



# PLANNING SUB- COMMITTEE PRE- APPLICATION

Monday 13 November 2023 at 6.30pm  
Council Chamber, Hackney Town Hall

Live stream link: <https://youtube.com/live/gKq2hVnB6o8>

Back up link: [https://youtube.com/live/2I\\_kW97R93Q](https://youtube.com/live/2I_kW97R93Q)

## **Members of the Sub-Committee:**

Cllr Steve Race (Chair), Cllr Jessica Webb (Vice Chair),  
Cllr Michael Desmond, Cllr Clare Joseph, Cllr Michael Levy,  
Cllr Jon Narcross, Cllr Clare Potter, Cllr Ali Sadek, Cllr Ifraax  
Samatar, and Cllr Sarah Young.

## **Substitute Sub-Committee Members:**

Cllr Eluzer Goldberg, Cllr Shaul Krautwirt, Cllr M Can Ozen,  
Cllr Benzion Papier, Cllr Sheila Suso-Runge, and Cllr Claudia  
Turbet-Delof.

Dawn Carter-McDonald  
Interim Chief Executive  
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# **Planning Sub-Committee Pre-Application**

**Monday 13 November 2023**

## **Order of Business**

- 1 Apologies for Absence**
- 2 Declarations of Interest - Members to declare as appropriate**
- 3 To consider any proposal/questions referred to the sub-committee by the Council's Monitoring Officer**
- 4 Minutes of the previous meeting**

There are no Planning Sub-Committee Pre-application meeting minutes requiring approval.

- 5 Phases 5-8 inclusive of Woodberry Down Estate, N4 (Pages 5 - 19)**
- 6 Land Known As Bishopsgate Goods Yard (Pages 21 - 27)**

## Public Attendance

The Town Hall is open. Members of the public and representatives of the press are entitled to attend Council meetings and remain and hear discussions on matters within the public part of the meeting. They are not, however, entitled to participate in any discussions.

On occasions part of the meeting may be held in private and will not be open to the public. This is if an item being considered is likely to lead to the disclosure of exempt or confidential information in accordance with Schedule 12A of the Local Government Act 1972. For further information, including public participation, contact: [governance@hackney.gov.uk](mailto:governance@hackney.gov.uk)

## Rights of Press and Public to Report on Meetings

The Openness of Local Government Bodies Regulations 2014 give the public the right to film, record audio, take photographs, and use social media and the internet at meetings to report on any meetings that are open to the public.

By attending a public meeting of the Council, Executive, any committee or sub-committee, any Panel or Commission, or any Board you are agreeing to these guidelines as a whole and in particular the stipulations listed below:

- Anyone planning to record meetings of the Council and its public meetings through any audio, visual or written methods they find appropriate can do so providing they do not disturb the conduct of the meeting;
- You are welcome to attend a public meeting to report proceedings, either in 'real time' or after conclusion of the meeting, on a blog, social networking site, news forum or other online media;
- You may use a laptop, tablet device, smartphone or portable camera to record a written or audio transcript of proceedings during the meeting;
- Facilities within the Town Hall and Council Chamber are limited and recording equipment must be of a reasonable size and nature to be easily accommodated.
- You are asked to contact the Officer whose name appears at the beginning of this Agenda if you have any large or complex recording equipment to see whether this can be accommodated within the existing facilities;
- You must not interrupt proceedings and digital equipment must be set to 'silent' mode;
- You should focus any recording equipment on Councillors, officers and the public who are directly involved in the conduct of the meeting. The Chair of the meeting will ask any members of the public present if they have objections to being visually recorded. Those visually recording a meeting are asked to respect the wishes of those who do not wish to be filmed or photographed. Failure to respect the wishes of those who do not want to be filmed and photographed may result in the Chair instructing you to cease reporting or recording and you may potentially be excluded from the meeting if you fail to comply;
- Any person whose behaviour threatens to disrupt orderly conduct will be asked to leave;

- Be aware that libellous comments against the council, individual Councillors or officers could result in legal action being taken against you;
- The recorded images must not be edited in a way in which there is a clear aim to distort the truth or misrepresent those taking part in the proceedings;
- Personal attacks of any kind or offensive comments that target or disparage any ethnic, racial, age, religion, gender, sexual orientation or disability status could also result in legal action being taken against you.

Failure to comply with the above requirements may result in the support and assistance of the Council in the recording of proceedings being withdrawn. The Council regards violation of any of the points above as a risk to the orderly conduct of a meeting. The Council therefore reserves the right to exclude any person from the current meeting and refuse entry to any further council meetings, where a breach of these requirements occurs. The Chair of the meeting will ensure that the meeting runs in an effective manner and has the power to ensure that the meeting is not disturbed through the use of flash photography, intrusive camera equipment or the person recording the meeting moving around the room.

## Advice to Members on Declaring Interests

If you require advice on declarations of interests, this can be obtained from:

- The Monitoring Officer;
- The Deputy Monitoring Officer; or
- The legal adviser to the meeting.

It is recommended that any advice be sought in advance of, rather than at, the meeting.

### Disclosable Pecuniary Interests (DPIs)

You will have a Disclosable Pecuniary Interest (\*DPI) if it:

- Relates to your employment, sponsorship, contracts as well as wider financial interests and assets including land, property, licenses and corporate tenancies.
- Relates to an interest which you have registered in that part of the Register of Interests form relating to DPIs as being an interest of you, your spouse or civil partner, or anyone living with you as if they were your spouse or civil partner.
- Relates to an interest which should be registered in that part of the Register of Interests form relating to DPIs, but you have not yet done so.

If you are present at any meeting of the Council and you have a DPI relating to any business that will be considered at the meeting, you **must**:

- Not seek to improperly influence decision-making on that matter;
- Make a verbal declaration of the existence and nature of the DPI at or before the consideration of the item of business or as soon as the interest becomes apparent; and
- Leave the room whilst the matter is under consideration

You **must not**:

- Participate in any discussion of the business at the meeting, or if you become aware of your Disclosable Pecuniary Interest during the meeting, participate further in any discussion of the business; or
- Participate in any vote or further vote taken on the matter at the meeting.

