

4 Making it happen

- A phased development process
- Delivering community benefits
- Form of future planning applications
- Next steps



Fig. 65: Mural painting in Allen Gardens

A phased development process

4.1 The size of Bishopsgate Goods Yard, the location of the new station off Wheler Street and the agreement between the land owner and developers means that the site will be developed in a series of phases.

4.2 Shoreditch High Street Station will open in 2010 however the first part of the main development is unlikely to take place until market conditions improve.

4.3 Temporary uses and landscaping will need to be in place around the station to generate activity and create a safe and more pleasant environment for users of the station, before and during the main construction phases. The station square should be delivered in advance of the station opening to provide a suitable setting and enhance this important arrival point.

4.4 The opportunity to create a temporary east-west link between Brick Lane, Shoreditch High Street and the East London Line Station should be explored and provided at the earliest opportunity, for example by opening London Road, the route adjacent to the arches beneath the Braithwaite viaduct.

4.5 Development proposals should also explore the possibility of reopening Wheler Street as public realm for pedestrians and cyclists. Improvements to the quality of pavements and street lighting should be put in place as early as possible, to ensure a safe and attractive route to the station from the south.

4.6 Bishopsgate Goods Yard site has a history of accommodating temporary uses and over time has demonstrated its flexibility in accommodating a variety of businesses, such as a health club, temporary shops and market. The land owner and future developers will be expected to prepare a temporary uses strategy for the site, focussing on introducing a mix of different uses within the Braithwaite Viaduct arches which could include leisure, entertainment, retail, arts, culture and community uses.

4.7 As part of phase 1, proposals should seek to deliver new open space for community use. This should ideally include an element of the park above the arches. However this may only be possible if health and safety regulations are satisfied.

4.8 Phasing of the development will be organised to ensure that as little disruption as possible is made to the surrounding area. The detailed phasing programme will need to ensure:

- safe and convenient access to the new Shoreditch High Street station is maintained at all times
- temporary routes are provided through the site; and
- temporary uses are introduced at the earliest opportunity.

4.9 One possible approach to phased development would be to develop the land on the eastern part of the site, closest to Brick Lane first, so that access for construction vehicles can be maintained from Bethnal Green Road and Shoreditch High Street.



Fig. 66: Street signs near the Goods Yard

4.10 Alternative approaches to phasing could be considered. A key principle that will apply to any phasing strategy will be the delivery of the park above the Braithwaite Viaduct as part of the early phases of the main development.

4.11 The East London Line will play a key role in opening up and connecting this part of London, and in particular the new Shoreditch High Street Station will be a huge asset in the regeneration of the Bishopsgate Goods Yard site.

4.12 The local authorities will work in partnership with future developers, including joint intervention if necessary to ensure that the full development potential of the site is realised.

Delivering community benefits

4.13 Development of the Goods Yard should deliver a number of important benefits for the local community. Some of these should be provided as part the development itself, such as affordable housing. Other benefits should be secured through contributions towards physical, social or environmental projects in the surrounding area.

4.14 Examples of community benefits could include:

- affordable housing;
- new on-site community facilities, including a new health care centre;
- improvements to existing public open spaces, such as Allen Gardens;
- improvements to the links between new and existing public open spaces;

- improvements to the quality of streets and public realm in the surrounding area;
- contributions towards idea stores, libraries, sport and leisure facilities;
- contributions to community facilities and projects;
- contributions towards increasing the capacity of local schools;
- environmental improvements to Brick Lane, Shoreditch High Street, Wheler Street and Bethnal Green Road;
- environmental enhancements to surrounding conservation areas and listed buildings;
- local training and employment initiatives;
- improvements to public transport services and facilities;
- improvements to highways for pedestrians, cyclists and vehicles;
- sustainable transport improvements, including cycle hire schemes;
- opportunities for local biodiversity enhancements.

4.15 Community benefits on major developments are usually secured in the planning process through planning obligations (in Section 106 agreements).

4.16 Government guidance concerning planning obligations is contained in Circular 05/2005 which advises that contributions and other benefits associated with developments must be necessary and justified.

4.17 The London Borough of Hackney has produced a supplementary planning document relating to planning obligations. The London Borough of Tower Hamlets has



Fig. 67: St Leonard's Church, Hackney

policies contained within its adopted and emerging planning policies which deal with planning obligations and is planning on preparing a new supplementary planning document on planning obligations. The Mayor has consulted on a draft Crossrail Section 106 contributions Supplementary Planning Guidance (SPG) which is proposed to apply to new office development in the Central Activities Zone (CAZ).

4.18 This planning guidance recognises that the impacts of individual phases of the development will not be confined to a single Borough. For example new residential development occurring within the first phase in Hackney may give rise to the need for additional community facilities in both boroughs.

