signage
- Urban design in the context of Hackney should be addressing climate change
- How is the circular economy addressed within this project? Are reclaimed materials being used?
- Is the station entrance a low carbon project?
- The station entrance and bicycle storage facility should include green roofs
- The Kiosk should be 'zero waste'; no disposable cups, plates etc, serving locally sourced, organic, fair trade products
- Larger planters would allow for larger trees; the current design only allows growing space for small dwarfing fruit trees
- Trees planted directly into the ground would enable soil space for larger trees, and less maintenance
- There should be a planting screen on the side of the staircase, for vertical greenery
- The inclusion of rain gardens will reduce flooding.
- There should be an innovative 'green space' design that inspires nature connection and fits with the Council's commitment to addressing climate change, air quality and sustainability issues.
- Plants that mitigate pollution should be included within the landscaping

4.2.2 The following comments are made in response to the above matters raised:

- Matters relating to biodiversity, landscaping, drainage and sustainability will be addressed within the planning assessment further within this report.
- The ticket gate enclosure and cycle store enclosure have been designed to include green roofs.
- The LPA cannot require the kiosk to be zero-waste, nor can the source of products be controlled through planning permission; these matters are not material planning considerations.
- The LPA cannot regulate the materials used within a project, other than the specifications and quality of materials. As such, the use of recycled materials is not a material planning consideration.

## 4.3 Statutory / Local Group Consultees

4.3.1 None.

**4.4 Council Departments**

- 4.4.1 Waste: No objection raised subject to waste management/collection strategy condition
- 4.4.2 Drainage: No objection subject to a condition for approval of sustainable drainage system details
- 4.4.3 Transport and Highways: No objection subject to conditions relating to construction management and logistics, and a legal agreement associated with the reinstatement of the adjoining kerb.

**5.0 POLICIES**

5.1 London Plan (2016)

- 3.1 Ensuring Equal Life Chances for All
- 3.2 Improving Health and Addressing Health Inequalities
- 5.1 Climate Change Mitigation
- 5.2 Minimising Carbon Dioxide Emissions
- 5.3 Sustainable Design and Construction
- 5.8 Innovative Energy Technologies
- 5.9 Overheating and Cooling
- 5.10 Urban Greening
- 5.11 Green Roofs and Development Site Environs
- 5.12 Flood Risk Management
- 5.13 Sustainable Drainage
- 5.16 Waste Self-sufficiency
- 5.17 Waste Capacity
- 6.4 Enhancing London's Transport Connectivity
- 6.9 Cycling
- 6.10 Walking
- 7.2 An Inclusive Environment
- 7.3 Designing Out Crime
- 7.4 Local Character
- 7.6 Architecture
- 7.8 Heritage Assets and Archaeology
- 7.14 Improving Air Quality
- 7.15 Reducing Noise and Enhancing Soundscapes
- 7.19 Biodiversity and Access to Nature
- 8.2 Planning Obligations

5.2 Hackney Local Plan 2033 (LP33)

- PP3 Hackney Central and surrounds
- LP1 Design quality and local character
- LP2 Development and Amenity
- LP3 Designated heritage assets

LP42	Walking and cycling
LP43	Transport and development
LP46	Protection and enhancement of green infrastructure
LP47	Biodiversity and Sites of Importance of Nature Conservation
LP48	New open space
LP51	Tree management and landscaping
LP53	Water and flooding
LP54	Overheating and Adapting to Climate Change
LP55	Mitigating Climate Change
LP57	Waste
LP58	Improving the Environment - Pollution
HC4	Site allocations - 333-337 Mare Street (Iceland Foods) and 231 -237 Graham Road

### 5.3 Supplementary Planning Documents / Guidance

Accessible London: Achieving an Inclusive Environment (2014)  
Social Infrastructure (2015)  
Sustainable Design and Construction (2014)

*London Borough of Hackney*  
Sustainable Design and Construction SPD (2016)  
Planning Contributions SPD (2020)  
Transport Strategy 2015-2025

### 5.4 National Planning Policies/Guidance

National Planning Policy Framework (2019)  
Planning Practice Guidance

### 5.5 Emerging planning policy

- 5.5.1 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.
- 5.5.2 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. The Intend to Publish London Plan is a material planning consideration but carries limited weight in decision making at this stage.

5.5.3 Where relevant, emerging content within this document is discussed in the body of this report.

## **6.0 Planning considerations**

6.1 The main considerations relevant to this application are:

- Principle of development and land use
- Design and Appearance
- Transportation
- Residential Amenity
- Sustainability
- Biodiversity
- Drainage
- Planning Contributions

Each of these considerations is discussed in turn below.