If you have obtained a dispensation from the Monitoring Officer or Standards Committee prior to the matter being considered, then you should make a verbal declaration of the existence and nature of the DPI and that you have obtained a dispensation. The dispensation granted will explain the extent to which you are able to participate.

### Other Registrable Interests

You will have an 'Other Registrable Interest' (ORI) in a matter if it

- Relates to appointments made by the authority to any outside bodies, membership of: charities, trade unions,, lobbying or campaign groups,

voluntary organisations in the borough or governorships at any educational institution within the borough.

- Relates to an interest which you have registered in that part of the Register of Interests form relating to ORIs as being an interest of you, your spouse or civil partner, or anyone living with you as if they were your spouse or civil partner; or
- Relates to an interest which should be registered in that part of the Register of Interests form relating to ORIs, but you have not yet done so.

Where a matter arises at any meeting of the Council which affects a body or organisation you have named in that part of the Register of Interests Form relating to ORIs, **you must** make a verbal declaration of the existence and nature of the DPI at or before the consideration of the item of business or as soon as the interest becomes apparent. **You may** speak on the matter only if members of the public are also allowed to speak at the meeting but otherwise must not take part in any discussion or vote on the matter and must not remain in the room unless you have been granted a dispensation.

### **Disclosure of Other Interests**

Where a matter arises at any meeting of the Council which **directly relates** to your financial interest or well-being or a financial interest or well-being of a relative or close associate, you **must** disclose the interest. **You may** speak on the matter only if members of the public are also allowed to speak at the meeting. Otherwise you must not take part in any discussion or vote on the matter and must not remain in the room unless you have been granted a dispensation.

Where a matter arises at any meeting of the Council which **affects** your financial interest or well-being, or a financial interest or well-being of a relative or close associate to a greater extent than it affects the financial interest or wellbeing of the majority of inhabitants of the ward affected by the decision and a reasonable member of the public knowing all the facts would believe that it would affect your view of the wider public interest, you **must** declare the interest. **You may** only speak on the matter if members of the public are able to speak. Otherwise you must not take part in any discussion or voting on the matter and must not remain in the room unless you have been granted a dispensation.

In all cases, where the Monitoring Officer has agreed that the interest in question is a **sensitive interest**, you do not have to disclose the nature of the interest itself.

## Planning Sub-Committee Pre-Application meeting

### How the Meeting Works

The Planning Sub-Committee Pre-Application meetings will normally consider agenda items in turn. The order of business can be changed at the discretion of the Chair.

At the beginning of each meeting the Chair will explain how the meeting works and what can and cannot be taken into account by Planning Sub-committee members.

The order of business for Planning Sub-Committee Pre-Application meetings is as follows:

- Apologies received;
- Members declare any interests in an item on the agenda;
- The Planning Sub-committee will consider any proposal/questions referred to the Sub-committee by the Council's monitoring officer;
- Minutes of previous Planning Sub-committees are considered /approved;
- The Chair asks the Planning Officer to introduce their report to the Planning Sub-Committee;
- The applicant will be given the opportunity to speak about the application;
- Planning Sub-committee members can ask questions to the planning officer and the applicant about the application.

Whilst these meetings are open to members of the public, there are no public speaking rights.

### Decisions

The Planning Sub-Committee does **not** make decisions on Planning applications at Planning Sub-Committee Pre-Application meetings.

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## Pre-Application Planning Sub-Committee – 13/11/2023

<b>ADDRESS:</b> Phases 5-8 inclusive of Woodberry Down Estate, N4	
<b>WARD:</b>	Woodberry Down
<b>REFERENCE NUMBER:</b>	2023/0170/PA
<b>APPLICANT:</b>	Berkeley Homes (North East London) Limited
<b>ARCHITECT:</b>	Lifschutz Davidson Sandilands
<b>PROPOSAL:</b> Outline planning application for a residential-led mixed-use redevelopment of Phases 5-8 (inclusive) of Woodberry Down Estate, N4 together with associated landscaping, public realm, servicing and other development, with all matters other than access to be reserved	

### ANALYSIS INFORMATION

ZONING DESIGNATION	YES	NO
CPZ	X, Zone G	
Central Activities Zone		X
City Fringe Opportunity Area		X
Conservation Area		Adjacent to Stoke Newington reservoirs, filter beds and New River CA
Listed Building (Statutory)		Adjacent to St Olave's Church, Woodberry Down Community JMI School, Ivy House Sluice, Finsbury Park Registered Park and Garden - All Grade II
Listed Building (Local)		Adjacent to Manor House station, The Finsbury, 336 Green Lanes, the Manor House, 316 Green Lanes, the Ivy House Hotel, 279 Green Lanes and St Olave's Vicarage,
Priority Office Area		X

### 1. PROPOSAL

- 1.1. The proposal is to submit an application for an outline planning permission with all matters reserved apart from access. The application will cover the four remaining phases of the Woodberry Down redevelopment - phases 5 to 8 as set out in the image below.

EXISTING SITE PLAN - PHASES 5-8



- 1.2. At this stage in the design the development proposes 3,199 units. This scheme has provided detail on the anticipated housing yield for each phase:
  - Phase 5: 774-833 dwellings
  - Phase 6: 993-1067 dwellings
  - Phase 7: 422-453 dwellings
  - Phase 8: 787-846 dwellings
  - TOTAL: 2976-3199 dwellings
  
- 1.3. Phase 5 in the south-east corner of Woodberry Down proposes two U-shaped blocks facing the reservoirs similar to earlier phases but at a greater height. A tower of 18-storeys is proposed adjacent to the one in phase 5, a second tower of 18-storeys is proposed in the north-east corner of the site and a third of 14 storeys in the south-west of the site.
  