4.19 The Mayor's draft City Fringe OAPF supports a cross Borough approach and the pooling of financial contributions to deliver major infrastructure projects related to the development at a strategic level.

4.20 An approach that is becoming more commonly used to deal with planning obligations on large scale, phased developments is to identify and cost the provision of physical and social infrastructure required to support the development and to divide these costs as an amount per square metre – known as a tariff - based on the likely amount of development coming forward.

4.21 The advantage of a tariff approach is that it provides certainty for the local planning authorities, the local community and the developers. It also allows a flexible approach so that

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Fig. 68: Children's play facilities, Tower Hamlets



Fig. 69: Petticoat Lane Market

an appropriate level of planning contribution can be adjusted if the level of development coming forward in each phase is either more or less than that originally anticipated.

4.22 It is recommended that a planning obligation framework be prepared by the two boroughs that could:

- identify the appropriate physical and social infrastructure needed to support the development of the Goods Yard;
- estimate the contributions that should be provided by the developer;
- set a tariff for the commercial and residential components of the scheme;
- identify the priorities and a protocol for agreeing the spending of planning contributions between the two Boroughs.

4.23 The future introduction of a Community Infrastructure Levy (CIL) may require a review of the approach to securing community benefits from the redevelopment of the Goods Yard.

Form of future planning applications

4.24 There are a number of means by which planning applications (and where appropriate applications for listed building consent) for the future regeneration of the site could come forward. The planning applications could be submitted as full or outline applications for the site in part or for its entirety.

4.25 It is expected that due to the scale and complexity of the proposals, all planning applications will be full, detailed applications and will be supported by an Environmental Impact Assessment (where required by regulations) to assess the likely significant environmental effects the development and propose mitigation measures. The developer will need to agree the scope of any environmental impact assessments with the local planning authority in advance.

4.26 All planning applications for future re-development of the Goods Yard will need to demonstrate how the key urban design, place making and phasing principles contained within this guidance have been taken into account. Furthermore, applications for individual phases of development will need to demonstrate how they relate to previous phases and / or how they would link to future phases without prejudicing the implementation of the principles of the planning guidance.

4.27 Other supporting information that will be required with any planning application for the site will include but not be limited to:

- Design and Access Statement
- Heritage Assessment
- Transport Assessment

- Sustainability Appraisal
- Energy Statement
- Ecological mitigation and enhancement strategy

4.28 Proposals should include an Environmental Management Plan to mitigate against environmental impacts caused during construction.

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4.29 Consultation with the local community and other stakeholders has helped to shape the final version of the planning guidance. The Boroughs and the Mayor have approved this document as Planning Guidance for Tower Hamlets and Hackney and as in general conformity with the London Plan and Planning for a better London.

4.30 The new planning guidance will therefore be a material consideration in determining planning applications on Bishopsgate Goods Yard and an essential tool in securing the future of this key site in Tower Hamlets and Hackney.

4.31 Both boroughs and the Mayor provide services for structured pre-application discussions. Future developers will be expected to enter into pre-application discussions at an early stage in the development process, well in advance of the submission of any formal planning applications.

4.32 Ongoing community engagement will be essential during the pre-application stage, after formal submission and during construction. Developers will be required to set out a strategy to ensure effective pre-application community engagement.

4.33 Preparation of the planning guidance has identified further pieces of work required to facilitate the regeneration process. The actions that should be considered a priority are:

- Development of a strategy for temporary uses focussing on the arches beneath the Braithwaite Viaduct and the station forecourt.
- Improvements to the public realm including lighting, paving and landscaping along Wheler Street and Bethnal Green Road to coincide with the opening of the new station.
- Provision of a strategy for retail uses across the site.
- Agreeing a framework between the boroughs and the Mayor for negotiating planning obligations.

4.34 Formal approval of the planning guidance for Bishopsgate Goods Yard represents the achievement of a major milestone in the regeneration process and sets the context for the next stages of the development of this important and historic site in Hackney and Tower Hamlets.

Appendix 1: Current Planning Policy

Planning policy: employment

- *The creation of employment, including the provision of major office development is supported in the City Fringe in order to promote the area as a global financial business centre for the expansion of London's financial and business services.*
- *The relevant sections of the City Fringe Opportunity Area Planning Framework should be referred to, along with the LB Tower Hamlets City Fringe AAP.*
- *The Hackney SSSPD also recognises the scope for large scale office development within the western part of the Goods Yard and promotes mixed use development with 70% employment and 30% residential use.*
- *Redevelopment of the site should seek to encourage SME's and local businesses where possible, principally to the east of Wheler Street. This is consistent with the City Fringe OAPF that identifies the land to the west of Wheler Street as being a potential exception to the mixed use policy and the SSSPD which identifies a need for new SME floorspace but recognises that monetary contributions could be accepted where Class B1 floorspace is not suitable. Justification would need to be provided for monetary contributions in accordance with the SSSPD. Particular opportunities for SME's are also referred to in the City Fringe AAP.*
- *Existing planning policy documents outline the potential for businesses across the site, including creative industries and ancillary uses such as retail and support service industries.*
- *The site is designated as a Priority Employment Area in the LBH Draft Core Strategy.*

