

Planning Sub Committee 9 March 2020

ADDENDUM REPORT FOR ITEMS

UPDATE FOR CONSIDERATION AT PLANNING SUB-COMMITTEE Item No. 8

Reference No: HGY/2019/2929 & 2930

Ward: Northumberland Park

Address: Nos. 867-879 High Road and land to the rear, N17 8EY.

Proposal - Planning Permission: Hybrid planning application (part Full/Part Outline) for the demolition of existing buildings & structures and redevelopment of the site for a residential led mixed-use scheme with up to 330 residential units (class C3), retail/café use (Use Class A1/A3), area of new public open space, landscaping and other associated works. Full details/permission is sought in respect of Block D, 867 and 869 High Road (Grade II listed) and proposed Block G to its rear. Outline permission is sought for the remainder of the site, with details of “scale”, “layout”, “appearance” and “landscaping” reserved in relation to proposed Blocks A, B and C and details of “appearance”, “landscaping” and “layout” only reserved in relation to Block E.

Proposal - Listed Building Consent: Listed Building Consent for Internal alterations and associated works to provide 6 x 2- bed flats at 867 and 869 High Road.

Applicant: Tottenham Hotspur Football Club (THFC).

Ownership: Private

2. RECOMMENDATION

Conditions Summary – Listed Building Consent Application HGY/2019/230

1) ~~3-years~~ 5-year time limit (not 3-year).

Section 106 Heads of Terms

2) a. Minimum 35% **affordable housing** by habitable room (~~798~~ 335 habitable rooms).

3) a. Early Stage Review if not implemented within ~~2-years~~ 2.5 years

b. Break review – review if construction is suspended for ~~2-years~~ 2.5 years or more

2.7 (ii) In the absence of a legal agreement securing financial contributions towards infrastructure provision (community space, and library and public realm), the scheme would fail to make a proportionate contribution towards the costs of providing the infrastructure needed to support the comprehensive development of Site Allocation NT5.

3. PROPOSED DEVELOPMENT AND LOCATION DETAILS

- 3.4. Table: Proposed non-residential is **260sqm** (not 270sqm)
Proposed covered parking floorspace **793sqm** (not 2,897sqm)

Block D

- 3.6. The building would accommodate 38 new homes, including 3-bed maisonettes fronting Pickford Lane and on two northern wings, with a mixture of 1, **3 2** and 3-bed flats, including 4 wheelchair accessible homes. A podium car parking area would include **24 20** spaces and the building would incorporate a new electricity sub-station.
- 3.12. Peacock Park would be at least **1,696sqm** (not 4,010sqm).

6. MATERIAL PLANNING CONSIDERATIONS

Loss of Existing Retail and Education Uses and proposed flexible Retail/Restaurant/Café use

- 6.3.3. The proposed small flexible retail (A1) and café/restaurant (A3) unit on the ground floor of Block G is **260sqm** (not 270sqm).

Development Density

- 6.3.18 The existing site has a PTAL of **3/4** (not 4/5).

Amount, type, location and phasing of Affordable Housing

- 6.4.10. The number of proposed habitable rooms is **958** (not 798).

Affordability

- 6.4.20 The starting point for London Affordable Rent are benchmarks which reflect the national formula rent cap for social rents, uprated by CPI for September 2016 plus one per cent. These benchmarks are uprated each April by the increase in CPI (for the previous September) plus one per cent and updated benchmarks will be published by the GLA on an annual basis. Providers have the flexibility to charge less than the benchmark. This means that London Affordable Rents tend to be slightly more expensive across London than Social Rents with the difference being smaller for larger bedroom units. In the case of Haringey our social rents tend to be lower than other boroughs and in this case the weekly rent for a London Affordable Rent 3 bed unit would be **£167.67 £173.37** compared to £112.75 at Social Rent, £324.57 LHA and £230.77 at Haringey affordable rent cap (50%) using 2019/20 benchmarks.