- 1.4. Phase 6, located on Seven Sisters Road, proposes a public open space and two main perimeter blocks of 10-12 storeys. Two towers of 18 storeys are proposed on Seven Sisters Road towards the eastern and western ends of the phase.
  
- 1.5. Phase 7, located in the north-east of Woodberry Down, proposes a perimeter block and buildings facing Seven Sisters Road of 9 storeys with a 13 storey setback. A tower of 17/15 storeys is located to the rear of the phase adjacent to the listed school.
  
- 1.6. Phase 8 is located on Green Lanes in the north-west opposite Finsbury Park. It proposes two main perimeter blocks of up to 14 storeys on Green Lanes. Two adjacent buildings of up to 11 storeys are also proposed. A 21 storey tower is located

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in the middle of the site in the southern perimeter block. Rowley Gardens will be enlarged as part of the proposal.

### **2. BACKGROUND**

- 2.1. The proposals are currently at pre-application stage and have not been subject to formal public consultation through the planning process. However, due to the longstanding estate regeneration scheme the proposals have been discussed with Woodberry Down Community Organisation, and with key stakeholders including the Greater London Authority. There is general local awareness of the forthcoming proposal. The applicants are planning a consultation process in November 2023 which is intended to have commenced by the date of the committee.
- 2.2. The development has not yet been presented to a Design Review Panel (DRP). The scheme is aiming for a DRP in December.
- 2.3. The proposed development is being reported to the Planning Sub-Committee on a pre-application basis to enable members to view it at an early stage.

### **3. SITE DESCRIPTION**

- 3.1. The wider Woodberry Down Estate, located in the north of the borough adjacent to London Borough of Haringey, comprises a roughly triangular parcel of land of approximately 64 hectares (24 acres). The New River, within the control of Thames Water, forms the north, south and eastern boundaries of the wider estate. Green Lanes (the A105), beyond which lies Finsbury Park, forms the western boundary of the wider estate.
- 3.2. The estate is entirely covered by LP33 strategic site allocation MH1 which allows for comprehensive regeneration of the existing housing stock.
- 3.3. The New River falls within the Stoke Newington Reservoirs, Filter Beds and New River Conservation Area, and is also recognised as having archaeological interest. There are a number of listed buildings and structures within the conservation area, including the Ivy House Sluice, Bridge Over New River and the Gas House to the west of the reservoir, which are all Grade II listed. There are also other listed buildings within the wider Woodberry Down Estate, including Woodberry Down Infants School, St Olave's Church and the John Scott Health Centre, which are also Grade II listed. Manor House station, The Finsbury, 336 Green Lanes, the Manor House, 316 Green Lanes, the Ivy House Hotel, 279 Green Lanes and St Olave's Vicarage, Woodberry Down, all within or in close proximity to the wider estate, are locally listed buildings. In addition, the estate is visible in long views from Lordship Park Conservation Area, Clissold Park Conservation Area and St Ann's Conservation Area (in Haringey).
- 3.4. The New River is designated as a Site of Importance for Nature Conservation and Metropolitan Open Land (together with the East and West Reservoirs to the

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immediate south of the estate), and is a green corridor. The New River is also designated as being a Site of Importance for Nature Conservation and green corridor within the London Borough of Haringey Development Plan.

- 3.5. As a result of its topography, the site is potentially visible in LP21 strategic view 1 (London Panoramas - Alexandra Palace to Central London), the implications of which will be required to be considered in detail in due course (LP21 policies D9 and HC3 apply).
- 3.6. The estate is cut across by a number of existing highways, including Seven Sisters Road (the A503 and part of the TLRN) running east to west, effectively severing the estate into northern and southern halves. The remainder of the streets are under the control of London Borough of Hackney, including Woodberry Grove, the northern part of which is currently a school street and low traffic neighbourhood. Seven Sisters Road in particular, due to its high traffic volumes, low levels of active frontage and general unattractiveness as a pedestrian environment, has a detrimental severance impact on the estate. However the Phase 3 planning permission (2019/2514) secures funding and puts in place a delivery mechanism for an improvement scheme (led by Transport for London) which will result in a reduction in width of Seven Sisters Road together with improvements for pedestrians, cyclists and public transport users and increased urban greening.

### 4. PLANNING HISTORY

- 4.1. The planning history of the Woodberry Down Estate is long and complex, however the key planning permissions relating to earlier phases of redevelopment (those within the main estate which have been implemented) are summarised below.

Extent	Applications	Notes
Entirety of site	2008/1050 - To demolish all existing buildings on the Woodberry Down Estate, with the exception of St. Olaves Church, the Beis Chinuch Lebonos Girls School, Reservoir Centre, Primary school and Health Centre. Redevelop the site with 4,684 homes (including 41% affordable), comprising 1-bed, 2-bed, 3-bed, 4-bed flats, and 5-bed flats, 5-bed and 6-bed houses with associated car parking at an overall site provision rate of 50%; approximately 38,500m <sup>2</sup> of non-residential buildings and associated car parking, including 5194m <sup>2</sup> of retail buildings within classes A1-A5, 3144m <sup>2</sup> of class B1 Business use, 30,000m <sup>2</sup> of class C1, D1 and D2 use including education, health centre, children's centre, community centres, youth centre; provision of new civic space, public parks, open space, landscaping of the edges of the New River and the East and West Reservoirs, construction of bridges across the New river; reduce width of Seven Sisters Road from 6 to 4 lanes and related improvements to the public realm; formation of new access points to the new Woodberry Down Neighbourhood, the creation of new and improvement of existing cycle and pedestrian routes to and within the estate (Outline Application matters for determination siting, design and means of access). Revisions include increase in education floor space; repositioning of cycle/pedestrian bridge between west reservoir and Haringey; re configuration of Woodberry Circus; relocation of two bridges over New River; increase in footprints and heights of various buildings; provision of a new Health Centre and increase in residential units from 4664 to 4684.	