### **6.2 Principle of Development and Land Use**

6.2.1 Policy HC4 of Hackney's Local Plan 2033 includes the subject site within the allocation as an opportunity site, in conjunction with the site at no. 333-337 Mare Street (currently Iceland Foods). Site allocations are intended to identify and allocate key strategic development sites within the Borough, with the associated policies outlining particular uses for these sites within short, medium and long term periods. Policy HC4 states the development principles for the identified sites as:

*'to make more efficient use of the site for mixed use development ... to create active, commercial (retail) frontages on to Graham Road and Mare Street. There is also potential for residential development on the site including maximising the delivery of genuinely affordable homes'*

6.2.2 The policy goes further to state the following development options:

Option 1: Refurbishment of Iceland Site

Refurbishment of existing building with the introduction of new commercial uses/workspace on the first floor.

Option 2: Individual development of Iceland Site and site to the rear (231-237 Graham Road)

Redevelopment of the sites providing commercial (retail/workspace) and residential uses, including genuinely affordable homes.

Option 3: Comprehensive development

A combination of options 1 and 2

6.2.3 The proposed development, subject of this application, does not address either of these options and rather focuses on the provision of additional access to Hackney Central Station. The applicant has emphasised that the proposal does not preclude future development of the site.

- 6.2.4 The strategic vision for the site must also be balanced with the nature of the proposal and other policies at a national, regional and local level. On this basis, it is emphasised that the proposed development is to enable the creation of the additional access to Hackney Central Station.
- 6.2.5 Policy 6.1 of the London Plan states that the Mayor will work with relevant partners to encourage the closer integration of transport and development through schemes and proposals shown in table 6.1 of the London Plan, which includes addressing capacity issues of Overground stations and associated infrastructure. The policy goes on to state that the strategic approach of London toward's transport and development should seek to improve the capacity and accessibility of public transport and supporting measures that encourage shifts to more sustainable modes and appropriate demand management.
- 6.2.6 Policy PP3 of LP33, the strategic vision for Hackney Central to be a thriving major town centre is described, emphasising that this seeks to ensure the area is well connected to key destinations nearby and outside of the borough, with an improved station and gateways to the town centre. The proposed development will contribute towards the improved station through the increased capacity of entering and exiting the station, in accordance with the strategic approach of policy 6.1 of the London plan.
- 6.2.7 On balance, whilst the site is subject to an allocation for development within Local Plan 2033, the proposed development aligns with other policies, and strategic visions under the plan in providing necessary improvements to a key transport node within the Borough and therefore is considered to be acceptable in principle, subject to wider assessments on design, residential amenity, transport and highways, and other associated matters which will be assessed below.
- 6.3 **Design and Appearance**
- 6.3.1 Policy LP1 of Hackney's Local Plan 2033 seeks to adopt a rigorous design approach and ensure a good and optimum arrangement of the site in terms of form, mass and scale. London Plan policy 7.6 states architecture should make a positive contribution to a coherent public realm, streetscape and wider cityscape. It should incorporate the highest quality materials and design appropriate to its context.
- 6.3.2 Overall layout
- 6.3.2.1 The proposed development is a simple TFL standard gating and ticketing enclosure behind an entrance pergola facing the street. Behind the enclosure, steps lead up to the platform behind, with capacity for the installation of a lift at a later date.
- 6.3.2.2 In addition to the creation of access into the station, the development seeks to undertake public realm improvements within the site, including the creation of a cycle hub, a new coffee kiosk, water taps/fountains and general landscaping with tree pits and planters along the Graham Road boundary.
- 6.3.2.3 The proposals would create an efficient layout tailored to the capacity needs of the site.



6.3.3 Form and Massing

- 6.3.3.1 The pergola and gating enclosure are approximately 3.3m in height and are located between buildings that are 3-4 storeys. The pergola is on the back of the pavement and extends along the majority of the frontage shared with Graham Road. The gating enclosure is set back from the street edge to create a zone of safety for station arrivals and departures away from the pavement.
- 6.3.3.2 The massing of the proposal is much lower than the capacity of the site which, in accordance with policy HC4 of LP33, is likely to be capable of accommodating a 4 storey building comfortably. The site is a gap site within a continuous terraced frontage which continues throughout the town centre; continuous frontages and occasional purposeful and well enclosed public spaces define Hackney town centre. As such, within this context, the site is a void where buildings appear to be missing and where a repaired frontage is necessary to complete the active street frontage.
- 6.3.3.3 The LPA considers that a station would ideally be incorporated into such a completed street frontage, as part of a more comprehensive development in accordance with the vision of policy HC4 of LP33. Whilst it is unfortunate that a development of sufficient scale and massing has not so far been proposed, it is emphasised that the nature of the proposed buildings and shelters ensures that this development does not preclude the development of a more comprehensive scheme for this site.