Planning policy: housing

- *Affordable Housing: Redevelopment of the Goods Yard should seek to achieve a minimum of 35% affordable housing (calculated by habitable rooms), as set out in the London Plan. In respect of the provision of affordable housing, the redevelopment of the site should seek to target 35% affordable housing provision, subject to viability and site circumstances as outlined in the London Plan.*
- *Tenure: Redevelopment of the site should seek to achieve a balanced community having regard to the London Plan which seeks a 70:30 split between social rented and intermediate housing to be "applied flexibly, taking account of individual site costs, the availability of public subsidy and other scheme requirements." The Tower Hamlets Core Strategy refers to the 80:20 tenure split of affordable housing. The Hackney Affordable Housing SPD also seeks a target of 70:30 tenure split although outlines that different tenure mixes may be appropriate.*
- *Family Housing: Redevelopment of the site should seek to achieve a balanced mix of types and sizes, having regard to the GLA Housing SPG which sets targets for affordable housing provision while advising that these should be applied flexibly. Social rented family housing should be provided in accordance to meet housing need, as set out in the Tower Hamlets City Fringe AAP and the GLA Housing SPG. The provision of Intermediate and private family housing will be influenced by market demand and viability, but should recognise the GLA Housing SPG and the Tower Hamlets Core Strategy.*

- *The LB Hackney SSSPD outlines that it may not be possible to provide affordable housing on site and that off site provision may be appropriate in exceptional circumstances.*
- *Density: The site has excellent accessibility to public transport and as such the development potential of the site needs to be maximised. The City Fringe OAPF notes that the area already has a relatively high density and has a “central” character and that additional high density housing should complement the character of the area.*
- *Housing need: The policy documents for both boroughs and the GLA outline that there is a need to increase the provision of family housing, particularly in the social rented sector.*

Planning policy: open space, leisure and retail

- *Policies CFR5 and CFR31 of the City Fringe AAP reflects the policies in the OAPF and identifies open space at the Goods Yard;*
- *The redevelopment of the site should seek to maximise open space provision and make publicly accessible connections as identified in the OAPF which recognises the provision of strategic connections between Bishopsgate, the Goods Yard and Allen Gardens including the potential for a significant contribution to open space on top of the existing non-listed arches;*
- *Linkages and the provision of a new public space associated with the new East London Line Station will be encouraged;*
- *Planning Policy Statement 6 states that there should be vitality through diversity in retail and leisure uses;*
- *The draft OAPF seeks to sustain existing strategically important cultural and leisure uses and manage the potential impact of the night time economy whilst enhancing opportunities for the expansion of such uses;*
- *Leisure and recreation uses are further promoted in the SSSPD and the City Fringe AAP, including night-time uses.*

Appendix 2: Glossary of abbreviations

AAP	Area Action Plan	PPS	Planning Policy Statement
BREEAM	Building Research Establishment Environmental Assessment Method	PTAL	Public Transport Accessibility Level
CABE	Commission for Architecture and the Built Environment	S106	Section 106
CAZ	Central Activities Zone	SA	Sustainability Appraisal
ELL	East London Line	SBI	Site of Borough Importance
EH	English Heritage	SEA	Strategic Environmental Assessment
EIA	Environmental Impact Assessment	SME	Small or Medium Enterprise
EqIA	Equalities Impact Assessment	SPD	Supplementary Planning Document
GLA	Greater London Authority	SPG	Supplementary Planning Guidance
LBH	London Borough of Hackney	SSSPD	South Shoreditch Supplementary Planning Document
LBTH	London Borough of Tower Hamlets	SuDS	Sustainable Urban Drainage Systems
OAPF	Opportunity Area Planning Framework	TfL	Transport for London
PCT	Primary Care Trust	UDP	Unitary Development Plan
PPG	Planning Policy Guidance		

Appendix 3: Bibliography

This planning guidance was informed by the following documents

London Borough of Hackney Unitary Development Plan and Supplementary Planning Guidance

London Borough of Tower Hamlets Unitary Development Plan and Supplementary Planning Guidance

Creating Successful Masterplans (CABE April 2008)

London Plan (Consolidated with Alterations Since 2004) (February 2008)

Planning for a better London (2009)

Draft City Fringe Opportunity Area Planning Framework (May 2009)

London Plan Supplementary Planning Guidance for Housing (November 2005)