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<p><b>Phase 2 Blocks B, D and F (full); Phases 3-8 (outline)</b></p>	<p>2013/3223 - Outline planning permission (all matters reserved) for demolition of existing buildings and structures at Woodberry Down Estate to provide up to 275,604sqm floorspace GEA (excluding car parking); comprising up to 3,242 residential units and a maximum of 10,921sqm non-residential floorspace within Classes A1 (Retail), A2 (Financial Services), A3 (Restaurants and Cafes), A4 (Drinking Establishments), Class B1 (Offices), Class D1(Non Residential Institutions), and D2 use and Energy Centres; along with provision of new open space and public realm and associated car parking and highway improvement works to Seven Sisters Road including a narrowing from six carriageways to four carriageways. Full details submitted for the redevelopment of the land bounded by Towncourt Path, Kayani Avenue, Green Lanes, West Reservoir/Springpark Drive and Woodberry Down (Phase 2) for the erection of four buildings between 3 and 20 storeys to provide 670 new homes (comprising 30 studios, 310 one bed, 271 two bed and 59 three bed units), 550sqm of non residential floorspace GEA within Classes A1-A4, Class B1, Class D1 and D2 use and new open space and public realm with 241 car parking spaces and 740 cycle spaces at ground and basement level.</p>	<p>Supersedes 2008/1050</p>
<p><b>Phase 3</b></p>	<p>2019/2514 - Demolition of the existing buildings, and construction of 4 residential blocks, ranging in height from 6 to 20 storeys, to provide 584 residential units and 1,045 sqm (GEA) of flexible floorspace (Use Class A1, A2, A3, D1, D2), a new energy centre (sui generis) and a new public park; together with ancillary hard and soft landscaping, public realm, cycle and associated car parking, highway works including access road and all other works associated with the development.</p>	<p>Supersedes reserved matters planning permission 2015/2967 pertaining to 2013/3223</p>
<p><b>Phase 4</b></p>	<p>2023/2371: Demolition of existing structures and the construction of a residential led, mixed use development comprising 511 residential units and 1215sqm GIA commercial or community floor space (Use Class E(a,b,c) / Use Class F1) in buildings of between 1 and 26 storeys, together with public realm, landscaping, play space, servicing facilities, car and cycle parking, plant space, and associated works. (THIS APPLICATION IS ACCOMPANIED BY AN ENVIRONMENTAL STATEMENT).</p>	<p>Registered</p>

### 5. KEY MATERIAL CONSIDERATIONS

5.1. The current scheme raises the following material considerations in particular which will need to be addressed. Not all policies are outlined below as the scheme is still being developed.

#### Land use

#### *Estate regeneration*

5.2. The regeneration of Woodberry Down has been a corporate and political objective of the Council for a number of years. The process is underway, as set out in policies PP9 (Manor House) and MH1 (Woodberry Down) of LP33. The policies generally seek to deliver a successful, well designed development that serves the needs of the local community and complies with other Development Plan policies.

5.3. The wording of MH1 reflects the proposals as approved under 2013/3223, particularly in terms of quantum of development, which is specified as “4045 (gross) 2915 (net) to 2033 and beyond”. It is noted that under the provisions of 2013/3223, 2735 units

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were expected to be delivered within the KSSs and Phases 2 and 3, and that 2874 (+5%) have actually been delivered (including those consented on Phase 3, leaving aside 256 Green Lanes). Phase 4, as submitted proposes 511 units.

- 5.4. In relation to the remaining four phases, the masterplan (2013/3223) anticipated a yield of 2,399 gross homes. This was split between phase 5 (489 units), phase 6 (745 units), phase 7 (362 units) and phase 8 (803 units). As stated above the proposals are now for 774-833 units (phase 5), 993-1067 units (phase 6), 422-453 units (phase 7) and 787-846 units (phase 8).
- 5.5. In previous pre-application discussions the remaining five phases were proposed to deliver in the region of 2458-2786 dwellings. Taking off the 511 units proposed in Phase 4, 1,947-2275 units would have been remaining across phases 5-8 (albeit with only half of phase 6). The proposed scheme in 2023 for up to 3199 units therefore represents a significant uplift from the consented masterplan and previous pre-application discussions even accounting for the increased size of Phase 6.
- 5.6. Policy H8 (Loss of Existing Housing and Estate Redevelopment) of the London Plan 2021 states that *“before considering the demolition and replacement of affordable homes, boroughs, housing associations and their partners should always consider alternative options first. They should balance the potential benefits of demolition and rebuilding of homes against the wider social and environmental impacts and consider the availability of Mayoral funding and any conditions attached to that funding.”* In this context, proceeding with a wholesale approach of demolition and rebuild without a thorough review of the structural condition of the existing buildings cannot be supported at the current time. More information on the existing buildings is required in order to assess the proposals against this policy.
- 5.7. The housing policies of the development plan require that an equal number and mix of units by size for social rented units will need to be re-provided, i.e. the development shall result in net re-provision in terms of numbers and unit mix.
- 5.8. It is noted that the applicants are not proposing any additional land uses other than residential and have indicated that a commercial strategy is forthcoming setting out the need for other uses in the masterplan. To date this has not been provided and in accordance with the policies outlined above a mix of uses should be provided within the masterplan area. The Edge Youth Centre in phase 6 is proposed to be reprovided as part of the redevelopment of that phase.

### Design and conservation

#### *Overall design*

- 5.9. To date the redevelopment at Woodberry Down has delivered perimeter blocks in existing and under construction phases is a maximum of 10 storeys (with a maximum 9 storey frontage on limited locations) away from the waterside. Closer to the reservoirs development steps down to 7 and 5 storeys. There are occasional taller

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buildings largely concentrated around the central square; a 20 storey tower in phase 3 is also being delivered. These have local impact and are located at arrival points into the wider redevelopment. At the centre of the scheme, the tallest buildings range from above 20 to around 30 storeys and indicate the public focal point of the site (a community square, supermarket and cafe). These towers have a long distance wayfinding role although the area is generally legible regardless of them given clear views and straight streets. The proposals for this masterplan are taller than the surrounding context and taller than the height of the estate buildings which are being replaced.