- 6.4.22 The Intermediate Housing is proposed to be Shared Ownership with a minimum of 25% share on equity and rental on the unsold equity of up to 2.75% with the marketing for the units to be as follows: pre-completion and 3 months post completion to households living or working in Haringey with maximum annual incomes of £40,000 for 1 and 2 bed properties and £60,000

for 3 bed properties; 3-6 months post completion to households living or working in London with maximum annual incomes of £60,000; from 6 months post completion to households living or working in London with maximum annual incomes of £90,000. Whilst Shared Ownership isn't the Council's preferred intermediate tenure revised Appendix C of the Housing Strategy **sets out that it is one of the intermediate tenures which the Council considers acceptable.**

6.4.23 The applicant's affordable housing offer is in line with the amended Housing Strategy and Intermediate Housing Policy (June 2018), **which prioritises social, affordable and London Living Rents**, and is in accordance with the Tottenham Hale Area Action Plan. **However, while the proposed marketing of the London Living Rent units conforms to the Mayor of London's Plan and Housing Strategy, it is not strictly in accordance with the Haringey Intermediate Housing Policy marketing targets.**

Viability Reviews

6.4.26 In order to ensure that the maximum reasonable amount of affordable housing is delivered, it is recommended that s106 planning obligations secure an Early Stage and Break Viability Review. These obligations would re-consider viability in the event that any planning permission is not implemented within ~~two~~ **2.5 years (30 months)** and if a planning permission is implemented, but then stopped. **A 2.5-year period, rather than the standard 2-years, is considered reasonable given the recommended 5-year time limit for the planning and Listed Building Consents (see paragraph 6.3.14).**

6.4.27 As outlined in Section 7 below, the Council is proposing to increase the current Haringey CIL charge rate for the Eastern Zone of the borough from £15 (**current index linked at £20.96**) to £50 per square metre and recently consulted on a Draft Charing Schedule. An approved development would be liable to pay the Haringey CIL rate that is in effect at the time that permission is granted in outline or when the first subsequent Reserved Matters application is approved. If a new higher CIL rate were to be introduced for the Eastern Zone before either of the above, this could have a significant effect on overall **Haringey** CIL liability for the scheme, increasing it from approximately ~~£1.3m to £1.9m~~ **£300,000 to £1 million (an increase of approx. £700,000) taking account of the affordable housing relief**, which would affect viability and the ability of the scheme to deliver 35% affordable housing. Balancing the objectives of maximising affordable housing and securing financial contributions towards social infrastructure for the High Road West Masterplan area, it is proposed that the section 106 agreement includes a clause such that if the CIL increases the infrastructure contribution will decrease by a corresponding amount. This is likely to be a reduction from £927,000 to approx. ~~£327,000~~ **£227,000** to absorb the additional CIL amount and maintain 35% affordable housing. **However, it should be noted that, in these circumstances, CIL could be used to fund these site-specific social infrastructure requirements.**

Heritage Conservation

6.9.3 Reference should be to **Policy DM9** (not DM6).

Heritage Conclusion

6.9.32 The proposed repair and conversion of the two Listed Georgian townhouses at Nos. 867-869 into solely residential use would enhance the **character special architectural and historic interest** and significance of these buildings and the proposed creation of a communal garden area at the rear and the development of Block G would improve their immediate setting. The Conservation Officer has assessed that the proposed tower would **have a negative impact on the character and appearance of the North Tottenham Conservation Area. As such, this proposed building would** be likely to cause less than substantial harm to the heritage significance of the North Tottenham Conservation Area and other heritage assets. A balancing exercise against public benefit is therefore required and the conclusion is that the public benefits **(as identified in Para. 6.9.29)** would outweigh this less than substantial harm. **Having given this harm considerable importance and weight Given this**, officers conclude that, subject to the recommended planning and Listed Building Consent conditions to **manage detailed works and setting, the proposals would preserve and enhance historic qualities of the heritage assets and ensure sufficiently high-quality design, the proposals would** comprise well managed change in accordance with Policies SP12, **DM6, DM9**, AAP5 and NT5 and guidance in the HRWMPF.