6.3.4 Architecture and materials

- 6.3.4.1 As the scheme is being undertaken as an interim measure to provide secondary access into Hackney Central Station, the structures proposed are shown to be simple in design and structure, thereby ensuring the development does not preclude a more comprehensive development taking place on the site, as per policy HC4.
- 6.3.4.2 The pergola is a lightweight galvanised steel structure with timber joists and sits on the pavement edge; this is intended to support the growth of a climber; details of which will be discussed further in this report.
- 6.3.4.3 The gating enclosure is set deeper into the site and is a lightweight structure; the design is not presented in great detail beyond showing a glass and steel lightweight structure. Moreover, the enclosure will be closed outside of operation hours; details of the closure of this shelter have not been provided. Given the simplicity of this structure, it is considered reasonable to acquire this detail via a materials condition.
- 6.3.4.4 The proposed coffee kiosk is also shown to be a simple structure, with a height of 3.1 metres, thereby sitting just below the ridge line of the gating enclosure and the pergola. Specific details of the construction and materials of the coffee kiosk have not been provided. Given the simplicity of this structure, it is considered reasonable to acquire this detail via a materials condition.
- 6.3.4.5 The cycle store is shown to be lightweight metal structure enclosed by timber fins. This is set back within the site and will largely be screened from Graham Road by the pergola and the kiosk structures; irrespective of this, the simple design and materials are considered acceptable.

6.3.4.6 The bin store is shown to be simple in design, being timber clad and functional in screening the bins whilst also limiting access into this space; this is acceptable.

6.3.5 Landscape and the public realm

6.3.5.1 A variety of public realm supportive changes associated with TfL stations will accompany the scheme, including seating, water taps/fountains, wayfinding (totem sign) and general landscaping. These changes assist the transition from the public realm of the street, into the station and are considered to be in accordance with policy PP1 of LP33 which aims to enhance the public realm of the borough.

6.3.5.2 The boundary will be defined by steel bollards, planters, the pergola and the 'Hackney Central' 3D lettering attached to the top of the pergola frame. Additionally, a totem will act as a wayfinder for the station in long views. These features will emphasise the station entrance.

6.3.5.3 Two tree pits are shown to be created along the front boundary. Whilst this could be incompatible with the future development of the site, detail of trees to be planted in these pits being submitted and approved prior to undertaking works will ensure sizes and species are carefully selected in a manner that will be conducive to relocation at the time of comprehensive redevelopment.

6.3.5.4 The proposal indicatively shows the inclusion of seating associated with the coffee kiosk; whilst this does not appear to be allocated exclusively for customers of the kiosk, it is implied by the location and placement. Policy PP1 requires public seating to be provided; as such, this seating should be genuinely public and available for all, not just those who have made a purchase from the kiosk.

6.3.6 Secure by design

6.3.6.1 The proposed entrance includes a lighting plan and whilst this is generally acceptable, there is concern surrounding the level of luminance that will be afforded to the stairs up to the platform. A condition has been recommended to require a revised lighting plan to address this concern, and ensure the implementation of the subsequently approved lighting plan.

6.3.6.2 CCTV cameras are proposed to be installed within the ticket gate enclosure, facing the stairs up to Platform 1, the bin store and the entrance to the cycle hub. Moreover, the cycle hub will have restricted access via FOB keys and the main ticket gate enclosure will be closed outside of train operation hours. These measures, in conjunction with the proposed lighting are considered to create a secure and safe environment for patrons and passers-by, in accordance with policy PP1 and LP1 of LP33.

6.3.7 Conservation and Heritage

6.3.7.1 The site is adjacent to the Hackney Town Hall Square Conservation Area and in an area defined by 19th century residential and commercial terraces. The area has a strong, consistent character with buildings creating a consistent building line and street enclosure of similar height.

6.3.7.2 The site is currently a large void in this consistent and positive street enclosure; given the temporary nature of the development, it is considered to be an acceptable infill and use of the site that will not detract from the adjoining heritage environments.

