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| Title of Report | Draft Ash Grove Supplementary Planning Document (SPD) | | |
| Key Decision No | CHE S231 | | |
| For Consideration By | Cabinet | | |
| Meeting Date | 18 March 2024 | | |
| Cabinet Member | Councillor Guy Nicholson, Deputy Mayor Cabinet Member for Delivery, Inclusive Economy & Regeneration | | |
| Classification | Open | | |
| Ward(s) Affected | London Fields, Hackney Central | | |
| Key Decision & Reason | <table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 30%; text-align: center;">Yes</td> <td>Significant in terms of its effects on communities living or working in an area comprising two or more wards</td> </tr> </table> | Yes | Significant in terms of its effects on communities living or working in an area comprising two or more wards |
| Yes | Significant in terms of its effects on communities living or working in an area comprising two or more wards | | |
| Implementation Date if Not Called In | 27 March 2024 | | |
| Group Director | Rickardo Hyatt, Group Director of Climate, Homes and Economy | | |

1. Cabinet Member's Introduction

- 1.1. The Ash Grove SPD will guide the delivery of a significant new net zero mixed use neighbourhood in London Fields ward. It is designed to provide a new bus garage facility able to support a fleet of zero emission buses, new homes alongside new employment space and public realm. Bus infrastructure is changing, the Mayor of London has committed to delivering a zero-emission bus fleet for London by 2034. Transport for London (TfL) has been looking at the future of bus garage sites across Hackney and how they could support the delivery of this Mayoral objective. The SPD will provide the Planning guidance for the future redevelopment of Ash Grove Bus garage and adjacent Council owned land alongside identifying adjoining spaces that could benefit from being incorporated into a mixed use net zero neighbourhood development.
- 1.2. Hackney's Local Plan, LP33 makes the commitment to prepare further planning guidance, through a planning brief, for the current Ash Grove depot

site and the Council owned site at 40-43 Andrews Road which responds to the unique challenges of the site and wider area. The planning guidance objectives and the SPD, seeks to strike the right balance between building a more sustainable borough, delivering new homes, tackling pollution, transitioning to renewable energy, encouraging walking, cycling and public transport and responding to the character and design quality of the area and help maximise the opportunity to deliver a net zero neighbourhood.

- 1.3. This SPD provides site-specific design guidance for the future of the Ash Grove bus garage, it sets out best practice for a mixed use development that co-locates residential, commercial and electric bus infrastructure uses. It explains the specialist spatial requirements of electric bus garage infrastructure. Developing this guidance provides the opportunity to explore what possibilities advances in technology could bring, particularly technologies relevant to the electrification of buses, to better integrate transport infrastructure, employment and new residential development in high quality mixed use development.
- 1.4. Early engagement in the summer of 2023 brought together key stakeholders and the local community to build a better understanding of the issues and concerns created by a redevelopment proposal and started to identify opportunities that could be articulated in the SPD. These early conversations have informed the development of the design principles to be applied to the new development that capture the character of the current Ash Grove depot.
- 1.5 Approval is now sought to go forward to public consultation on the draft SPD. I commend this report to the Cabinet.

2. Group Director's Introduction

- 2.1 This report seeks cabinet's approval of the draft Ash Grove SPD for consultation.
- 2.2. The Ash Grove SPD will sit alongside and complement policies in the borough wide Local Plan LP33. Once adopted, the SPD will form part of the Council's Statutory Development Plan and will be used in decision making, to make sure planning processes are used effectively to deliver high quality development that enhances the character of the area.
- 2.3 Approval is sought to consult Hackney's residents, businesses, stakeholders and statutory bodies on the draft Ash Grove SPD.

3. Recommendations

- 3.1. **Cabinet is recommended to:**
Approve the draft Ash Grove SPD (Appendix 1) for public consultation.