- 5.10. Proposed future phases increase perimeter blocks to 12 storeys with a 10 storey shoulder or 13 stores with a nine storey shoulder. This is up from generally 10 storeys on earlier phases. Extensive use of these heights may be acceptable in limited and carefully chosen locations but risks significant townscape harm in this context with such extensive use, particularly when this height defines a street creating overbearing and deep enclosure.
- 5.11. The perimeter blocks have 6 or 7 storey linking blocks. Streets shown defined by 7 storey blocks are likely to be comfortable (for example on phase 6). However, some streets, for example in phases 7 and 8, are lined by 11 and 12 storey frontages (and some with 12, 14 and 20 storey frontages) which risks creating an unacceptably overbearing enclosure and character. Officers have suggested that more instances of 7 storey elements would help reduce this enclosure.

### *Podiums*

- 5.12. The plans provided to date show the provision of podiums throughout the phases. It is recognised that podiums have been delivered to date and will likely be required in phase 5 due to providing car parking. However, phases 6-8 will be car free except for blue badge parking. The use of podiums should be minimised with alternative means for providing cycle storage and servicing should be proposed.
- 5.13. The advantages of omitting podiums include possible retention of trees, creation of permeable ground level gardens capable of supporting larger trees, and allowing glimpses from street into or through courtyard gardens. Courtyard gardens can also be publicly accessible which would be a benefit to the area.

### *Listed buildings*

- 5.14. There are a number of listed buildings adjacent to the phases. St Olave's Church is across Seven Sisters Road from Phase 6 and Woodberry Down JMI Community School is adjacent to Phase 7. Phase 8 is likely to affect the setting of Finsbury Park, a Grade II registered park.

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- 5.15. The development is also considered to affect a number of locally listed buildings, particularly those around Manor House station. These include Ivy House, the old Manor House and St Olave's vicarage.
- 5.16. Particular attention will need to be paid to the impact of the development on these statutory and locally listed buildings. Any harm identified will need to be balanced against the public benefits of the scheme.

### *Phase 5*

- 5.17. Phase 5 creates a new access point from Seven Sisters Road to provide vehicular access to the residential units on Newton Close. These units currently have access through Phase 3 which will be removed and incorporated into the phase 3 park when this access is created. As discussed below, the access is further west than originally planned which is necessary to reduce impacts on highway safety located further from the junction with Amhurst Park. However, this has resulted in the phase 5 tower being on the site of a large Lime tree which has been assessed by the applicant team as a Category B tree but as Category A by the Council's landscape officers. Alternative layouts have been requested showing the retention of the tree.
- 5.18. Development on the reservoir edge is taller than earlier phases with an 8-storey height, compared to the 5/6 storeys of previous phases. The conservation area is defined by a relatively consistent height edge and a substantial increase to that height in Phase 5 would appear uncharacteristic and jarring.
- 5.19. The 14-storey building located on the reservoir in the south-east of the phase has a relationship to taller buildings to the east but may be better located away from the junction of the MOL and green finger and away from the waterside.

### *Phase 6*

- 5.20. The phase 6 layout is defined by streets and open spaces. A route is introduced which connects visually from St Olave's Church through to Rowley Gardens.
- 5.21. Careful consideration will need to be made to how the new western elements of this phase adjoin, and sit in the backdrop of the older development within Manor House, particularly adjacent to Ivy House, a locally listed building. The specific location of the western tower is not agreed or finalised and Hackney are recommending a location where impacts are minimised. We are also recommending that the tower is set back from the public realm behind a street-scale element.
- 5.22. The tower at the eastern end is located on a junction and near the central cluster. Proposals to incorporate a setback behind a shoulder/street-scale element at the base of this tower and the adjacent perimeter block are encouraged in order to



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minimise impacts on the adjacent open space. A tower in this location may be acceptable, but has the potential to affect microclimate, the health of trees and create an overbearing presence above people using this space, so impacts should be minimised as far as possible.

### *Phase 7*

- 5.23. This phase proposes significant height without the benefit of a consolidated green space. The 16 storey building to the rear in the north-west of the phase is shown within the middle of the and is one of the last remaining standalone tall buildings in all phases. The others have been more successfully integrated into perimeter blocks.
- 5.24. In this phase the open spaces are tight and overshadowed by tall buildings. The phase retains the green space to the west where a number of mature trees are located and creates a parallel green finger further to the east in the middle of the phase. Both are oversailed by a standalone tower up to 16 storeys. Some areas of landscape are proposed to be lost to a podium.
- 5.25. Officers have recommended another option is explored where a taller building is located on Seven Sisters Road creating a small secondary cluster with the towers in phase 3 and 5.

### *Phase 8*

- 5.26. Phase 8 open space will be generous and combine with adjacent space while being open to the New River. It is noted that the gradient of the land in this location will affect any open spaces proposed which will need to be addressed at the earliest opportunity. The setting back of the eastern building line of Phase 8 resulting from removal of the north west block has opened up a clear view from Seven Sisters Road through the parkland. The enclosure of the space on the Phase 8 side is shown as a uniform 9 shoulder and 11 storey full height in the revised massing, which is a significant improvement on earlier iterations which showed a 21 storey tower adjacent to the New River.
- 5.27. Phase 8 has one tower of 21 storeys integrated into a perimeter block at the central cross road of the site. Officers support the movement of height away from the northern and eastern boundaries as shown in earlier design iterations. The two blocks of 14 storeys on Green Lanes frontage have an impact on Green Lanes and Finsbury Park which should be addressed.