#### 6.4 **Transport and Highways**

6.4.1 Policy LP41 of LP33 states that the Council is committed to working in partnership to promote safe, sustainable, and accessible transport solutions, which minimise the impacts of development, mitigate the impact of air pollution, maximise health benefits and provide easy access to local services and employment opportunities. Moreover, the purpose of Hackney's Transport Strategy 2015-2025 is to encourage more walking, cycling and use of public transport for those who live, work and visit the borough and to continue to reduce the need for private car use.

#### 6.4.2 Cycle Parking

6.4.2.1 Policy 6.9 of the London Plan and policy LP42 of LP33 requires developments to provide accessible and high quality cycle storage as a means of promoting cycling within the borough.

6.4.2.2 The application proposes the installation of a cycle hub; the cycle hub provides 48 spaces within the enclosed area (via two tier stands). An additional 14 spaces are provided via Sheffield Stands. This equates to a total of 62 cycle parking spaces which is supported. The Cycle Hub will be provided and managed by Hackney Council.

6.4.2.3 The proposals provide a high quality of cycle parking. The long stay cycle parking is sheltered, secure and locked. Further detailed plans are required to be submitted and agreed to ensure the proposed provision meets recommended standards.

6.4.2.4 A policy compliant cycle parking plan is required, for the above mentioned number of spaces, which shows details of layout, foundation, stand type and spacing. This is recommended to be secured through a condition to ensure timely provision, which is kept in good working condition in perpetuity.

#### 6.4.3 Station Accessibility

6.4.3.1 London Plan policy 7.2 and LP1 of LP33 seek to achieve the highest standards of accessible and inclusive design.

6.4.3.2 The proposed scheme does not contain any disabled lift provision. As the Transport Assessment outlines, this is part of future planning for the station and passive provision would enable a lift to be installed. Additionally, a letter of dispensation has been provided from the Department of Transport (DfT) in response to a request that has been made by TfL.

6.4.3.3 This confirms that the DfT is prepared to allow a dispensation against the requirements of the "Accessible Train Station Design for Disabled People: A Code of Practice" in consideration of the following alternative proposals: -

1. The station has lift access to each platform and is fully accessible through its existing main entrance.
2. A route will be signposted from the new secondary entrance to the existing main entrance. Street signage will be provided with the support of the Independent Disability Advisory Group and the London Borough of Hackney.
3. The London Borough of Hackney has made provisions for step free access at the secondary entrance should the land be released from Cross Rail 2 use in the future.

6.4.3.4 In relation to Blue Badge and accessible parking, LP33 states that disabled car parking should be provided in accordance with the Draft London Plan<sup>1</sup>. The Draft London Plan states that developments must provide at least one disabled parking space. Although the scheme does not propose additional blue badge parking spaces on Graham Road, Amhurst Road Car Park is controlled by the London Borough of Hackney. This is situated in close proximity to the existing station entrances. Blue Badge holders are entitled to park free of charge in this location<sup>2</sup>.

#### 6.4.4 Construction Logistics

6.4.4.1 A framework CLP has been submitted as part of the submitted TA. Given the nature of the proposed development, a final Construction Logistics Plan (CLP) and final Construction Management Plan (CMP) are required and must be conditioned to mitigate negative impacts on the surrounding highway network.

#### 6.4.5 Waste

6.4.5.1 The proposal demonstrates the inclusion of refuse storage within the site, and the provision of separate waste and recycling facilities associated with the kiosk. A condition has been recommended to require full detail of the provision of separate refuse and recycling bins across the site, particularly past the payment point to encourage patrons to dispose of waste appropriately when within the station.

#### 6.4.6 Servicing

6.4.6.1 With regards to servicing of the site, no details have been provided at this stage. A refuse and recycling servicing strategy should be submitted to and approved by the Council prior to the opening of the station entrance.

6.4.6.2 In addition to the above, a servicing strategy for the kiosk should be provided. This should detail the collection strategy for waste associated with the kiosk, and the frequency of deliveries to the site, associated with this use.

#### 6.4.7 Public realm and s278 highway works

6.4.7.1 For clarity, whilst it is appreciated the proposed block plan indicates public realm upgrades being undertaken, including the creation of a new pelican crossing, the applicant has emphasised that these works do not form part of the application.

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<sup>1</sup> <https://hackney.gov.uk/lp33>

<sup>2</sup> <https://hackney.gov.uk/car-parks>

- 6.4.7.2 The proposal does however include the reinstatement of the kerb adjoining the Graham Road frontage of the site; the Council's Streetscene team will provide an estimated cost of the works which will be included within an addendum to this report. A section 278 highways agreement should be entered into to secure this; it is recommended that this be secured via a section 106 legal agreement.