4. Reason(s) for decision

- 4.1 Continuous consultation and engagement with stakeholders and the public is integral to producing local plan documents. Consultation on the draft SPD is required in accordance with Regulation 12 of the Town and Country Planning (Local Planning) (England) Regulations 2012 and will help inform and influence the final version of the SPD.

5. Details of alternative options considered and rejected

- 5.1. There are no alternative options. Consultation on a draft Ash Grove SPD is required to comply with the Regulations.

6. Background

- 6.1 The opportunity to develop further guidance for redevelopment of 40-43 Andrews Road and Ash Grove Bus depot is identified in the Local Plan, LP33, which provides the strategic framework for shaping future growth and regeneration across the Borough until 2033. The Ash Grove SPD is intended to build upon LP33's Hackney Central Place Policy PP3; providing detailed area-specific guidance focussing on reducing air pollution, encouraging sustainable modes of transport and delivering well designed genuinely affordable new homes, which fit well into the surrounding areas, strengthening the existing neighbourhood. This SPD will achieve this by providing site-specific design guidance for the future of Ash Grove bus garage, setting out best practice for co-locating residential, commercial and electric bus infrastructure uses and explaining the specialist requirements of electric bus garage infrastructure.
- 6.2 40-43 Andrews Road is owned by Hackney Council. Ash Grove Bus Garage is owned by Transport for London. The Council is working closely with TfL as joint landowner and operator of the bus garage through the evidence gathering and to ensure the development of design principles that are deliverable with an operational electric bus garage.
- 6.3 Retaining bus infrastructure to support the bus network in Hackney is critical. However the opportunity also exists to redevelop a number of strategic but infrastructure sites in Hackney currently dominated by bus infrastructure, looking to optimise bus operations and open up sites to deliver new homes to meet Hackney's housing need. The opportunity exists to unlock opportunities to deliver new homes, create a better public realm and improve air quality across the following bus infrastructure sites in Hackney:
- **Clapton Bus Garage (Site Allocation: HC1)** - within the Hackney Central and surrounds district centre.
 - **40 -43 Andrews Road and Ash Grove Bus Garage (Site Allocation HC10)** - within the Hackney Central and surrounds district centre.

- **Lea Bridge roundabout (Place Policy PP7 Clapton & Lea Bridge Roundabout)** - located between Upper and Lower Clapton local centres.

6.4 This SPD considers what opportunities the advances in technology, including the electrification of buses, to better integrate residential development and bus infrastructure, to free up land to deliver new homes in Hackney. The SPD looks to set a vision of a net zero neighbourhood led, innovative, high quality, mixed use development. Considering how advancements in technology over the next ten to twenty years, including bus electrification bring, to enable public transport infrastructure and the built environment/ residential development to be better integrated. Understanding how this new mix of uses could co-exist has the potential to unlock new sites for housing across London in the future.

6.5. The draft Supplementary guidance will aim for:

- A net zero,neighbourhood led, innovative, high quality mixed use development. A mix of uses including residential to be located alongside electric bus infrastructure
- enabling a sustainable place with zero bus emissions
- the continued operation of important bus services within the borough
- setting out the specialist requirements of an electric bus garage
- a place celebrates local heritage
- ensuring that a minimum of 420 homes and 5000m² work space is deliverable on the site
- increased greenery and high quality buildings, streets and spaces
- making the most of the neighbouring railway arches

Policy Context

6.6. Hackney Council's Local Plan (LP33) sets out how the Council will create the conditions for growth to deliver up to 26,250 new homes, increasing the supply of genuinely affordable new homes. LP33, place policies for 'Hackney Central and Surrounds' (PP3) and 'Clapton and Lea Bridge roundabout' (PP7) identify the potential to consider these sites collectively.