### Microclimate issues

- 5.28. Proposals for tall buildings have the ability to cause microclimate impacts to surrounding areas particularly in relation to wind and overshadowing of public spaces. Best practice in tower design suggests that towers can be designed to minimise negative impacts. Curved or softened corners can generate less pressure

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difference and wind pinch points. Towers integrated into perimeter blocks sit more comfortably in the townscape and have less impact than towers which come to ground directly on the street or open space. This is particularly important and relevant where towers are part of a residential development. Stepping towers as they get taller helps minimise overshadowing impacts, wind generation and the sense of overbearing height. Towers which have uncomfortable proportions or which are too broad or wide have negative impacts. The development will be required to minimise impacts on microclimate. This detail is expected during the later reserved matters applications. However, information will be included to this effect in the design code.

### Climate change considerations

- 5.29. The proposal involves the demolition of all of the existing buildings on site. Existing building surveys will be required in order to justify demolition in line with policy H8 of the London Plan (2021).
- 5.30. In line with the GLA's Whole Life Cycle carbon assessment guidance, retrofit of the existing buildings must be considered prior to demolition. A thorough optioneering must be prepared exploring the benefits and constraints of retention and extension over new build alternatives with embodied carbon estimates for each. In line with the GLA Circular Economy guidance, any existing elements which are proposed to be demolished should be reused and recycled where it has been demonstrated those elements are not suitable for the proposed development. A pre-demolition audit as well as a pre-redevelopment audit should be prepared at pre-application stage and the GLA CE reporting spreadsheet pre application information completed.

### Daylight and sunlight impacts

- 5.31. Daylight and sunlight impacts on open spaces and existing and future residents will need to be considered during this process. At this stage information on impacts on residents has not been provided. Daylight and sunlight studies of open spaces have been provided and will be assessed as part of the proposals.

### Transport impacts

- 5.32. The scheme includes the addition of some access points off Seven Sisters Road and Green Lanes. The development largely makes use of existing access points but it is noted that these would likely have increased usage. Road safety suits will be needed as soon as possible to justify the use of access routes off Seven Sisters Road and Green Lanes.
- 5.33. The repositioning of the vehicular access to Phase 5 helps to provide a more functional relationship to Seven Sisters Road. Concerns have been raised about road danger reduction and how the access route will function with the TLRN and public highway - including vehicular restrictions from School Streets and new and existing

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Low Traffic Neighbourhoods.

- 5.34. Details regarding how vehicles will turn and manoeuvre on the access road to protect vulnerable road users at all times will be required for phase 7. In Phase 8, concerns have been raised about road danger reduction and how the access route will function with the TLRN and public highway. Transport colleagues had previously expressed concern about the addition of a junction on Green Lanes and the possibility of rat-running to Woodberry Grove.
- 5.35. Therefore more information is required in relation to how the proposals would affect highway safety due to the proximity of junctions, filter lanes and other parts of the highway. As such, before work on these elements of the proposal are continued, road safety audits are required in order to confirm whether the proposed arrangements are deliverable. Confirmation that the proposed arrangements will be acceptable to the Council / Transport for London and can be accommodated including within the evolving Seven Sisters Road Improvement Scheme are required before they can be supported.

### 6.3 Summary

- 5.36. The pre-application process is ongoing and the scheme represents a significant increase in unit numbers above those previously considered under the 2014 masterplan. This has resulted in bulk and height much larger than previously consented.
- 5.37. Officers recognise that improvements have been made to the scheme in line with officers comments over the course of the pre-application process. However, there are outstanding matters which require further consideration to ensure the development is acceptable in relation to design and conservation, sustainability and transport in particular as the development progresses.

No	BACKGROUND PAPERS	NAME/DESIGNATION AND TELEPHONE EXTENSION OF ORIGINAL COPY	LOCATION CONTACT OFFICER
1.	Hackney Local Plan 2033 (2020) and the London Plan (2021)	Louise Prew, X 8613	2 Hillman Street, London E8 1FB

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## Pre-Application Planning Sub-Committee – 13/11/2023

<b>ADDRESS:</b> Land Known As Bishopsgate Goods Yard Including Braithwaite Street As Bounded By Shoreditch High Street, Bethnal Green Road, Sclater Street, Brick Lane, Wheler Street, Commercial Street And Quaker Street Within The London Boroughs Of Hackney And Tower Hamlets, London, E1	
<b>WARD:</b>	Hoxton East and Shoreditch
<b>REFERENCE NUMBER:</b>	2023/0004/PA
<b>APPLICANT:</b>	(Hutchison 3G (UK) Limited)
<b>ARCHITECT:</b>	Gensler/ Buckley Gray Yeoman
<b>PROPOSAL:</b> Design Approach for 'Plot 1'.	

### ANALYSIS INFORMATION

ZONING DESIGNATION	YES	NO
CPZ	X	
Central Activities Zone	X	
City Fringe Opportunity Area	X	
Conservation Area		X
Listed Building (Statutory)	X	
Listed Building (Local)		X
Priority Office Area	X	

#### 1. PROPOSAL

- 1.1. The proposal relates to the reserved matters for Plot 1 of the Bishopsgate Goodsyard development. Plot 1 would be an office building on the northern boundary of the site. The building would cross the Borough boundary, with the western part in LB.Hackney (LBH) and the eastern part in LB.Tower Hamlets (LBTH).
- 1.2. The reserved matters application application will be decided by the Greater London Authority, as was the original hybrid application.
- 1.3. The current negotiations around the reserved matters involve some aspects outside of the parameters set out in the approved Design Guide for the hybrid application. These aspects will need to be decided by a Non Material Amendment application to LBH and a similar application to LBTH. It is therefore these changes to the design guide that are the focus of this pre application meeting.
- 1.4. The approved reserved matters would provide 61,572sqm (GEA) floorspace in the maximum parameter and 31,344sqm (GEA) in the minimum parameter. The building would principally provide office floorspace with some retail uses at ground floor level. 78% of the office floorspace within this building would be located within LBH.