## 6.5 Residential Amenity

- 6.5.1 London Plan policy 7.4 states development should have regard to the form, character and function of an area and the scale, mass and orientation of surrounding buildings/properties.

### 229 Graham Road

- 6.5.2 With respect to additional structures and massing, it is emphasised that as the site is located amidst a row of terraces/buildings, the majority of massing being introduced, via the canopy over the ticket gates, the kiosk, cycle storage and staff refuge space, will adjoin the flank elevations of the existing buildings. The exception is the location of the steps up to Platform 1 which will adjoin the rear amenity space of no. 229 Graham Road.
- 6.5.3 It is the lower level of steps that adjoin the rear amenity space of no. 229; the applicant has provided a sectional view demonstrating that whilst the maximum height of the structure on the boundary shared with this property will be up to 3 metres above the existing boundary fence, 1 metre of this will be a steel mesh that is permeable with respect to daylight/sunlight. Moreover, the greatest height of the step structure will adjoin the network rail land to the north of the residential property, with the maximum height actually adjoining this residential property, being 1.5 metres above the boundary fence.
- 6.5.4 The applicant has included a Daylight and Sunlight Statement from Schroeders Begg, which refers to a BRE assessment that was carried out for a proposal for a four storey building on the site, under reference no. 2014/0727. Within this consented application, officers concluded that daylight sunlight impacts were acceptable. In terms of orientation, it should be noted the proposed works are situated to the east/north east of 229 Graham Road, which removes any likelihood of overshadowing to the property. Given the proposed materials also allow for light permeability and are significantly reduced in terms of massing compared to the previously consented 4 storey building, the proposal is considered to have an acceptable impact on the daylight and sunlight of the building and amenity space at 229 Graham Road.
- 6.5.5 With regards to the potential impact of outlook, it is emphasised that the neighbouring property at no. 229 includes 1 small window on the ground floor and 1 window on the first floor of the rear elevation of the outrigger. The outlook of these windows is directed towards the north, rather than the east/north east and therefore the view of the new structure would be peripheral rather than direct. Moreover, whilst the stair structure would be visible from the rear amenity space, it is emphasised that given the main town centre location of the site and the anticipation for a much

greater level of development in the future, the extent of the massing associated with the stairs is acceptable in this context.

- 6.5.6 It is emphasised that the stairs are inherently transitory space and are not designed or intended for prolonged occupation. As such, should views be available from this new structure, into the rear of no. 229 Graham Road, these would be fleeting and intermittent. Moreover, the inclusion of a steel mesh privacy screen along the western elevation of the steps will obscure any views of the users of the station, into this property. This is considered appropriate screening and mitigation for what will be a transitory space.
- 6.5.7 Finally, with regards to potential noise and disruption caused by the creation of the new entrance, the provision of a new access route is not considered to exacerbate noise and disturbance to nearby residential properties significantly beyond existing levels generated by the adjoining station and surrounding town centre context.

#### 239 Graham Road

- 6.5.8 The site to the east of the subject site includes residential uses on the front elevation; however, these do not benefit from flank or rear elevation outlook. The buildings towards the rear of this site are commercial, with minimal fenestration facing the subject site.
- 6.5.9 For these reasons, the proposed scheme is not considered to impact the amenity of this neighbouring land.
- 6.5.10 Lighting
- 6.5.11 As a result of the development, a greater level of lighting will be produced on site and has the potential to result in increased light spill to the surrounding residential properties. Whilst a lighting document has been provided, it is considered necessary to require further details, including elevations showing the downward angle of lighting throughout the station. A condition has been recommended to reflect this.
- 6.5.12 Noise
- 6.5.13 London Plan policy 7.15 seeks to manage the amount of noise to and from a development, in line with surrounding environs. The site is located within a Major Town Centre and adjoins the existing station; therefore, the comings and goings that will arise from the creation of a new entrance to Hackney Central, from this site, would be characteristic for the context of the site.

#### **6.6 Sustainability**

- 6.6.1 All new developments need to consider statutory requirements to reduce pollution, energy and carbon emissions, and should incorporate best practice design principles and guidance where appropriate.
- 6.6.2 Policy 5.5 of the London Plan and LP54 of LP33 requires all development to regulate internal and external temperatures through orientation, design, materials

and technologies which avoid overheating, in response to the Urban Heat Island Effect (UHIE) and addressing climate change.