6.7. The Ash Grove SPD will provide further design guidance to supplement policies in Hackney's borough-wide Local Plan LP33, adopted in July 2020. As set out in Hackney's Local Plan, LP33, the SPD is required to develop a planning brief for 'Option 3' of the Site Allocation HC10 40-43 Andrews Road and Ash Grove Bus Garage. Described in the Local Plan (LP33) as:

Option 3: Mixed use development incorporating larger bus garage

Comprehensive mixed use redevelopment to create a larger bus garage to provide increased capacity, including potential relocation of spaces and operations from the Clapton Bus Garage; provision for parking, charging and fuelling of hybrid, electric and hydrogen buses; state of the art maintenance and repair facilities; improved access and egress; housing (including the provision of genuinely affordable homes in line with Policy LP13) and commercial development.

(Option 1 is 40-43 Andrews Road only and Option 2 is to create a larger bus garage only)

Ash Grove Draft Design Guidelines

6.8. The Ash Grove SPD will be a material consideration in the determination of planning applications and in plan-making. The key design principles in the draft SPD are summarised below:

- Identity and character: To ensure development of Ash Grove in a way that reinforces the area's unique sense of place, the draft SPD sets out guidance on celebrating the history and character of buildings on and surrounding the site. Setting out the requirements for high quality, contextual design that advertises the bus garage use which recognises the context of the site including Andrews Road, Sheep lane, railway arches and respecting the setting of conservation areas.
- Use & activity: The SPD looks to balance a mix of uses on the site including providing a state of the art electric bus garage on the site alongside genuinely affordable homes, work spaces and active uses
- Movement: A key role of the SPD is to support a sustainable and cohesive neighbourhood. The draft SPD sets out design guidance to strengthen east-west pedestrian routes, minimise the cross over of bus garage and commercial traffic with pedestrians and cyclists, future proposals to be predominantly car free and to contribute to or provide improvements to surrounding junctions and roads.
- Green spaces: The draft SPD establishes design principles for new green open spaces for new and existing residents, seeking to increase contact with nature and introduce sustainable urban drainage systems. Guidance is included about retaining existing trees along Andrew Road and enhancing street trees on Sheep Lane. New “play on the way” is encouraged, building on principles of Hackney’s Child-Friendly Places SPD (adopted July 2021).
- Public space and street types: The guidance sets out that new open spaces must be accessible via considered routes. It is suggested a new street is created along the railway arches and establishes further specific guidance for specific characters of streets for Bush Road, Sheep Lane, Andrews Road recognising the distinct character and spatial properties of each.
- Building design: The draft SPD sets out guidance regarding the

appropriate location for taller buildings and where there sensitivity to height. It looks at the design parameters for delivering a structurally efficient bus garage and sets out principles of creating net zero, climate resilient buildings and spaces which embrace low embodied carbon design and maximise renewable energy generation. The SPD includes guidance around ensuring proposals are adaptable and future proof and ensuring high quality homes and workspaces.

Delivery & Implementation

- 6.9. The draft SPD sets out site-specific design parameters and guidance to guide the pre-application negotiations and TfL’s planning application. Through the SPD process, the Council will work with TfL as key landowner to ensure that suitable development is delivered on this strategically important site. The SPD will set out an acceptable amount and type of uses that are deliverable and it will inform TfL’s future planning application.

Key Dates

- 6.10. The key dates in the production of the Ash Grove SPD are outlined below:

| Plan Making Stage | Dates |
|--|----------------------|
| Consultation on the Draft SPD (including wider engagement draft principles and guidelines) | May - June 2024 |
| Preparation of Final SPD | Summer / Autumn 2024 |
| Final SPD to be approved by Cabinet for Adoption | Winter 2024 |

Equality impact assessment

- 6.11. An Integrated Impact Assessment which includes an Equalities Impact Assessment was undertaken in support of LP33. This was required in order to comply with the public sector equality duty in the Equality Act 2010 by having due regard to:

- eliminating discrimination; harassment and victimisation,
- advancing equality of opportunity between persons who share a protected characteristic and persons who do not share it; and
- fostering good relations between persons who share a relevant protected characteristic and persons who do not share it.