London View Management Framework (July 2007)

Draft Revised London View Management Framework (June 2009)

CABE/English Heritage Guidance on Tall Buildings (July 2007)

LB Tower Hamlets Core Strategy - Planning Guidance (October 2007)

LB Tower Hamlets City Fringe Area Action Plan - Planning Guidance (October 2007)

LB Tower Hamlets Core Strategy Proposed Submission Document (September 2009)

LB Tower Hamlets Residential Space Standards SPG

LB Hackney Core Strategy Proposed Submission Document (June 2009)

LB Hackney South Shoreditch SPD (February 2006)

LB Hackney Affordable Housing SPD (July 2005)

LB Hackney Tall Buildings Strategy (February 2005)

LB Hackney Planning Contributions SPD (November 2006)

Bishopsgate/Shoreditch High Street Station Parameters Plan
Planning Policy Statement 1: Delivering Sustainable Development

Planning Policy Statement 3: Housing

Planning Policy Statement 6: Planning for Town Centres

Planning Policy Statement 10: Waste Management

Planning Policy Statement 12: Local Spatial Planning

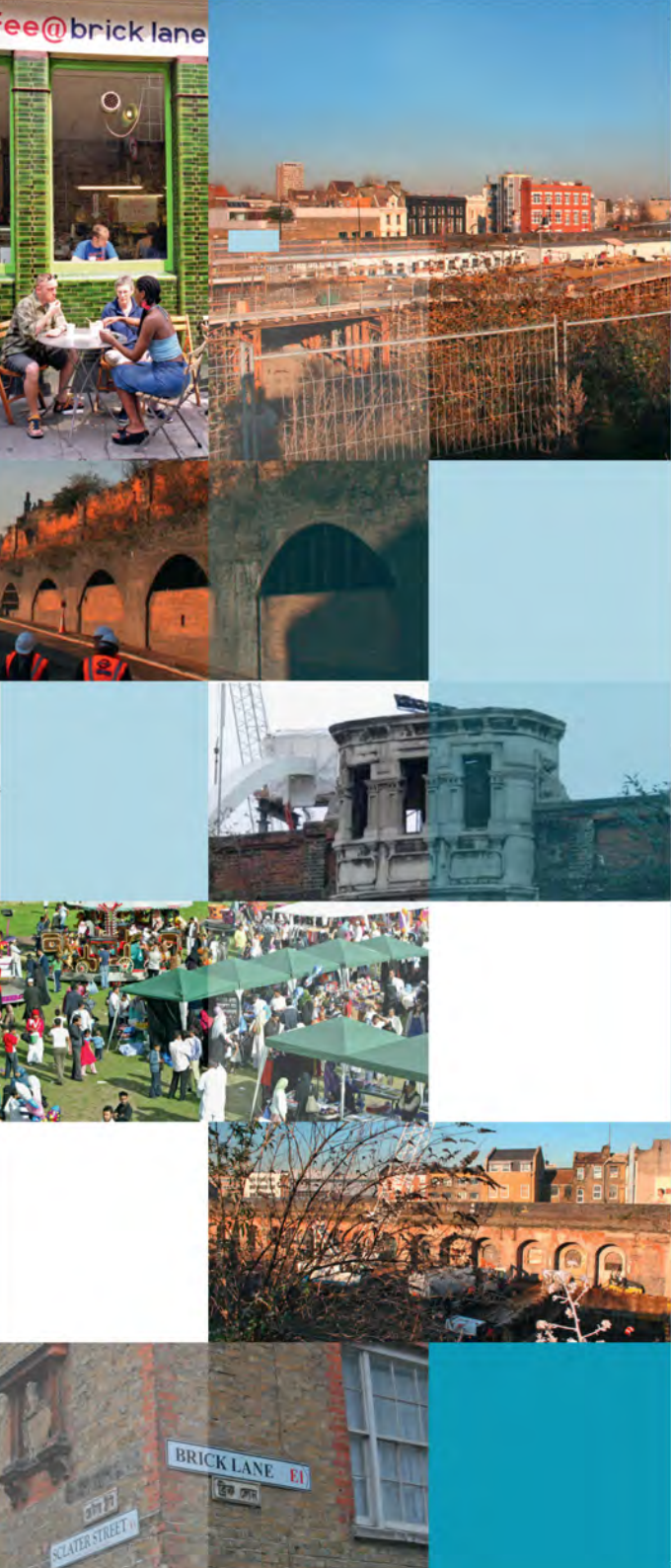
Planning Policy Statement 13: Transport

Planning Policy Guidance 15: Planning and the Historic Environment

Planning Policy Statement 22: Renewable Energy

Planning Policy Statement 25: Development and Flood Risk

Circular 05/2005: Planning Obligations



MAYOR OF LONDON