- 6.6.3 Policy LP55 of LP33 applies to all new developments and states that these must actively seek to mitigate the impact of climate change through design which minimises exposure to the effects, and technologies which maximise sustainability.
- 6.6.4 The proposal seeks to improve access to the existing Hackney Central overground station; thereby encouraging a greater uptake of the use of sustainable modes of transport at a local and regional level.
- 6.6.5 The following considerations are relevant to the application of policies LP54 and LP55:
- with the exception of a staff welfare room and associated toilets, the structures are to remain frequently open (for passage), for bike storage or are by nature exterior;
  - the size of the enclosed rooms is fairly reduced and are not for permanent occupation;
  - attention has been given to selecting low energy and high efficiency luminaires that will reduce the electricity consumption;
  - attention has been given to include green infrastructure;
  - it is a structure to support sustainable forms of transport.
- 6.6.6 In light of these factors, the LPA accepts that the proposal will support sustainable development within the Borough, and the application of policies LP54 and LP55 is not required in this instance.
- 6.6.7 Policy LP58 requires all new development, as a minimum, to not exceed air quality neutral standards or contribute to a worsening of air quality at the construction or operation stage, over the lifetime of the development. As the policy requires minimal construction work, and will result in increased efficiencies and access to the existing Station, the proposal will contribute to improved air quality through the encouragement of public transport use within the Borough.

## 6.7 **Drainage**

- 6.7.1 London Plan policy 5.12 states that development proposals must comply with the flood risk assessment and management requirements over the lifetime of the development and have regard to measures proposed in flood management plans. Policy LP53 of LP33 requires all development to have regard to reducing flood risk, both to and from the site, over its expected lifetime. The policy further states that all development should decrease vulnerability to flooding through appropriate siting, design and on, and off-site mitigation.
- 6.7.2 The site is shown to have a 'medium' risk of surface water flooding and an increased potential for elevated groundwater. Whilst the applicant has stated that permeable paving will be used across the site, specific detail of this has not been provided. As such, in accordance with policy 5.12 of the London Plan and LP53 of LP33, a condition has been suggested that will require detailed specification and a drainage layout of at least one suitable sustainable drainage systems to be submitted to, and approved by the LPA, in consultation with the LLFA.

**6.8 Biodiversity / Ecology**

- 6.8.1 London Plan policy 7.19 states development proposals should, wherever possible, make a positive contribution to the protection, enhancement, creation and management of biodiversity. Policy LP1 of LP33 seeks to ensure that development incorporates well-designed and integrated landscape design, which enhances biodiversity and maximises opportunities for greening, whilst also responding positively to natural features and other open space in the surrounding context.
- 6.8.2 Policy LP51 relates to tree management and landscaping; this seeks to ensure that all development proposals retain trees of amenity value, especially veteran trees, hedgerows and natural features, and must incorporate high quality landscaping.
- 6.8.3 The site adjoins an identified green corridor under policy LP49 and therefore should be landscaped in a manner which contributes towards the green infrastructure network. The proposed development includes planters and trees along the front boundary, a climber across the pergola structure and the construction of green roofs over both the ticket gate and cycle hub enclosures. For the scale of development and the context of the site, this is considered a sufficient contribution towards the adjoining green corridor and will result in an improved contribution to the biodiversity of the subject site and the wider Borough. A detailed landscaping and maintenance plan should be required via condition; in accordance with the report prepared by The Ecology Consultancy, planting should comprise native species and/or species of recognised wildlife value, further emphasising that the use of nectar-rich and berry producing plants will attract a wider range of insects, birds and mammals to the site.
- 6.8.4 The proposal has been supported with a preliminary biodiversity survey; the survey concludes that the site does not include any, nor is it located in close proximity to any Habitats of Principal Importance, with negligible potential for bat roosting within the site.
- 6.8.5 The report also concludes that there is suitable habitat for nesting birds throughout the site on boundary features and in introduced shrub and other vegetation; it is emphasised that the site subject of this application does not include vegetation removal and rather this advice pertains to works across the wider Hackney Central Station site.

**6.9 Planning Contributions**

- 6.9.1 The following matters are recommended to be secured via a legal agreement:
- 6.9.2 s278 Highway Agreement, associated with the reinstatement of the adjoining kerb
- 6.9.3 Considerate Contractors Scheme

**7.0 CONCLUSION**

- 7.1 The new station will provide a much needed new southern entrance to Hackney Central and will be of a standard of development that will improve the existing context, whilst also ensuring that future development of the site is not precluded.