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- 1.5. The illustrative scheme in the approved Design and Access Statement shows a building divided into two sections with a recessed interconnecting element. The eastern section is shown at 16 storeys (up to 85.2m) in height and the western section, which is located at the corner of Bethnal Green Road and Shoreditch High Street, is shown at 12 storeys (up to 69.15m). The building would enclose the existing Shoreditch High Street station with the existing entrance to the east retained and passive provision for a new access point to the north also provided. This results in narrower floorplates from floors 1-4 with larger floorplates on the floors above as the building spans the viaduct.
- 1.6. There has been extensive negotiation between the applicants, the GLA, LBTH and LBH since the Reserved Matters were first brought to pre application with the GLA last year. As a result, aspects of the scheme that would also have formed part of any NMA application have fallen away this month and the proposed changes to the design guide can now be summarised as follows:
- North east lobby extension
  - Elements around station and Railway structure
  - Curved building corners
  - Recessed façade at ground floor level
  - Loading Bay
- 1.7. It should be noted that the scheme that we are presenting here is the applicants' preferred option of two. LBH, LBTH and the GLA will decide on which option to bring forward once the applicants have provided all the necessary information. At present, the option being presented is considered likely to be the option that is finally chosen.

## 2. BACKGROUND

- 2.1. The proposals are currently at pre-application stage and have not been subject to formal public consultation through the planning process. Some public consultation was undertaken in June by the applicants to create local awareness of the forthcoming proposal for Reserved Matters on Plot 1.
- 2.2. The Reserved Matters being presented to Members have not yet been subject to a Design Review Panel (DRP).
- 2.3. The process subsequent to this meeting would be for the applicant to submit NMA applications in respect of the departures from the design code with LBH and LBTH. Following approval of these NMAs, an application to the GLA in respect of the Reserved Matters would follow.
- 2.4. The proposed development is being reported to the Planning Sub-Committee on a pre-application basis to enable members to view it at an early stage.

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### 3. SITE DESCRIPTION

- 3.1. The Bishopsgate Goodsyard site straddles the administrative boundaries of the London Borough of Hackney (LBH) and the London Borough of Tower Hamlets (LBTH) and is approximately 4.4 hectares (ha) in size. The site is bound by Bethnal Green Road to the north, Brick Lane to the east, a rail line (serving Liverpool Street Station) to the south and Shoreditch High Street to the west. Braithwaite Street runs through the site connecting Bethnal Green Road to Commercial Street. The LBH portion of the site lies to the west of Braithwaite Street.
- 3.2. The wider site originally housed Bishopsgate Station, which opened on the 1st July 1840, serving passengers for over 30 years until its closure in 1875. The site was then converted to a goods station which opened in 1881 and became known as Bishopsgate Goods Yard. The goods depot handled very large volumes of goods for onwards transportation until a fire destroyed the station and left the site derelict in 1964.
- 3.3. The Goodsyard site remained largely derelict other than periodic pop up uses until the remaining derelict buildings were demolished in 2003-04 with the exception of the Grade II listed structures: Braithwaite Viaduct which spans 260 metres from the centre to the western boundary of the site and the Forecourt Wall, Oriel and Gates to the Goods Station which lie on the eastern boundary in the location of the historical entrance to the site.
- 3.4. In April 2010, the new Shoreditch High Street Rail Station on the London Overground opened up on the site of Plot 1, with the 'boxed' London Overground providing services to the south east, north London and Canary Wharf. In the north of the site, adjacent to Bethnal Green Road, are a number of 'Power League' temporary football pitches and the temporary 'Box Park' Shopping Mall, comprising shops and cafes, in refurbished shipping containers.
- 3.5. The Goodsyard site is surrounded by five conservation areas: South Shoreditch (LBH), Brick Lane and Fournier Street (LBTH), Redchurch Street (LBTH), Boundary Estate (LBTH) and Elder Street (LBTH). There are two Grade II listed structures on site: Braithwaite Viaduct and the Forecourt Wall, Oriel and Gates to the Goods Station. There are also 272 listed buildings in the close vicinity of the site comprising of Grade I, Grade II and Grade II\*.
- 3.6. Plot 1 is heavily constrained by rail and telecommunications infrastructure. The 'boxed' London Overground line runs east to west across the northern part of the site. The Central Line tunnels under Plot 1. A BT tunnel runs north-south across the site almost directly below the line of Braithwaite Street. Surveys show that the 7 feet diameter tunnel runs below the Central Line with a crown level varying from approximately 25m below grade level at Quaker Street to approximately 23m below grade at Bethnal Green Road.

- 3.7. The site has a public transport accessibility level of 6b (the highest possible rating). The site contains Shoreditch High Street Station serving the London Overground and also lies in close proximity to Liverpool Street Station which provides other London Overground (Central, Hammersmith and City, Metropolitan, Circle) and National Rail services. There are numerous bus routes that operate adjacent to or in close proximity including the 135, 35 and 47 services, serving destinations across the whole of London. Existing vehicular access to the site is from Braithwaite Street.

#### 4. PLANNING HISTORY

- 4.1. Planning reference: 2014/2425

Development Description: An OUTLINE application for the comprehensive mixed use redevelopment of the site comprising:

- Residential (Class C3) comprising up to 1,356 residential units; - Business Use (Class B1) - up to 65,859 sqm (GIA);
- Retail, financial and professional services, restaurants and cafes and hot food takeaways (Class A1, A2, A3 and A5) - up to 17,499 sqm (GIA) of which only 2,184 m<sup>2</sup> (GIA) can be used as Class A5;
- Non-residential Institutions (Class D1) - up to 495 sqm (GIA);
- Assembly and Leisure (Class D2) - up to 661 sqm (GIA);
- Public conveniences (sui generis) - up to 36 sqm (GIA);
- Ancillary and plant space - up to 30,896 sqm (GIA);
- Basement - up to 8,629 sqm (GIA);
- Formation of new pedestrian and vehicular access and means of access and circulation within the site; and
- Provision of 22,642 sqm of new public open space and landscaping.