- 6.12. The final Ash Grove SPD will supplement the LP33 by providing local design guidance and does not itself create new policies. There will not be any detrimental impact to groups with protected characteristics under the Equality Act 2010 caused by the adoption of this Ash Grove SPD.

Sustainability and climate change

- 6.13. The Ash Grove SPD will supplement the new Local Plan and does not create new policies; these are provided for in LP33. A Strategic Environmental Assessment and Sustainability Appraisal (SA) has already been undertaken as part of the Integrated Impact Assessment of the new Local Plan to ensure that the plan meets agreed sustainability objectives.

Consultations

- 6.14. Engagement workshops undertaken in Summer 2023 on the understanding of the key issues and opportunities related to green and open space, movement, character and identity, uses, etc have been used to inform the draft SPD. Consultation on the Draft SPD will be undertaken in accordance with the methods set out in the Consultation Strategy, which has been developed to comply with the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended), Hackney's Statement of Community involvement and will be guided by the Ash Grove Officer Steering Group.

Risk Assessment

- 6.15. A full risk assessment has been carried out as part of the project plan produced for the SPD. The risk assessment process has considered measures to mitigate any possible adverse impacts.

7. Comments of the Interim Group Director, Finance

- 7.1. This report seeks Cabinet's approval of the draft Ash Grove SPD for consultation. It is anticipated that the SPD will be adopted in 2024.
- 7.2. There are no direct financial implications of the Ash Grove SPD. The cost of preparing the SPD spans two financial years from 2023/ 2024 to 2024/25. These relate to staff involvement in meetings, design work, consultations, publications. Expenditure will be met from the existing Planning Service revenue budgets.

8. Comments of the Acting Director of Legal, Democratic and Electoral Services

- 8.1. Article 13.5 of the Constitution which authorises Cabinet to determine key decisions, such as the present matter that are significant in terms of its effects on communities living or working in an area comprising two or more wards in the area of the Council.
- 8.2. Cabinet is authorised to approve the recommendations in this report pursuant to the Mayor's Scheme of Delegation, which states that the adoption/amendment of policies related to matters including the Local Development Framework are delegated to the Executive (ie Cabinet).
- 8.3. SPDs are described in Regulation 5 of the Town and Country (Local Planning) (England) Regulations 2012. They are documents prepared by a local authority that are not Local Plan documents. They are local development documents containing statements regarding matters including the development and use of land which the local planning authority wishes to encourage during any specified period and any environmental, social, design and economic objectives relevant to the attainment of the development and use of such land.
- 8.4. The LPA must prepare SPDs in accordance with their statement of community involvement (*section 19(3), Planning and Compulsory Purchase Act 2004*). The statement of community involvement is a document which sets out a Local Planning Authority's policy for consulting and engaging with individuals, communities and other stakeholders, both in the preparation and revision of LDDs and in development control decisions (*section 18(2), PCPA 2004*).
- 8.5. Under Regulation 8 of the Town and Country (Local Planning) (England) Regulations 2012, any policies in a SPD must be consistent with the adopted development plan.
- 8.6. Part 5 of the Town and Country Planning Act (Local Planning) England Regulations 2012 sets out the regulations that must be adhered to when preparing an SPD. In summary, the regulations require that Local Planning Authorities;
- Allow any person to make representations about the SPD, make the document available for viewing, and set a date by which this must be received (being not less than 4 weeks).
 - Prepare a statement setting out who was consulted, a summary of the main issues, and how these issues have been addressed.

- Prepare an adoption statement setting out the date on which the SPD was adopted, and that any person with sufficient interest may apply to the High Court for permission to apply for judicial review of that decision, no later than 3 months after the adoption date.

8.7. Once the Ash Grove SPD has been adopted as a SPD and forms part of the Council's Local Plan, it will have material weight as a planning consideration when determinations are made with respect to planning applications.

Appendices

Appendix 1 - Draft Ash Grove Supplementary Planning Document

Background documents

None

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