- 7.2 The site is likely to become a preferred entrance for many travelling towards central London or arriving from further east, and will relieve congestion on the north side of the station and bring a new flow of people onto the pavements of Graham Road.
- 7.3 For the reasons discussed in this report, the proposal is, on balance, deemed to comply with pertinent policies of Hackney's Local Plan 2033, the London Plan (2016) and the NPPF. The granting of permission therefore is recommended subject to conditions, and the completion of a section 106 agreement.

## **8.0 RECOMMENDATIONS**

### **8.1 Recommendation A**

That planning permission be GRANTED, subject to the following conditions:

#### **8.1.1 Commencement within three years**

The development hereby permitted must be begun not later than three years after the date of this permission.

REASON: In order to comply with the provisions of Section 91(1) of the Town and Country Planning Act 1990 as amended.

#### **8.1.2 Development in accordance with plans**

The development hereby permitted shall only be carried out and completed strictly in accordance with the submitted plans hereby approved and any subsequent approval of details.

REASON: To ensure that the development hereby permitted is carried out in full accordance with the plans hereby approved.

#### **8.1.3 Materials to be approved**

Notwithstanding the details shown on the drawings hereby approved, full details, with samples, of the materials to be used on the external surfaces of the building shall be submitted to and approved by the Local Planning Authority in writing prior to the commencement of above ground works on the site. The development shall not be carried out otherwise than in accordance with the details thereby approved.

REASON: To ensure that the external appearance of the building is satisfactory and does not detract from the character and visual amenity of the area, and to ensure that neighbours amenity is adequately preserved.

#### **8.1.4 Hard and soft landscaping scheme**

Prior to first occupation of the works hereby approved, full details of a hard and soft landscaping scheme, illustrated on detailed drawings shall be submitted to and approved by the Local Planning Authority, in writing, for the planting of trees and shrubs showing species, type of stock, numbers of trees and shrubs to be included and showing areas to be grass seeded or turfed, and details of hard surfacing.

All landscaping, when approved, shall be carried out within a period of twelve months from the date on which the development of the site commences or shall be carried out in the first planting (and seeding) season following completion of the development,

and shall be maintained to the satisfaction of the Local Planning Authority for a period of ten years, such maintenance to include the replacement of any plants that die, or are severely damaged, seriously diseased, or removed.

REASON: To accord with the requirements of Section 197(a) of the Town and Country Planning Act 1990 and to provide reasonable environmental standards in the interests of the visual amenity of the Blue Ribbon Network and the area.

**8.1.5 Biodiverse roof**

Prior to commencement of above ground works, the applicant shall submit, and have approved in writing by the Local Planning Authority, a detailed drawing, full specifications and a detailed maintenance plan of the biodiverse roof with a minimum substrate depth of 80mm, not including the vegetative mat and a blue storage reservoir.

The development shall not be carried out otherwise than in accordance with the details thus approved and shall be fully implemented before the premises are first occupied.

REASON: To enhance the character and ecology of the development, to provide undisturbed refuges for wildlife, to promote sustainable urban drainage, and to enhance the performance and efficiency of the proposed building.

**8.1.6 Construction Logistics Plan and Construction Management Plan**

Prior to the commencement of works on site, a final Construction Logistics Plan (CLP) and final Construction Management Plan (CMP) shall be submitted to and approved by the Local Planning Authority, in writing. The plans shall be prepared in accordance with the Transport for London Construction Logistics Plan Guidance.

REASON: To appropriately manage and mitigate the impact of the demolition and construction phase on the surrounding highway network.

**8.1.7 Cycle storage**

Prior to the commencement of above ground works, hereby approved, detailed layouts of the cycle storage space shown on drawing no. 6102 (10)03 Rev FM1-1, shall be submitted to, and approved by the LPA in writing.

The space must be provided in accordance with the approved details prior to the first occupation of the development and shall thereafter be retained and maintained.

REASON: To ensure that adequate provision for the safe and secure storage of bicycles is made for future occupiers and in the interest of safeguarding highway safety.

**8.1.8 Waste storage**

Prior to the commencement of above ground works on site, detailed layouts of the bin storage space shown on drawing no. 6102 (10)03 Rev FM1-1 and the location of refuse and recycling bins through the site, shall be submitted to, and approved by the LPA in writing.

The facilities must be provided in accordance with the approved details prior to the first occupation of the development and shall thereafter be retained and maintained.

REASON: To ensure that adequate provision for the storage of refuse, recycling and food waste is made for future occupiers and in the interest of safeguarding highway safety.

**8.1.9 Waste collection strategy**

Prior to the commencement of above ground works on site, a waste collection strategy for refuse and recycling located on the site, shall be submitted to and approved in writing by the Local Planning Authority.