Overall Carbon savings

6.12.9 The proposed development delivers 67% improvement on site on the domestic detailed element of the scheme, 61.8% on the domestic outline element of the scheme and 35.7% on the detailed non-domestic scheme. **To achieve 'zero carbon' for the new build residential portion of the scheme, the applicant's revised Energy Statement estimates that a total of 133.4 tonnes per annum of regulated CO2, equivalent to 4,002 tonnes over 30 years needs to be offset by financial contributions. Assuming that the site (including the Listed Buildings) is connected to the proposed DEN, to achieve 'zero carbon', a total of 4,464 tonnes over 30 years needs to be offset by financial contributions. If the site is not connected to the proposed DEN, this figure increases to 10,032 tonnes over 30 years.** The proposed new build non-domestic portion of the scheme achieves 35% carbon reduction and no carbon offset is therefore required. The Revised Design Code includes a number of relevant guidelines for the Outline element of the scheme. However, it is recommended that s106 obligations are used to ensure the following:

- AS SET OUT IN REPORT.

NEW SECTION relating to the impact on Listed Buildings and Heritage Assets in the surrounding Conservation areas

1. The proposed development will form part of the immediate surroundings of the designated and undesignated heritage assets included in the top section of North Tottenham Conservation Area which is broadly comprised between Brantwood Road and White Hart Lane.
2. In its current configuration the development site neither contributes to the special interest and significance of the heritage assets in its surroundings nor contributes to the quality and character of the adjoining Conservation Area.
3. The consented Goods Yard scheme forms part of the emerging context of the North Tottenham Conservation Area and will sit to the immediate south west of the proposed development site. The existing 22 storey tall Rivers Apartments tower located immediately to the north of the development site also forms part of this context.
4. The listed and locally listed buildings included in this northern stretch of the North Tottenham Conservation Area are located to the south of the proposed development site to both sides of the High Road, and those buildings located on the west side of the High Road are the most closely related to the physical and visual change introduced by recently approved development, which would form part of their visual background together with the proposed scheme and the Rivers Apartment tower in views of the heritage assets from the High Road and White Hart Lane.
5. The built and visual context of the listed and locally listed buildings characterising the west side of the High Road has been progressively changing with the erection of some high rise buildings such as the Rivers Apartment tower located to the north of the conservation area. This context will further change when the approved Goods Yard Scheme is built out and as through the development of the High Road West Masterplan Framework parameters which aims to transform the poor quality industrial and commercial sites into a mixed-use commercial and residential areas complemented by high quality public spaces
6. The two/three storey listed and locally listed buildings will be directly backing onto the recently consented residential-led, mixed use Goods Yard scheme incorporating two towers of respectively 18-storeys and 21-storeys which will be experienced as part of the visual setting of these heritage assets.
7. In line with this the proposed development, with its sensitively stepped height across the proposed buildings, culminating with the 29 storey tower Block B which will sit in the background of a number of small scale heritage assets alongside the other consented tall buildings and will further the established vision of the High Road West Masterplan.
8. While the settings of heritage assets will be enhanced through the proposed improvements to public spaces and by sensitively designed, low rise residential blocks, the proposed tower building block B will stand out in the background of heritage assets as a prominent, contemporary structure in juxtaposition to the architectural and urban qualities of the listed and locally listed buildings along with the other approved and existing towers.
9. However, the Goods Yard development case sets precedent where it has been accepted that tall buildings like proposed block B, located in the setting of heritage assets would not obscure the legibility of the listed and locally listed buildings on their own merit or as a group, would not detract from their special interest and would cause less than substantial harm to their heritage significance. This harm has been

given significant weight and this harm is considered to be outweighed by substantial public benefits including the provision of much needed housing and affordable housing and public open space.

10. The contributing setting of more distant heritage assets located to the south-west, at the back of the development site and comprised within the Bruce Castle Conservation Area and North Tottenham Cemetery Conservation Area would not be substantially changed by the proposed development which will be seen alongside the existing Rivers Apartments tower and the consented towers on the Goods Yard site. Both distance, topography and the site location of the proposed tower will mitigate the outstanding height of the proposed tower which will appear of a comparable height to the Good Yard towers, and although visible, the proposed development would not affect the significance or appreciation of the Conservation Areas and related heritage assets.
11. Both the settings of the Fore Street South/Angel Conservation Area in Enfield and views out of the conservation area won't be affected by the proposed development since these are already characterised by large scale modern blocks of varying quality including Stellar House and the Rivers tower. The Inspector in the Goods Yard decision sets out that the Goods Yard towers will not bear any impact on this Conservation Area and its heritage assets and accordingly the proposed development will therefore have no impact.