The application proposes a total of 12 buildings that range in height, with the highest being 177.6 m AOD and the lowest being 23.6 m AOD. With all matters reserved save that FULL DETAILS are submitted for alterations to and the partial removal of existing structures on the site and the erection of three buildings for residential (Class C3), namely Plot C (ground level, plus 26-30 storeys, plus plant); Plot F (ground level, plus 46 storeys, plus plant); Plot G (ground level, plus 38 storeys, plus plant) comprising up to 940 of the total residential units; and retail and food and drink uses (A1, A2, A3, A5); and use of the ground and basement levels of the Braithwaite Viaduct for retail and food and drink / community uses (A1, A2, A3, A5/D1). Works to and use of the Oriel and adjoining structures for retail and food and drink uses (A1, A2, A3, A5). For that part of the site within LB Hackney, the proposed development comprises the following mix of uses: - Up to 64,330 m<sup>2</sup> (GIA) of Residential use (Class C3); - Up to 49,189 m<sup>2</sup> (GIA) of Business Use (Class B1); - Up to 6,515 m<sup>2</sup> (GIA) of Retail Use

Decision level: GLA Stage 3

Decision date: 3 December 2020



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- 4.2. Planning reference: 2014/2427  
Development Description: Restoration and repair of existing Grade II listed oriel and gates and adjoining historic structures to provide principal western pedestrian gateway into associated development (2014/2425) and to accommodate proposed Class a1/A2/A3/A5 retail use into a number of the existing arches at ground floor. Part removal of a section of adjoining unlisted structures proposed to provide public realm and pedestrian access into the site.  
Decision level: GLA Stage 3  
Decision date: 3 December 2020

### 5. KEY MATERIAL CONSIDERATIONS

- 5.1. The LB.Hackney planning sub-committee voted to object to the bulk and massing of the Plot 1 building prior to its approval by the GLA. Nevertheless, following the Stage 3 process the building has been approved in outline by the GLA, so only the details of the design remain to be considered. This will be assessed by the GLA when they decide the Reserved Matters application.
- 5.2. Nevertheless, the applicant will need to make a Non Material Amendment to the approved Design Code and this falls to be considered by LB.Hackney. The pre-application sub-committee is asked to consider these changes in advance of the NMA application.
- 5.3. The pre-application will be made under s96a of the Town and Country Planning Act 2005 (as amended) for non-material amendments to planning permission 2014/2425. The issues raised by the proposal for a non material amendment to the design code are relatively narrow in scope. The primary consideration will be whether the proposed amendments are so minor as to not warrant a further planning application.
- 5.4. The key tests in determining this consideration are whether:
- The proposed changes are significant in terms of their scale (magnitude, degree etc.) in relation to the original approval;
  - The proposed changes result in a detrimental visual impact from the original approval; and
  - The interests of any person or body who participated in, or were informed of the original decision, are disadvantaged in any way.
- 5.5. Since the Reserved Matters application will be decided by the GLA, the sole purpose for the NMA that is decided by Hackney will be whether the amendments to the Design Guide should be considered acceptable.
- 5.6. *The Plinth Height*

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- 5.7. Prior to this discussion, it should be noted that LBH, LBTH and the GLA are still waiting for a final set of 'options' plans that will allow us to consider whether the option that is now to be presented to the pre-application sub-committee is preferred. There is a particular difference we see between all options previously discussed and that 'Option 3' that will be presented to the committee:
- The height of the plinth and its relation to the Tea Building adjacent.
- 5.8. The plinth section of the building was approved in the Design Guide to align with the parapet height of the Tea Building. Up until the production of this further option officers considered that a proposal to lower the plinth had the unfortunate result of making the upper part of the building appear much more top heavy. This aspect has now been rethought but it may be that it is reintroduced if there is no way to make the design work better with the higher plinth.
- 5.9. *'Option 3'*
- 5.10. The applicants are querying whether the Local Planning Authority has any current reason to find that a submission of this option would not be non-material or acceptable:
- *North/South Passageway Lobby*  
This would allow a small lobby at ground floor level in the north/south passageway through the middle of the building. This would help activate the space.
  - *Elements around station and Railway structure*  
This amendment would allow demountable grilles to be placed above the railway box. This would help better define the building frontage but is outside the agreed maximum parameters because it would be within the 2m exclusion zone around the TfL infrastructure.
  - *Curved building corners*  
The curves are considered to be a beneficial design flourish but would take the building line within the minimum parameters of the Design Guide.
  - *Recessed façade at ground floor level*  
Recessing the façade at three locations inside the approved minimum parameters would give space for retail opportunities to animate the frontage. Details of this aspect of the proposal are scant at this stage but are considered acceptable in principle and would be properly explained within the submission for any future NMA.
- 5.11. We ask members to consider, where the maximum parameters and minimum parameters are exceeded, whether they would impact negatively on the design of the scheme, on neighbouring amenity, or in any other material aspect.

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- 5.12. The current scheme raises the following material considerations in particular which will need to be addressed. Not all policies are outlined below as the scheme is still being developed.

### 6. Summary

- 6.1. If this option is carried forward to application stage, the main reason for objection- a reduced plinth height and the top heavy design- will have fallen away. The design development of the scheme will be assessed by the GLA in the reserved matters application. LBH will be required to consider whether remaining aspects represent acceptable non-material changes to the approved development.

No.	BACKGROUND PAPERS	NAME/DESIGNATION AND TELEPHONE EXTENSION OF ORIGINAL COPY	LOCATION CONTACT OFFICER
1.	Hackney Local Plan 2033 (2020) and the London Plan (2021)	Nick Bovaird, X 8291	2 Hillman Street, London E8 1FB

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