Refuse and recycling collections shall only be carried out in accordance with the details thus approved, unless otherwise agreed in writing by the Local Planning Authority.

REASON: To ensure the development is satisfactorily served in terms of refuse collection and safeguard against the build-up of pollution.

**8.1.10 Sustainable Drainage Systems**

Prior to superstructure works, detailed specification and a drainage layout of at least one suitable sustainable drainage systems (i.e. water butt, raingarden, bioretention planter box, living roof (substrate depth of 80-150mm excluding the vegetative mat), permeable paving etc.) shall be submitted to, and approved by the LPA, in consultation with the LLFA. If soakaways i.e. plastic modules and soakaway rings are used, an infiltration test must be carried out to ensure that the capacity of the soil is suitable for infiltration. It must be demonstrated that there will be no increase in surface water flow being discharged offsite and an overall reduction in peak flow rate and volume for all return periods up to the 1 in 100 year storm events plus an allowance for climate change.

REASON: To promote flood resilience on the site and in the surrounding area.

**8.1.11 Lighting Plan:**

Prior to commencement of above ground works associated with the development hereby approved, a detailed electrical lighting project indicating that proposed luminaires and associated light levels and luminance distribution are acceptable in particular to stairs and access platforms shall be submitted and approved in writing by the local planning authority.

Reason: To ensure satisfactory artificial light provision and mitigate health and safety issues.

**8.2 Recommendation B**

That the above recommendation be subject to the applicant, the landowners and their mortgagees enter into a deed of planning obligation by means of a Section 106 agreement in order to secure the following matters to the satisfaction of the Director of Legal and Governance Services:

- s278 Highway Agreement (estimated cost to be updated by addendum)

- Considerate Contractors Scheme

### 8.3 Recommendation C

That the Sub-Committee grants delegated authority to the Director of Public Realm and Head of Planning (or in their absence either the Growth Team Manager or Development Management & Enforcement Manager) to make any minor alterations, additions or deletions to the recommended conditions or recommended heads of term for the legal agreement as set out in this report provided this authority shall be exercised after consultation with the Chair (or in their absence the Vice-Chair) of the Sub-Committee (who may request that such alterations, additions or deletions be first approved by the Sub-Committee).

### 9.0 INFORMATIVES

- 9.1 Building Control Your attention is drawn to the provisions of the Building Act 1984 and other Building Control legislation, which must be complied with to the satisfaction of The Building Control Service, 2 Hillman Street, LONDON, E8 1FB. Telephone No: 020 8356 8124. Before any building work (including improvements to means of escape and changes of use) is commenced on site, detailed plans, together with the appropriate application form must be submitted for approval and early consultation is advised.
- 9.2 Your attention is drawn to the fact that there is a Section 106 (Legal Agreement) associated with this consent. This consent shall be in full accordance with the requirements of the S106 Agreement.
- 9.3 Hours Of Building Works (Monday to Friday 08:00-18:00 hours; Saturdays 08:00-13:00 hours; at no time on Sundays and Public Holidays) Your attention is drawn to the provisions of Section 60 of the Control of Pollution Act 1974 which imposes requirements as to the way in which building works are implemented including the hours during which the work may be carried out. This Act is administered by the Councils The Pollution Control Service, 1, Hillman Street, Hackney, E8 1DY Telephone No: 020 8356 3000. You are advised to consult that Division at an early stage.
- 9.4 Hackney Planning Service adopts a positive and proactive approach when engaging with applicants / agents in line with the National Planning Policy Framework. As part of our planning process, we endeavour to contact applicants / agents regarding any minor issues that may be able to be resolved during the course of the application, providing an opportunity to submit amendments before a final decision is made. We also encourage the pre-application service to avoid delays as a result of amendments and unforeseen issues during the planning process.

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

**ALED RICHARDS**

Director, Public Realm

NO.	SUBMISSION DOCUMENTS, POLICY/GUIDANCE/ BACKGROUND	NAME/DESIGNATION AND TELEPHONE EXTENSION OF ORIGINAL COPY	LOCATION OFFICER	CONTACT
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	PAPERS		
1.	<p>Application documents and LBH policies/guidance referred to in this report are available for inspection on the Council's website</p> <p>Policy/guidance from other authorities/bodies referred to in this report are available for inspection on the website of the relevant authorities/bodies</p> <p>Other background papers referred to in this report are available for inspection upon request to the officer named in this section.</p> <p>All documents that are material to the preparation of this report are referenced in the report</p>	Claire Moore x4430	2 Hillman Street, London E8 1FB